

# CHAPTER 3:

## NATIONAL OUTCOMES

1. A Healthy and Stable Population
2. World-Class Education and Training
3. Effective Social Protection
4. Authentic and Transformational Culture
5. Security and Safety
6. Effective Governance
7. A Stable Macroeconomy
8. An Enabling Business Environment
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10. Energy Security and Efficiency
11. A Technology-Enabled Society
12. Internationally Competitive Industry Structures
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  - b. Manufacturing
  - c. Mining and Quarrying
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  - i. Tourism
13. Sustainable Management and Use of Environmental and Natural Resources
14. Hazard Risk Reduction and Adaptation to Climate Change
15. Sustainable Urban and Rural Development

## Goal I: Jamaicans are Empowered to Achieve their Fullest Potential

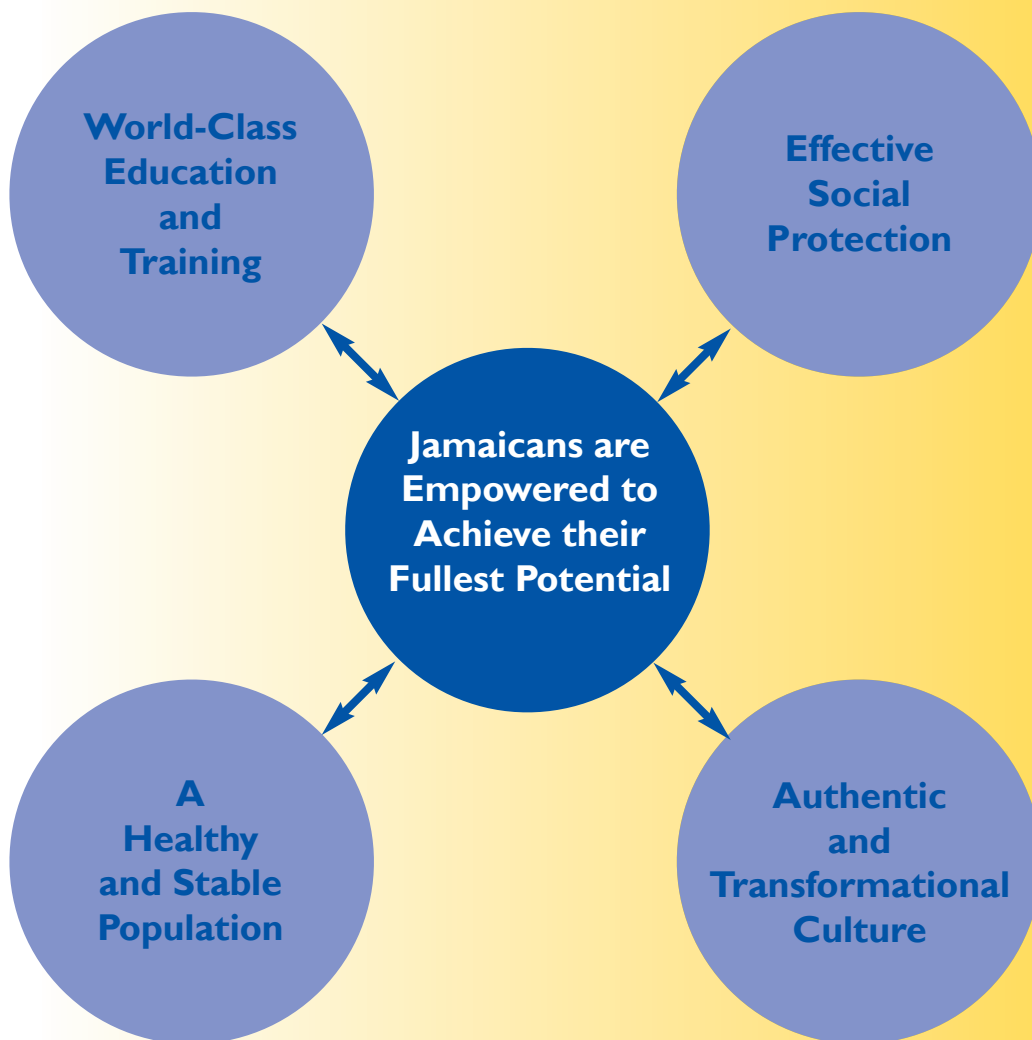


Figure 9: Goal I and Related National Outcomes

## NATIONAL OUTCOME # 1 A HEALTHY AND STABLE POPULATION

### Overview

Under this outcome, Vision 2030 Jamaica builds on the positive results achieved for our population and health profile in recent years (e.g. life expectancy which stood at 72.4 years in 2007), to ensure that where the health and other population outcomes are weak (e.g. infant mortality which stood at 21.3 per thousand in 2005<sup>40</sup>) they will be strengthened to compare with the best in the world.<sup>41</sup> We expect our average life expectancy to be higher than 76 years. We will achieve this by raising the standard of our health care delivery and by building the awareness and commitment of our population to the maintenance of healthy lifestyles and environments.



Photograph by the Gleaner Co. Ltd.

“ Vision 2030 Jamaica will build on the positive outcomes that have been achieved by the health sector ... to ensure that the delivery of health care... compares with the best in the world.

”

Prior to the 1980s, our population policy was synonymous with reduction in fertility and population growth.<sup>42</sup> Since then, the policy framework has been broadened to include mortality, international and internal migration, urbanization and settlement. Further revision to the policy resulted in the addition of gender, children, the aged, and the environment as concerns for population policy and planning.<sup>43</sup> Our country will maintain this focus as we strive to achieve a balanced and stable population.

<sup>40</sup> Demographic Statistics 2007, STATIN.

<sup>41</sup> Infant mortality rates ranging from 2.9 per 1,000 in Iceland to 5.1 per 1,000 in Cuba.

<sup>42</sup> The Jamaica Family Planning Association (FAMPLAN) pioneered programmes for fertility reduction in the non-Government sector while the National Family Planning Board (NFPB) played the dominant role for similar interventions in the public domain.

<sup>43</sup> The National Population Policy was revised by the PPCC and adopted by Parliament in 1996. The revised Policy included all areas in the earlier policy and incorporated others which were considered relevant in light of the changing demographic conditions.

We regard the promotion and maintenance of good health as a concern for which the entire society should take responsibility. We will focus attention on the dissemination of information to empower individuals to make healthy choices. We will place emphasis on strengthening our primary health care system to prevent simple health care issues from escalating into chronic and life threatening outcomes. We will transform our secondary and tertiary care institutions and enable them to focus their resources on delivering high quality care.

At all levels of the health care system, we will strengthen the human resources paying particular attention to categories such as our nursing staff and pharmacists. We will ensure that our equipment and physical structures are the most appropriate and adequate for the demand that will be placed on them.

One of the enduring impediments to accessing health care is the lack of adequate financing. Various mechanisms such as public private partnerships, health insurance and user financing have been explored. In 2007, a policy was implemented to enable all users of the public health care system to access health care without charge for most services. Under Vision 2030 Jamaica, we will continue this policy and explore appropriate and sustainable mechanisms for continued health financing.

### Population Profile

Jamaica's population was estimated to be 2,682,100 at the end of 2007.<sup>44</sup> Just over 50 per cent of the population was

“ The aging of the population, particularly the growth of the elderly and the working age cohorts, will emerge as one of the most significant demographic and socio-economic challenges to face our country. ”

female. The population growth rate was estimated at 0.5 per cent. This rate has been the same for the last four years. By 2030, it is projected that the population will have increased by approximately 7.1 per cent to 2,872,000.<sup>45</sup> Some 51 per cent of the population is expected to be females. However, the age composition of our population will be notably different. Our working age and elderly population will constitute a higher proportion of the population as a result of declines in fertility and mortality rates and emigration of our younger population. The process is commonly referred to as 'aging' (of the population). This has led to our country now being classified as one with a 'moderately' aging population but it will enter into a phase of rapid aging within the next three decades. Evidence of aging is seen when increases in the median age are observed over time. The median age for men and women moved from 16.4 years and 17.9

<sup>44</sup> Economic and Social Survey Jamaica, 2007.

<sup>45</sup> Based on estimates for 2008 from the Statistical Institute of Jamaica.



years in 1970 to 23.7 and 25 years respectively in 2005. The aging of the population, particularly the growth of the elderly and the working age cohorts, will emerge as one of the most significant demographic and socio-economic challenges to face our country.

### Child Population

The proportion of children (0-14 years) in our population was estimated at 29.4 per cent (782,600) of the total population in 2005. By 2007, it had declined to 28.3 per cent. This age



Photograph contributed by C. Hughes

cohort is expected to further decline to 23.2 per cent (666,304) by 2030. Males are more highly represented than females in this cohort when compared to their distribution in the wider population. The projected decline in the child population will have implications for the physical and social infrastructure required to support our children and will favourably affect the dependency ratio of our population.<sup>46</sup>

### Youth Population

As with the child population, the proportion of youth (15–24) in our population has been declining. In 2005, the number was 491,700 (18.5 % of the population). By 2007, the number had fallen to 459,139 (17.1 % of the total population). In both periods, the gender distribution was in favour of females who accounted for just over 50 per cent of the youth population. Based on medium level growth projections,<sup>47</sup> this age cohort is expected to decline to 14.6 per cent of the total population by 2030. The gender distribution is expected to be reversed with just over 50 per cent males. Although this age group overlaps with the working age population, it has been singled out because of its vulnerability to a number of social ills. For example, the unemployment rate among youth is more than twice the overall rate for all age groups within the working population. They are the primary victims and perpetrators of crimes, particularly violent crimes. The large proportion of youth<sup>48</sup> in our working age population presents an opportunity for our country's development. It is therefore essential that we build the capacity of this group to ensure that it is integral to development planning and implementation.

### Working Age Population

Our working age population (15-64 years) was estimated at 1,699,300 (63.4 %) in 2007 and is expected to increase to 1,884,032 (65.6 %) by 2030. The current and expected 'bulge' in the population of working age is regarded by demographers as a 'window of

<sup>46</sup> The dependency ratio shows the population that is dependent (child 0-14 years and elderly 65 and over) as a proportion of our working age population.

<sup>47</sup> Based on projections made in 2008 by the Statistical Institute of Jamaica.

<sup>48</sup> In 2007, they comprised 27 per cent of the working age population.

opportunity' or 'demographic dividend'. This means that there is a higher proportion of persons in the working age relative to the dependent ages (child 0-14 years and elderly 65 and over). We must position our society to use our surplus population optimally for development. The working age will reach its maximum in 2025 at about 67.0 per cent of the total population.



Photograph contributed by C. Clayton

### **Elderly Population**

Our elderly population (60 years and over) is the fastest growing age group. The dependent elderly (65 years and over) was estimated at 207,700 (7.8 %) in 2005 and by 2007, had grown to 223,961 (8.4%). Over the period 2007 to 2030, it is estimated that this cohort of our population will increase by 2.8 per cent to 11.2 per cent (321,664).<sup>49</sup> The changing profile points to the need for greater concentration on programmes for the elderly, and eventually a levelling in the requirements for infrastructure for children and youth.

### **Persons with Disabilities**

The 2001 Population Census estimates

that the proportion of our population reporting at least one disability was 6.3 per cent (163,206).<sup>50</sup> However, it is generally presumed that censuses understate the level of disability, particularly the milder forms, in any given population. Internationally, the World Health Organization (WHO) estimates that the level of disability for most countries would be about 10 per cent of their total population. Assuming that this holds true for Jamaica, the level of disability as revealed by the census grossly understates the extent of the problem. It may therefore be assumed that persons with disabilities (PWDs) comprise a larger than stated segment of our population and have been marginalized from the mainstream of development in the society.

Persons with disabilities (especially older women) are at risk of several health problems, including, depression, urinary tract infection, and restricted lung disorder. Women with disabilities are also at risk of coercive sterilization, and forced abortion. Inadequacies of reproductive health care and education and ignorance of contraception make them vulnerable to sexual abuse. Often they fail to report physical and sexual



Photograph by Howard Moo-Young

<sup>49</sup> Based on 2008 projections made by STATIN.

<sup>50</sup> This figure is based on individual reporting and was not medically or scientifically determined.

abuse because they are dependent on care givers.

The PWDs are generally characterized as persons with low levels of formal education and training who face hostile labour market conditions and employment relations. This is a subgroup whose rights and capacity to contribute will be addressed under Vision 2030 Jamaica in all spheres of our activities.

### Health Profile

The health of a population is not only a reflection of the level of development of the society but also a contributor to the capacity of the society to develop. The least healthy populations are found in the world's least developed countries.<sup>51</sup> This might be explained by the fact that the

majority of variables identified as “determinants of health” are in the social and economic realm (see Textbox).

### Life Expectancy

Jamaica ranks high among developing countries with respect to the health status of the population. This status is the result of improvements that occurred in the 20<sup>th</sup> century. Life expectancy at birth increased from 38 years in 1900 to 72.4 years in 2007. The infant mortality rate, which measures child survival and is a good indicator of a country's health status, declined to 21.3 from 174.3 deaths per 1,000 live births<sup>52</sup> over the same period. The improvements in life expectancy apply to both men and women. However, the life expectancy for women has always been higher than that of men and this disparity has been growing. While the life expectancy for women is higher (75 compared with 69 for men) health adjusted life expectancy after the age of 60 shows that women spend more time in illness and disease than men.

Measured against the Human Development Index, Jamaica ranked above the average life expectancy of developing countries, which was 65.0 years in 2006. The Human Poverty Index that measures deprivation in three basic dimensions (long and healthy life, knowledge and a decent standard of living) also ranked Jamaica relatively highly in 2007, at 34<sup>th</sup> of 108 developing countries.<sup>53</sup>

### Determinants of Health

- Socio-economic status (including income and employment)
- Level of education
- Environment (work, housing, physical)
- Nutrition and food security
- Lifestyle
- Cultural factors
- General living conditions and experiences (poverty, discrimination, social exclusion and opportunities for social support and networking)
- Mode of transportation
- Genetics
- Violence and crime

<sup>51</sup> For example, sub-Saharan Africa, which is one of the poorest regions in the world, has the highest level of HIV/AIDS in the world and also accounts for high rates of infection from diseases such as tuberculosis and leptospirosis. This compares with countries such as the USA which, although among the first to have identified the HIV/AIDS virus as present in their society, has maintained relatively low levels of infection.

<sup>52</sup> The latest available data on infant mortality was for 2005.

<sup>53</sup> UN Human Development Report 2007, pp. 239.

### Morbidity and Mortality

The leading causes of death in Jamaica during the first half of the 20<sup>th</sup> century were infectious diseases. In the 21<sup>st</sup> century, the main causes of morbidity and mortality are chronic non-communicable lifestyle diseases,<sup>54</sup> injuries and mental illness. Table 4, which shows Jamaica’s morbidity data as captured by the public health sector for the first half of 2007,<sup>55</sup> provides evidence of this.

Table 5 shows the leading causes of death among men and women in Jamaica

ranked in order of frequency. Diseases of the circulatory system – hypertension, stroke and heart diseases, together are the leading causes of morbidity and mortality. When differentiated by gender, there are similarities in the top five types of illnesses that caused death but clear differences in the ranking of these illnesses between either sex. For example, cerebrovascular diseases were the leading causes of death among males while endocrine, nutritional and metabolic diseases were the primary causes of death among females.

**Table 4: Leading Causes of Visits to Health Facilities by Health Region,<sup>56</sup> 2007 (January-June)**

DIAGNOSIS	SERHA	NERHA	WRHA	SRHA	Jamaica	% of top 6 visits
	No. Visits	No. Visits	No. Visits	No. Visits	No. Visits	
Hypertension	24,613	11,487	13,797	14,257	64,154	25.4
Diseases of the Respiratory Tract	31,074	7,335	5,655	9,030	53,094	21.1
Skin Disease	21,000	8,907	7,209	7,314	44,430	17.6
Genito-Urinary Diseases (including STD)	24,506	5,363	7,043	5,412	42,324	16.8
Musculoskeletal	9,889	5,420	4,245	5,657	25,211	10.0
Psychiatry	10,714	3,597	4,906	3,747	22,964	9.1
<b>TOTAL</b>	<b>121,796</b>	<b>42,109</b>	<b>42,855</b>	<b>45,417</b>	<b>252,177</b>	<b>100</b>

Economic and Social Survey Jamaica, 2007

<sup>54</sup> For example diabetes and diseases of the circulatory system (hypertension).

<sup>55</sup> Latest period for which data were available.

<sup>56</sup> SERHA-South East Regional Health Authority; NERHA-North East Regional Health Authority; WRHA-Western Regional Health Authority; SRHA-Southern Regional Health Authority.



There were also differences in the rate of occurrence of the different types of illness between males and females which are not indicated in the table. For example:

- the rate for Endocrine, Nutritional and Metabolic Disease<sup>57</sup> was 35 per cent higher in females than in males;
- the rate for cerebrovascular diseases was 24 per cent higher in women than in men;
- the rate for Ischaemic Heart Disease was 9 per cent higher in men than in women;
- the rate for homicides among men was 8 times that of women.

reverse. There are also myths that give greater exposure of young girls to risk. Many women are not sufficiently empowered to insist on safe sex practices.

Measures employed in the fight against HIV/AIDS have two broad objectives. These are to prevent the spread of the disease and to mitigate the impact on individuals who have contracted the virus. The Threshold 21 Jamaica model was used to simulate the impact of using preventative measures versus increasing the availability of antiretroviral (ARV) drugs which are used to mitigate the impact of the virus on those who have

contracted it. The model suggests that prevention (testing, behaviour change, ARV for HIV infected females who are pregnant) would have a greater impact in reducing the spread of the disease than focussing on supplying ARV.

One of the major health concerns is that Jamaica has among the highest rates of cervical and prostate cancer in the world. Both are preventable, and mortality from both can be lessened by better knowledge of screening, early diagnosis, better laboratory facilities, and more prompt recall when tests are positive.

**Table 5: Leading Causes of Death Ranked in Order of Frequency (By Sex) – Jamaica 2005**

Male	Female
1. Cerebrovascular Diseases	1. Endocrine, Nutritional and Metabolic Disease
2. Endocrine, Nutritional and Metabolic Disease	2. Cerebrovascular Diseases
3. Ischaemic Heart Disease	3. Hypertensive Diseases
4. Hypertensive Diseases	4. Ischaemic Heart Disease
5. Other Heart Diseases	5. Other Heart Diseases

Economic and Social Survey Jamaica, 2007

With respect to HIV/AIDS, the male:female infection ratio in the 10 to 19 age group was 1:2.84. Adolescent females in the 10 to 14 age group face similar risk and those in the 15 to 19 age group face three times the risk of acquiring the infection when compared to males in the same age groups. Male to female transmission is easier than the

<sup>57</sup> These include diabetes and some forms of cancers.

### Mental Health

Mental, neurological and substance use disorders cause a large burden of disease and disability. Globally, they account for 13 per cent of overall disability-adjusted life years (DALYs) and 33 per cent of overall years lived with disability (YLDs).<sup>58</sup> In Jamaica, while there is widespread recognition and commitment to disorders like schizophrenia, psychosis and cocaine addiction, not enough attention is focused on mental health conditions with the greatest disease burden, and potential for triggering secondary illnesses and development challenges for individuals. These include depression, alcohol abuse and cannabis use during adolescence, and emotional and psychological issues affecting children. Violence-related mental health is poorly identified because women are reluctant to disclose spousal abuse.

Women predominate among depression and anxiety complaints, accounting for 71.6 per cent respectively of persons visiting health institutions in 2007. Drug dependence and schizophrenic/psychotic disorders are far more common among men who accounted for 95.4 per cent and 61.3 per cent respectively of all visits in 2007.

Jamaica has made some strides in developing a modern approach to mental health. For example, a policy for mental health care is in place, the second

strategic plan (2007-2011) is being developed and the mental health legislations have been reviewed. More needs to be done, particularly to build public awareness and encourage families and communities to bear more of the burden of support for mentally ill persons in our society.

### State Mechanisms for Increasing Access

A number of mechanisms have been put in place by the State to ensure that the most vulnerable have access to health care. These include the abolition of user fees in public health care institutions and the establishment of programmes such as PATH, the Jamaica Drugs for the Elderly Programme (JADEP), and the National Health Fund (NHF).

In the PATH programme which guarantees beneficiaries' health benefits and certain health and education benefits to their children, more women access benefits than men. JADEP initiated in 1996, targets citizens 60 years and over with specified chronic diseases, the majority of whom are women. Under this programme, the elderly pay nominal prices for prescribed drugs which are available at public and participating private sector pharmacies. Like JADEP, the NHF targets all persons with specified chronic diseases. Its guiding principle is universal coverage.

<sup>58</sup> World Health Report 2001.



## Administration and Delivery of Health care

### Public Health Care System

While health services are delivered through a mixture of public and private sector effort, our public sector is the main provider of these services. They are delivered through a decentralized system comprised of four Regional Health Authorities (RHAs) that are each responsible for health care delivery in their respective regions.<sup>59</sup> The Ministry of Health and Environment (MOHE) is responsible for: policy formulation, development and monitoring; creating new relationships between the MOHE and its agents; and oversight of the regions.

The MOHE has a five year strategic planning cycle. A new National Strategic Plan for 2006-2010 took effect in April 2006. The public sector's priorities for health include: the need to reduce/control the spread of HIV/AIDS; focus on Maternal and Child Health, for example, reducing maternal mortality; and implementing the Healthy Lifestyle Policy, promulgated in 2004, to control the incidences of lifestyle related Chronic Non-Communicable Diseases (CNCDs).

The strategies dictate increased attention to health education and promotion to reorient our people towards health seeking behaviour. This is based on recognition of the cause and effect principles of engaging in risky behaviour related to lifestyles, and facilitating individuals taking responsibility for their own health status

and making informed decisions and choices.

The public health system has been challenged by resource constraints to meet the increased demands on its services resulting from the abolition of "User Fees." As one of the mechanisms to overcome this challenge, the MOHE has developed partnerships with local, regional and international organizations to improve its ability to deliver a high quality health service and ensure the health and wellbeing of our population.

### Public Expenditure on Health Care

Public expenditure on health as a percentage of GDP was 2.3 per cent compared with 6.9 per cent for Cuba, 3.2 per cent for Haiti and 2.4 per cent for Trinidad and Tobago.<sup>60</sup> These expenditures must be understood against the background of the total estimated population which was 11.3 million for Cuba, 9.8 million for Haiti, 2.7 million for Jamaica and 1.3 million for Trinidad and Tobago.

### Private Health Care Delivery

Private health care providers participate in the delivery of primary health care mainly through the plethora of health centres and private doctors who operate throughout the island. They are major participants in the delivery of specialized medical services and secondary health care. There are eight private hospitals and some 2,000 physicians in private practice. A major portion of the ambulatory and primary care is delivered in the private sector. Private hospitals handle about 5 per cent of the total hospital services; the public

<sup>59</sup> The major proportion of health care complement was de-centralized in 1997 with the promulgation of the Health Services Act and establishment of four Regional Health Authorities, to deliver health care to the population.

<sup>60</sup> UNFPA State of the World Population 2008.

hospitals handle the more complicated and costly cases, particularly for patients who are not insured. There are no formal relationships between the public networks and the private sub-sector. However, health services reform has promoted public-private partnerships in a number of areas such as hospital care, pharmaceutical and diagnostic services. Vision 2030 Jamaica envisages increased collaboration between the public and private sector in financing and delivering health services.

Notwithstanding Jamaica's relatively good positioning with respect to most health indicators, there is some dissatisfaction with the delivery of health care particularly as it relates to the public health care system. Areas such as the infant and maternal mortality rates which are higher than desired are causes for concern.

### Issues and Challenges

Some of the major issues and challenges that must be addressed to achieve improvements in our health are summarized below.

#### **Under-resourced Facilities and Aging Infrastructure**

Our health care institutions at all levels are under-equipped and under-staffed with respect to some categories of staff. Much of the infrastructure is old. The ability of these institutions to deliver the required level of service is severely restricted by these shortcomings. The recent policy to increase access to health services by abolishing user fees has brought these shortcomings into greater focus.

#### **Growth in Chronic and Lifestyle Diseases**

Chronic and lifestyle diseases such as Ischaemic Heart Disease and hypertension have become the major causes of illness among the population. This highlights the need for the population to take responsibility for the preservation of its health and for early interventions at the primary level to prevent the onset of chronic illnesses.

#### **Overburdening of the Emergency Rooms and Secondary Health Care Institutions**

The accident and emergency rooms at most of our secondary health care institutions are constantly overcrowded dealing with primary health care concerns. In contrast, many of our primary health care institutions which should serve the needs of most of the outpatients are under-utilized in part due to under-resourcing of key health personnel and equipment.

#### **HIV/AIDS and STDs**

HIV/AIDS continues to be a threat to the society (although major reduction has been reported in areas such as in the level of mother to child transmission) and sexually transmitted infections and diseases persist at a higher than desirable rate. Simulation exercises conducted with the T21 Jamaica model suggest that a failure to reduce the prevalence of HIV/AIDS will lead to a reduction in the average life expectancy of our population by 2030. These projections are concurrent with scenarios generated by STATIN regarding the potential impact of HIV/AIDS on our population by 2030. It is therefore important to continue and strengthen the ongoing measures to fight HIV/AIDS and sexually transmitted diseases.

### Quality of Service Delivery

Although recent surveys commissioned by the Ministry of Health and Environment suggest that the level of satisfaction with service delivery by health personnel is high, users of both public and private health care facilities persistently complain about the poor quality of service. These complaints have been mainly associated with a shortage of medical personnel<sup>61</sup> and signal the need for greater accountability by the staff, better training, and a higher level of staffing to reduce the burden on certain categories of health care personnel.

### Uneven Distribution of Tertiary Care Institutions

Tertiary level health care institutions are unevenly distributed throughout the island, and this limits access to intensive health care opportunities for large segments of the population. This sometimes results in unnecessary loss of life. Many of these institutions either have vital equipment that are non-functional or are without tertiary care equipment. These conditions will be reversed under Vision 2030 Jamaica.

### Shortage of Health Personnel

Jamaica, as in the global environment, is experiencing a shortage of health care personnel. This is compounded by the inability of our local institutions to offer competitive salaries and benefits, which contributes to a high level of migration of our highly skilled health care personnel, particularly nurses, without adequate replacement.

### Food and Nutrition

Over the last three decades, Jamaica has moved increasingly toward a higher fat,

more refined diet,<sup>62</sup> and these dietary changes have contributed to obesity and nutrition-related chronic diseases. Despite progress, we have not fully achieved the objectives of the Food and Nutrition Policy<sup>63</sup> to provide adequate food and nutrition for all, due in part to issues of affordability and poor food choices. Nutrition is particularly important to the health of certain population groups, including children, adolescents, pregnant and lactating women, and the elderly. Our country remains at risk with respect to the supply of adequate nutrition to vulnerable segments of our population, and therefore the long-term health of the population is at risk.

### Environmental Risks

The state of the environment is important to the maintenance of a healthy population. An unhealthy environment presents the risk of supporting and spreading diseases, vectors of diseases such as rats and mosquitoes and of the population encountering hazardous wastes (such as lead and insecticides) and atmospheric pollution. Diseases of the lung and lead poisoning are examples of conditions that might arise from air and ground pollution. In much of our country, waste of all types is improperly disposed of and our atmosphere is polluted through sources such as emissions from factories and automobiles. We must implement appropriate measures to enlighten the population on acceptable ways of disposing of waste and implement standards that will contain the levels of atmospheric, water, and ground pollution.

<sup>61</sup> Referenced in the Economic and Social Survey Jamaica 2007, p. 23.4.

<sup>62</sup> Turner-Pitt, Marchelle and Sharmaine Edwards (2006). Situational Analysis of Food and Nutrition in Jamaica. Ministry of Health, Kingston.

<sup>63</sup> The Food and Nutrition Policy was first established in 1973 and has since undergone several revisions. The last revision was in 2008.

### National Strategies

In response to the issues and challenges, the national focus will be multifaceted. Under Vision 2030 Jamaica, we will ensure that the population takes greater responsibility for the maintenance of its health. We will increase the focus on the primary health care system, ensuring that primary health care facilities are better equipped and staffed and are able to operate with flexibility in order to improve access. This will enable the

secondary and tertiary care institutions to focus on the higher levels of care and allow them to be better resourced and equipped for this purpose. The strategies will improve the governance of our health care system to ensure effective management and delivery at all levels.

The National Strategies, an elaboration of each and some selected sector strategies are listed below.

**Table 6: National Strategies and Responsible Agencies  
– A Healthy and Stable Population**

NATIONAL STRATEGIES	RESPONSIBLE AGENCIES
1-1 Maintain a stable population	Planning Institute of Jamaica Ministry of Health and Environment Statistical Institute of Jamaica National Family Planning Board
1-2 Strengthen disease surveillance, mitigation, risk reduction and the responsiveness of the health system	Ministry of Health and Environment
1-3 Strengthen the Health Promotion Approach	Ministry of Health and Environment Private Sector Partners NGOs FBOs CBOs
1-4 Strengthen and emphasize the primary health care approach	Ministry of Health and Environment Private Sector Partners
1-5 Provide and maintain an adequate health infrastructure to ensure efficient and cost effective service delivery	Ministry of Health and Environment Private Sector Partners
1-6 Establish and implement a sustainable mechanism for supporting human resources	Ministry of Health and Environment
1-7 Establish effective governance mechanisms for health services delivery	Ministry of Health and Environment
1-8 Support national food security	Ministry of Health and Environment Ministry of Agriculture Office of the Prime Minister (Lands)
1-9 Strengthen the linkages between health and the environment	Ministry of Health and Environment National Environment and Planning Agency Ministry of Agriculture Office of the Prime Minister
1-10 Introduce a programme for sustainable financing of health care	Ministry of Health and Environment Ministry of Finance and the Public Service

NATIONAL OUTCOMES

## I-1 Maintain a Stable Population

Under Vision 2030 Jamaica, we will maintain a stable population with a sustainable balance between the various demographic groups. While many countries around the globe pursue the goal of controlling the population growth rate, several developed countries have moved beyond the point of stability, to the point where they have a declining population. This is not a desirable outcome for Jamaica. Our ideal is to have zero growth rather than negative or positive growth. To meet our developmental objectives, we will need a balance between our working aged population and those that are dependent. Too sharp a decline in our young working-aged population will increase our dependency ratio to unsustainable levels. This must be balanced against the fact that the fertility rate among our adolescent population (10-19 years) is higher than it should be.

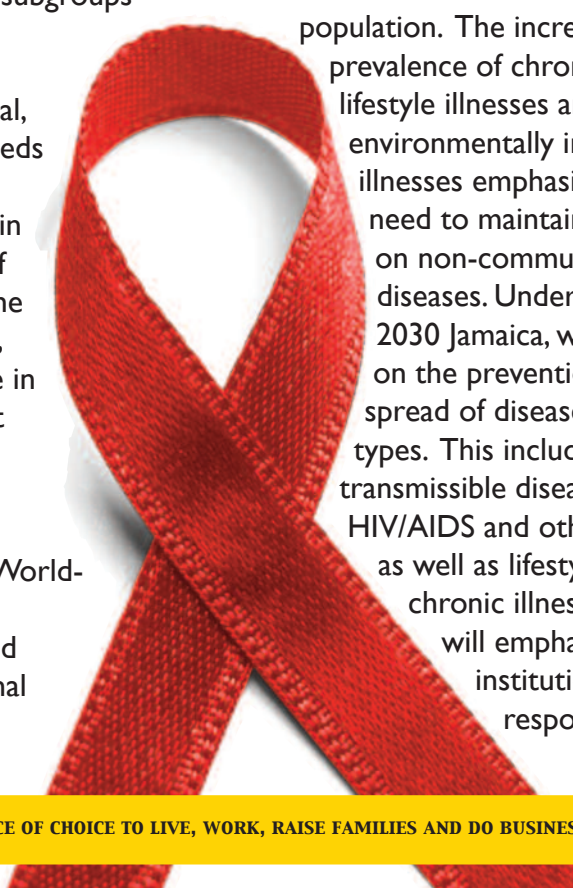
We will pursue the objective of ensuring that our different population subgroups such as the elderly, youth and children are protected and empowered with their physical, mental, spiritual and social needs satisfied. To do this, we will ensure that programmes are in place to support the needs of our population, particularly the vulnerable and that our birth, death and migration rates are in balance. Many of the support programmes for the various population subgroups will be implemented under different National Outcomes such as: World-Class Education and Training; Effective Social Protection; and Authentic and Transformational Culture.

### Selected Sector Strategies:

- Strengthen and improve policies, plans, programmes and other relevant capacities to provide reproductive health services and commodities for all who need them
- Strengthen policies, systems and programmes for mortality reductions and improvement in health status
- Develop and strengthen systems and mechanisms to measure international migration flows for monitoring demographic characteristics

## I-2 Strengthen Disease Surveillance, Mitigation, Risk Reduction and the Responsiveness of the Health System

Globalization has increased the threat of infectious diseases. The outbreak of malaria in Jamaica in 2007 provides a graphic example of this. Our society is grappling with HIV/AIDS which continues to be a threat to our population. The increasing prevalence of chronic and lifestyle illnesses and environmentally induced illnesses emphasizes the need to maintain a focus on non-communicable diseases. Under Vision 2030 Jamaica, we will focus on the prevention of the spread of diseases of all types. This includes transmissible diseases such as HIV/AIDS and other STDS as well as lifestyle and chronic illnesses. We will emphasize the institutional responsiveness





to these illnesses. Some of the mechanisms to be applied will include early screening of our population to facilitate timely interventions, strengthening of our primary health care facilities to increase prevention approaches and introduction of a research agenda to keep health care providers and the population abreast of critical information such as new diseases, methods of treatment and prevention, and methods of control.

#### **Selected Sector Strategies:**

- Enhance early screening/detection programmes
- Prioritize national epidemiology issues
- Introduce a research agenda and programme to support informed planning and decision making in health administration and delivery
- Strengthen primary, secondary and tertiary prevention programmes
- Improve risk/disaster mitigation through prevention, preparedness and response
- Ensure conformity to international health regulations/requirements

### **1-3 Strengthen the Health Promotion Approach**

The Health Promotion Approach places emphasis on empowering individuals to make informed choices to preserve their health and minimize their exposure to health risks.<sup>64</sup> Individuals will be encouraged to seek environments that minimize exposure to hazards and practice healthy lifestyles including balanced nutrition, regular physical exercise, adequate rest, and minimal exposure to health risk factors. This

strategy therefore focuses on a holistic approach to health preservation which includes the maintenance of the reproductive health of our citizens and a shift in the emphasis in mental health care from an institution-based approach to one that is community-based.

#### **Selected Sector Strategies:**

- Strengthen the policy framework and reorient the health system to support the healthy lifestyle approach
- Empower communities to support enhancement of the healthy lifestyle approach
- Develop personal skills of individuals to make informed choices
- Build strong alliances with key stakeholders to support healthy lifestyles through measures such as:
  - implementation of the Building Code to ensure the introduction of green space and recreational facilities;
  - encouragement of physical activities;
  - ensuring that a healthy environment is encouraged (e.g. a smoke-free environment);
  - supporting adequate nutrition at school and home;
  - ensuring support for mental health.
- Mainstream demographic considerations, such as gender differentials in health conditions and health-seeking behaviour, to address issues such as the reluctance of men to seek health care

<sup>64</sup> Health promotion has been defined by the 2005 Bangkok Charter for Health Promotion in a Globalized World as "the process of enabling people to increase control over their health and its determinants, and thereby improve their health." Means of health promotion include health education and social marketing.



#### **I-4 Strengthen and Emphasize the Primary Health Care Approach**

Under this strategy, Vision 2030 Jamaica will strengthen the primary health care institutions and the capacity of health personnel to ensure improved delivery and increased access to this level of services. This will not only remove the burden from the secondary and tertiary level care institutions but more importantly, it will create the foundation for good health for our people. The approach being adopted is both comprehensive and integrated and involves communities, public-private partnerships and inter-sectoral collaboration. Measures such as increasing flexibility in the operational hours of health centres will be implemented to allow access beyond regular working hours. We will ensure that the requisite facilities are available to provide seamless transition through all levels of health care.

##### **Selected Sector Strategies:**

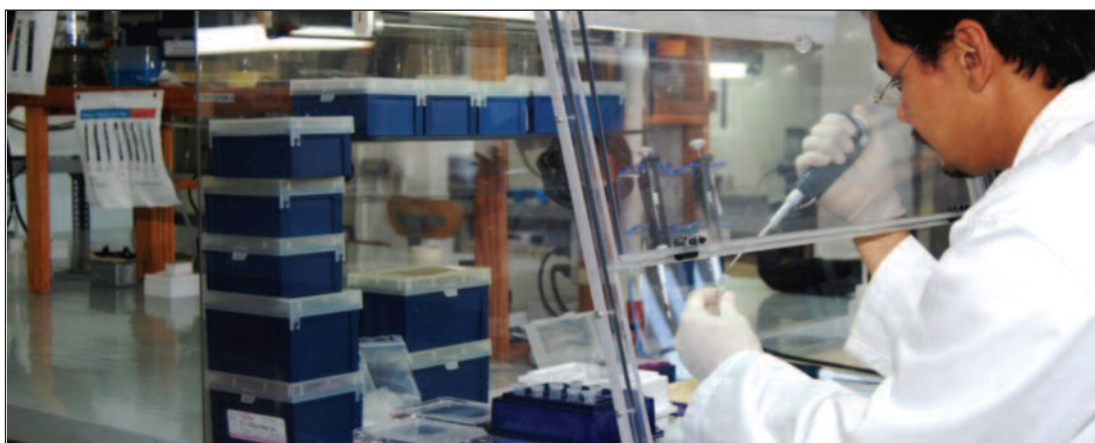
- Ensure efficient allocation of resources to support the primary health care strategy
- Build adequate support services and mechanisms to ensure seamless transition throughout the care pathway – from primary to tertiary level care

- Strengthen the capacity of secondary health care facilities to provide vital services that are not delivered at the primary level
- Deepen and expand the shift to primary health care and reduce reliance on long-stay hospital care
- Ensure the effectiveness of the care pathway

#### **I-5 Provide and Maintain an Adequate Health Infrastructure to Ensure Efficient and Cost Effective Service Delivery**

The public health sector has been engaged in a programme of rehabilitation and renewal of its physical infrastructure for several years. Notwithstanding the improvements that have been achieved, much of the health infrastructure, particularly the health centres, remains below acceptable standards. In order to maintain a population in optimal health, the infrastructure must be improved. A well maintained, modern and appropriate infrastructure will help to ensure that delivery of health services is efficient and cost effective.

Through this strategy, Vision 2030 Jamaica will improve the infrastructure, including buildings, equipment and systems. It will incorporate increased use



Photograph by Howard Moo-Young

of appropriate technology and take a more integrated approach to service delivery. The use of technology will be reflected in the development of the e-health infrastructure to improve service delivery by providing: real-time access to patient information; efficiency in the management of all levels of the health services; and improved ability to monitor service delivery island-wide.

The strategy identifies and implements measures that will increase the resources available to the health sector to achieve the standards targeted under Vision 2030 Jamaica. The public health system operates with a fragmented information database. This reduces the effectiveness of administration of the system and constrains efficient patient management and allocation of staff. This strategy will support current efforts to establish a central database that will be accessible to health administrators and those who deliver services.

**Selected Sector Strategies:**

- Establish standards and ensure that they are observed in the construction and maintenance of health facilities (with emphasis on health centres)
- Ensure the provision and equitable access to appropriate and cost-

- effective health technology
- Mainstream health technology assessment
- Integrate health care and social protection systems
- Formulate and implement a national health information policy and regulatory framework to guide stakeholder participation
- Promote the use and application of information in planning management and health care delivery

**I-6 Establish and Implement a Sustainable Mechanism for Supporting Human Resources**

There can be no improvement in health services delivery without corresponding improvement in the quality and distribution of staff. Many of our skilled health personnel migrate to more developed countries where the conditions and benefits of service are much better than in Jamaica; the result is shortage in some categories of skilled health personnel. Inefficiencies in the deployment of staff result in a skewing in their distribution towards the better resourced health care institutions in our country. Our strategy will be to develop mechanisms for the management of



Photograph by Howard Moo-Young

human resources to improve the allocation of staff, increase the retention of qualified, competent personnel and balance the training of new personnel with the present and future needs of the health care system. This will lead to efficiency and effectiveness in our health care delivery. Under Vision 2030 Jamaica, we also will strengthen the performance-based management system to ensure that health care personnel maximize their potential.

#### **Selected Sector Strategies:**

- Review the required competencies for the health workforce and establish and implement a Human Resources Strategic Plan to ensure a sustainable supply of skills and competencies for the sector
- Apply skills mix deployment and task shifting of human resources for maximum efficiencies
- Strengthen the performance-based management system
- Establish a system to manage the impact of migration of critical health care personnel

### **I-7 Establish Effective Governance Mechanisms for Health Services Delivery**

The governance structure of the health care system is weak and reduces the effectiveness and efficiency of health care delivery. These weaknesses are manifested in areas such as in the acquisition and allocation of resources and a lack of uniformity in the quality and adequacy of care delivered by public and private health care institutions. The regulatory framework limits the extent to which the governance structure may become effective and efficient. Under Vision 2030 Jamaica, we will amend the regulatory framework as needed and increase the level of participation in health care delivery through partnerships with various stakeholder groups. Changes will be made in areas relating to the accountability framework governing the operations of the RHAs, their structures, reporting relationships and roles and functions.



Photograph by Howard Moo-Young



**Selected Sector Strategies:**

- Facilitate social participation in health care delivery
- Modify/develop the regulatory framework for optimal health care
- Foster public-private partnerships in financing health care
- Strengthen existing programmes to improve and facilitate access to health care (e.g. National Health Fund, NIGold)

**I-8 Support National Food Security**

The need for food security has emerged as a national priority, as global economic and environmental forces combine to threaten long-term food supply and prices. Food security has been defined as ensuring that “All people at all times have both physical and economic access to sufficient food to meet their dietary needs for a productive and healthy life.”<sup>65</sup> The national strategy for food security integrates actions among health, environment, agriculture, foreign trade and hazard mitigation. Food security for Jamaica will provide for adequate, safe food supplies for proper dietary requirements, access to basic food items

for the population, informed food choices for a healthy lifestyle, and mitigation against food shortages resulting from natural and man-made hazards and emergency situations.

**Selected Sector Strategies:**

- Design food policy from a nutrition/health perspective and support the production of safe foods
- Align food import and local production policies with recommended dietary goals
- Promote an efficient distribution system for consistent supplies and price stability
- Encourage home food production including backyard gardening
- Promote consumption of legumes, ground provisions, fruits, vegetables and low fat foods to meet recommended dietary goals through education and public awareness programmes
- Establish a comprehensive recovery system to mitigate food shortages resulting from natural and man-made hazards and emergency situations



Photograph by Howard Moo-Young

<sup>65</sup> See Turner-Pitt, Marchelle and Sharmaine Edwards (2006) p. 9.

## I-9 Strengthen the Linkages between Health and the Environment

Vision 2030 Jamaica recognizes that various environmental conditions can affect human health. Human-induced changes in the environment such as climate change and land use change have resulted in the emergence of diseases and contributed to the emerging epidemiological transition.<sup>66</sup> For example, changes affecting water resources can influence health via the distribution of disease transmitting insects or pollutants in water. The World Health Organization (2006) estimates that one quarter of all diseases are caused by environmental changes. Activities such as agricultural run-off, industrial discharges, mining, and incineration have resulted in heavy metal contamination of water bodies and soil. These are a major health concern as they can lead to heavy metal accumulation in the tissues of humans and other organisms and contribute to health disorders such as cancers.

This strategy has been designed to ensure that, as a nation, we aggressively and continuously identify and assess the linkages between the health of our population and the state of the natural environment and define appropriate long-term strategies to anticipate changing environmental conditions that may pose threats to human health.

### Selected Sector Strategies:

- Create appropriate frameworks to strengthen health security
- Identify and assess the linkages between the health of Jamaicans and the state of the environment, and define appropriate long-term strategies to anticipate changing environmental conditions
- Generate and sustain action across sectors to modify environmental determinants of health
- Infuse climate change issues into health policy (see National Strategy 14-2)



<sup>66</sup> The relationship between human well-being and the natural environment is influenced by services provided by ecosystems, and the health of many people around the world continues to be affected by human-induced changes in the environment.

### I-10 Introduce a Programme for Sustainable Financing of Health Care

Health financing has been a perennial concern for many of our citizens. The issue of financing generally revolves around questions such as: who should pay for health care – individual, society, state or a combination of stakeholder groups; what mechanisms should be employed to secure financing, whether by individuals or state; and what level of care should be expected as minimum guaranteed benefits for specified levels of payment or financing. Many in our society are unable to bear any, or the complete cost of financing varying levels of health care. With our existing resource constraints, exacerbated by the global financial crisis, our Government is challenged to finance the public health care system at a level that will guarantee the provision of adequate and effective services. It is therefore important that mechanisms be developed that will

lessen the burden of financing borne by the State and individual health seekers. This will involve mechanisms such as partnerships between health care providers, the State, health seekers and enterprises in the private sector, the establishment of a dedicated health fund and allocative efficiencies that lessen the cost of health care to end users.

#### Selected Sector Strategies:

- Establish a sustainable financing mechanism for the public health system
- Implement measures to achieve allocative efficiencies and ensure greater equity in the distribution of resources
- Strengthen the information system on financing and expenditure to make them reliable and comparable by facility or region
- Eliminate catastrophic health costs to citizens

**Table 7: Proposed Indicators and Targets for National Outcome #1**

National Outcome #1 - A Healthy and Stable Population					
PROPOSED OUTCOME INDICATORS	BASELINE	PROPOSED TARGETS			COMMENTS
	2007 or Most current	2012	2015	2030	
Human Development Index	0.736	0.745	≥ 0.754	≥ 0.800	In 2000 the score was 0.737. There has been no real improvement since. In order for the country to achieve high human development its score must be at least 0.80; this is the target for 2030. The 2012 and 2015 targets are set at the average 3-year incremental improvements required to achieve this projection.
Life Expectancy at Birth	72	72.8	73.4	76.4	Life expectancy targets are based on comparable levels in Caribbean countries that are in the High Development range of the HDI, and accepted rates of possible improvement in life expectancy of 2 years per decade.
Life Expectancy of Males	69	69.8	70.4	73.4	
Life Expectancy of Females	75	75.8	76.4	79.4	
Healthy Life Expectancy Index: <i>Combined</i>	65	65.7	66.4	69.1	These targets are set using a ratio of life expectancy to number of healthy years. In the case of males, the ratio was 1:0.93 and for females it was 1:0.88. These ratios are applied to the projected life expectancy.
<i>Males</i>	64	64.9	65.5	68.3	
<i>Females</i>	66	66.7	67.2	69.9	
Population Growth Rate	0.50	0.45	0.35	0	Targets based on National Population Policy-1992.



## NATIONAL OUTCOME # 2

### WORLD-CLASS EDUCATION AND TRAINING

#### Overview

Education and Training are universally agreed to be linchpins of the development process. The level of education and training of a society is one of the key indicators used in the UNDP

Human Development Report to determine the level of development of a country. Countries such as Ireland, Singapore, Japan and Malaysia have all invested heavily in education and training as drivers for their long-term development.<sup>67</sup>

“

#### PROFILE OF THE EDUCATED JAMAICAN

THE EDUCATED JAMAICAN WILL:

1. LOVE TO LEARN AND WILL THEREFORE BE A LIFELONG LEARNER, CONTINUOUSLY DEVELOPING WISDOM AND KNOWLEDGE
2. BE WELL-ROUNDED, AGILE OF MIND, ABLE TO ADJUST TO DIFFERENT SITUATIONS, RESPONSIBLE AND ABLE TO MAKE DECISIONS
3. SPEAK AN ADDITIONAL LANGUAGE AND HAVE AT LEAST THE MINIMUM REQUIREMENTS FOR TERTIARY EDUCATION
4. BE A PRODUCTIVE CITIZEN-WORKER IN CHARGE OF HIS OR HER PERSONAL ECONOMIC ADVANCEMENT
5. CONTRIBUTE TO NATIONAL DEVELOPMENT BY BEING:
  - A. SOCIALLY-AWARE AND RESPONSIBLE
  - B. CONSCIOUS OF WHAT IS GOOD FOR SOCIETY
  - C. COMMITTED TO A SUSTAINABLE LIFESTYLE
  - D. SPIRITUALLY-CONSCIOUS AND MATURE
  - E. TOLERANT OF DIVERSITY
  - F. ROOTED IN HIS/HER JAMAICAN “SMADDINESS”

(Task Force on Educational Reform Final Report)

”

Vision 2030 Jamaica recognizes the need for every Jamaican child to have access to education to the level that enables him/her to access further education, training and/or decent work. Demands on education are growing – rapid technological change and the move towards a knowledge-based society has meant a reassessment of the content and delivery of education to better face the challenges of the 21<sup>st</sup> century. Demands for educational opportunities are also growing. Participation in education has been increasing steadily due to population growth, higher rates of primary completion, demands from industry for a more highly trained workforce and a positive perception of the gains to be made from progressing to and completing secondary- and tertiary-level programmes.

Under Vision 2030 Jamaica, our country will develop an education and training system that produces well-rounded and qualified individuals who will be empowered to learn for life, able to function as creative and productive

<sup>67</sup> For example, in 2005, Singapore spent 18.2% of its budget on education, while Jamaica spent 10% in the same year (see Table 8).

**The current education system is governed by seven strategic objectives, namely to:**

1. Devise and support initiatives striving towards literacy for all in order to extend personal opportunities and contribute to national development
2. Secure teaching and learning opportunities that will optimize access, equity and relevance throughout the education system
3. Support student achievement and improve institutional performance in order to ensure that national targets are met
4. Maximize opportunities throughout the Ministry's purview that promote cultural development, awareness and self-esteem for individuals, communities and the nation as a whole
5. Devise and implement systems of accountability and performance management in order to improve performance and win public confidence and trust
6. Optimize the effectiveness and efficiency of staff in all aspects of the service in order to ensure continuous improvement in performance
7. Enhance student learning by the greater use of information and communications technology as preparation for life in the national and global communities

Source: White Paper on Education (2001)

individuals in all spheres of our society and be competitive in a global context. Our literacy rate for those over 15 years old will exceed 98 per cent.

We will build on the foundation of the education transformation processes at all levels of the system and on the outstanding achievements of the HEART Trust/NTA<sup>68</sup> in the development and delivery of technical, vocational education and training.

Initially, Vision 2030 Jamaica will focus on strengthening our capacity to support the holistic development of the child and provide opportunities for remediation and development of our under-trained out-of-school population. We will continue the process of transformation of our secondary school system to ensure that it delivers individuals who are well prepared for further education, training or work. At the very minimum,

the average beneficiary of our education and training system will have completed the secondary level of education, acquired a vocational skill, be proficient in the English Language, a foreign language, Mathematics, a science subject, Information Technology, participate in sports and the arts, be aware and proud of our local culture and possess excellent interpersonal skills and workplace attitudes.

We will strengthen our tertiary institutions incrementally to ensure that we have world-class graduates who are able to lift our production of goods and services up the value chain beyond simple processes and products. We recognize the important role of the Management Institute for National Development (MIND) in building the capacity of public sector employees to deliver effective and efficient services.

<sup>68</sup> Human Employment and Resource Training Trust/National Training Agency.

## Education

Education in Jamaica is administered primarily by the Ministry of Education (MOE) through its head office and six regional offices. Formal education is provided mainly by the Government, solely or in partnership with churches and trusts, as well as by private institutions. Based on the stipulation of the Education Act (1980) the education system consists of four levels: early childhood, primary, secondary, and tertiary. Public education is funded primarily from taxation revenue through annual budgetary allocations. Financing for education delivered by private

institutions comes primarily from tuition and other student fees.

The education system has had a mixture of successes and failures. In areas such as enrolment at the pre-primary (early childhood) and primary levels, our system compares favourably with other countries<sup>69</sup> (see Table 8). Tertiary level enrolment as a percentage of the eligible cohort, although lower than developed countries such as Japan and the UK, is higher than countries such as Singapore and Trinidad and Tobago.

**Table 8: Educational Indicators for Selected Countries, 2005**

Indicators (2005)	Countries					
	Jamaica	Singapore	Barbados	Japan	UK	Trinidad
Enrolment (Gross)						
Pre-Primary	95%	43%	93%	85%	59%	87%
Primary	95%	110%	108%	100%	107%	100%
Secondary	90.7%	74%	113%	102%	105%	81%
Tertiary	29%	24%	46%	55%	60%	12%
% of budgetary allocation for spending that goes to education	10%	18.2%	16.4%	9.8%	12.1%	13.4%
Length of School Year (Days)	190	280	200	243	192	195
Pupil/Teacher Ratio	28	26	15	19	17	17

Source: UNESCO.

<sup>69</sup> Although data on Jamaica were available for 2008, the year 2005 represents the latest period for which data were available from the UNESCO database on all the countries being compared with Jamaica.

The percentage of Jamaica's annual public sector budgetary allocation for education, up to 2005, was less than all the countries highlighted in Table 8, except for Japan. In the crucial area of pupil/teacher ratio, Jamaica's ratio of 28:1 was higher than all the countries shown in the Table. In 2008, there were improvements for Jamaica in most of the categories compared. At the pre-primary level, gross enrolment rose to 99 per cent, secondary enrolment to 93.4 per cent and allocation for education rose to 12.1 per cent. Enrolment at the primary level remained the same at approximately 95 per cent.

### Issues and Challenges

#### *Weaknesses in Early Childhood Development*

Many early childhood development institutions are under-resourced. They lack equipment, trained personnel, and appropriate physical and social environments. Some parents are ill-equipped for their role as caregivers and to provide a supporting environment for the development of their children. As a result, many children attain primary

school age without the necessary preparation to access the primary level curriculum; they under-perform at higher levels of the school system. To address the weaknesses, the Early Childhood Commission (ECC) has spearheaded the implementation of requirements that all early childhood institutions be registered to ensure that they meet a prescribed set of minimum standards.

#### *Poor Performance of Children at the Primary Level*

The outputs of the public primary institutions have been the subject of intense criticism. These criticisms stem from the apparent under-performance of children at crucial stages in their development due to a range of factors including under-resourcing, teacher quality, and inadequate facilities. For example, at the grade 4 level, despite improvements, performance of children on the literacy test has been less than satisfactory. In the three-year period 2006 - 2008, the percentage of children who achieved literacy in each year was 64.8 per cent, 63.5 per cent and 68.9 per cent, respectively (see Table 9).

**Table 9: Distribution of Students Achieving Mastery of Literacy at Grade 4 by Year 2006-2008**

YEAR	2006	2007	2008
No. of Entries	47,325	34,524	48,289
No. Achieving Mastery	30,674	21,939	33,279
% Achieving Mastery	64.8	63.5	68.9

### Poor Performance at the Secondary Level

At the secondary level, the student performance has been relatively poor. For example, in 2008 54.4 per cent of the children who sat the CSEC<sup>70</sup> examination in English Language attained Grades 1-3. Students also continued to perform poorly at CSEC Mathematics although the percentage of students attaining Grades 1-3 rose to 43 per cent from 35.3 per cent in 2007. When calculated as a percentage of the total eligible cohort, 30.6 per cent attained Grades 1-3 in English Language and 19.9 per cent attained Grades 1-3 in Mathematics, in 2008. The basic entry requirement for tertiary institutions is five CSEC subjects including English Language and Mathematics. In 2008, 24.7 per cent of the total cohorts met the

required qualifications. A higher percentage of them (30.4 %) passed five or more subjects without the inclusion of Mathematics and or English Language.

### Gender Differentiation in Performance

Another performance issue relates to the glaring disparity between males and females, particularly at the secondary and higher levels of the education system. For all school types (public and private) and at all levels, girls consistently do better than boys. For example, on the Grade 4 Literacy Test, there is a substantial performance gap for those who are in the “non-mastery” group, putting a higher percentage of boys at risk of being functionally illiterate by the end of Grade 6.<sup>71</sup>



Photograph contributed by C. Miller

<sup>70</sup> Caribbean Secondary Examination Certificate.

<sup>71</sup> MOE, presented in JASPEV Progress Report 2006.



Based on the differentiated performance in secondary schools, more females than males qualify for entry into tertiary institutions. This is reflected in the gender balance at the tertiary level, where males are poorly represented when compared to females (approximately 66% who enrolled in 2007 were females compared to 34% males). At the premier local institution, University of the West Indies (UWI), the level of differentiation is more pronounced with over 70 per cent females to less than 30 per cent males.

### **Poor Attendance in Schools**

Despite high levels of enrolment, the average attendance across the various school levels and types is cause for concern. Over the three-year period 2003/04 – 2005/6 respectively, the combined male and female average attendance at each level was as follows: All Age – 75.4 per cent; Primary & Junior High – 77.3 per cent; Secondary High – 82.1 per cent, Technical High – 84.5 per cent; and Agriculture High – 89.5 per cent. Over the same period, the average male attendance rate was consistently lower than the rate for females.

### **Violence in Schools**

Violence in schools, particularly at the secondary level, has become a matter of national concern. In 2008, 57 cases of violence were reported and police intervention was required in 49 (86%) of the cases. Children, particularly boys, have been aligning themselves with criminal gang networks and the inter-gang rivalry and violent behaviour seen in the wider society is finding expression on some school compounds. Several school boys and girls have died in incidents on and off the school compound. The Ministry of Education is implementing programmes to stem violence in schools and protect children on school compounds. This includes the Safe Schools Programme and the training of School Resource Officers (94 were trained in 2008).

### **Inadequate Access at the Tertiary Level**

Entry to university level education is restricted by insufficient spaces, the inability to pay and the lack of matriculation requirements. Although the number of locally-based universities has doubled to four and the number of



Photograph contributed by M. Blake-Hall



foreign-based programmes and delivery modalities have increased and are still growing, access problems remain for some. The Students Loan Bureau (SLB) provides loans and grants to qualified students who are financially challenged but the funds are limited and benefits are channeled to individuals attending approved institutions. In 2008, just over 98 per cent of applications for loans were approved by the SLB. The private sector also provides financial assistance through grants and scholarships to students and colleges. These efforts are uncoordinated.

### **Variations in the Standard of Delivery at the Tertiary Level**

Some institutions – local and foreign – are operating without satisfying the standards of the University Council of Jamaica. This has called into question the quality of output of these institutions. The result is that some of our tertiary level graduates are completing training below the desired standard.

### **Misalignment with Labour Market Demands**

Universities, particularly the premier institutions, are not sufficiently responsive to the demands of the labour market. Increasing the linkages between these institutions and the private sector, particularly in the development of delivery programmes and in their research agendas, offers prospects for improving this situation.

### **Resource Allocation**

Debates on how resources should be apportioned for education have led to suggestions that budgetary allocations should be redirected to the pre-primary

through secondary levels and allow the tertiary to be self-financing. It has been argued that in our context, the benefits to the country from investments in tertiary education far outweigh the costs and justify continued budgetary support to the institutions. Competing demands such as health care; early childhood, primary and secondary education are assigned lower priorities. The challenge remains as to how to optimally allocate the resources among the competing priorities and increase the level of funding to education and training.

Other challenges include: how to retain and attract high quality teachers given the resource constraints and competing global demands for them; how to modernize and adequately resource learning institutions given the financial constraints; and how to galvanize the society for parents to provide a supporting and nurturing environment for their children (at the Early Childhood and primary levels) at home and in the community.

### **Accountability**

The need for higher levels of accountability throughout the system has been of grave concern among the education authorities. Increased accountability will ensure that standards of delivery can be set and maintained at all levels of the system. This will improve both the quality in the delivery of education and training and the performance of learners who benefit from our education and training system. Efforts to improve accountability must be buttressed by extensive use of data to inform, target, remediate and effect the necessary improvements to the system.

## Training

The primary aim of training is to impart to individuals the occupational skills that allow them to participate effectively in the labour market. In an increasingly knowledge-based global economy, one of the key advantages that a country can offer is the quality of its human capital. A well-trained workforce is emerging as one of the key drivers of a country's prosperity and competitiveness.<sup>72</sup> Increased investment in training and workforce development is therefore essential for raising economic competitiveness, productivity and capacity for technological progress. Vocational and continuous on-the-job training enable individual workers to become efficient and increase their productivity – overall workforce productivity benefits.<sup>73</sup>

Educated and trained individuals are inextricably linked to the labour market by the education and training institutions that are available to prepare them for effective engagement in the workforce. The institutional framework that has been created to support training and workforce development in Jamaica is built on three main modalities:

1. Workplace-Based Training
2. Institution-Based Training
3. Community-Based Training

Jamaica has managed to develop a public training system that is regarded as a standard bearer for the Caribbean and

other developing countries of the world. This system is embodied in the operations of the HEART Trust/NTA, a statutory organization which was established in 1982 by the Government.

Technical and vocational education and training is regulated through the National Council on Technical Vocational Education and Training (NCTVET) financed through the HEART Trust Fund<sup>74</sup> and is largely delivered by HEART Trust/NTA-supported institutions and programmes distributed throughout the island. In Fiscal Year 2007/2008, there were 107,093 trainees (60.9% females to 39.1% males) enrolled in HEART Trust/NTA financed programmes. The number that completed was 59,177 (52.4% females).

Another premier institution, the Management Institute for National Development (MIND), was established to provide management and leadership training to support the human resource capacity of the public sector, to respond effectively to the priorities of public services delivery consistent with the reform and modernization of the Jamaican public sector. Over the period 2005/06 – 2007/08, MIND trained an annual average of 4,582 per year from the public and private sectors in 11 subject areas ranging from Government Accounting and Auditing to Environmental Management.

<sup>72</sup> Global Competitiveness Report and Index.

<sup>73</sup> Ibid.

<sup>74</sup> Budgetary allocations to training outside of the teachers colleges and universities are largely financed through the HEART Tax paid by employers directly to the HEART Trust Fund. Some \$15.3 billion was allocated to the provision of training in 2007. It was estimated that J\$219 million is spent by the private sector on training and workforce development annually (JEF, State of the Industry Report on Training and Development 2001).

A growing number of private institutions deliver training in areas such as management, banking and vocational/technical areas. Training and workforce development programmes are provided by community colleges, teachers' colleges, universities and other public and private post-secondary institutions and programmes.

## Issues and Challenges

### **Largely Untrained Workforce and High Levels of Illiteracy**

Estimates suggest that close to 70.0 per cent of the labour force, or over 700,000 workers,<sup>75</sup> have received no formal training. Close to 20 per cent of the labour force has been adjudged to be functionally illiterate.<sup>76</sup> The proportion of untrained individuals observed in the workforce is reflected in the unemployed pool from which the labour force is drawn. These facts are indicative of the need to increase the avenues by which training may be accessed. This will create opportunities for training for individuals in the workforce who are unable to access institutional training due to work obligations.

### **Inadequate Access to Training Programmes**

While Jamaica applies international standards and skill competencies in its workforce development and training, the capacity of learners to fully access the learning process is often hampered by the quality of the output of the

education system. In addition, the geographical location of some institutions restricts access to individuals from other regions of the country.

### **Poor Labour Market Alignment**

There is need to increase the degree of congruence between the training programmes offered by training institutions and the demands of the labour market. Training is often not relevant to new demands and is inadequate in some cases to quickly address the changing needs in the workplace. More emphasis needs to be placed on training for job growth, especially in the areas of hospitality, construction, and information and communications technology.

### **Inadequate Funding for Supporting Labour Force Training**

While 70 per cent of the labour force remains untrained, the level of funding available is inadequate to finance the training required. Partnerships with the private sector are being explored as a means of addressing this constraint.

### **Insufficient Promotion of Entrepreneurship**

New employment opportunities and growth in the economy are mostly created by new businesses. The training system does not sufficiently promote a culture of entrepreneurship. It is important that this system presents entrepreneurship as a possible and desirable outcome of training.

<sup>75</sup> STATIN Labour Force Survey, 2007.

<sup>76</sup> A 2003 study (Fox, 2003) revealed that of first-time job seekers, 70.2 per cent had received no vocational, technical or professional qualification. Close to 20 per cent of Jamaican adults were illiterate, 15.0 per cent possessed only basic numeracy skills and some 142,000 youth were outside of the education system and labour force. Of this number, 5.0 per cent had not advanced beyond Grade 9. However, specialists from the Heart Trust/NTA suggest that the methodology used to collect this data might have resulted in an overstatement of the number of people who are untrained.

***Fragmented Delivery of Training***

Although the National Council on Technical and Vocational Education and Training (NCTVET) operates as a regulatory body to set standards, develop curricula, register training institutions and certify training programmes among other functions, delivery and development of training programmes remain fragmented and differentiated in standard. Tertiary level programmes are not operating within a standardized certification scheme. Although the University Council of Jamaica (UCJ) is responsible for certifying tertiary level programmes and registering institutions that deliver education and training at the tertiary level, there is no single framework for ranking and comparing programmes of varying levels (international and local). A mechanism is needed to evaluate and rank different programmes relative to each other.

***Absence of a Culture of Lifelong Learning***

In a world that is dynamic and in which the boundaries are constantly moving, our society must be flexible. With a

largely untrained adult labour force, our citizens must adopt a culture that sees learning as a lifetime pursuit. This will increase the likelihood that untrained adults in our labour force will voluntarily seek training. Our society must adopt a ‘cradle-to-the-grave’ approach to learning to ensure that our workers are prepared for changes to the requirements for employment.

***Inadequate Career Guidance***

Career education and guidance is limited in scope and must be better integrated into the education and training systems. There is need to carefully map new and emerging careers, and identify opportunities for new entrants to the labour market.

***Need for Stronger Partnerships***

While the training system has already forged meaningful partnerships with the private sector, trade unions and other segments of the society, these partnerships need to be strengthened in order to secure a sustainable supporting framework in the management, financing and delivery of training in our country.



Photograph by the Gleaner Co. Ltd.



## National Strategies

In the development of our National Strategies, careful consideration has been given to the issues and challenges outlined above and to the underlying factors contributing to the poor outcomes at some levels of the education system. Simulation exercises conducted with the Threshold 21 (T21) Jamaica model indicate that combined expenditure on education, infrastructure and national security would yield a high growth rate for our country, improvements in health, and reduction in the level of poverty and crime. We therefore view education as a priority area for attaining the goals of Vision 2030 Jamaica. The philosophy underpinning the National Strategies is outlined below, followed by the strategic framework and a listing of the National Strategies along with selected sector strategies to achieve those eleven strategies.

We recognize that the poor quality of primary and secondary school graduates poses a substantial challenge to the competitiveness, development and progress of the country. The education and training systems must be advanced to ensure that graduates are able to produce world-class goods and services. This will require the infusion of transformative values from the first to the last contact that students have with the education system. These values provide students with the fundamental attitudes that are required for their active engagement in innovative and productive activities.

Initially, focus will be on the early childhood and primary levels to ensure that children are given a solid foundation for progressing to higher learning and reduce the likelihood of failure in higher examinations. This will allow the

secondary system to focus less on remediation and more on the delivery of secondary level education. Simultaneously, those who have left the formal school system without achieving an acceptable level of basic education will be provided with appropriate avenues for upgrading themselves. We will increase access to tertiary level education and make it more relevant to the labour market.

School and training plants will be upgraded to provide appropriate and adequate space and facilities. These facilities will inspire and support the inculcation of habits of enquiry and reasoning as well as the growth of cognitive skills. They will facilitate teaching and training efforts.

Central to the transformation in education and training is the capability of the teaching staff. Existing and new staff will be trained to acquire the knowledge, classroom practices and philosophy consistent with current and emerging worldwide education and training practices. This training demands higher entry requirements to the profession and the introduction of proficiency requirements for student-centred and technology-assisted teaching by all practitioners. It also demands the strengthening of our teacher training institutions and programmes to ensure that they are equipped to prepare the teachers for emerging education and training practices.

Parents, particularly those with children 0-5 years old have major roles to play in the transformation process. Parents will be sensitized to accept their central role in the education of their children. The role of mothers cannot be over-emphasized. This has implications for the content and extent of support services



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offered to women, and in particular teenage mothers, who may not be cognizant or may lack the emotional maturity to offer their infants such exposure. The role of the father must also be highlighted. The failure of many fathers to assume their responsibilities in the lives of their children has been linked to the failure of children to perform, particularly boys. Parenting must be encouraged in the context of a balanced family setting as far as possible.

The primary aim of training institutions is to impart skill areas that are relevant to existing and emerging jobs or career tracks. In an increasingly knowledge-based global economy, one of the key sources of a country’s competitiveness resides in the quality of its human capital.

Training focuses on imparting occupational skills to the individual and links educated individuals to the labour market by preparing them for effective engagement in the workforce. The correction of the shortcomings in the education system will address the poor quality of matriculants to the training system. Finally, the training system will prepare workers and potential workers for viewing entrepreneurship as a preferred option – the economy may only meaningfully increase its capacity to absorb new entrants into the labour market if the stock of businesses is increased.

While the public sector has always assumed the major role in the delivery of education and training, the private sector has played a role.



Photograph contributed by PLOU

The Plan envisages greater collaboration between the private and public sectors and civil society in the delivery and financing of education.

The National Strategies, an elaboration of each and some selected sector strategies are listed below.

**Table 10: National Strategies and Responsible Agencies - World-Class Education and Training**

NATIONAL STRATEGIES	RESPONSIBLE AGENCIES
2-1 Ensure that children 0-8 years old have access to adequate early childhood education and development programmes	Ministry of Education (MOE) Early Childhood Commission Parent Teachers' Associations (PTAs)
2-2 Enable a satisfactory learning environment at the primary level	MOE Early Childhood Commission PTAs
2-3 Ensure that the secondary school system equips school leavers to access further education, training and/or decent work <sup>77</sup>	MOE HEART Trust /NTA PTAs
2-4 Accelerate the process of creating and implementing a standards-driven and outcomes-based education system	MOE in collaboration with schools, boards and international partners
2-5 Develop and establish financing and management mechanisms for schools	MOE in partnership with the schools, private sector, NGOs, CBOs and FBOs
2-6 Ensure a physical environment in all schools that is safe and conducive to learning at all levels of the school system	MOE in partnership with the schools, private sector, NGOs, CBOs and FBOs
2-7 Ensure that adequate and high quality tertiary education is provided with emphasis on the interface with work and school	MOE University Council of Jamaica Tertiary Institutions
2-8 Expand mechanisms to provide access to education and training for all including unattached youth	HEART MOE MIND Private sector partners
2-9 Promote a culture of learning among the general populace	HEART MOE JFFL
2-10 Establish a National Qualification Framework	HEART Trust/NTA Academic Institutions Private Sector Accreditation Bodies
2-11 Strengthen the mechanisms to align training with demands for the labour market	MOE Training Institutions Employers

<sup>77</sup> The term "Decent Work" originated in the International Labour Organization (ILO). It is used to refer to employment that involves: opportunity for work that is productive and delivers a fair income; security in the workplace and social protection for families; better prospects for personal development and social integration; freedom for people to express their concerns, organize and participate in the decisions that affect their lives; and equality of opportunity and treatment for all women and men. The ILO has developed an agenda for the community of work referred to as the "Decent Work Agenda." The Decent Work Agenda is built on four pillars: standards and rights at work; employment creation and enterprise development; social protection; and social dialogue.

## 2-1 Ensure that Children 0-8 Years Old Have Access to Adequate Early Childhood Education and Development Programmes

This strategy recognizes the importance of creating a sound foundation for the wholesome development of the child. It is well established in the literature that literacy and other fundamental educational building blocks are developed during the formative years of the child. The strategy ensures that the structures and programmes geared towards early childhood care and development meet specified standards with respect to the quality of practitioners, facilities and delivery of programmes and services for the creation of a supportive learning environment. Emphasis will be placed on enhancing the capacity of parents to contribute to the holistic development of the child and on the standards of facilities and delivery in early childhood institutions. Measures will be implemented at the pre-school, pre-primary and primary levels.

### **Selected Sector Strategies:**

- Strengthen school/home relationships and parental involvement in early childhood education
- Put mechanisms in place to address the psychosocial needs of children
- Strengthen the framework for establishing, legislating and enforcing standards in all early childhood education institutions
- Establish an environment for all children 0-8 years old to access high quality and developmentally appropriate programmes

## 2-2 Enable a Satisfactory Learning Environment at the Primary Level

This strategy increases the involvement of parents in the educational development of their children, introduces programmes to support the psychosocial needs of children as well as a system of reflective learning at the primary level. It recognizes differences in the capacity of children, driven by factors such as gender, and builds on the measures under National Strategy 2-1. Under Vision 2030 Jamaica, work already begun in this area will be strengthened to ensure that the learning environment, inclusive of the psychosocial needs of children, is at an acceptable standard at all primary schools.

### **Selected Sector Strategies:**

- Ensure that all primary school leavers are literate and numerate
- Eliminate streaming and adopt a policy for mixed-ability grouping in classrooms
- Institutionalize a system of support to provide services to students (public/private schools)
- Ensure that pedagogical skills for developing literacy and numeracy, as well as scientific enquiry, are core components of teacher training
- Promote developmentally appropriate involvement of parents at all levels
- Strengthen the process of development of an integrated system that caters for children with varying capabilities
- Institutionalize diagnostic testing and provide the requisite support for teachers and students

### 2-3 Ensure that the Secondary School System Equips School Leavers to Access Further Education, Training and/or Decent Work

Through this strategy, Vision 2030 Jamaica will ensure that all students who exit the secondary school system have skills and competencies that are relevant to the labour market or for matriculation to programmes of higher learning. This strategy will establish broad-based curricula to create internationally competitive graduates with skills, competencies, values and attitudes and interests which meet globally accepted norms. It will use relevant state of the art technologies and ideas to improve the teaching and learning process. It will institutionalize a system of support services to help students address deficiencies or challenges (e.g. behaviour management and counseling).

#### Selected Sector Strategies:

- Widen curricula to expose all students to academics, vocations, a foreign language, sports, and the arts
- Create opportunities and programmes to enable students to be responsible and caring citizens and recognize the importance of contributing to the community
- Ensure an adequate number of secondary school places for all students
- Foster partnerships with industry and other key stakeholders to generate cooperative education opportunities

- Create mechanisms that will enable the school system to integrate new and emerging technologies and ideas to improve the teaching and learning process
- Increase the use of cooperative education

### 2-4 Accelerate the Process of Creating and Implementing a Standards-Driven and Outcomes-Based Education System

Under this strategy, Vision 2030 Jamaica will emphasize the institutionalization of a competency-based approach<sup>78</sup> in all educational institutions at all levels. This approach recognizes that the learning process encompasses the acquisition of knowledge, skills and attitudes. This strategy will improve the quality of delivery of services supplied by local educational institutions to meet the best global standards and to ensure that all schools of a similar level are similarly resourced and capable of delivering to a comparable standard. Apart from the establishment of common national standards, this strategy will include the provision of appropriate infrastructure and staff throughout the educational system. Existing and new staff will be trained to acquire the knowledge, classroom practices and philosophy consistent with current and emerging worldwide education and training practices. The strategy is designed to retain the best teachers in the system by addressing the terms and conditions of service.

<sup>78</sup> The Competency-Based Approach to learning focuses on imparting the skills and talents needed to be able to perform a particular task at a specified standard. The method involves using a series of assessment tools that identify not only the technical skills that a candidate possesses but also his behavioural competencies.





Photograph contributed by C. Miller

### **Selected Sector Strategies:**

- Improve the quality of life of teachers within the work environment, including the improvement of the terms and conditions of service for the teaching workforce
- Establish frameworks for improving the quality stock of teachers (professional development opportunities, access to pre-service teacher education, opportunities to use emerging forms of assessment and technologies)
- Promote and encourage teaching as a viable profession
- Introduce a competency-based approach to education at all levels
- Develop curricula at all levels that create well-rounded, eager to learn self-driven students with enquiring minds
- Ensure more efficient use of the school year
- Increase the use of technology as a tool for enhancing teaching and learning
- Ensure that schools are gender sensitive
- Encourage greater gender balance in the teaching profession

## **2-5 Develop and Establish Financing and Management Mechanisms for Schools**

This strategy will ensure that financing mechanisms are in place to support the resourcing of the educational system to the levels required for world-class delivery. It includes considerations for partnerships with the private sector and other entities. It focuses on improving capacity and accountability in the management of schools.

### **Selected Sector Strategies:**

- Create a mechanism that will establish a dedicated pool of funds for education
- Forge new public-private sector partnerships and expand existing ones in creating quality schools
- Build the capacity of school management systems to support effective and sustained school-based management, paying attention to ISO<sup>79</sup> 9001 Quality Management Systems
- Institutionalize results-based management systems and strengthen capacity for the collection and analysis of relevant data to support continuous improvement

<sup>79</sup> International Standards Organization.



- Create platforms to facilitate effective parental involvement at all levels of the education system, in school governance and decision-making
- Strengthen and enforce performance-based systems that facilitate accountability in school management
- Promote and establish mechanisms for accountability in the management, security and maintenance of the school plant
- Ensure that all regulations and legislation governing operations of institutions are enforced
- Create a positive, healthful, resource-efficient and environmentally-friendly physical environment at all school plants
- Create a standardized prototype physical environment to be replicated in all schools nationwide
- Establish a framework for improving and maintaining the quality of school plants (e.g. minimum standards for classroom sizes, playing fields, green spaces, school gardens, perimeter fencing)

## 2-6 Ensure a Physical Environment in all Schools that is Safe and Conducive to Learning at all Levels of the School System

Under this strategy, efforts will be made to preserve the safety of students and staff in educational institutions and to create a physical environment that is conducive to learning. Extortion, bullying, substance abuse, sexual promiscuity and violence against students and staff are increasing in frequency. Under Vision 2030 Jamaica, we will ensure that all institutions have adequate spatial facilities relating to ventilation, lighting, green spaces, playing fields and secured perimeter fencing, and are equipped with new and emerging learning technologies such as SMART<sup>80</sup> boards.

### Selected Sector Strategies:

- Ensure that all school plants meet international standards
- Develop and establish mechanisms to ensure equitable distribution of resources for maintaining and improving schools
- Promote and facilitate community involvement in the operations of schools

## 2-7 Ensure that Adequate and High Quality Tertiary Education is Provided with Emphasis on the Interface with Work and School

This strategy focuses on ensuring that tertiary level education in Jamaica is internationally competitive in quality, encourages entrepreneurship and has specific relevance to the workplace. The strategy will ensure that Jamaican universities collaborate with private institutions in areas such as research and in the development of programme offerings to maintain relevance and effectiveness. It also will create avenues for increasing access to tertiary level programmes by addressing the current constraints of limited space and unaffordable cost.

<sup>80</sup> These are computerized, interactive whiteboards built by SMART technologies to be used in place of chalkboards.

**Selected Sector Strategies:**

- Use curricula that are broad-based and relevant, that capture new and emerging trends and enable the student to readily access the labour market
- Create platforms to facilitate alternative methods of accessing tertiary education
- Enforce a National Quality Assurance Mechanism
- Increase use of cooperative education through alliances between tertiary institutions and the work place
- Use private finance as a conduit for investment in higher education through bond issuances, securitizations, private and public/private student loan programmes
- Institutionalize entrepreneurship training
- Target international students and faculty for participating in the local system

## 2-8 Expand Mechanisms to Provide Access to Education and Training for All including Unattached Youth

This strategy: expands the modalities of delivery to include options such as technology-based educational and training programmes (e.g. e-learning); broadens the types of programme offerings; varies criteria for entry; and creates opportunities for individuals to improve their basic education. Particular attention will be given to persons with special needs, and to unattached youth.

**Selected Sector Strategies**

- Ensure adequate numbers of school places for children at all levels

- Expand access through varying methods/modalities, for example, Community Colleges, e-learning, life-long learning institutions and programmes
- Provide mechanisms to facilitate all students being able to take advantage of educational opportunities (e.g. student loans)
- Create partnerships with other public sector entities (for example, in transportation) to facilitate access to schools
- Conduct labour market analysis of the needs of persons with special needs
- Create appropriate infrastructure to accommodate persons with special needs
- Increase the provisions for training of special needs practitioners
- Provide incentives to stakeholders to offer programmes for special needs
- Increase the mechanisms for providing financial assistance to the poor/needy trainees
- Improve access to training and increase the range of training programmes for unattached youth
- Increase opportunities to create a more literate population
- Improve the capacity for remedial education
- Increase the use of technology-enabled training programmes
- Provide incentives for public and private sector companies and community-based organizations to create learning opportunities
- Promote distance education/training programmes
- Introduce programmes to cater to the social skills of trainees to enable them to be productive and successful human beings
- Introduce programmes to retain displaced workers

## 2-9 Promote a Culture of Learning among the General Populace

This strategy will support all forms of learning and lifelong skills upgrading for all – in the education system, adult education and continuing training, at work, and in other settings in which people learn and develop their knowledge skills and competencies. This strategy promotes a culture that will see learning as an experience that continues throughout an individual's lifetime. It will infuse into the psyche an innate desire to access continuous education and training from 'cradle-to-grave'. New modalities will be created to facilitate this culture.

### Selected Sector Strategies:

- Infuse career education programmes in school curricula at all levels
- Increase public education programmes emphasizing lifelong learning
- Expand mentorship programmes - (Big Brother/Little Brother; Big Sister/Little Sister) at all levels
- Establish career development centres and train persons to effectively guide individuals
- Establish work-based programmes for students in schools
- Expand technical and vocational education and training programmes in all schools
- Promote broad-based education
- Emphasize and implement programmes targeting higher level training

## 2-10 Establish a National Qualification Framework

Vision 2030 Jamaica will create a single national qualifications framework to ensure that all training programmes in Jamaica: conform to established

standards; may be clearly located in relation to each other; and maintain established global standards. It will provide recognition and credit for all learning of knowledge and skills. This framework will provide a basis for evaluating and positioning various types of qualifications across the spectrum of the education and training system.

### Selected Sector Strategies:

- Establish the policy framework to enable seamless articulation among providers for the creation of a National Qualification Framework (NQF)
- Institutionalize a NQF within a broader range of disciplines
- Institute a public awareness programme about the NQF
- Encourage the involvement and buy-in of stakeholders to develop training programmes and increase competencies
- Ensure that local standards are aligned with international norms and accepted globally

## 2-11 Strengthen the Mechanisms to Align Training with Demands of the Labour Market

The aim of this strategy is to ensure that training programmes conform to national and sectoral labour market demands and support individual employment needs. It will create mechanisms for increasing the responsiveness of training institutions to the shifting demands of industry. It provides for greater linkages between training institutions and the private sector in the development and delivery of programmes.

**Selected Sector Strategies:**

- Increase the use of labour market research in the development and delivery of training programmes
- Establish additional lead groups for the identification of job competencies
- Integrate the CBET approach into all human resource development functions including recruitment and evaluation
- Facilitate collaboration between HRD in firms and training institutions
- Implement cooperative education and work-based learning, including summer internships
- Improve and increase career development programmes and services

**Table 11: Proposed Indicators and Targets for National Outcome #2**

National Outcome #2 – World-Class Education and Training					
PROPOSED OUTCOME INDICATORS	BASELINE	PROPOSED TARGETS			COMMENTS
	2007 or Most current	2012	2015	2030	
Adult Literacy Rate (15+ year olds)	85.8%	89.7%	≥91.6%	≥ 98.3%	Targets are based on regional literacy rate projections for 2015 by UNESCO and on the average literacy rates for the Caribbean countries that have high HDI.
Males	80.5%	84.4%	≥88.2%	≥ 98.3%	
Females	91.1%	93%	≥94.9%	≥ 98.3%	
% of population with tertiary level certification (24+ year olds)	10.10%	12%	18.7%	37%	The proposed targets are set to match the percentage in Barbados by 2012 and to be at the level of top ten OECD countries by 2030.
% of labour force (14+ year olds) that is certified	18.7%	50%	60%	90%	Locally set target by taskforce on Labour Market. HEART Trust/NTA has targeted increasing the % of labour force that is certified to 50% by 2008-10.

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## NATIONAL OUTCOME # 3 EFFECTIVE SOCIAL PROTECTION

### Overview

People are the focus of the Vision 2030 Jamaica - National Development Plan. The outcome of Effective Social Protection, which centres on mitigating the vulnerabilities that can leave persons at risk, is integral to the Plan. Social protection involves the provision of mechanisms to cushion citizens against losses in income and threats to their economic security. Age, incapacity, difficult circumstances, and shocks, such as the sudden death of the main bread winner in a family and catastrophic illness, can create temporary or permanent impact on the ability of persons to provide for their own basic needs. Social protection therefore imposes an important role on Government, particularly where the very vulnerable are concerned. A mix of financial provisions, facilitatory

regulations, safety nets and comprehensive policies are needed to provide social protection for our people. The three broad areas articulated in the Plan under this theme are: Social Assistance (including welfare) and the protection of Vulnerable Groups; Social Insurance and Pensions; and Poverty Reduction. Special attention is given to persons with disabilities, in the broader context of their need for enabling environments, as well as in relation to their prominent position among households living in poverty.

### *Social Assistance and Protection of Vulnerable Groups*

In the context of social assistance and the protection of vulnerable groups, Vision 2030 Jamaica acknowledges a clear role for the State. Given the human rights perspective and people-centred remit of the Plan, we will ensure that those citizens who are unable to provide and care for themselves will be supported through the resources of the State and its partners. Partners with the State will include the families and communities to which the vulnerable are attached, along with voluntary and faith-based organizations. Families and community members will be encouraged to become the primary caregivers for the vulnerable in the society, with the support of the State to supplement their efforts.

“**VISION 2030  
JAMAICA WILL PUT  
PEOPLE AT THE  
CENTRE OF ITS  
PROGRAMMES  
AND... REDUCE  
THE VULNERABILITY  
OF OUR  
POPULATION...**”

We will ensure that adequate and appropriate provisions are in place for physical care and safety, in accordance with global standards. We will provide care without compromising dignity, and place emphasis on support and rehabilitation.

In light of scarce resources, objective means of selecting beneficiaries will be maintained, so that benefits of the social assistance system are targeted to the neediest members of the population. Under Vision 2030 Jamaica, we will build on the achievements of the Programme for Advancement through Health and Education (PATH) and other social assistance programmes. The selection mechanisms and other aspects of social assistance delivery are being enshrined in new legislation to repeal the Poor Relief Law of 1886.

From time to time, the social assistance system is called upon to respond to emergency situations such as natural or man-made shocks or other events. Under the Social Safety Net Reform Programme (SSNRP) initiated in 2000, there are ongoing and pending projects which require a responsive and capable social assistance system. In this regard, strategies to further strengthen the institutional capacities within the key ministries and agencies, as well as within non-governmental and community organizations, are included as short to medium term imperatives in Vision 2030 Jamaica. The use of modern technologies, enhancement of human resources and the building of case management capacities are all integral to the direction being taken in the modernization of social assistance delivery.

Several vulnerable groups are already identified in social development practice and programming within our country.

These include children, youth-at-risk, the elderly, persons with disabilities (PWDs), persons impacted by HIV/AIDS, women, and poor families. This list is a demographic characterization, and is not exhaustive. The reform process envisages further identification and targeting of vulnerable groups requiring social assistance. Vision 2030 Jamaica will promote appropriate services and infrastructure for these groups. For example, we will identify and address the unique needs of children through the protection of their rights and promote adequate family, community and State support for their care and security.

Other aspects of social assistance to vulnerable groups include the provision of health subsidies through the Jamaica Drugs for the Elderly Programme, the National Health Fund and the Drug Serv programme for the purchase of medication. Government has been responsive to important changes in the population structure, and in life expectancy and morbidity rates. This is critical for social protection, since the elderly and persons with chronic illnesses are vulnerable to financial distress. Since 2008, Government has waived most fees in the public health care system.

Our strategies are not only concerned with the alleviation of circumstances, but include a careful analysis of different vulnerabilities, how these can be prevented or diffused, and in general, the levels of social infrastructure that must be established for the enhancement of quality of life. Our Plan addresses such vulnerabilities as homelessness, youth-at-risk, impact of natural disasters, deportee and refugee status, human trafficking, and chronic illnesses. The aim is to create within the various arms of the social assistance network, the capacity to treat

with a variety of needs, be they temporary or permanent. The Plan recognizes the urgent need for public education to raise awareness among families of the rights of vulnerable persons, as well as many of the other issues in social protection.

### **Social Insurance and Pensions**

Social insurance and pension coverage are essential for limiting personal risk, and for cushioning families against poverty. These types of provisions are expected to extend some level of income security for old age or incapacity for work. In this context, the Plan recognizes two broad levels of provisions: the National Insurance Scheme (NIS); and occupational (public and private) pension schemes.

The NIS is a contributory scheme managed by the Government, which has had its own legal standing since 1966. All employed and self-employed persons are eligible to contribute to the scheme, which offers a range of benefits during working life, and after retirement. The NIS provides a minimum guaranteed pension, which citizens need to supplement with other income sources.

Medical Insurance is available free of cost to NIS pensioners through the NI Gold Health Plan.

Occupational pensions are offered within the public sector to different groups of professionals, e.g. police, teachers, judiciary. Many private sector organizations offer their employees private pension packages negotiated with established pension providers.

Significant reforms in the regulation of the pensions industry have been undertaken since 1999. The first phase of this reform introduced a regulatory framework for the management and administration, and fiduciary integrity of these schemes, embodied in the Pensions Act of 2005. A second phase to these reforms focuses on strengthening existing legislation for safeguarding the adequacy of pension benefits (portability, vesting, indexation, protection of benefits).

Vision 2030 Jamaica places emphasis on increased participation among our citizenry, wider coverage particularly within the informal sector, extensive public education to improve awareness,



Photograph contributed by D. McDonald

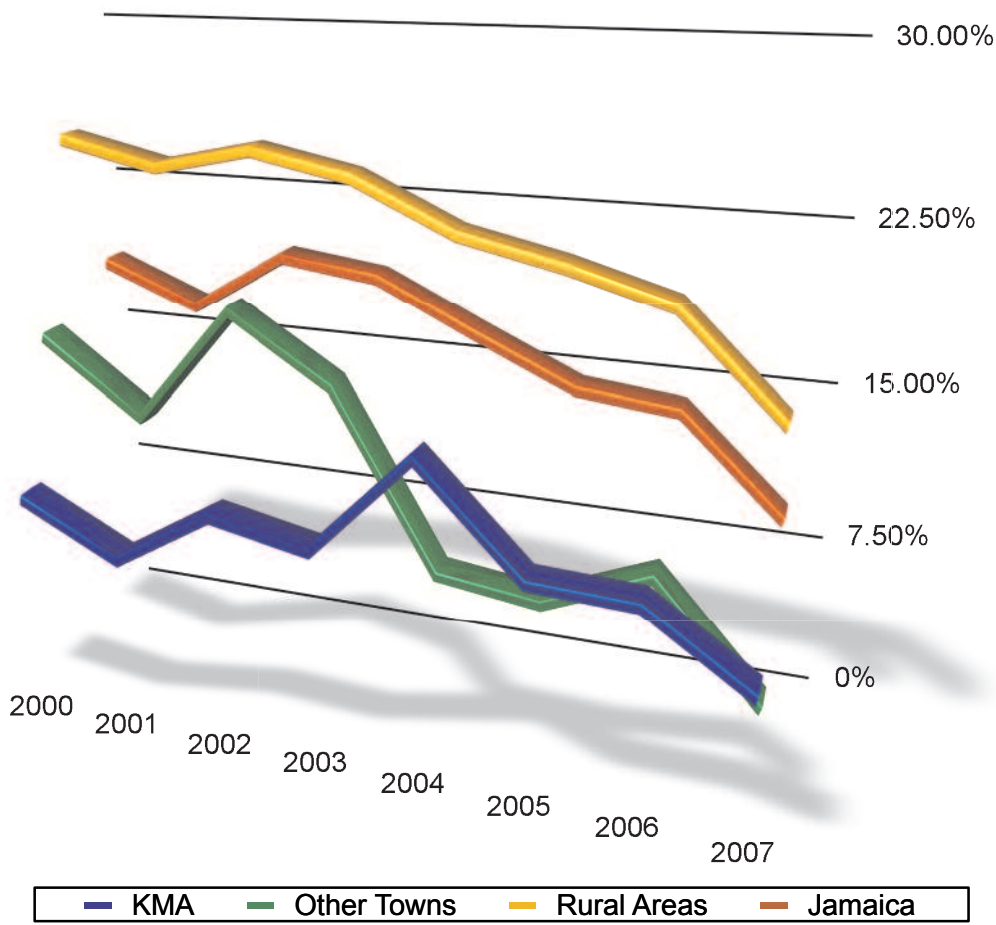
and the strengthening of viable pension fund capacity. Addressing the challenges of the plethora of public pension schemes with their separate legislations, as well as the need for fully funded schemes, will require public consultation and legal reform.

**Poverty Reduction**

Poverty has been declining (see Figure 10). Over the period 2000 to 2007, the prevalence of poverty declined from just

under 24 per cent to just below 10 per cent. This is the result of several factors including the Government’s poverty reduction programmes which have tended to be multi-dimensional and focussed on human capital development. Long-term reduction in the level of poverty will be more challenging, given the level to which it has been reduced and the downturn in the global economy that began in 2007. The latter is likely to have negative impact on its prevalence.

**Figure 10: Prevalence of Poverty 2000-2007**



Source: Adapted from Survey of Living conditions, 2007



Strategies to address the long-term reduction of poverty are embodied in effective social protection. Poverty has negative impacts on social cohesion and social justice. While social assistance measures will support those families and individuals with limited capacity to help themselves, other initiatives have to be taken to provide households with opportunities for economic empowerment.

Vision 2030 Jamaica endorses education and training as important vehicles for poverty reduction, as they concentrate on the development of human capital. In the context of Jamaica's poverty profile, work opportunities and rural development will have reduced impacts on poverty reduction. Support to small-scale agriculture, land tenure issues, access to credit and venture capital, access to basic amenities, transportation and marketing systems, are some of the areas addressed by Vision 2030 Jamaica. Above all is the recognition that a responsible institutional framework and a well-resourced National Poverty Plan are essential foundations for progress.

### Issues and Challenges

The main issues that challenge the realization of effective social protection for Jamaica include:

#### **Inadequate Infrastructure for Delivering Social Welfare Services**

Equipment and plant needs for institutions that serve the vulnerable are many times neglected. This reduces the effectiveness and level of services that can be delivered to clients.

#### **Inadequate Legislation**

The process of safety net reform has included review of legislation in an effort to modernize the relevant laws, and to

respond more appropriately to the changing dynamics and needs of vulnerability. The efforts at developing a National Disability Act point to the need for legislated recognition of the rights of persons with disabilities, so that discrimination can be eliminated, and opportunities and access to quality of life can be expanded.

#### **Unsustainable Public Sector Pension Scheme**

Non-contributory pension schemes in the public sector have become an increasing drain on the country's budget. Life expectancy has increased and payout periods after retirement have been extended. In response, Government has increased payments to partially compensate for erosions from inflation. Many long-retired public servants are challenged to sustain themselves with their retirement benefits. The conversion to contributory pension schemes will provide public sector employees with the opportunity to manage their retirement options, increase the level of benefits that may be paid and improve the viability of the schemes.

#### **Low Level of Participation in National Insurance Scheme**

Social insurance mitigates risks. Yet there is a large percentage of persons, many of them self-employed or in the informal sector, who are not participating in the National Insurance Scheme, which is the minimum guaranteed pension available. Given the propensity of these persons to fall into poverty, it is imperative that the coverage be expanded.

#### **Inadequate Systems of Targeting the Vulnerable**

The issue of targeting is complex, and involves various policy decisions as to the priority areas of focus. The

imperative is to ensure that scarce resources are best expended, and that the most deserving of the population receive the benefits. There are challenges to reducing errors of inclusion and exclusion, which require different approaches to targeting.

### ***Inadequately Resourced and Managed System of Welfare Delivery***

It is essential for the system of welfare delivery to have the necessary technology and human resources to ensure that services may be efficiently and effectively delivered. Reduction in duplication and bureaucracy will cut costs; modern management systems will allow for greater productivity and client-responsiveness.

### ***Inadequate Development in Rural Areas***

Rural area development in Jamaica is seen as a major factor in empowering rural households, and the entire society. Development of physical and social infrastructure in rural areas will enable the creation of jobs, and have a multiplier effect on consumption expenditure.

### ***Discrimination against PWDs***

There are many areas of discrimination that limit the exercise of the rights of the vulnerable and create poor access to

opportunities, particularly where persons with disabilities are concerned. Discrimination is fuelled mainly by factors such as ignorance, and an unwillingness or inability of service providers to allocate the resources required to facilitate access or participation by PWDs.

### ***Poor Communication to the Vulnerable on Available Benefits***

Data indicate that, in many instances, the poorest households are not benefiting from some social protection programmes. Part of the reason lies in an inequity in the availability of appropriately directed information and education.

### ***Need for Greater Personal Responsibility***

In many ways, social protection provisions require a degree of personal responsibility on the part of the beneficiaries. Government policies and programmes are expected to support those who are most needy. In many instances, the responses at the individual and family levels will impact on how successful the programmes are at breaking the poverty cycle. Educational outcomes are a prime example of areas which might be impacted by individuals taking greater responsibility.

“**Let us resolve always to help those less fortunate among us.**”

(1962) Rt. Excellent Sir Alexander Bustamante, GBE, National Hero of Jamaica, PC

## National Strategies

The National Strategies outlined here address the key issues identified for effective social protection. They attempt to pull together in a summary statement, the over-arching imperatives which embody the major elements of sector level strategies and activities. The six National Strategies speak to the creation of the necessary policy and programming

environment to enable all citizens, and especially vulnerable persons, to access social services and opportunities, provided equitably and efficiently through capable institutions.

The National Strategies, an elaboration of each and some selected sector strategies are listed below.

**Table 12: National Strategies and Responsible Agencies - Effective Social Protection**

NATIONAL STRATEGIES	RESPONSIBLE AGENCIES
3-1 Infuse poverty and vulnerability issues in all public policies	Cabinet Office Office of the Prime Minister Jamaica Council for Persons with Disabilities Ministry of Labour and Social Security
3-2 Expand opportunities for the poor to engage in sustainable livelihoods	Cabinet Office Ministry of Labour and Social Security Office of the Prime Minister Jamaica Social Investment Fund NGOs CBOs Various private sector entities
3-3 Create and sustain an effective, efficient, transparent and objective system for delivering social assistance services and programmes	Ministry of Labour and Social Security Department of Local Government Local Authorities National Council for Senior Citizens
3-4 Promote greater participation in, and viability of social insurance and pension schemes	Ministry of Labour and Social Security Ministry of Finance and the Public Service Financial Services Commission National Council for Senior Citizens
3-5 Promote family responsibility and community participation for the protection of vulnerable groups	Ministry of Labour and Social Security Civil Society groups such as NGOs, FBOs, CBOs
3-6 Create an enabling environment for persons with disabilities	Cabinet Office Office of the Prime Minister Jamaica Council for Persons with Disabilities Ministry of Labour and Social Security Private sector entities Master Builders Association

### 3-1 Infuse Poverty and Vulnerability Issues in all Public Policies

Vision 2030 Jamaica will ensure that the design and implementation of public policies give consideration to their potential impact on vulnerable groups. The policy development process will therefore be strengthened to better identify vulnerable groups that are likely to be affected (directly or indirectly), thus minimizing potential negative impacts while maximizing efforts to improve the lives of the poor and other vulnerable groups. Gender differences also will be taken into consideration.

#### Selected Sector Strategies:

- Identify and target vulnerable groups
- Mainstream poverty concerns in all public policies
- Mainstream gender concerns in all public policies
- Ensure adequate public services to the poor
- Enforce policies that support decent work
- Foster multi-sector partnerships between State and non-State sectors to address the needs of the poor
- Create and improve public awareness of issues relating to the rights of children and other vulnerable groups

### 3-2 Expand Opportunities for the Poor to Engage in Sustainable Livelihoods

This strategy identifies mechanisms for the Government and its partners to assist the poor to break the

intergenerational cycle of poverty. It involves addressing various barriers to employment and entrepreneurship, such as low skill and education levels, while expanding employment opportunities and access to resources. Human capital development and personal responsibility are major principles embodied in this strategy.

While there are varied definitions of sustainable livelihoods, Development Alternatives (DA) defines it as encompassing “activities intended to help economically disadvantaged members of society meet their daily subsistence needs in a manner that is dignified, locally appropriate, and environmentally sustainable.”<sup>81</sup>

The Food and Agriculture Organization (FAO) identifies two key questions under the sustainable livelihoods approach: What institutional arrangements enable some poor people to achieve sustainable, secure livelihoods, when others fail? What policies and strategies can support the poor?<sup>82</sup>

The Sustainable Livelihoods (SL) framework “places people, particularly rural poor people, at the centre of a web of inter-related influences that affect how these people create livelihoods for themselves and their households.” The resources and livelihood assets to which they have access and use are central to this framework. “These can include natural resources, technologies, their skills, knowledge and capacity, their health, access to education, sources of credit, or their networks of social support.”<sup>83</sup> National Strategy 15-4 – *Create Vibrant and Diversified Rural Areas*

<sup>81</sup> Development Alternatives Information Network, [www.dainet.org/livelihoods](http://www.dainet.org/livelihoods).

<sup>82</sup> FAO, Natural Resources Management Environment Department, [www.fao.org/sa/pe4](http://www.fao.org/sa/pe4).

<sup>83</sup> International Fund for Agricultural Development, [www.ifad.org/sla](http://www.ifad.org/sla).

also addresses issues related to sustainable livelihoods.

#### **Selected Sector Strategies:**

- Promote human capital development
- Promote and support entrepreneurship
- Design and implement programmes that support poor households to seek and retain employment
- Utilize public works projects to boost employment of the poor
- Create and strengthen economic opportunities for persons with disabilities
- Promote asset creation among the poor
- Give high priority to rural development projects

### **3-3 Create and Sustain an Effective, Efficient, Transparent and Objective System for Delivering Social Assistance Services and Programmes**

Strengthening the social assistance system, effective targeting of vulnerable groups and designing and implementing adequate benefits are the main objectives of this strategy. We recognize that issues, such as a continuing and deepening recession, are creating hardships in our society, particularly for poor and other vulnerable groups. This will increase the burden on our social assistance system especially in the face of deficiencies in our system of targeting and delivery of services to the vulnerable. Vision 2030 Jamaica will implement measures that will strengthen the capacity of the social assistance

system to deliver an effective and efficient system of social assistance.

#### **Selected Sector Strategies:**

- Strengthen the system of identification of beneficiaries of assistance programmes
- Increase awareness of the availability and eligibility criteria of social assistance programmes
- Develop and strengthen databases of the vulnerable groups and welfare beneficiaries
- Establish a reliable fund for sustained financing of the requisite range of welfare support programmes
- Address the unique needs of specific vulnerable groups
- Strengthen customer service capacity in the delivery of social assistance programmes
- Provide adequate human resources to administer and deliver social assistance programmes effectively

### **3-4 Promote Greater Participation in and Viability of Social Insurance and Pension Schemes**

This strategy identifies mechanisms to increase the proportion of the population covered by social insurance and occupational pension schemes. The working poor and members of the informal sector are primary target groups for greater inclusion. Our aim is to mitigate the negative effects associated with loss of income due to incapacity or retirement. Contribution levels, as well as levels of benefits are essential aspects of the viability and relevance of social insurance and pension



funds, particularly the Civil Service Schemes which are non-contributory. Under Vision 2030 Jamaica, strategies will be put in place to address these issues. Vision 2030 Jamaica will continue the process of fundamental pension reform to encourage private savings, long-term investment and development of creative retirement products for all, and improve the management of pension funds.

#### **Selected Sector Strategies:**

- Promote personal responsibility and planning for retirement
- Expand coverage of occupational pension schemes
- Expand range of benefits provided by social insurance and pension schemes
- Promote NIS participation in the informal sector
- Advance public awareness and knowledge of social security provisions
- Establish funded schemes in the public sector

### **3-5 Promote Family Responsibility and Community Participation for the Protection of Vulnerable Groups**

Although the State bears ultimate responsibility for the care of the vulnerable, the ideal is that families should take responsibility for their vulnerable members. The health and well being of individuals are better supported in a caring environment such as may be provided in a family setting. The State's responsibility should be seen as residual, beginning only where the family and

community lack the capacity to support their vulnerable members. Vision 2030 Jamaica will enter into partnerships that will invest the responsibility of caring for the vulnerable primarily with families and by extension communities. This strategy proposes the enforcement of legislation to ensure that families take greater responsibility for their vulnerable members. In addition, it implements measures geared towards the strengthening of support services for families, especially at the community level.

#### **Selected Sector Strategies:**

- Promote and encourage social partnerships between the Government and the business community and civil society groups
- Strengthen the families' capacity to care for their vulnerable members

### **3-6 Create an Enabling Environment<sup>84</sup> for Persons with Disabilities**

Under Vision 2030 Jamaica, persons with disabilities (PWDs) will be given opportunities to participate in all spheres of life, on an equal basis with others. We will improve access for persons with disabilities by removing social and physical barriers and educating the public on the rights of persons with disabilities. Modifications to buildings and public spaces, as well as the enforcement of appropriate policies and legislation will be undertaken. The heterogeneity of the group requires age- and gender-sensitive responses, and an almost case-by-case appreciation of needs.

<sup>84</sup> An enabling environment for PWDs is one that provides the mechanisms to enable persons with disabilities to participate fully in all spheres of activities e.g. wheel chair ramps that provide full access to persons who are wheel chair bound, blind features on buildings and documentation in Braille to allow access to the blind, and visual alerts for the hearing impaired.

**Selected Sector Strategies:**

- Ensure adequate provisions of and access to essential specialized and inclusive services
- Strengthen the capacity of service providers to adequately interact with PWDs by improving their knowledge, attitudes and practices
- Improve the policy, regulatory, and institutional framework to support the enforcement of the rights of PWDs
- Strengthen linkages between agencies that serve the needs of PWDs
- Ensure that appropriate technologies are in public service institutions
- Develop physical infrastructure in the public and private spheres to ensure accessibility for PWDs

**Table 13: Proposed Indicators and Targets for National Outcome #3**

National Outcome #3 – Effective Social Protection					
PROPOSED OUTCOME INDICATORS	BASELINE	PROPOSED TARGETS			ADDITIONAL INFORMATION
	2007 or Most current	2012	2015	2030	
National Poverty Rate	14.3%	12.1%	10.5%	≤ 10%	Targets for poverty reduction are based on achievement of the MDG target by 2015 and on the average rate of poverty decrease during periods in which there was no “unusual occurrence.” The base year figure is for 2006 as 2007 was much lower than expected (9.9%) based on the average decline year- on- year in the past.
% of eligible population benefiting from social assistance programmes (including PATH)	92%	95%	100%	100%	National Targets – MLSS
% of eligible population contributing to the National Insurance Scheme (NIS) (18-59 years)	32%	50%	60%	85%	Average pension coverage rate is between 70 and 100% for industrialized countries.

# NATIONAL OUTCOMES



Photograph by the Gleaner Co., Ltd.

## NATIONAL OUTCOME # 4 AUTHENTIC AND TRANSFORMATIONAL CULTURE

### Overview

Culture has been defined as “the way of life of a people”<sup>85</sup>. “A country’s culture is the dynamic reservoir of the ways of thinking and doing accumulated over time, which has come to be agreed upon and transmitted across generations. It includes the knowledge, experience, beliefs, values, customs, traditions, foods, distinctive institutions and its ways of

making meaning in life.”<sup>86</sup> It is expressed in areas such as language, the arts and the various arenas of interaction, including business, religion and other social relations. Culture, inherently, affects all aspects of human life and forms the basis for our values, objectives and outlook for the future.

### Characteristics of Values:

- learnt and taught – transmitted and inculcated through socialization;
- enduring – grounded in cultural heritage;
- morally desirable – outlining the social criteria for and the cultural assumptions upon which good and bad, right and wrong, moral and immoral, noble and vile are established;
- a basis on which to act – they influence our behaviour by preparing us to act in certain morally-oriented ways.

Adapted from Culture and Values Sector Plan

Vision 2030 Jamaica recognizes the uniqueness of our Jamaican culture, its impact on the world stage particularly with respect to music, the visual and performing arts and sport, the importance of having a shared sense of identity, wholesome<sup>87</sup> values and attitudes and of ensuring that the cultural/creative industries that emanate from our natural way of life redound to the benefit of our people. We will ensure that our heritage is respected and preserved by our people and all who come to our shores and that the material value of our culture as expressed through our creative industries contribute meaningfully to the development of our society. We recognize that a positive sense of self and pro-social and transformative values such as respect for others and their rights, punctuality, honesty and tolerance for the differences between us are essential to the maintenance of harmony and a productive environment.

<sup>85</sup> Macionis & Plummer, 2001.

<sup>86</sup> Division of Culture, The National Cultural Policy of Jamaica: Towards Jamaica the Cultural Superstate (Kingston: Ministry of Education, Youth and Culture, March 2003), page 9.

<sup>87</sup> Wholesome has been defined as “sound in body, mind or morals” (Merriam-Webster Online Dictionary). Thus “wholesome values” is used here to refer to those values that promote sound or healthy body, mind and morals not only for the individual but for the entire society.



**Core Values**

The priorities we set, choices and decisions we make, are based on the core values we uphold. These include the personal values of the individual as well as the collective values of a community.

The formation and promotion of wholesome values is inextricably linked to the promotion of our cultural expressions, the construction of identity and the capacity of our people to sustain themselves economically through their cultural creations. The construction of values in a country as diverse or plural as Jamaica must be based on a conscious and institutional framework of valuing who we are.

**Social Cohesion**

Our culture and values have been shaped by a number of experiences resulting from the presence of various nationalities (Africans, Asians, Europeans and others) through: conquest of the indigenous inhabitants; slavery; indentureship; and colonialism. People from varying backgrounds were combined and recombined within a common geographic boundary. These experiences formed the background of our cultural diversity, aptly expressed by our motto “Out of Many, One People” which perfectly defines and provides insight into our culture. Under Vision 2030 Jamaica, we will strengthen the role of culture in building a socially cohesive society and capitalize on our cultural strengths to drive our development.

**Social Capital**

In crafting the development of the country, culture and wholesome values are strategic pillars on which to build social capital. The social capital of a

In 2002, the Values and Attitudes Secretariat identified a range of core values through a consultative process, including the following:

- Respect
- Honesty and Truthfulness
- Forgiveness and Tolerance
- Fairness
- Discipline
- Responsibility
- National Pride
- Love/Compassion
- Cooperation
- Punctuality
- Good Work Ethic

society includes “the institutions, the relationships, the attitudes and values that govern the interactions among people and contribute to economic and social development. Social capital, however, is not simply the sum of institutions which underpin society; it is also the glue that holds them together. It includes the shared values and rules for social conduct expressed in personal relationships, trust and a common sense of civic responsibility...”<sup>88</sup> Social capital is an evolving concept which can generate benefits including enhanced health, better educational outcomes, improved child welfare, lower crime rates, reduced tax evasion and improved government responsiveness and efficiency. These are among the goals we strive for as a developed country. Conversely, a lack of social capital may encumber our daily lives and limit our social and economic opportunities.

**Cultural Capital**

Cultural capital becomes increasingly important to economic development as a nation ascends to higher levels of

<sup>88</sup> Social Capital, World Bank 1998.

productivity. Cultural capital includes core and transformational beliefs, behavioural norms, and the manifestations of culture articulated through the full range of artistic and creative forms. Culture is important because there are either sets of beliefs and attitudes that are pro-innovation and create the conditions for prosperity, or those that are anti-innovation. There is a long and rich literature in the field of behaviour that links mental models<sup>89</sup> with results. There appears to be strong correlations between certain “pro-innovation beliefs”<sup>90</sup> and prosperity. Jamaican attitudes, beliefs, goals, values, and assumptions about the world inform our actions and influence our outcomes and experiences. An innovative vision, a new national narrative, of Jamaican success has to emerge from, and be presented to our people. Vision 2030 Jamaica will seek to transform the mindset and collective consciousness of our people as a foundation for national development.

### **Nation Brand**

An important aspect of Jamaica’s cultural capital is the relatively high level of international awareness and reputation that the country enjoys throughout the world, perhaps unequalled by any other country of similar size. A Nation Brand, reflecting the image and reputation of a country, is largely formed through six channels, namely: tourism, exports, government policies, investment promotion, culture and the people themselves.<sup>91</sup> Jamaica’s Nation Brand (sometimes referred to as “Brand Jamaica”) is based on the global “share of mind” enjoyed by Jamaica as the cumulative result of the recognition

earned from the island’s achievements in creative industries, sport and other areas.

Managing and building our nation brand means that we will consciously engage in a process of improving the most important aspects of our economy and society, and communicating these improvements to the world and to ourselves. Building the Nation Brand therefore parallels and supports the process of national transformation envisaged by Vision 2030 Jamaica. We will make creative use of the Nation Brand to offer our producers a competitive advantage in accessing international export markets.

### **Sport**

Another important component of our cultural capital is represented by sport. The successes of Jamaica’s sportsmen, sportswomen and national sporting teams at the highest levels of international competition have contributed to the national pride and fame of our country. Sport also has important social benefits including contributions to physical and mental health, socialization of children and adolescents, and community development.

In the Jamaican context, sport has particularly important roles in building unity at the national and community levels, including bridging divisions created by political tribalism. There are existing policy initiatives that will expand and broaden the participation in sport, including policies on healthy lifestyles, the disabled, youth and the elderly.

<sup>89</sup> See Fairbanks and Lindsay (1997), Fairbanks (Changing the Mind of a Nation) and Lindsay (Culture, Mental Models, and National Prosperity) in Harrison and Huntington (eds.) (2000).

<sup>90</sup> Harrison and Huntington (eds.) (2000).

<sup>91</sup> Anholt (2006).

## Issues and Challenges

### *Aspects of Jamaica's Culture and Social Capital*

There are aspects of Jamaica's culture that are not conducive to innovation and increased productivity. These include inadequate attention to punctuality, declining appreciation and respect for civic rights and responsibilities, and disturbingly low levels of inter-personal and institutional trust.<sup>92</sup> These represent aspects of our social capital that must be corrected to create an authentic and transformational culture and support our process of national development.

### *Identification, Preservation and Promotion of our Local Culture including Heritage Sites*

Much of our culture – material and non-material (including artefacts and sites) – is at risk of being lost. We have not built a strong framework for identifying, protecting and preserving these aspects of our heritage. Much of our population is ignorant of what these may be and of their importance to our society. It is essential that we strengthen our capacity to unearth, preserve, develop and promote our cultural heritage.

### *Inadequate Facilities and Human Resource Development for Sport*

While Jamaicans have demonstrated abundant human talent in sports there is limited construction and maintenance of infrastructure for sports at the parish and community levels, including schools. This inhibits broad participation in recreational and competitive sport. There is inadequate capacity for training the increased numbers of sport administrators, coaches, managers and other personnel needed to support the expansion of sport and its role in national development.

### *Breakdown in the Family Structure*

Many Jamaicans are born into situations where little or no family support is provided. This has led to a breakdown in the transmission of wholesome values and has contributed to the relatively large number of unattached and otherwise “at risk” youth in our society. We believe that this is at the centre of many of the behavioural problems that are manifested in our society ranging from delinquency among the youth to hardcore crimes.

**“ We are going to emancipate ourselves from mental slavery, because while others can free the body, none but ourselves can free our minds. ”**

(1937) The Rt. Excellent Marcus Garvey, Jnr.,  
National Hero of Jamaica

<sup>92</sup> Powell, et al (2006).



Photograph by the Cleaner Co., Ltd.

### National Strategies

Our Plan will be underpinned by the promotion of a set of national core values. The National Strategies will build on this foundation of core values to enhance awareness of, respect for and

visibility of our culture and its role in our development.

The National Strategies, an elaboration of each and some selected sector strategies are listed below.

**Table 14: National Strategies and Responsible Agencies – Authentic and Transformational Culture**

NATIONAL STRATEGIES	RESPONSIBLE AGENCIES
4-1 Promote core/transformational values	Office of the Prime Minister Ministry of Information, Culture, Youth and Sports National Transformation Programme (Fresh Start Jamaica)
4-2 Promote the family as the central unit of human development	Ministry of Information, Culture, Youth and Sports Ministry of Health and Environment Ministry of Education National Transformation Programme (Fresh Start Jamaica)
4-3 Preserve, develop and promote Jamaica’s cultural heritage	Ministry of Information, Culture, Youth and Sports Institute of Jamaica Jamaica Cultural Development Commission Jamaica National Heritage Trust Jamaica Library Service
4-4 Integrate Jamaica’s nation brand into developmental processes	Office of the Prime Minister Ministry of Information, Culture, Youth and Sports Jamaica Trade and Invest
4-5 Strengthen the role of sport in all aspects of national development	Ministry of Information, Culture, Youth and Sports INSPORT National Sporting Association



#### 4-1 Promote Core/Transformational Values

Vision 2030 Jamaica will identify, through a process of national consultations, a set of core values that, by their practice, will lead to wholesome attitudes that are able to support the transformation and development of individuals and the nation. We are mindful of the process already undertaken by the Values and Attitudes Secretariat<sup>93</sup> through which a set of Core Values were identified for Jamaica. We will build on this process to arrive at a current set of values for which we will seek the acceptance of our nation. We recognize that core and transformational values are central not only to the achievement of cohesive and just societies but also to their prosperity. An increasing number of development theorists attribute variations in the level of development between some countries to differences in their cultural values.<sup>94</sup> We will treat this process as a priority under Vision 2030 Jamaica. We will employ a wide range of methods to promote our core values, including through early childhood development programmes, the education and training systems and public education campaigns.

##### Selected Sector Strategies:

- Implement a sustained programme to promote core values through the following activities:
  - *Establish a permanent institutional framework for identifying, promoting and reviewing national values and attitudes*
  - *Hold national focus groups (taking cognizance of various interest groups and stakeholders) to determine how core values should be defined, communicated and*

*inculcated within the Jamaican context*

- *Equip families to embody their roles and responsibilities as agents of cultural transmission*
- *Infuse the teaching of core values in all areas of the education system*
- *Use media to promote core values through programming*
- Facilitate psychosocial healing in communities
- Increase awareness of the values of the physical and built environment
- Promote the importance and relevance of our national symbols including heroes

#### 4-2 Promote the Family as the Central Unit of Human Development

Vision 2030 Jamaica promotes a stable and supportive family environment as a basic premise for the development of society. The absence of a stable and supportive family environment has had negative impact across the society affecting areas such as our educational and national security outcomes. It has resulted in the manifestation of unattached and other youth in our society who both display antisocial and other negative types of behaviour. While we recognize that our sense of the framework (e.g. marriage or common law) around which we build our families is varied, we accept the common principle that stable, committed unions are the foundation for producing and raising our children and establishing our society. These parents must develop the capacity to nurture and support their children. Under Vision 2030 Jamaica, we will implement measures to strengthen family bonds and build the capacity of

<sup>93</sup> Formerly located in the Office of the Prime Minister.

<sup>94</sup> For example, see Harrison and Huntington (eds.) (2000).

parents to increase their involvement in all aspects of the development of their children. National Outcome # 2: World-Class Education and Training, also targets improvement in parenting and family support through the Ministry of Education's Early Childhood Development Programme.

#### **Selected Sector Strategies:**

- Build parenting capacity (including responsible sexual behaviour, values, family participation, parental involvement in cultural/school activities, protection of vulnerable groups) through the following activities:
  - *Ensure mandatory parenting education counselling with prenatal care visits in hospitals and clinics*
  - *Strengthen the Child Development Agency to facilitate more effective implementation of the provisions of the Child Care and Protection Act*
  - *Support and introduce initiatives targeting men to enhance their parenting capabilities through employment and other economic opportunities*

### **4-3 Preserve, Develop and Promote Jamaica's Cultural Heritage**

The cultural heritage of our country, as represented in our artifacts, sites, music, poetry and history, is in danger of being lost and degraded at the very least. This strategy will prevent the degradation and unfair use of our culture and the illegal exportation of our artifacts. It will promote our culture through activities such as the development and promotion of "culture yards."

#### **Selected Sector Strategies:**

- Strengthen the process to identify, monitor, maintain and promote protected heritage sites
- Strengthen and institutionalize documentation of cultural heritage (tangible and intangible)
- Widen access to repositories (libraries, museums and archives) of culture and heritage
- Involve the private sector in the development and preservation of culture at the community and national levels
- Implement appropriate measures to protect and preserve cultural expressions
- Promote public awareness of the importance of cultural forms and retention of heritage
- Provide wider access to Jamaican cultural expression locally and internationally

### **4-4 Integrate Jamaica's Nation Brand into Developmental Processes**

Jamaica possesses a treasure-trove of Nation Brand equity, created from its cultural, historical, physical and human capital. The value of this Brand equity can be increased by consciously building Jamaica's Nation Brand and integrating this asset into all aspects of national development. A properly managed national brand is an asset to all stakeholders, helping to: attract investment and talent; give a competitive advantage to producers and exporters; provide inspiration to Jamaicans at home and abroad; contribute to a culture of innovation; and safeguard national identity. The process of developing Jamaica's Nation Brand has several well-structured steps, including building a

brand team, conducting a brand asset audit, defining and testing the brand, and implementing and monitoring the brand over time. In implementing our Nation Brand, Vision 2030 Jamaica will promote our culture, creativity and intellectual property.

#### **Selected Sector Strategies:**

- Review and enhance laws and Intellectual Property (IP) framework to strengthen and protect the Nation Brand and to convey values, images and the reputation of Jamaica, including designs, music, trademarks, copyright, collective marks, geographical indications and certification marks
- Promote and use IP as a tool for economic development
- Improve policy framework to support Jamaica's Nation Brand
- Establish institutions to undertake key roles in implementation of the Nation Brand
- Increase the capacity of existing organizations to monitor and regulate the use of the Nation Brand
- Undertake comprehensive National Branding for Jamaica
- Market and promote the Nation Brand
- Coordinate implementation of the National Branding Strategy with the Core Values campaign and National Export Strategy
- Promote media literacy and the positive use of media as change agent and source of empowerment

## **4-5 Strengthen the Role of Sport in all Aspects of National Development**

Vision 2030 Jamaica will strengthen the role of sport in national development by: broadening opportunities for participation in recreational and competitive sports for persons of all age groups; increasing facilities for sporting events at the national, community and school levels; increasing the number of trained coaches, administrators, and other personnel; strengthening the institutions for sport education and administration; and establishment of appropriate and effective policies, legislation and regulations to promote sport participation.

In charting the future for the development of sport in Jamaica, we will learn from the experiences of other countries that have successful sport industries. For example, Australia offers a model with aspects that are relevant for Jamaica, such as the establishment of the Australian Institute of Sport as a centre for the development of elite athletes, investment in sport facilities, research and development including sport science and medicine, and capacity development of clubs and sport associations. The role of sport as an economic activity is addressed under National Outcome # 12: Internationally Competitive Industry Structures.

#### **Selected Sector Strategies:**

- Increase physical education and sports programmes in schools
- Increase organized sport activities in communities
- Develop public education programmes on gender equality in sport

- Design/upgrade community facilities for multi-use recreational and competitive sport including activities for the elderly and persons with disabilities
- Ensure a multi-sport mini-stadium in each parish
- Adopt international best practices for training of sports personnel including certification
- Develop sport administration at primary, secondary, tertiary and national levels
- Establish sport academies in Jamaica
- Update the Sport Policy and align it with other policies that affect sport
- Develop effective anti-doping programmes
- Ensure national sporting infrastructure to meet the long-term development of sport

**Table 15: Proposed Indicators and Targets for National Outcome #4**

National Outcome #4 – Authentic and Transformational Culture					
PROPOSED OUTCOME INDICATORS	BASELINE	PROPOSED TARGETS			COMMENTS
	2007 or Most current	2012	2015	2030	
Incidence of public order infractions per capita	144,759	130,283	110,741	55,370	Projected 5% reduction every three years.
% of Single parent households (calculated as % of all households with children)	43.2%	42.2%	40.7%	33.2	Target is to move towards the average for developed countries at a rate of 0.5 point reduction per annum except for the two first years.
"Use of cultural resource" Index (Tourism Competitiveness Index)	1.66	2.1	2.5	4.73	Target is to be in the top 25% of countries by 2030.



## Goal 2: The Jamaican Society is Secure, Cohesive and Just

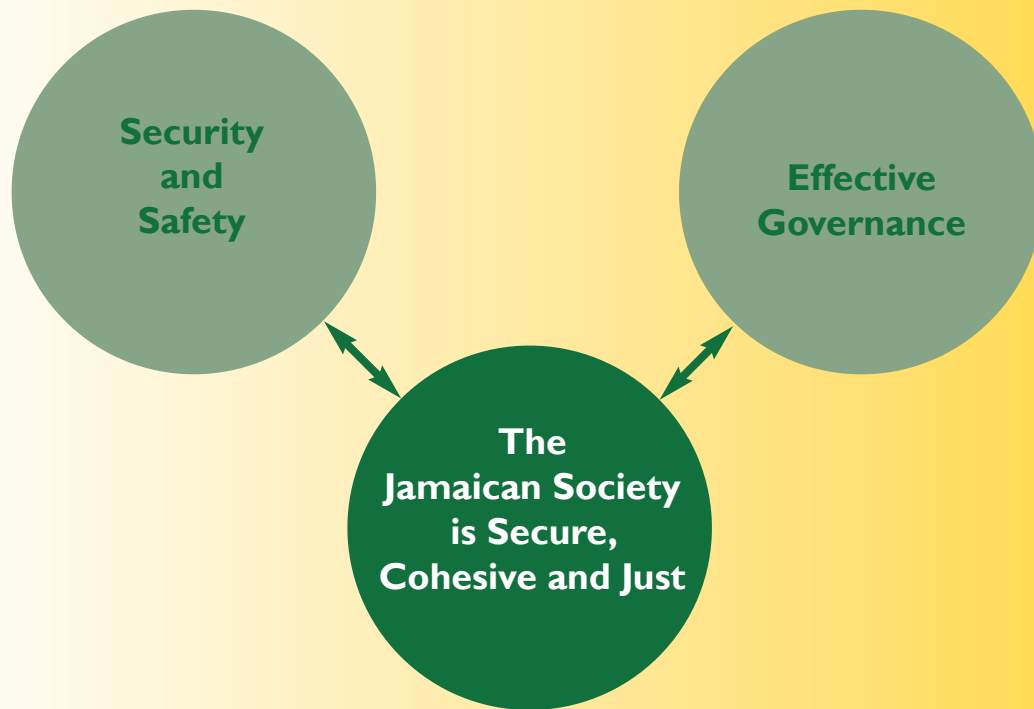


Figure 11: Goal 2 and Related Outcomes

## NATIONAL OUTCOME # 5 SECURITY AND SAFETY

### Overview

This outcome will restore a sense of security and safety in our society by reducing the level of crime and violence as well as civil disturbances in some communities. It will provide adequate security and rehabilitation for individuals who are custodial clients in correctional institutions and restitution to those who have been victimized. Vision 2030 Jamaica will increase our sense of security by transforming our society into one which conforms to the rule of law, respects the rights of all, and coalesces around a set of shared values.

of society and has been cited as a significant factor in the low levels of GDP recorded by Jamaica over the years. It has left segments of our society crippled with fear and has resulted in the reallocation of budgetary resources into crime prevention and control. Private firms are forced to pay large sums of money for security, and in some instances, extortion fees. Community members are sometimes unable to pursue gainful occupations and schooling due to the impact of gang violence in their communities.

**“ VISION 2030 JAMAICA WILL INCREASE OUR SENSE OF SECURITY BY TRANSFORMING OUR SOCIETY INTO ONE WHICH CONFORMS TO THE RULE OF LAW, RESPECTS THE RIGHTS OF ALL, AND COALESCES AROUND A SET OF SHARED VALUES. ”**

Reports from international agencies and the media suggest that the problem of violent crimes extend beyond our shores to the wider English-speaking Caribbean. A World Bank report<sup>96</sup> notes that murder rates of 30 per 100,000 persons in the Caribbean is higher than any other region of the world. This is supported by a 2002 study of crime in the Caribbean by Professor Anthony Harriott,<sup>97</sup> which notes that “the central concern is not the general crime rate, but rather the rate of violent crime. Over the last two decades, there have been significant increases in the rate of violent crimes in every Caribbean country for which data is available.” This has created an image of high crime in the region notwithstanding the fact that other types of crime such as larceny and forgery, have declined. In Jamaica, however, there was an

Violent crimes<sup>95</sup> have become one of the most pressing concerns for Jamaicans. It has had a negative impact on all spheres

<sup>95</sup> A violent crime or crime of violence is a crime in which the offender uses or threatens to use violent force upon the victim. This entails both crimes in which the violent act is the objective, such as murder, as well as crimes in which violence is the means to an end, such as robbery. Violent crimes include crimes committed with and without weapons. With the exception of rape, males are the primary victims of all forms of violent crime.

<sup>96</sup> Jamaica: The Road to Sustained Growth, The World Bank, 2003.

<sup>97</sup> Harriott, 2002.



Photograph contributed by PICO

# NATIONAL OUTCOMES

uncharacteristic and significant upsurge in major crimes including robbery, breaking and larceny in 2008.<sup>98</sup> They increased by 65 per cent, 63 per cent and 225 per cent respectively over 2007.

A multitude of measures have been implemented to attempt to arrest the murder rate in particular. Some of these include: community transformation interventions; international collaboration between Jamaica and countries such as the United Kingdom (UK), Colombia and the United States of America (USA) to reduce the trade in guns and drugs; and the development of special programmes such as Crime Stop which has resulted, *inter alia*, in the capture of hundreds of illegal weapons.

A plethora of special departments and operations in the police force such as the Anti-Crime Investigative Detachment (ACID), established in 1993, and the Crime Management Unit (CMU) in 2000

have had little or no lasting impact on the rate of murders. Operation Kingfish, launched in 2004, has successfully captured a number of major gang leaders and suspected drug lords, but this has not yet resulted in major decrease in the rate of murders. The conclusion is that a more targeted and intelligence-driven approach is required.

Globally, the fear of crime has been heightened by an upsurge in international terrorism that now poses a threat to all regions of the world. It has brought severe restrictions which have affected the way we travel and cross borders.

Trafficking in Persons has become a major international issue that has affected our nation. Trafficking of human beings may be regarded as the recruitment, transportation, harbouring, or receipt of people for the purpose of exploitation.<sup>99</sup> It is estimated to be a US\$5 to US\$9 billion-a-year global

<sup>98</sup> Based on preliminary data from the Statistics Department of the Jamaica Constabulary Force.

<sup>99</sup> Exploitation includes forcing people into prostitution or other forms of sexual services, forced labour, slavery or practices similar to slavery, servitude and the removal of organs.

industry. The USA maintains an international watch on Trafficking in Persons. Countries are rated on a three tier system with one being the best rating and three being the worst. A US report on Jamaica cites cases of males and females being coerced into sexual exploitation and sometimes forced labour as the major infractions committed in this country. In 2007, Jamaica was rated at tier two, an improvement on the tier three at which the country had been ranked within the previous five years.

The proliferation of international criminal networks and the international drugs trade are two other global concerns. These issues have threatened the security and safety of both the developing and developed world, with profound impact on Jamaica.

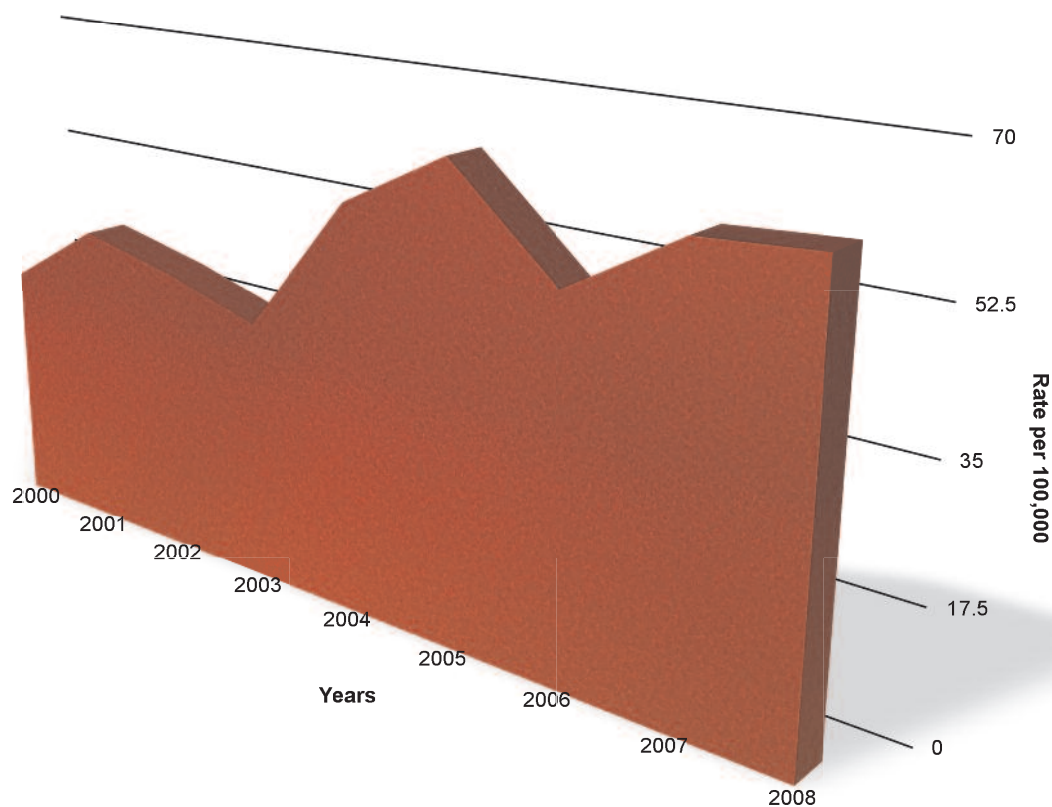
Cyber and intellectual property crimes are emerging. The growing importance of the Internet heightens the relevance of this issue. An important response to these issues is the modernization of our laws. Vision 2030 Jamaica will modernize our law enforcement and legislative framework to respond appropriately to these challenges.

A major impediment to effective law enforcement is the delay in dispensing justice. Despite ongoing reform and efforts to modernize the justice system, there is a backlog of cases before the Courts, resulting among other factors, from a shortage of key personnel such as judges, defense lawyers, and prosecutors. Dilapidated structures and absence of appropriate technology for recording, storing and processing information on matters before the Court also hinder the efficiency of operations in the Courts. Inefficiencies in the justice system reduce the effectiveness of law enforcement agencies such as the Jamaica Constabulary Force.

These inefficiencies also contribute to corruption within law enforcement agencies. They create opportunities for individuals to bypass the system through processes such as bribery of public officials. This has contributed to the general perception among the public that a high level of corruption exists within law enforcement agencies. The Justice Sector Reform process is expected to contribute to the elimination of these shortcomings.



Figure 12: Murder Rate per 100,000 from 2000-2008



## Issues and Challenges

### High Murder Rate

While Jamaica's total crime rate declined over the last ten years, violent crimes have been increasing at a disconcerting rate. The murder rate, in particular, has almost doubled in every decade since Independence. In 2000, the country's murder rate was approximately 33 per 100,000 persons. By 2008, it had risen (despite fluctuations) to 60 per 100,000,<sup>100</sup> among the three highest in the world.

This fact has had a crippling effect on the society and has fuelled a strong sense of victimization and fear of crime in Jamaica. Although close to 90 per cent of the murders are committed on males,

the number of females murdered has been increasing. In 2007, the number was 147; it rose to 164 in 2008.

In contrast to the trends in murder, the general crime rate has been steadily declining. In 1996, the rate was 2,256 offences per 100,000. By 2006, this rate had declined to 1,074. However, in 2007, the rate rose to 1,244 and preliminary indications are that it rose further in 2008.<sup>101</sup> Nonetheless the earlier trend clearly focuses the concern on violent crimes and murder in particular.

The society has puzzled over the factors that have led to the high murder rate. In some quarters, poverty and unemployment have been named as the main causes. However, while links have

<sup>100</sup> Jamaica: The Road to Sustained Growth, The World Bank, 2003 and the JCF Statistics Department (preliminary data for 2008).

<sup>101</sup> These data were not available at the time of preparation of this document.



been established between the incidence of poverty and unemployment and certain types of crimes,<sup>102</sup> there is little or no evidence to support the notion that the murder rate is the direct result of these factors.<sup>103</sup> Two main factors that have been pinpointed are the ease of illegally accessing guns and the rise in criminal gang networks.

### **Guns, Gangs and the Transnational Drugs Trade**

The transnational drugs trade is a factor that has been associated with the proliferation of gangs and the illegal movements of guns across borders. The drugs-for-guns trade between Haiti and Jamaica, in particular, has been cited as a major component of the operations of local and international criminal gangs and the movement of guns into our island. Guns and gangs are two factors that have been linked to the high murder rate. Over the years 2006, 2007 and 2008, the percentage of murders reported to have been committed with guns were 75 per cent, 79 per cent and 78 per cent respectively. Over the same period, gang related murders accounted for 33 per cent, 50 per cent and 46 per cent respectively. Some law enforcement officials suggest that stemming the movement of drugs between countries such as the USA and UK has resulted in increased competition among local gangs over turf to compensate for income lost.

### **Dons and Garrison Communities**

The advent of political “garrisons”<sup>104</sup> and the attendant rise of the community “dons”<sup>105</sup> have contributed to the proliferation of community gangs and murders. Garrison communities first arose in the 1960s as outcomes of a polarised political culture. This type of polarization resulted in the death of over 800 people during the 1980 General Elections. Many of these communities have evolved into havens for criminal gangs with the dons operating as leaders of criminal networks.

### **Domestic Violence**

In 2008, approximately 4 per cent of murders stemmed from domestic disputes. In 2007, the number of incidents of domestic violence rose by 29 per cent to 9,625 when compared to 2006. Assault and wounding accounted for 45.8 and 41.9 per cent respectively of the total. Women are the main victims of this type of violence. However, anecdotal evidence suggests that there is a higher than reported rate of domestic violence against men, as abuse of men by women is rarely reported. This type of violence points to psychosocial factors such as the absence of meaningful family relations and an internalised value system that supports dysfunctional behaviour that might be influencing the society.

<sup>102</sup> Ibid.

<sup>103</sup> The fact is that while the rate of poverty has been trending downwards (the 2006 Survey of Living Conditions (SLC) indicates that poverty has fallen to the lowest level over the last ten years), the murder rate has been trending in the opposite direction. This and other factors suggest that addressing poverty and unemployment, though essential, will not necessarily result in significant reductions in the murder rate.

<sup>104</sup> A Garrison community may be regarded as “a veritable fortress completely controlled by elements in a political party” Balls, Patricia. *Garrisons and Corruption*, 2007.

<sup>105</sup> The term “dons” refers to some leaders in Garrison and other communities suspected to be heads of criminal networks.

**Sexual Violence**

The number of cases of rape and carnal abuse reported have been increasing. Rape as defined by the law may only be committed on females. Thus, in all recorded cases of rape and carnal abuse, females are the victims, the majority of whom are girls. Sexual abuse of males is not uncommon but is less reported and recorded as buggery or indecent assault. Boys are the main victims.

**Violence against Children**

There is reason for concern about increases in the number of children that are being murdered. In 2006, the number was 65. By 2008, it had risen by approximately 46 per cent to 94. Violence in general and occasional incidents of murder has been affecting our schools. Many of these acts of violence including incidents of murder are being committed by other children. This has prompted the Ministry of Education to implement special security arrangements, in schools. It also points to the need to strengthen measures to address the psychosocial needs of our children.

**Geographical Distribution of Violence**

Another dimension to the problem of violent crime is the distinctive pattern in the geographical distribution of murders. A higher proportion of murders are committed in urban areas as opposed to rural areas. In 2008, 58 per cent of murders were committed in the metropolitan areas of Kingston, St Andrew and St. Catherine. This contrasts with 42 per cent for the rest of the island. Among rural parishes, St. James and Clarendon accounted for 13 per cent and 10 per cent respectively while the next highest concentration of

murders in any rural parish was 3 per cent. This pattern, notwithstanding fluctuations in the actual percentages, has been sustained between 2006 and 2008. These statistics suggest the need for a community-based approach in the analysis of and response to these crimes.

**High Percentage of Youth Involvement**

There is an age dimension to the commission of crimes. Youth are the largest subgroup (15-24 years) involved as both the primary victims and perpetrators of violent crimes and murder in particular. The obvious conclusion is that an age dimension to the analysis and treatment of these crimes is very important.

**High Percentage of Males in Criminality**

There is marked differentiation between male and female involvement in criminal acts both as victims and perpetrators. Over the period 2002 to 2006, the ratio of males to females who committed major crimes was 98:2. The trend continued into 2008. While the differences between males and females were less marked, men were also far more frequently the victims of major crimes. In 2007, 65.6 per cent of victims were males compared with 35.4 per cent females. In 2008, the degree of differentiation was similar – 62 per cent males compared with 38 per cent females. When rape and carnal abuse are taken from the statistics,<sup>106</sup> the degree of differentiation increased to 71 per cent males compared with 29 per cent females. This clearly points to the need to take a gendered approach to the analysis of and fight against crime.

<sup>106</sup> Rape and carnal abuse, as defined by the law, may only be committed against females.

***Inadequate Institutional Capacity***

The institutional capacity for maintaining law and order has been incrementally improved with: the acquisition of equipment; new leadership in the JCF; infusion of new methodology and technical support from overseas; new and rehabilitated physical infrastructure; training; and recruitment of senior staff to strengthen the policy and research capacity of the Ministry of National Security.

Despite these improvements, the JCF and the DCS still operate under constraints that include: an inadequate number of personnel for monitoring and policing; poor quality infrastructure, particularly the Adult Correctional Institutions and police stations in rural areas; insufficient modern crime-fighting equipment and motor vehicles; insufficient training in modern methods of policing, management of custodial clients, investigation and crime solving; the absence of a modern legal framework to facilitate effective detection and prosecution of offenders; and inadequate programmes for

rehabilitation, after-care and counseling services for custodial and non-custodial clients.

***Low Level of Societal Trust in the Security Forces***

The work of the security forces is hampered by a lack of trust between themselves and the communities they serve. There have been many accusations of police excesses, particularly from inner city communities. When compared to international standards there is a relatively high level of fatalities caused by police attacks which have not served to strengthen public confidence in the JCF and ISCF. Over the period 2006 to 2008, the average number of persons killed annually by the police was approximately 262. A counterpoint is that, during the same period, the average number of policemen killed was 14. This has been exacerbated by documented cases of involvement of the security forces in criminal enterprise and corruption which have fueled public perception that this is a widespread characteristic of the security forces.



Photograph contributed by PIOJ

## National Strategies

There are many ways to stimulate investment, but improvements in the adherence to law and maintenance of order, in the context of the present and long-standing crime problem, will likely have high payoffs for investment in Jamaica. Increased national security will raise two of the three components of production – capital and total factor productivity. Threshold 21 (T21) Jamaica model simulations, to capture the effect of investing in improved national security on capital formation and technological capacity, produced higher payoffs than equivalent investment in any other area including health, education and infrastructure. National security should therefore be a priority area for implementation under Vision 2030 Jamaica.

Vision 2030 Jamaica gives consideration to the multiplicity of complex issues surrounding national security. It ensures sensitivity to social and demographic dimensions such as gender and age and to the relationships between law enforcement agencies and communities.

It also addresses the varying dimensions of crime such as the role of criminal gangs, the drugs-for-gun trade, dons and border security. Issues such as the reform, modernization and improvement of the operational capacity of law enforcement agencies are also addressed under the Plan.

While we note that the solution to crime, particularly murder, is complex, there are some areas for primary focus based on the foregoing discussion. The Plan recognizes that the long-term solutions require gradual intervention in targeted communities that are most vulnerable and among population segments such as young males. It also identifies the need for targeting the guns-for-drugs trade and criminal gangs. It further recognizes that, in the short run, the security forces must have the capacity to contain outbreaks of criminal violence especially in high risk communities. This will be achieved through: training in modern methods; acquisition of modern and effective non-lethal equipment for controlling community unrest; the modernization of



Photograph by the Gleaner Co. Ltd.



A model simulation was conducted to quantify the effects of shifting public resources towards national security. Based on the model simulations, the proportional reallocation of 10 percent of discretionary expenditure to National Security up to 2030, raises GDP per capita by 33.6 per cent; shifting that amount entirely from General Services provides a boost of 38.8 per cent – the largest gain from a series of simulations.

the legal framework to facilitate effective policing; adequate numbers of appropriate vehicles; and improved capacity for investigation and prosecution of offenders. The Plan will foster greater collaboration between civil society, the private sector and the Government in implementing and

financing the strategies. The reform of the justice system will complement the improvements to the security forces.

The National Strategies are listed in the table below. An elaboration on the National Strategies and some selected sector strategies follow.

**Table 16: National Strategies and Responsible Agencies – Security and Safety**

NATIONAL STRATEGIES	RESPONSIBLE AGENCIES
5-1 Strengthen the capacity of communities to participate in creating a safe and secure society	Ministry of National Security Non Governmental Organizations (NGOs) Faith Based Organizations (FBOs) Community Based Organizations (CBOs) Civil Society Department of Correctional Services (DCS) Jamaica Constabulary Force (JCF) Ministry of Education HEART Trust/NTA
5-2 Reform and modernize the law enforcement system	Ministry of National Security Ministry of Justice DCS JCF Passport Immigration and Citizenship Agency (PICA) Department of Customs
5-3 Improve the security of the border and territorial waters	Ministry of National Security JCF Jamaica Defence Force (JDF) Department of Customs PICA
5-4 Strengthen the anti-crime capability of law enforcement agencies	Ministry of National Security Ministry of Justice DCS JCF PICA
5-5 Strengthen the management, rehabilitation and reintegration of clients of correctional services	Department of Correctional Services (DCS) NGOs Community Based Organizations Private Sector



### 5-1 Strengthen the Capacity of Communities to Participate in Creating a Safe and Secure Society

Under this strategy, Vision 2030 Jamaica will implement measures to empower communities to become independent of the criminal gang networks and participate fully in mainstream society. This will include encouraging greater conformity to the laws and values of the wider society, provision of social and physical infrastructure, training for under-trained and unattached youth, re-socialization, and identification of opportunities for entrepreneurship. Initiatives will facilitate increased positive ties between communities and law enforcement agencies.

#### Selected Sector Strategies:

- Improve the implementation of targeted community interventions
- Implement holistic programmes focussing on prevention and suppression of youth involvement in crime
- Promote awareness and care for vulnerable groups
- Establish/strengthen community groups and councils
- Develop programmes to mobilise and draw on societal support for safer communities
- Improve community conformity to legal requirements

### 5-2 Reform and Modernize the Law Enforcement System

Through this strategy Vision 2030 Jamaica will ensure that law enforcement entities are effective and efficient in the delivery of services and operate at the highest standard of professionalism. We

will improve the working environment and arrangements for law enforcement officers to the best international standards and ensure that they operate under an effective management structure, in alignment with a modern model of policing. We will address ethical concerns levelled against law enforcement officers and improve their level of accountability. We recognize that the appropriate framework needs to be developed to deal with modern crimes such as cyber and intellectual property crimes. Our strategy includes plans for acquiring new equipment, building new accommodations and refurbishing some existing ones.

#### Selected Sector Strategies:

- Devise and implement an effective management framework aligned to a modern model of policing
- Support the reform of the Justice System
- Create a comprehensive human resources development system to ensure professionalism within law enforcement agencies
- Develop a holistic approach to the welfare of law enforcement officers
- Strengthen accountability frameworks within law enforcement agencies
- Modernize the approach to policing activities
- Facilitate a culture of integrity and ethical behaviour with law enforcement agencies (JCF, JDF, PICA, DCS)
- Improve the quality of services provided by law enforcement agencies (JCF, JDF, Department of Customs and PICA)

### 5-3 Improve the Security of the Border and Territorial Waters

We recognize that threats to our security do not all originate within our borders. The illegal movement of narcotics and guns across our borders as well as the trafficking of persons and contraband illustrate this point. Under this strategy Vision 2030 Jamaica will reduce possible external threats of terrorism, the movement of contraband, particularly drugs and illegal weapons, and respond to the illegal movements of people through Jamaica. By reducing the influx of illegal guns and the trade in drugs, the murder rate is expected to decline.

#### Selected Sector Strategies:

- Strengthen security mechanisms at ports of entry
- Improve institutional capacity to monitor marine and aerial domains
- Ensure a coordinated national response to threats of terrorism
- Advance the regulatory framework for non-citizens
- Fortify collaboration with regional partners and international bodies

### 5-4 Strengthen the Anti-Crime Capability of Law Enforcement Agencies

Vision 2030 Jamaica will, through this strategy, implement measures to strengthen the capacity of law enforcement agencies to effectively contain crime and reduce the opportunities for its occurrence. Our

strategy will enhance the level of equipment available to law enforcement agencies and introduce new approaches that will be more effective in reducing crime.

#### Selected Sector Strategies:

- Increase access to policing services
- Improve communication and information technology infrastructure
- Roll out community policing in all communities island-wide
- Adequately equip law enforcement agencies to deliver a timely response (JCF, JDF, PICA, DCS)
- Reinforce the regulatory framework for private security firms

### 5-5 Strengthen the Management, Rehabilitation and Reintegration of Clients of Correctional Services

Through this strategy, Vision 2030 Jamaica will strengthen the ability of the Department of Correctional Services (DCS) to secure, rehabilitate and reintegrate its custodial and non-custodial clients. It focuses on strengthening the institutional framework of the DCS, including the building of new and rehabilitation of existing facilities, building the capacity of personnel in the department, introducing modern methods of rehabilitation and increasing community involvement in the reintegration of former inmates and offenders into civil society.

**Selected Sector Strategies:**

- Expand the framework for rehabilitation of inmates and offenders
- Strengthen the institutional capacity of the DCS and its partners
- Provide suitable alternatives to incarceration for offenders who are mentally ill where appropriate
- Establish a comprehensive system for the reintegration and rehabilitation of deportees through partnership between state and non-state actors
- Develop an appropriate framework for human resource development within the DCS

**Table 17: Proposed Indicators and Targets for National Outcome #5**

National Outcome #5 – Security and Safety					
PROPOSED OUTCOME INDICATORS	BASELINE	PROPOSED TARGETS			COMMENTS
		2012	2015	2030	
	2007 or Most current	2012	2015	2030	
Crime rate/100,000 population	1,244	1,095	922	218	Targets established by doing analysis starting from projected murders as a % of major crimes, then major crimes as a % of total crimes.
Crime rate/100,000 population (Major Crimes)	271	216	182	43	The average of murders as a % of major crimes for 2005-2007, is 23.1%. This average is used to develop targets for incidence of major crimes.
Murder rate/100,000 population	59	50	42	10	According to the Geneva Declaration on Armed Violence global average murder rate was 8/100,000 (04) <sup>107</sup> . Our target is to fall to not more than 10 by 2030.
% Recidivism	20.8%	≤ 20%	≤ 15%	≤ 10%	The target is to have a rehabilitation system that minimizes recidivism, and a rate of 10% is proposed as a leeway to accommodate sociopaths.

NATIONAL OUTCOMES

<sup>107</sup> [http://en.wikipedia.org/wiki/List\\_of\\_countries\\_by\\_murder\\_rate](http://en.wikipedia.org/wiki/List_of_countries_by_murder_rate)

## NATIONAL OUTCOME # 6 EFFECTIVE GOVERNANCE

### Overview

“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.”<sup>108</sup>

“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.

The principles of governance applies to the Government and also the private sector and citizens’ organizations. 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.

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 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 policy Framework

<sup>108</sup> Government at your Service - Public Sector Modernization Vision and Strategy 2002-2012. Cabinet Office, GOJ.

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.

Vision 2030 Jamaica proposes a strengthening of the current model of governance to overcome the various challenges that cut across our country's developmental spheres. The Plan recognizes the following as fundamental to the development of our society: strong and accountable institutions; political commitment to effective management of the State; transparency in government; a justice system that is accessible and fair; equity; and tolerance and respect for human rights and freedoms.

Other key areas of focus of this National Plan include engaging in constitutional reform, reform of the justice system, modernization of the public sector, and a vibrant civil society that balances the power of the Government and holds it accountable for delivering better services and improving the well-being of all. The Plan also presents a framework for the achievement of social transformation through a new paradigm of local governance which will give communities greater scope for their self-management and enable them to actively participate in policy decisions at the national level. The strategies articulated will enable us to achieve the average score of the top 15 HDI countries in our governance indicators by 2030.

<sup>109</sup> Jones (2008).

## Issues and Challenges

### Government Effectiveness

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. Our 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.<sup>109</sup> 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.<sup>110</sup>

The experience of our citizens with Government services, as elaborated in National Strategy 8-1, is a key indicator of the quality of governance. 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 goods and services, often coupled with poor treatment by public officials. Public officials, demotivated by the difficulties, often provide sub-standard customer service.

### **Weak Accountability Mechanisms in Government**

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 84<sup>th</sup> 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

<sup>110</sup> GCI Report 2007-2008.

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.

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.

# NATIONAL OUTCOMES

## 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

**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.

### **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

### **Perception of Corruption**

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 (84<sup>th</sup> out of 179 countries with a score of 3.3 out of 10).<sup>111</sup> 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).

<sup>111</sup> Jamaica 2015. National Progress Report 2004-2006 on Jamaica's Social Policy Goals.

### ***Infringement on and Lack of Respect for Human Rights and Freedoms***

The infringement on and lack of respect for human rights and freedoms is evidenced by issues such as child prostitution, trafficking in persons,<sup>112</sup> 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 Police accountability as an infringement on their rights.



<sup>112</sup> See also National Outcome #5.

### ***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.



Photograph by Howard Moe-Young



### National Strategies

The following Table identifies the National Strategies that will take Jamaica onto the path of good governance. These strategies are designed to reflect the important roles civil society, the private sector and the State collectively have to play to achieve governance that

embodies participation, transparency, accountability, efficiency and promotion of the rule of law in our country.

The National Strategies, an elaboration of each and some selected sector strategies are listed below.

**Table 18: National Strategies and Responsible Agencies - Effective Governance**

NATIONAL STRATEGIES	RESPONSIBLE AGENCIES
6-1 Strengthen the process of citizen participation in governance	Cabinet Office Department of Local Government Office of the Prime Minister Local Authorities (Parish Councils) Social Development Commission Ministry of Justice
6-2 Reform the Justice System	Ministry of Justice Cabinet Office
6-3 Ensure tolerance and respect for human rights and freedoms	Ministry of Justice Office of the Political Ombudsman Public Defender
6-4 Engage in constitutional reform	Ministry of Justice Houses of Parliament
6-5 Strengthen public institutions to deliver efficient and effective public goods and services	Cabinet Office Government Ministries, Departments and Agencies Local Authorities (Parish Councils)
6-6 Foster equity in all spheres of society	Office of the Prime Minister Bureau of Women’s Affairs Ministry of Labour & Social Security Government Ministries, Departments and Agencies
6-7 Strengthen accountability and transparency mechanisms	Cabinet Office Houses of Parliament Auditor General Contractor General Office of the Ombudsman

NATIONAL OUTCOMES

## 6-1 Strengthen the Process of Citizen Participation in Governance

Throughout the world, there is a movement towards greater decentralization and the deepening and broadening of the democratic process. Decentralization and local governance are recognized as basic components of democratic governance, providing the enabling environment in which decision-making and service delivery can be brought closer to all citizens.

The formal parliamentary system allows for citizens' input and engagement through Parliamentary Committees, and our process of Local Government Reform presents a new approach to governance. This new approach will empower our citizens and communities to have a say in the management of their own affairs and in national policy and decision-making processes that affect their quality of life and life chances. Vision 2030 Jamaica responds and builds on this approach by:

- Utilizing and fully recognizing the Parish Development Committee (PDC) Model as a mechanism for effecting local governance. This Model features Development Area Committees (DACs) and Community Development Committees (CDCs) as a means of facilitating participatory local governance for sustainable development. It empowers communities and civil society and forges real partnerships between central Government and all stakeholders

- Mainstreaming gender in all aspects of local and community governance and empowering marginalized or underserved groups

The process of citizen participation in governance must respond to the current realities and emerging trends of the twenty-first century society. This National Strategy proposes a model by which democracy, participation and accountability at the local level are to be pursued.

### Selected Sector Strategies:

- 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

## 6-2 Reform the Justice System<sup>113</sup>

The system of justice is a generic platform on which all other sectors of the society depend and build. An inability to secure and sustain justice has implications for the strength of a country's democracy. An efficient justice system sustains the society and facilitates its peaceful evolution. The rule of law and the effective functioning of the Courts and other parts of the justice system underwrite the wealth and prosperity of Jamaica by providing the legal certainty, clarity and predictability which are some of the essential pre-conditions of successful investment, commerce and finance.

Vision 2030 Jamaica will provide a justice system that is available, accessible, accountable, affordable, flexible and fair. This strategy will facilitate increasing the size and capacity of the judiciary, improve the technology for timely disposal of cases, strengthen the Court system and rehabilitate the existing infrastructure. Emphasis will also be placed on rebuilding trust in the justice system by building the capacity of public officers responsible for dispensing and administering justice and facilitating a knowledge culture within the system.

### **Selected Sector Strategies:**

- Provide timely justice to encourage early resolution of matters at reasonable cost
- 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

## 6-3 Ensure Tolerance and Respect for Human Rights and Freedoms

Chapter III of the Jamaican Constitution outlines the fundamental rights and freedoms of our citizens and bears substantial similarity to provisions on civil and political rights listed in the Universal Declaration on Human Rights, and given legal force and effect in the International Covenant on Civil and Political Rights (ICCPR). Some of these provisions include the right to life, freedom from inhumane and cruel conditions, the rights to health, education and work. Although the more aspirational provisions of human rights law contained in the economic and social rights set out in the Universal Declaration on Human Rights and in the International Covenant on Economic, Social and Cultural Rights (ICESCR) have not been given constitutional status in Jamaica, they have served as broad indicators for social and economic policy in the domestic sphere.

The State has generally followed policies designed to show deference to the main civil and political rights, and to encourage human development through policies meant to increase access to and availability of health care and educational services, and improve employment opportunities. In the case of the right to life and freedom from inhumane and degrading treatment, there are some

<sup>113</sup> Information taken from the Jamaica Justice System Task Force Report, 2007.

noted weaknesses in the performance of the State (for example, the level of police killings and the degrading conditions in some of the island's correctional facilities). Vision 2030 Jamaica defines a framework to improve our performance level concerning human rights. The Plan effectively addresses issues such as: human trafficking; preserving the rights of the child; violence against women and children; and equity for disadvantaged groups.

#### **Selected Sector Strategies:**

- 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

### **6-4 Engage in Constitutional Reform**

Engaging in Constitutional Reform at this time in our country's history will begin the process of removing from the Constitution the last remaining vestiges of colonial status as befits the modern Jamaican society. Vision 2030 Jamaica will implement the reform process that will lead to full sovereignty in the executive and judicial branches of government. The process of constitutional reform will

define the form of Government for Jamaica's future.

#### **Selected Sector Strategies:**

- 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

### **6-5 Strengthen Public Institutions to Deliver Efficient and Effective Public Goods and Services**

This national strategy will address three main areas of public sector governance, namely:

- Government effectiveness
- Regulatory Quality
- Equity in the distribution of goods and services

The environment in which the public service now operates has changed over the past several decades. Clients of the public service are now more informed and educated and have higher expectations for the quality, efficiency and effectiveness of public services delivered. The Government has long recognized this, and that an efficient public service is important to the development of the country.

Vision 2030 Jamaica will initiate the transformation of Jamaica's public sector to one that is efficient, productive, transparent and accountable and takes into account the needs and interests of all citizens. This will be achieved through the development of policies, regulations

and procedures that are transparent and easy to understand and which will reduce the propensity of public officials to engage in corruption. We will establish mechanisms to build the capacity of an already well educated public service towards improving productivity. Frameworks will be created for building social capital and partnerships to positively impact good public sector governance and promote equity in the distribution of and access to public goods and services.

Emphasis will be placed on increasing the use of technology to improve the quality of citizens' experience with Government agencies, making services faster, more convenient and user-friendly and with more accessible information, while lowering transaction costs.<sup>114</sup> Tied to this is the need to improve regulatory quality to create an environment conducive to the efficient operation of the public sector and businesses and provide much needed protection for vulnerable groups.

#### **Selected Sector Strategies:**

- 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 officials
- 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

## **6-6 Foster Equity in all Spheres of the Society**

Vision 2030 Jamaica recognizes the importance of gender in the promotion of equity in the society. The differentiated experiences of men and women and impacts of these experiences, make it essential that we develop and implement policies, programmes and plans that are guided by an awareness of the differences between genders. This strategy seeks to ensure that gender

<sup>114</sup> Jamaica Social Policy Evaluation Project, Status Report 2006



related inequalities in the society and the imbalances that result are corrected and mitigated as far as possible.

We will ensure equity in the various spheres of our society including our institutional structures and policies, focussing on areas such as our politics and labour market where gender inequalities are prominent. We also will ensure that, in the delivery of services in areas such as health, recognition will be given to differences in the approach to health that men and women take and that equal respect is given to each gender.

#### **Selected Sector Strategies:**

- Create a psychological and structural environment that facilitates equal access for employment by both sexes, including vulnerable groups
- Ensure that health services especially in rural areas caters to health care needs of both men and women
- Develop a multi-sectoral and integrated plan to transform structural barriers which impede greater involvement by women and the youth in representational politics and private and public sector decision-making entities
- Develop a protocol to promote gender equality in all levels and stages of the electoral process

## **6-7 Strengthen Accountability and Transparency Mechanisms**

Governments worldwide are moving towards openness, transparency and accountability. Globally, the move to openness is supported by statements aimed at ensuring universal and equitable access to information as a basic human right. Accountability represents an increasingly important element of the work of Government as it monitors the actions of public officials and civil servants in order to promote transparency and encourage high quality performance.<sup>115</sup>

Our citizens and regulators are calling for higher levels of transparency and accountability. Vision 2030 Jamaica will strengthen accountability and transparency mechanisms by ensuring that: our resources are managed efficiently and effectively in order to deliver high quality public services; citizens are involved in the decision-making process of government; and those who are assigned responsibility for making the decisions are held accountable for their actions. New measures to be introduced to control corruption include:<sup>116</sup>

- Imposition of criminal sanctions for breaches of the rules governing the award of Government contracts
- Establishment of a Special Prosecutor to investigate and prosecute persons involved in corruption

<sup>115</sup> From [www.cabinet.gov.jm](http://www.cabinet.gov.jm).

- Enactment of legislation for the impeachment and removal from office of public officials guilty of misconduct, corruption, abuse of authority or betrayal of public trust
- Introduction of whistleblower legislation to protect persons who provide information on wrongdoing on the part of public officials
- Revision of the libel and slander law to ensure that it cannot be used as a firewall to protect wrongdoers

**Selected Sector Strategies:**

- Build into practices and organizational principles openness and accountability
- Build an ethical framework to diminish both the practice and perception of corruption
- Facilitate access to information at all levels of the citizenry
- Introduce participatory budgeting to heighten citizens’ participation and accountability for the alignment of priorities with budgetary allocations
- Institutionalize a culture of openness and accountability in institutions and among citizens

NATIONAL OUTCOMES



Photograph by Warren Hutchinson

Public launch - Plan preparation process

<sup>116</sup> Taken from inaugural address by the Honourable Bruce Golding at the swearing-in ceremony as Prime Minister of Jamaica, September 11, 2007 at King's House.

**Table 19: Proposed Indicators and Targets for National Outcome #6**

National Outcome #5 – Security and Safety					
PROPOSED OUTCOME INDICATORS	BASELINE	PROPOSED TARGETS			COMMENTS
	2007 or Most current	2012	2015	2030	
Voice and Accountability Index: <ul style="list-style-type: none"> <li>- Participation of citizenry in selecting government and policies</li> <li>- Freedom of media</li> <li>- Freedom of Expression</li> <li>- Freedom of Association</li> </ul>	0.61	0.78	≥0.88	≥1.37	<a href="http://info.worldbank.org/governance/wgi/mc_chart.asp">http://info.worldbank.org/governance/wgi/mc_chart.asp</a> Average score for top 15 HDI countries is 1.37, with the highest being 1.57. The target is to regain our best position (1996), by 2012, and to achieve the average score for the top 15 HDI countries by 2030. The target for 2015 is set by apportioning the 2030 target over the 18 year period.
Rule of Law: <ul style="list-style-type: none"> <li>- Violation of human rights</li> <li>- Trust in justice system</li> <li>- Effectiveness of Courts</li> <li>- Extent to which public officials abide by rules of country</li> <li>- Quality of contract enforcement</li> </ul>	-0.63	-0.30	≥0.04	≥1.75	<a href="http://info.worldbank.org/governance/wgi/mc_chart.asp">http://info.worldbank.org/governance/wgi/mc_chart.asp</a> Average score for top 15 HDI countries is 1.75, with the highest being 2.01. The target is to regain our best position (1996), by 2012, and to achieve the average score for the top 15 HDI countries by 2030. The target for 2015 is set by apportioning the 2030 target over the 18 year period.
Government Effectiveness Index: <ul style="list-style-type: none"> <li>- Quality of public service</li> <li>- Capacity of civil servants</li> <li>- Independence of civil service from political interference</li> <li>- Effectiveness of Government policies</li> </ul>	0.12	0.18	≥0.45	≥1.78	<a href="http://info.worldbank.org/governance/wgi/mc_chart.asp">http://info.worldbank.org/governance/wgi/mc_chart.asp</a> Average score for top 15 HDI countries is 1.78, with the highest being 2.24. The target is to regain our best position (2006), by 2012, and to achieve the average score for top 15 HDI countries by 2030. The target for 2015 is set by apportioning the 2030 target over the 18 year period.
Control of Corruption: <ul style="list-style-type: none"> <li>- Extent to which public power is used for private gain</li> <li>- Extent to which the state is “captured” by private elite interest.</li> </ul>	-0.49	-0.24	≥0.13	≥1.96	<a href="http://info.worldbank.org/governance/wgi/mc_chart.asp">http://info.worldbank.org/governance/wgi/mc_chart.asp</a> Average score for top 15 HDI countries is 1.96, with the highest being 2.42. The target is to regain our best position (1998), by 2012, and to achieve the average score for top 15 HDI countries by 2030. The target for 2015 set by apportioning the 2030 target over the 18 year period.
Female to male wage ratio at managerial level					The equal work equal pay policy is to ensure a 1:1 ratio. However, while the disparity in male: female wage rate has been improving, the 1:1 ratio has not been reached. Private-owned companies display more disparity than government enterprises. The global ratio is about 1:0.72-0.77. Not knowing the current value of this indicator, impedes targeting

### Goal 3: Jamaica's Economy is Prosperous

NATIONAL OUTCOMES

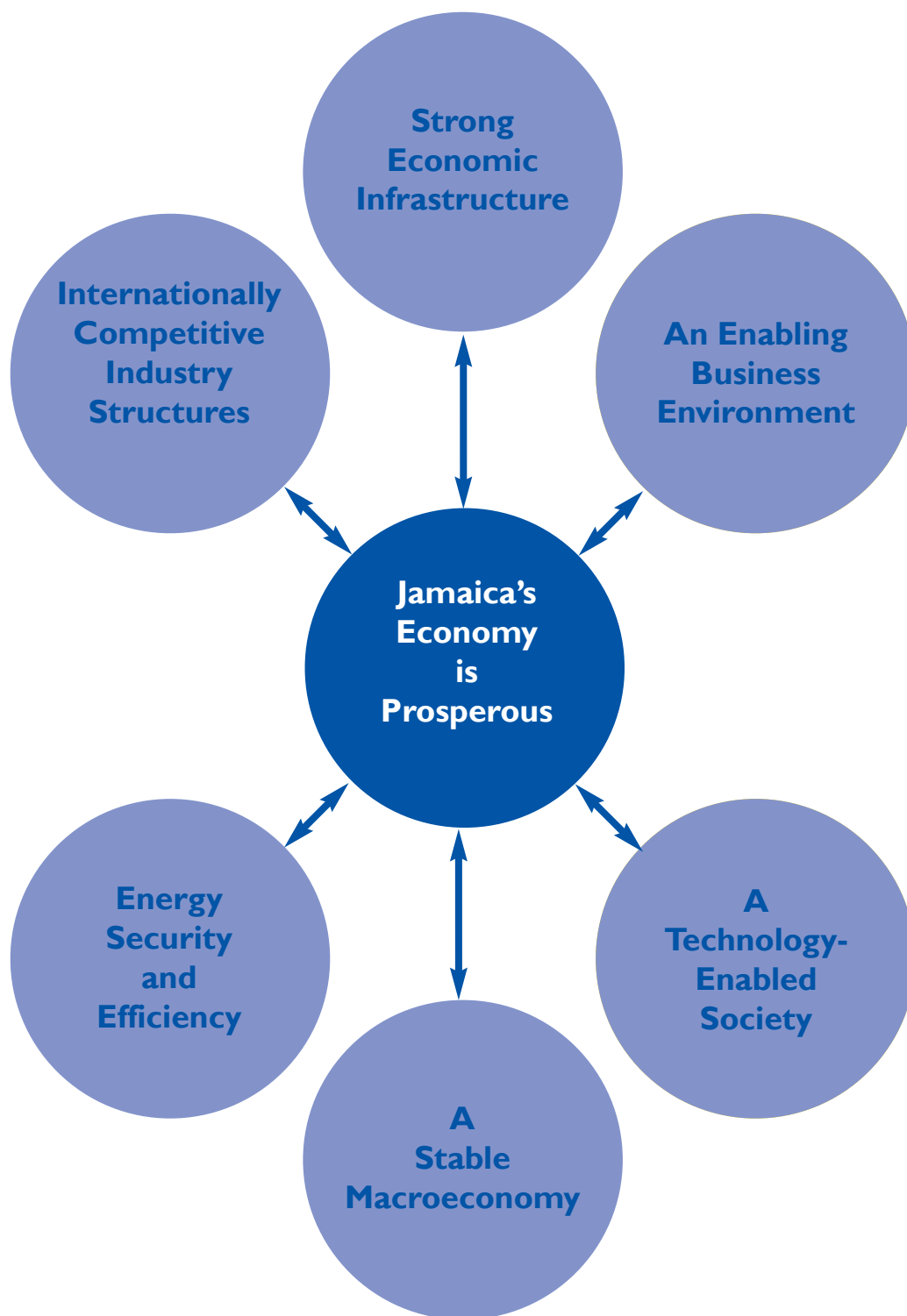


Figure 13: Goal 3 and Related National Outcomes

## NATIONAL OUTCOME # 7

### A STABLE MACROECONOMY

#### Overview

Economic development benefits from stable and predictable macroeconomic conditions which include relatively low levels of inflation, a stable exchange rate and sustainable fiscal balances. A stable macroeconomy reduces risk and uncertainty in decision-making by economic actors. Jamaica has significant macroeconomic challenges that constrain its economic prospects. These

“ A stable macroeconomy reduces risk and uncertainty in decision-making by economic actors... Jamaica... will address these challenges to create macroeconomic conditions for high and sustained growth in the standard of living of our people.

include levels of public debt that are among the highest in the world, persistent fiscal deficits, and a tax system that is complex and cumbersome. Under Vision 2030 Jamaica, we must and will address these challenges to create the macroeconomic conditions for high and sustained growth in the standard of living of our people.

The following aspects of the macroeconomy are addressed below:

- Fiscal and Debt Sustainability
- Tax Reform
- Financial System Stability
- Price Stability

#### Fiscal and Debt Sustainability

Sustainable fiscal and debt policies enable governments to finance the provision of adequate levels of public goods and services over the long term without adversely affecting the availability of resources to fuel private sector growth. Jamaica had a history of deficit financing as a feature of fiscal policy during the decades of the 1970s and 1980s. However, the Government produced small fiscal surpluses from 1989 to 1995,<sup>117</sup> before the financial sector crisis of 1995 to 1997 forced a return to fiscal deficits to help meet the costs of Government intervention.<sup>118</sup> While the Government has successfully generated primary surpluses in recent years,<sup>119</sup> fiscal deficits have continued, representing 4.6 per cent of GDP for 2007/08. Persistent high fiscal deficits are a source of macroeconomic instability, generating inflationary pressures and raising uncertainties about future levels of Government taxation and borrowing.

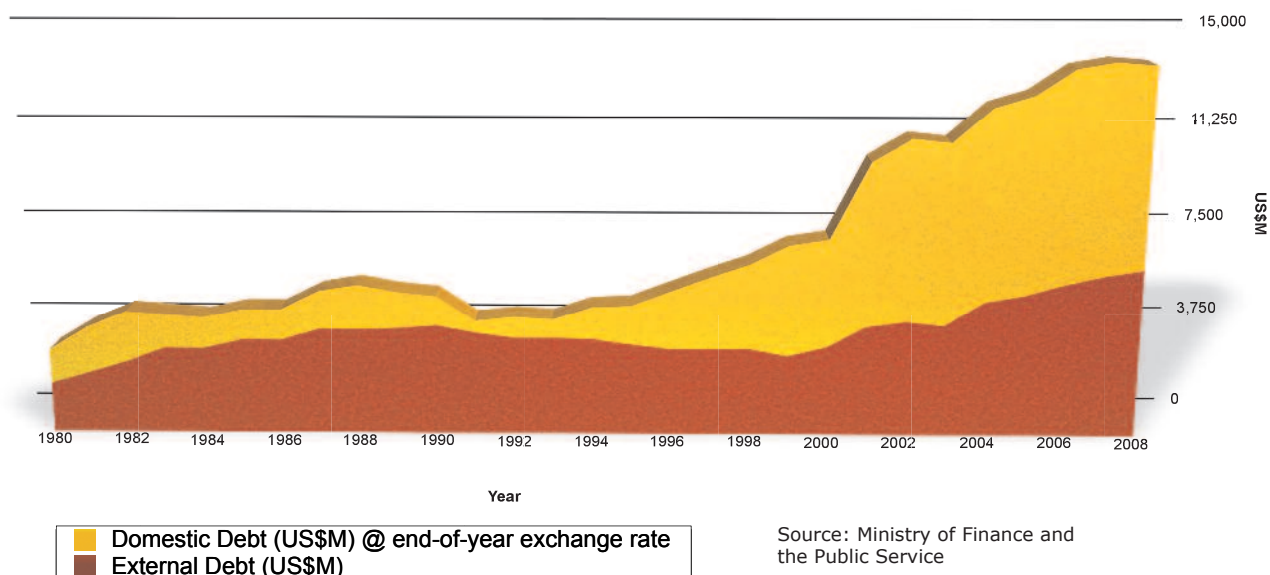
<sup>117</sup> Fiscal surpluses averaged 3.0% of GDP from 1989/1990 – 1995/1996 (PIOJ/Ministry of Finance and Planning).

<sup>118</sup> It has been estimated that the cost of restructuring the financial sector was equivalent to 40% of GDP (IMF 2006).

<sup>119</sup> The primary budget surplus of a government is the surplus before interest payments on its outstanding debt. Jamaica recorded a primary surplus of 6.5% for 2007/08.



**Figure 14: Jamaica - Public Debt 1980 - 2008**



NATIONAL OUTCOMES

The public debt has become a dominant factor in our country’s macroeconomy over the past two decades. The total public debt reached a peak of 212 per cent of GDP in 1984 and then declined relative to the overall economy to a low of 80 per cent in 1996, but increased dramatically in both absolute and relative terms in subsequent years as a consequence of the Government’s intervention to resolve the financial sector crisis.

Our country’s public debt had risen to a total of \$1,119.4 billion (US\$13.9 billion) in current dollars by the end of 2008, representing 106.9 per cent of GDP, one of the highest debt ratios in the world, and a per capita debt of over US\$5,000.<sup>120</sup> Two trends have characterized the structure of Jamaica’s public debt: increased reliance on borrowing from private creditors (primarily commercial banks and bond markets); and the relative increase in the internal debt, consisting primarily of local

registered stock and treasury bills. The internal debt presently accounts for 54 per cent of the total debt (2008) while the external debt accounts for 46 per cent.

The long-term economic development of Jamaica will benefit from sustainable reduction in the relative level of the public debt. The national debt impacts Jamaica’s prospects for economic development in many ways. Firstly and most simply, debt service payments reduce the funds available to the Government to address development challenges in areas such as education, security, health and infrastructure, affecting both recurrent and capital expenditure. Debt service payments accounted for 54 per cent of the total Government budget for the fiscal year 2007/2008, compared to 12 per cent for education, 7 per cent for national security and 5 per cent for health. All other sectors combined received 22 per cent of the budget.

<sup>120</sup> The debt to GDP ratio for 2008 reflects the rebasing of GDP by the Statistical Institute of Jamaica in 2008 to conform with the United Nations System of National Accounts (1993). This had the effect of increasing the measure of GDP in nominal terms.

The debt also forces the Government to raise capital at unprecedented levels to finance its budget, leading to the “crowding out” of the private sector in accessing resources in the local capital market to finance investment in productive ventures. Higher debt service payments also contribute to fiscal deficits. Moreover, cross-country analysis indicates a significant and negative relationship between total public debt and productivity growth, whereby higher levels of public debt reduce the ability of countries to achieve positive economic growth.<sup>121</sup>

## Issues and Challenges

### Global Economic Conditions

Jamaica’s efforts to achieve fiscal and debt sustainability have been made more challenging by the onset of a global economic downturn in 2007. World

economic growth in 2009 is projected to fall to its lowest level in more than half a century.<sup>122</sup> The fiscal impact on Jamaica may include: reduced flows of direct investment, export earnings and tax revenues; difficulties in sourcing financing from global capital markets; and reduced funds available for spending on social services.

### High Public Wage Bill

The Government has consistently generated primary surpluses in recent years, through expansion of revenue and compression of non-debt expenditure. However the Government’s ability to increase its primary surplus is constrained by the need for expenditure on social programmes and the high public sector wage bill which represented 64 per cent of annual non-debt recurrent budgeted expenditure in 2007/08.<sup>123</sup>



Photograph by Howard Moo-Young

<sup>121</sup> See World Bank (2003) and International Monetary Fund (2006a).

<sup>122</sup> World Economic Outlook Update (IMF, January 2009) projects global growth of only 0.5% in 2009.

<sup>123</sup> The three largest areas of public sector wage expenditure are national security, education and health.

### Loss-Making Public Entities

Another source of pressure on fiscal expenditure is the cost of loss-making public bodies, including Air Jamaica, the Jamaica Urban Transit Company (JUTC), and the Sugar Company of Jamaica (SCJ).<sup>124</sup>

### Tax Reform

Extensive studies of Jamaica's tax system<sup>125</sup> have suggested the need for far-reaching changes to facilitate faster and more broad-based economic growth. The reformed tax code should be simple, transparent, efficient, predictable and equitable.



Photograph by Howard Moo-Young

The Report of the Jamaica Tax Reform Committee (2004), which drew on previous studies of Jamaica's tax system, made a number of recommendations for tax reform including:

- Increasing the General Consumption Tax (GCT) rate (Jamaica's value-added tax)
- Unification of GCT rates and elimination of special exemptions on certain categories of goods
- Reform of property taxes
- Elimination of stamp duty and reduction in transfer tax
- Increase and indexation of individual income tax threshold
- Elimination of education and HEART taxes
- Harmonization of corporate income tax and personal income tax rates
- Simplification of payroll taxes
- Commissioning of an independent study on the costs and benefits of incentives to the productive sectors

<sup>124</sup> The estimated losses of the JUTC and SCJ in 2006/2007 totaled \$2.2 billion, while the projected losses of Air Jamaica for 2007 were US\$63.8 million (Jamaica Public Bodies Estimates of Revenue and Expenditure 2007/2008).

<sup>125</sup> See Bahl and Wallace (2004 and 2007).



Jamaica has undertaken some reforms of its system of taxation in recent years to broaden the tax base, improve tax collection, control tax evasion, and facilitate voluntary compliance. Reforms since 1991 include: introduction of the General Consumption Tax (GCT), taxpayer registration number (TRN) and tax compliance certificate (TCC) system; removal of taxation on dividends; improvement of tax collection facilities; and introduction of electronic and online payment of taxes.

## Issues and Challenges

### Complexity of Tax System

Our tax system has evolved over many decades, and has become increasingly complex and cumbersome. The most recent global assessment indicates that, despite reforms, Jamaica has one of the worst tax systems in the world, ranking 173<sup>rd</sup> out of 181 countries in the overall ease of paying taxes, 175<sup>th</sup> in the number of required annual tax payments, 148<sup>th</sup> in the time required to pay taxes, and 133<sup>rd</sup> in the total tax rate.<sup>126</sup> For example, tax compliance for a typical company is estimated on average to take a total of

414 hours each year in Jamaica, compared to only 76 hours per year in Ireland and 61 hours in St. Lucia.

### Effects of Incentives System

Jamaica possesses a multiplicity of incentives, many of which have accumulated over more than half a century. Typically the incentives provide relief from income tax on earnings, capital allowances, as well as concessions on import taxes and duties to eligible enterprises for up to fifteen years. Some incentives are specific to particular sectors and industries such as agriculture, manufacturing and tourism.

An argument made in favour of incentives is that Jamaica competes with other countries that offer incentives in seeking to attract investment. However some studies have suggested that incentives may distort the allocation of resources, discriminate against small and labour-intensive firms, reduce government revenue, create lasting inequities in the tax burden across sectors and firms, and encourage informality in the business sector.<sup>127</sup>

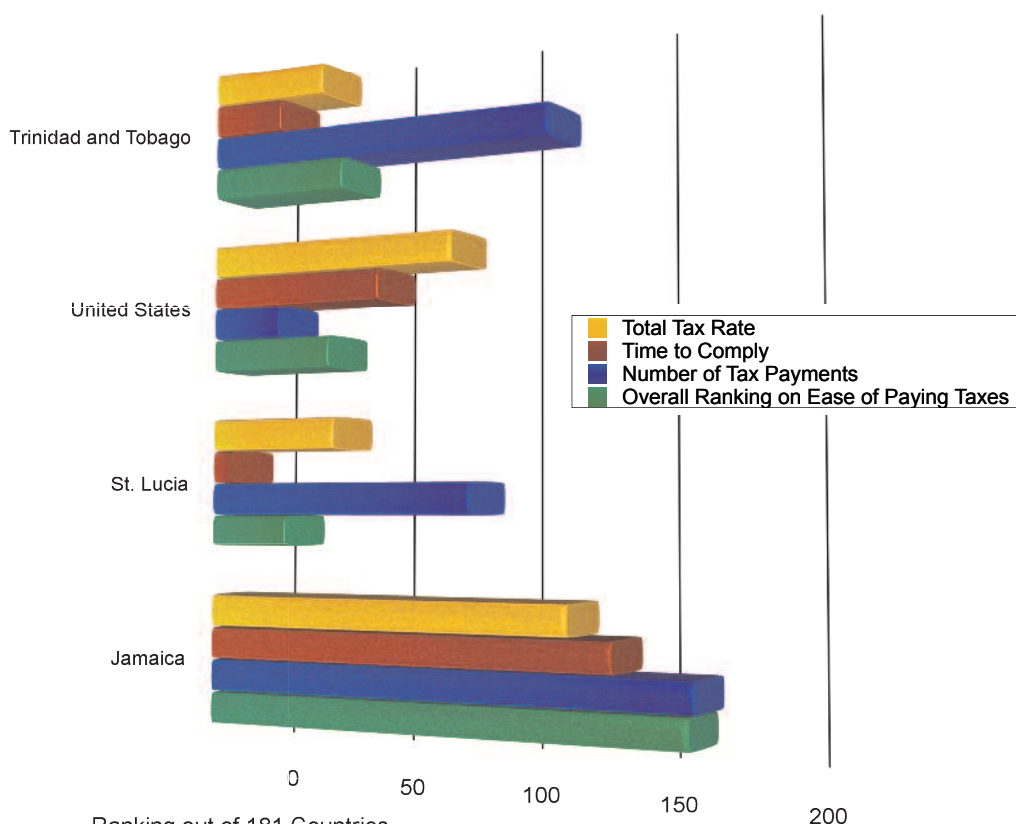


Photograph by Howard Mico-Young

<sup>126</sup> PricewaterhouseCoopers and the World Bank Group, Paying Taxes 2009 (2008).

<sup>127</sup> See for example, Enterprise Research Institute, Jamaica - A Private Sector Assessment (Kingston: IDB, 2005).

**Figure 15: Jamaica - Ranking of Tax System 2009**



Ranking out of 181 Countries  
(1st - Highest; 181st - Lowest)

Source: PricewaterhouseCoopers and the World Bank Group, Paying Taxes 2009 (2008)

### Financial System Stability

The maintenance of financial system stability is particularly important to Jamaica, given the history of its financial sector in the 1990s, and the macroeconomic threats posed by the unfolding downturn in the global economy and financial markets. As has been well-documented,<sup>128</sup> after riding a wave of liberalization and rapid expansion during the period 1990-1995, the sector underwent a traumatic adjustment from 1995 to 1997, with a contraction in the total number of

financial institutions<sup>129</sup> and a fall in the contribution of the financial services sector to GDP from 7.8 per cent in 1995 to 7.0 per cent in 1998.

The Jamaican Government responded by protecting deposits, replacing non-performing loans with Government-backed securities, and selling the restructured banks and financial institutions. The restructuring of the sector was largely completed by 2001 at a total cost equivalent to some 40 per cent of GDP and led to significant

<sup>128</sup> See for example, Wint in PIOJ, Jamaica Human Development Report 2005.

<sup>129</sup> The total number of financial institutions fell from 159 in 1995 to 135 by 1998 (ESSJ 1995-1998).



increase in the public debt.<sup>130</sup> The rehabilitation of the financial sector also saw strengthening of the regulatory institutions and framework including the establishment of the Financial Services Commission (FSC) in 2001, and amendment of the Bank of Jamaica Act, Banking Act and Financial Institutions Act. This period of restructuring also saw increased penetration of the domestic banking and insurance industries by regional competitors, and sale of the Government's share of National Commercial Bank (NCB) to a Canadian company. The financial sector has regained some buoyancy which has seen its share of GDP climb back to 7.8 per cent by 2007, and the total assets of the financial sector increased from J\$238.9 billion in 1999 to J\$657 billion by the end of 2007. The gross national savings rate has averaged 21.6 per cent of GDP from 1980-2002.<sup>131</sup>

## Issues and Challenges

### Supervisory and Regulatory Challenges

The supervisory and regulatory framework of the financial sector has been strengthened significantly since the financial instability of 1995-1997, with adoption of international best practices in many areas. However the sector continues to face a number of challenges that are relevant to its stability, including: the regulatory challenges posed by the rapid growth of securities dealers and

the increased risks and complexities of financial instruments and transactions; the need to strengthen the consolidated approach to supervision of financial conglomerates which dominate the sector; and the threats posed by money-laundering and other financial crimes. It is intended that many of the issues in the existing supervisory and regulatory framework for banks will be addressed in the Omnibus Banking Bill which is currently under preparation.

Other supervisory and regulatory challenges include the delays in developing and enacting relevant legislation, and inadequate systems for sharing of information across supervisory agencies, resulting in administrative loopholes and overlapping jurisdictions.

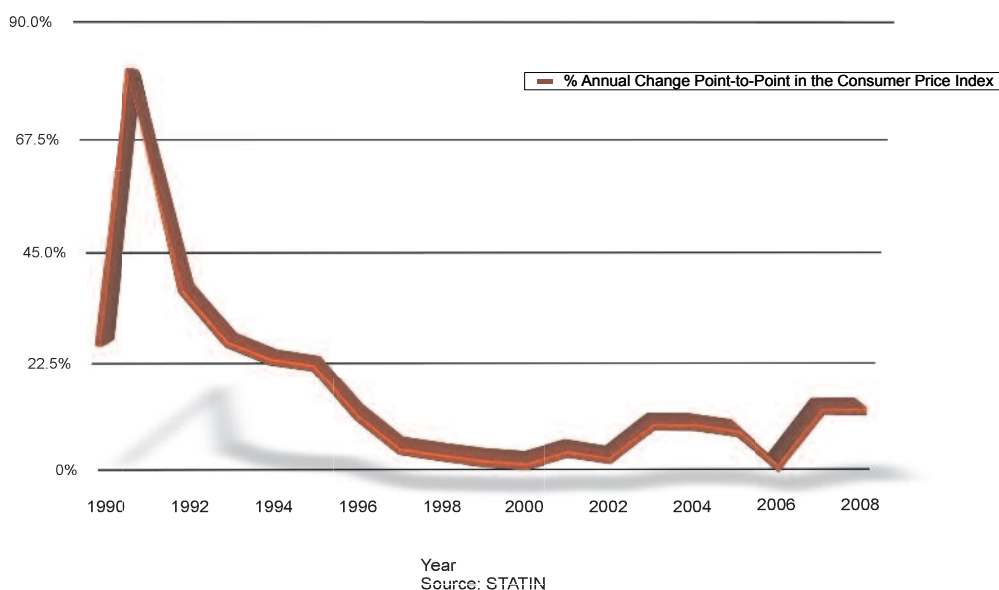
### Unregulated Financial Operations

Recent years also have seen the emergence of a number of unregulated financial operations which accept financial sums from individuals and organizations and offer rates of return significantly higher than those available for regulated financial institutions. These schemes represent risk to individuals as well as to the financial system and wider economy in the event of their failure. These developments will require adequate and effective policy and regulatory responses by the Bank of Jamaica (BOJ) and FSC.<sup>132</sup>

<sup>130</sup> IMF (2006).

<sup>131</sup> World Bank (2003).

<sup>132</sup> The BOJ is responsible for regulating deposit-taking institutions and the FSC for non-deposit-taking institutions.

**Figure 16: Jamaica - Inflation Rate 1990-2008**

## Price Stability

A major policy goal of the Jamaican Government since 1991 has been to reduce inflation,<sup>133</sup> which had been an endemic feature of the domestic economy since the early 1970s. Inflation has negative effects on economic growth by increasing uncertainties about future savings, investment and pricing decisions, and reducing the value of fixed incomes. In pursuit of price stability, Government has used both fiscal and monetary tools.

The Government produced small fiscal surpluses in the first half of the decade of the 1990s but returned to fiscal deficits to help meet the costs of rehabilitation of the financial sector crisis. The monetary authorities also have contained growth of the money supply. These and other measures succeeded in reducing the annual inflation rate in Jamaica from an all-time high of 80.2 per cent in 1991 to under 7 per cent in 1999 and 2000. The inflation rate has averaged 13.1 per cent per annum over the five

years from 2004 to 2008.<sup>134</sup> Price stability will remain the long-term objective of monetary policy, and under Vision 2030 Jamaica, the measures taken to achieve this objective will be as consistent as possible with other policy objectives for economic growth.

## Issues and Challenges

### High Interest Rates

Despite a downward trend in nominal and real interest rates over the past decade, interest rate policy remains an issue in our monetary policy. While high real interest rates have served to absorb liquidity in the domestic market and sustain high levels of public sector borrowing,<sup>135</sup> they also have raised the cost of financing to productive enterprises, increased the cost of interest payments on the public debt, and diverted capital from investment in production to low-risk high-return financial instruments.

<sup>133</sup> See for example, Lattie (2000).

<sup>134</sup> Annual % change in consumer price index (CPI) as measured from December to December.

<sup>135</sup> Real interest rates averaged 11.0% over the ten year period from 1994-2003 (Real treasury rates taken from King in PIOJ, Jamaica Human Development Report 2005).

**Vulnerability of the Economy**

As a small, open economy with high trade-to-GDP ratios, Jamaica is particularly vulnerable to the impact of external shocks, such as increases in oil prices and international commodity prices, on price levels in its domestic economy.

**Exchange Rate Management**

Allowing the foreign exchange rate to adjust to domestic inflation may result in a more competitive real effective exchange rate (REER) but would also increase the cost of debt service payments on the external debt and the domestic cost of imports.

**National Strategies**

The National Strategies are based on the fundamental importance of macroeconomic stability as a basic pillar of economic prosperity, which provides the conditions for the successful development of all economic sectors. Consequently, Vision 2030 Jamaica will undertake the necessary steps to improve macroeconomic performance in the short and medium term, while laying the foundation for fiscal and debt sustainability, an efficient and equitable tax system, financial system stability and price stability over the long term.

The National Strategies, an elaboration of each and some selected sector strategies are listed below.

**Table 20: National Strategies and Responsible Agencies – A Stable Macroeconomy**

NATIONAL STRATEGIES	RESPONSIBLE AGENCIES
7-1 Ensure fiscal and debt sustainability	Ministry of Finance and the Public Service
7-2 Develop an efficient and equitable tax system	Ministry of Finance and the Public Service
7-3 Maintain financial system stability	Ministry of Finance and the Public Service Bank of Jamaica Financial Services Commission
7-4 Maintain price stability	Bank of Jamaica Ministry of Finance and the Public Service

## 7-1 Ensure Fiscal and Debt Sustainability

Fiscal and debt sustainability represent necessary conditions for future macroeconomic stability and economic growth.<sup>136</sup> To achieve fiscal sustainability by reducing or eliminating fiscal deficits under Vision 2030 Jamaica, the Government will: continue to maintain relatively high primary surpluses; improve the efficiency and effectiveness of non-debt Government recurrent and capital expenditure through public sector modernization and prioritization of public sector investment; remove loss-making public enterprises from the budget through rationalization and privatization; and improve public sector planning and budgeting processes and capacity. Options for the role of the private sector in the delivery of public services will be explored as a means of contributing to fiscal sustainability.

Given the size and composition of the public debt, there is a narrow range of options for long-term debt reduction and management. To achieve debt sustainability the Government will: reduce the pressure for debt financing through greater fiscal prudence; lower the cost of borrowing by improving credit ratings over time, increasing the efficiency of markets for Government securities and accessing lower-cost multilateral funding sources; and reduce the cost of debt servicing by superior treasury management. We will pursue a path of increasing economic growth that

will reduce the debt-to-GDP ratio over the long term. However, in the medium term, the reduction of the debt-to-GDP ratio will require reducing the absolute size of the public debt stock through positive net amortization. In the design of macroeconomic policy, we will take into account the potential differential impact on males and females, and on vulnerable groups including the poor, as well as the implications for the natural environment.

### Selected Sector Strategies:

- Reduce the fiscal deficit towards a balanced budget
- Ensure alignment of revenue and expenditure projections with planned Government priority objectives
- Reduce the budgetary cost of Public Bodies and Public Sector Entities
- Manage the composition of the public debt in terms of tenor,<sup>137</sup> variable and fixed interest rates, and currency denomination to minimize servicing costs, taking account of risk
- Reduce public debt stock in the medium term
- Increase transparency and predictability of primary market debt issues
- Develop a liquid and efficient market for Government securities including expansion of the secondary market

<sup>136</sup> In the context of public debt, a sustainable debt position is often viewed as one where the government (or public sector) is solvent. To be deemed solvent, a government must be expected to honor current and future financial obligations, including the implicit commitment to continue providing certain public goods, services, and transfers in the future.

<sup>137</sup> Maturity of financial instruments.

## 7-2 Develop an Efficient and Equitable Tax System

Under Vision 2030 Jamaica we will undertake fundamental tax reform to reduce the complexity of the system, reduce the time and number of payments required, and ensure that horizontal and vertical equity is achieved. We will determine the optimal incentives system that will contribute to the successful achievement of our long-term economic development goal, taking into account global and regional considerations including the implications of the WTO Agreement on Subsidies and Countervailing Measures and the CARICOM harmonization of incentives under the implementation of the CSME.

### Selected Sector Strategies:

- Implement fundamental tax reform to increase efficiency, simplicity and equity of the tax system
- Improve and rationalize tax administration and payment processes
- Improve tax compliance in the informal sector by shifting the burden of taxation towards consumption
- Carry out reform of the incentives system to the productive sectors

## 7-3 Maintain Financial System Stability

Vision 2030 Jamaica places emphasis on strengthening the policy, regulatory and institutional framework for our financial system to ensure its long-term stability. This National Strategy will: strengthen the technical and technological capabilities of regulatory agencies; provide a robust legislative and regulatory framework to support the integrity of the financial sector; improve the major clearing and settlement systems through which financial institutions execute the transfer of funds; enhance coordination between local and overseas agencies in the identification and investigation of financial crimes; promote domestic savings; and strengthen the supervisory independence of the Bank of Jamaica.

### Selected Sector Strategies:

- Strengthen the legislative and regulatory framework for the financial system
- Strengthen the institutional framework and capacity to effectively regulate financial institutions and combat financial crimes



### 7-4 Maintain Price Stability

Jamaica’s monetary policy is primarily conducted through the tool of open market operations involving trading in Government securities and reverse repurchase transactions between the Central Bank and authorised money market dealers. This tool is used to manage the growth of the monetary base and money supply and to influence changes in interest rates and foreign exchange rates to achieve the desired outcome of price stability. The National Strategy to maintain price stability will enhance the effectiveness of the primary monetary policy tool of open market operations, and bring fiscal policy and monetary policy into closer alignment by

reducing or eliminating fiscal deficits and their associated inflationary pressures.

#### Selected Sector Strategies:

- Control operating targets to influence money supply and exchange rates in line with monetary policy objectives and targets
- Evaluate effectiveness of the monetary policy framework over time and modify based on evolution of the monetary transmission mechanism
- Align domestic inflation with that of Jamaica’s major trading partners consistent with desired macroeconomic outcomes

**Table 21: Proposed Indicators and Targets for National Outcome #7**

National Outcome #7 – A Stable Macroeconomy					
PROPOSED OUTCOME INDICATORS	BASELINE	PROPOSED TARGETS			COMMENTS
		2012	2015	2030	
	2007 or Most current	2012	2015	2030	
Nominal GDP/Capita (US\$)	\$4,817	5,354	6,629	23,567	Based on growth targets.
Real GDP Annual Growth Rate	1.4%	3%	5%	5%	Based on existing national targets to 2012 extended to 2015. Growth targets for 2015-2030 based on upper range of performance in Caribbean/Latin America.
Debt to GDP Ratio	111.4	≤100	90	75	Based on existing national targets to 2012 extrapolated to 2030.
Fiscal Balance as % of GDP	-4.7%	0	0	0	Based on existing national targets to 2012 extended to 2030.
Inflation Rate (CPI)	16.8%	≤10%	≤10%	≤10%	Based on existing national targets to 2012 extended to 2030.

## NATIONAL OUTCOME # 8 AN ENABLING BUSINESS ENVIRONMENT

### Overview

A competitive and enabling business environment supports economic growth and development. Efficient and transparent public institutions reduce transaction costs for businesses, and diminish the diversion of resources from productive purposes. Well-functioning markets promote efficient resource allocation.

“Under Vision 2030 Jamaica, we will make the necessary improvements to... have as competitive a business environment as any country in the Caribbean.”

Jamaica has made progress in improving aspects of its bureaucracy, including creating a streamlined process for registration of new companies that is among the best in the world. The ongoing process of Public Sector Modernization has contributed to improving customer service throughout the Government. However, other aspects of our bureaucracy are inefficient and unnecessarily burdensome, increase transaction costs and reduce competitiveness. These include customs, tax administration, land titling and

<sup>138</sup> World Bank, Doing Business 2009 (2008).

transfer, and the process for land development approvals and granting of environmental permits and licences.

Under Vision 2030 Jamaica, we will make the necessary improvements to the business environment by ensuring an efficient bureaucracy, adequate access to capital, supportive trade relations, a well-functioning labour market and improved opportunities for micro, small and medium-sized enterprises. By 2030, we will have as competitive a business environment as any country in the Caribbean.

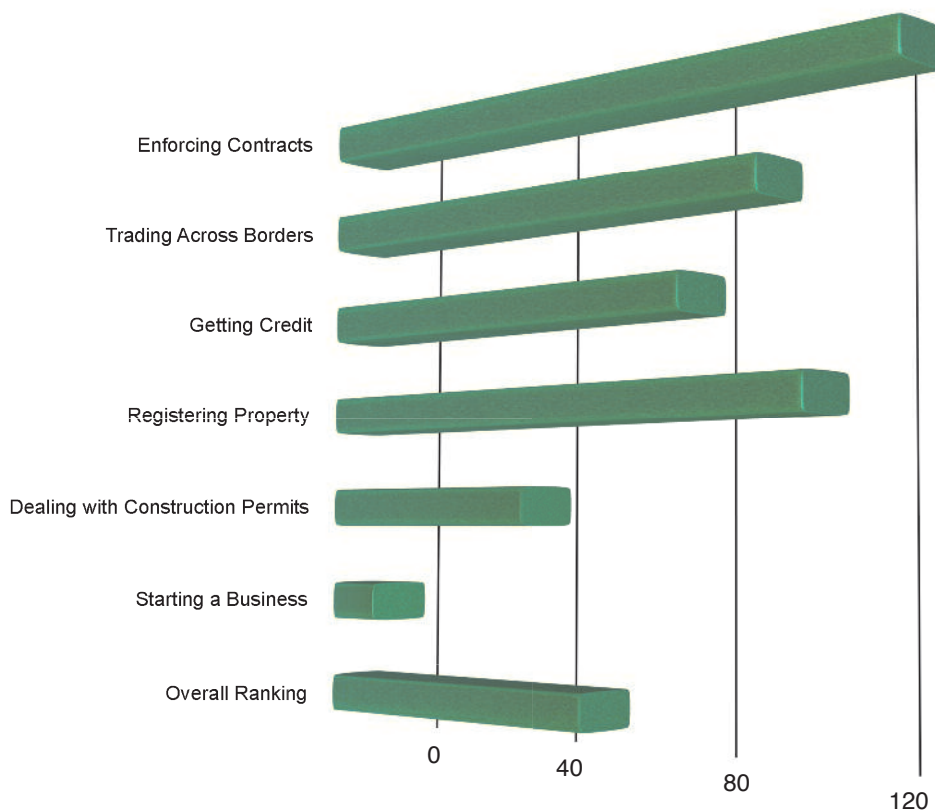
The following aspects of the business environment are addressed below:

- Bureaucracy
- Access to Capital
- Trade and Foreign Relations
- Labour Market and Productivity
- Micro, Small and Medium-Sized Enterprises (MSMEs)

### Bureaucracy

The business environment is affected by the degree of efficiency and responsiveness of the public sector entities with which firms must interact at various stages of their business operations. The Public Sector Modernization Programme has led to improvements in many aspects of bureaucracy, including the ease of starting or closing a business.<sup>138</sup> However, bureaucratic institutions and regulations continue to be cited by

**Figure 17: Jamaica - Ease of Doing Business Ranking 2009**



Jamaica's Ranking out of 181 Countries  
(1st - Highest; 181st - Lowest)  
Source: World Bank, Doing Business 2009 (2008)

numerous studies as sources of problems that affect the ability of businesses to operate competitively in Jamaica.<sup>139</sup> A business environment that is unduly difficult also increases the tendency of entrepreneurs to operate in the informal economy.

### Issues and Challenges

#### Delays in the Licensing Process

Development projects in Jamaica face delays in the licensing process for building and environmental approvals, which add significantly to transaction costs and reduce the competitiveness of the business environment. For example, it is estimated to take more than twice as long to complete all the licenses and

approvals associated with building a standard warehouse in Jamaica than in St. Vincent and the Grenadines (156 days compared to 74 days).<sup>140</sup>

#### Other Bureaucratic Constraints

Other areas of particular concern in which Jamaica compares poorly with best practices in other countries include problems in acquisition, titling and transfer of land, a complex and inefficient court system for resolution of commercial cases, and lengthy and costly import and export procedures.

#### Legislative Hurdles

The constraints in the bureaucratic framework are compounded by defects in the process of carrying out the

<sup>139</sup> For example, Enterprise Research Institute (2005).

<sup>140</sup> World Bank, Doing Business 2009 (2008).

legislative reforms necessary to improve the business environment. These legislative hurdles include: delays in reforming archaic or outdated laws and regulations; inadequate policy development capacity in ministries and agencies; and capacity constraints in the drafting and enactment of new legislation.

### Access to Capital

Increased access to capital will play an important role in Jamaica's long term economic development. Efficient capital markets allocate financial resources to their most productive uses. A modern well-functioning financial sector plays important roles in supporting innovation and entrepreneurship, assessing and managing risk, and ensuring transparency in financial markets. These roles are particularly important for Jamaica, given that high levels of public sector borrowing limit the availability of capital for private sector investment.

### Issues and Challenges

#### High Levels of Lending to the Public Sector

The rapid increase in the public debt following the financial crisis of 1995-1997 led to increased lending to the Government by commercial banks and financial institutions. The stock of Government securities held by financial institutions peaked at \$97 billion at the end of 2000, but has declined since. An important challenge for the financial sector will be to continue to shift the

structure of their assets in favour of loans and advances to the productive sectors and away from non-productive investment in Government paper.

#### High Interest Rates

Lending rates to the productive sectors remain uncompetitive. While interest rates have trended downward over the past decade, the spreads between deposit and lending rates in Jamaica remain higher than in many other countries in the region.<sup>141</sup>

#### Lack of a Credit Information Bureau

Jamaica currently lacks a credit information bureau which can provide information on borrowers and reduce lending risks, while respecting privacy and confidentiality. Jamaica was ranked 84<sup>th</sup> of 181 countries in access to credit in 2008, based largely on this factor.<sup>142</sup> Jamaica also lacks a central depository for fixed-income securities, as already provided for equities.

#### Trade and Foreign Relations

Jamaica is a small island with an open economy that has long been relatively integrated with the global economy. By one index that measures degrees of economic, social and political globalization, Jamaica ranked 66<sup>th</sup> of 123 countries, ahead of all other countries in the Caribbean region except Costa Rica.<sup>143</sup> Jamaica has a relatively high trade openness ratio (total imports and exports divided by GDP) that averages between 90 per cent and 100 per cent.<sup>144</sup>

<sup>141</sup> For example, the spreads between deposit and lending rates in Jamaica averaged over 12% per annum in 2006, compared to spreads of 5-7% in other highly-indebted Caribbean countries such as St. Kitts and Grenada (IMF, 2006).

<sup>142</sup> World Bank, Doing Business 2009 (2008).

<sup>143</sup> KOF Index of Globalization presented by Axel Dreher (2006).

<sup>144</sup> United Nations Statistics Division National Accounts Main Aggregates Database 1970-2007. By contrast the USA has a trade openness ratio of 20%-30%.

The Global Competitiveness Index (GCI) suggests that the size of the market available to domestic producers is important because large markets enable firms to exploit economies of scale and increase productivity.<sup>145</sup> As barriers to trade fall, nations with small domestic markets, such as Jamaica, are able increasingly to achieve economies of scale through access to large international markets. The trade relations between Jamaica and the rest of the world become important in creating the conditions for our firms to benefit from increased market size.

The main multilateral components of Jamaica's international trade relations are governed by the WTO Agreement and its annexes,<sup>146</sup> the Convention establishing the World Intellectual Property Organization (WIPO), the Lomé Convention between the European Union (EU) and African, Caribbean and Pacific (ACP) countries and its successor, the Cotonou Agreement. In 2008 the EU concluded an Economic Partnership Agreement (EPA) with the Caribbean Forum of ACP states (CARIFORUM) including Jamaica. The main bilateral trade relations include the Caribbean Basin Initiative (CBI) with the United States of America (USA) and the Caribbean-Canada Trade Agreement (CARIBCAN).

As a member of CARICOM, Jamaica is engaged in the establishment of the Caribbean Single Market and Economy (CSME) which will integrate regional markets and economies. CARICOM has established bilateral agreements with a number of regional trading partners

including Colombia, Venezuela, Cuba, Costa Rica and the Dominican Republic. The further development of regional integration has included the establishment of the Association of Caribbean States (ACS), formed to promote consultation, cooperation and concerted action among all the countries of the Caribbean.

Another important external factor is the existence of the Jamaican Diaspora formed by the trend of net outward migration from the island over the past half-century, particularly to the United Kingdom, the USA and Canada. The size of the present-day Jamaican Diaspora is estimated at 2.0 million to 2.5 million persons.<sup>147</sup> This group represents a major resource that can play a strategic role in the long-term economic development of our island similar to the important role that, for example, the Chinese and Indian Diaspora are playing in the economic development of their respective countries. This role goes beyond being a source of remittances, important as these have become as a source of foreign exchange and livelihood support to the local economy.

The Diaspora can play a strategic role in our economic development in a number of ways, including: as a source of investment and entrepreneurship for business ventures; by providing lobbying support for Jamaica in international fora; as a source of academic and technical expertise; as a market for tourism and our exports of goods and services; and as a network for advancement of Jamaicans in international businesses and other endeavours.

<sup>145</sup> Michael E. Porter and Klaus Schwab, The Global Competitiveness Report 2008-2009 (Geneva: World Economic Forum, 2008), 6.

<sup>146</sup> Trade-Related Aspects of Intellectual Property Rights (TRIPS), Trade-Related Investment Measures (TRIMs) and General Agreement on Trade in Services (GATS).

<sup>147</sup> Based on discussions with the Diaspora and Consular Affairs Department of the Ministry of Foreign Affairs and Foreign Trade.



## Issues and Challenges

### Balance of Payments and Trade Deficits

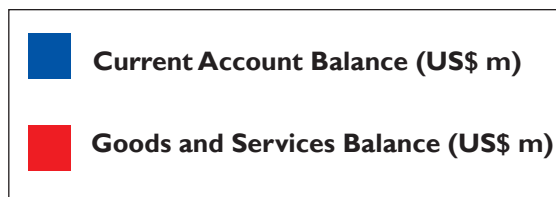
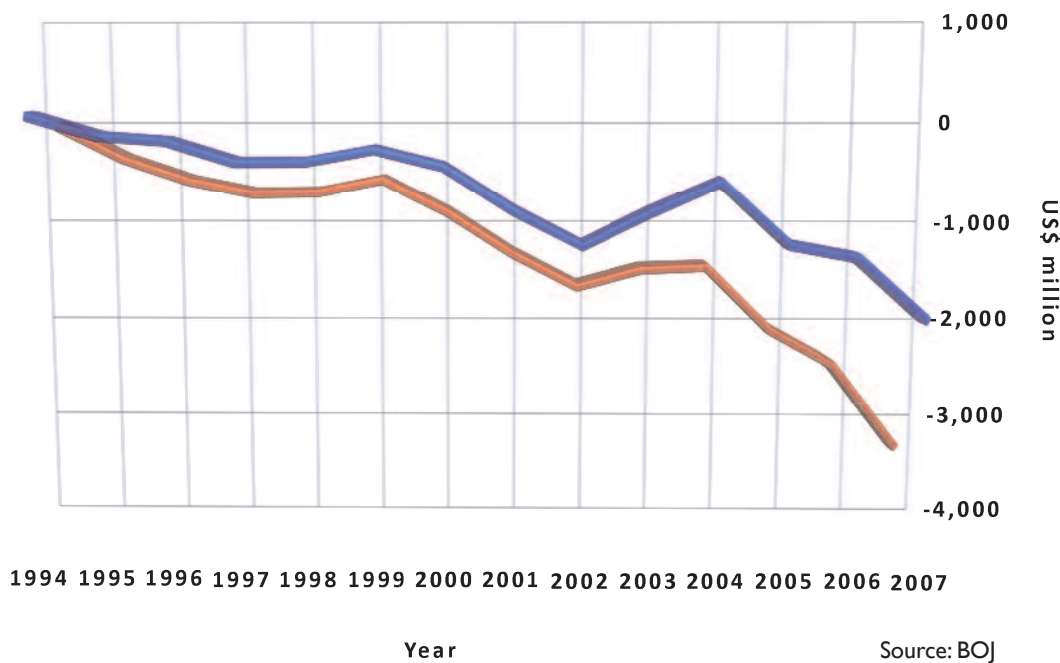
Jamaica has seen its current account balance of payments deficit increase from US\$256 million in 1991 to US\$1,740 million in 2007. The trade deficit on goods and services has grown from US\$509 million in 1991 to US\$3,118 million in 2007. Of concern is that the share of imports accounted for by consumer goods has risen, while the percentages of total imports represented by intermediate and capital goods have

fallen over the period, representing a bias away from production toward consumption.

### Dependence on Primary Exports

Earnings from tourism and exports of bauxite and alumina have remained the largest sources of foreign exchange earnings estimated at US\$1,613 million and US\$1,154 million, respectively, in 2006. While non-traditional exports have risen from 25 per cent of total exports in 2001 to 31 per cent in 2006, this growth is largely accounted for by the categories of crude materials and

Figure 18: Jamaica - Balance of Payments 1994 - 2007



mineral fuels, indicating that Jamaica has not yet been successful in diversifying into higher value-added exports. The other main inflow of foreign exchange earnings that has helped to offset the growing deficit on goods and services has come from net private transfers (remittances) which increased from US\$153.3 million in 1991 to US\$1,907 million in 2007.

### **International Agreements**

It will be important for our foreign and trade policy negotiations to ensure that the interests of developing countries and small and vulnerable economies, including Jamaica, are robustly defended in international negotiation processes and reflected in final agreements, particularly during the current Doha Round of negotiations under the WTO for liberalization of world trade in areas such as agriculture, non-agricultural market access and services. It will be important also to consider the gender implications of trade agreements including their potential impact on industries in which women are disproportionately employed, such as services and free zone manufacturing.

### **Private Sector Involvement in Trade Negotiations**

An ongoing concern is to ensure that Jamaican firms are not disadvantaged as a result of unfair trading practices or the outcomes of international trade negotiations. It will be important to strengthen the partnership between the public sector and private sector in foreign trade policy development and negotiations through existing mechanisms such as the Jamaica Trade

and Adjustment Team (JTAT) within the Ministry of Foreign Affairs and Foreign Trade (MFAFT) and the Caribbean Regional Negotiating Machinery (CRNM).

### **Regional Integration and Economic Partnership Agreements**

Jamaica will face particular challenges in implementing the measures required for full establishment of the CSME as well as for implementation of the economic partnership agreement (EPA) with the EU. These processes will open the Jamaican economy to greater competition from Caribbean and European companies, producers and workers. The CSME also will require Jamaica and other member states to bring about unprecedented convergence on common support measures such as research and development, intellectual property rights, macroeconomic policies and legal infrastructure.

### **Investment Promotion and Trade Facilitation**

While we have experienced relatively sustained inflows of foreign direct investment over the past decade,<sup>148</sup> our trade deficits have continued to grow, and investment promotion and trade facilitation resources in key overseas markets have been cut back in recent years. As we seek to expand our economic space through greater integration with the global economy, our ability to mobilize investment from foreign and domestic sources and the ability of our companies to compete in international markets for goods and services will be essential to sustainable growth.

<sup>148</sup> Jamaica received foreign direct investment (FDI) inflows totaling US\$2.95 billion from 2004-2007, representing 3.4% of total FDI inflows to the Caribbean over the same period (UNCTAD 2008).

## Labour Market and Productivity

The reform of the labour market will be an important aspect of the long-term economic development of our country. Improvement in labour productivity is fundamental to enhancing the competitiveness of productive enterprises in Jamaica, while the efficiency and flexibility of the labour market will contribute to optimal allocation of this important and abundant factor of production. Efficient labour markets establish meaningful relationships between worker remuneration and output that provide incentives for increased productivity. The relationships between employers and their employees, whether unionized or non-unionized, are also important for economic production and development. Jamaica earned a relatively favourable estimate of its labour market from the GCI report in 2008, with the weakest areas identified as low cooperation in labour-employer relations, firing costs, pay and productivity, and migration of skilled labour.

According to the Jamaica Productivity Centre, “the Jamaican economy has been in a low-growth, low-productivity trap since the 1970s.” Labour productivity has declined at an annual average rate of 1.5 per cent over the period 1973 – 2007.<sup>149</sup> While limited systematic research on the factors affecting productivity in Jamaica has been undertaken to date, the main contributors to low productivity have been identified as including the following:<sup>150</sup>

- Relatively low levels of worker education and skill
- Relatively low levels of technology and capacity utilization of machinery
- Constraints resulting from inadequate physical infrastructure including roads and public transport systems
- Absence of a productivity culture
- Firm-level factors including inferior production practices, plant organization, management systems and employee incentive programmes
- Low levels of social capital, particularly trust, leading to increased transaction costs and unproductive use of resources in resolution of adversarial labour relations
- Levels of uncertainty in the macroeconomic environment including high public debt
- Impact of crime and violence
- High proportion of workforce employed in micro and small enterprises (MSEs) and the informal sector which exhibit relatively low levels of productivity

Employment in the goods-producing sector fell from 44.7 per cent of the total employed labour force in 1991 to 35.4 per cent in 2007. The share of the services sector rose from 54.6 per cent to 64.4 per cent of the total employed labour force during the same period. Total employment has grown from 907,900 persons in 1991 to 1,136,900 in 2007, while the unemployment rate has fallen from 15.4 per cent of the labour

<sup>149</sup> Jamaica Productivity Centre, Jamaica: Productivity Summary Report 1972 – 2007 (Draft) (2008), v.

<sup>150</sup> See for example the review carried out in Downes (2002).

force in 1991 to 9.9 per cent in 2007. In 2007, the youth unemployment rate of 23.6 per cent was more than three times the adult unemployment rate of 7.0 per cent; the female unemployment rate, at 14.5 per cent, was more than twice that of the male rate of 6.2 per cent.

In 2008, Jamaica's inactivity rate (which refers to the proportion of persons of working age who are outside of the labour force) was 34.6 per cent. This is comparable to the average for the Latin America and Caribbean region, which recorded a rate of 34.4 per cent in 2006.

## Issues and Challenges

### *Labour Market Rigidities*

There are a number of factors that reduce the efficiency and flexibility of Jamaica's labour market, which must be addressed in planning for a more competitive economy. These include: lack of flexible work times; high levels of redundancy payments in the case of staff reductions; outdated laws governing various aspects of the local labour market (e.g. opening hours); weak linkages between labour supply and demand; and inadequate labour dispute settlement mechanisms.

### *Gender Equity*

To extend equal rights to all Jamaicans and take advantage of the talents of the entire population it will be important to

address the existing inequalities between genders in the levels of remuneration, employment and conditions of labour.

### *Harmonization of Labour Laws and Standards with CARICOM*

As part of the implementation of the CSME, Jamaica will be required to harmonize its labour laws and standards with other CARICOM states. The CSME will increase mobility of and competition for skilled labour and jobs among member states.

### *Labour Migration*

As with many other developing countries, Jamaica continues to suffer from net outward migration of many of its most skilled and educated workers and professionals.<sup>151</sup>

### *High Levels of Unemployed Youth*

The high youth unemployment rate contributes to the high numbers of unattached youth in our society. This group is critical to our long-term development, as they are disproportionately represented as victims and perpetrators of violent crimes, and as youth-at-risk for reproductive health, as discussed under National Outcomes # 1, 2 and 5. They also represent the cohort at the beginning of their productive lives. Vision 2030 Jamaica must ensure that our labour market provides our youth with every opportunity to fulfil their productive potential.

<sup>151</sup> It has been estimated that Jamaica suffers a "brain drain" of 34 - 59% of its tertiary educational graduates (Knight Pauline, Easton Williams and Steven Kerr; PIOJ 2006) (unpublished).

## Micro, Small and Medium-Sized Enterprises

Micro, Small and Medium-Sized Enterprises (MSMEs) play an important role in the economic development of many countries, and represent the main source of new business start-ups, with the potential to contribute to economic growth and innovation.<sup>152</sup> They represent a particularly important sector of the Jamaican economy, and include the subset of Micro and Small Enterprises (MSEs).<sup>153</sup> Labour force data indicate that the “Own Account” category (representing sole traders) accounted for 399,675 persons or 34.5 per cent of the total employed labour force in 2008. In addition, MSEs make an important contribution to gender equity in the local economy, with women representing 56 per cent of the labour force in MSEs.<sup>154</sup>

There is also a strong linkage between MSEs and the informal sector, as many MSEs operate informally. A recent study suggests that if the contribution of the informal sector were taken into account, it would increase the size of our registered GDP by a range of 40 per cent - 44 per cent for the period 2000-

2001.<sup>155</sup> Almost half of all MSEs and informal enterprises are engaged in the wholesale and retail trade, with education, social work and other personal services accounting for 22 per cent.

## Issues and Challenges

### Capacity Constraints of MSMEs

Despite their importance to the economy MSMEs are subject to a range of capacity constraints which must be addressed to enable their full development. These include: limited access to credit; limited technical, human and institutional capacity; inadequate entrepreneurial skills; high levels of informality; and relative lack of economic linkages and market access.

### Limited Data and Information on MSMEs

There is inadequate information on size and characteristics of MSMEs and the informal sector. Financial support and attention will need to be placed on obtaining the necessary data to inform the decisions that must guide the planning and development of MSMEs and the informal sector.

<sup>152</sup> Perhaps the best example of the importance of MSEs is their role in the transformation of Taiwan, where economic planning was based on fostering the growth of small enterprises (firms with 10 employees or less) which accounted for over 90% of all enterprises in the 1950s when the nation began its modern period of growth. Taiwan has employed a range of strategies to foster small and medium enterprises including the “centre-satellite” strategy where a larger manufacturing company is linked to small companies who provide it with supplies and services.

<sup>153</sup> A micro-enterprise in Jamaica is defined as one with less than 10 employees and less than US\$0.125 million in annual sales, while a small business in Jamaica is defined as one with less than 10 employees and between US\$0.125-1.0 million in annual sales.

<sup>154</sup> Robles, Hernandez et al, Informal Sector Study for Jamaica (2004).

<sup>155</sup> This informal economic activity goes unreported in formal estimates of GDP. Robles, Hernandez et al, (2004).



### National Strategies

The National Strategies recognize the broad impact of our business environment on economic development. Vision 2030 Jamaica will enhance our fundamental legal and institutional framework for business investment and

operations, and ensure efficient local and external markets for goods, services, labour and capital.

The National Strategies, an elaboration of each and some selected sector strategies are listed below.

**Table 22: National Strategies and Responsible Agencies – Enabling Business Environment**

NATIONAL STRATEGIES	RESPONSIBLE AGENCIES
8-1 Ensure a facilitating policy, regulatory and institutional framework for business development	Ministry of Industry, Investment and Commerce Cabinet Office
8-2 Increase access to capital	Ministry of Finance and the Public Service Ministry of Industry, Investment and Commerce
8-3 Use trade and foreign relations to create an enabling external environment for economic growth	Ministry of Foreign Affairs and Foreign Trade Ministry of Industry, Investment and Commerce
8-4 Strengthen investment promotion and trade facilitation	Jamaica Trade and Invest Ministry of Foreign Affairs and Foreign Trade Ministry of Industry, Investment and Commerce
8-5 Develop an efficient labour market	Ministry of Labour and Social Security Training Institutions Private Sector Companies and Associations Trade Unions
8-6 Improve the labour environment to enhance labour productivity and worker satisfaction	Ministry of Labour and Social Security Training Institutions Private Sector Companies and Associations Trade Unions Jamaica Productivity Centre
8-7 Develop the capabilities of micro, small and medium-sized enterprises	Jamaica Business Development Centre Jamaica Trade and Invest Small Business Association of Jamaica Micro-financing Institutions

## 8-1 Ensure a Facilitating Policy, Regulatory and Institutional Framework for Business Development

Vision 2030 Jamaica will improve our business environment by ensuring a facilitating policy, regulatory and institutional framework for business development through measures such as: improvements in customs; expanding e-Government; modernizing laws and regulations; and streamlining bureaucratic processes. This requires us to address and remedy each aspect of our business environment that represents a constraint to economic development. Each area will require an in-depth review of the existing conditions and the proposals that already have been made to improve them, as well as consideration of new approaches that may not yet have been considered.

This National Strategy is supported by National Strategy 6-5 (Strengthen Public Institutions to Deliver Efficient and Effective Public Goods and Services) which provides the framework to improve the efficiency of services by the public sector with mechanisms to ensure accountability. This strategy will build on the existing initiatives already engaged in improving the business environment, including the Public Sector Modernization Programme and initiatives to streamline the planning approval process.

### Selected Sector Strategies:

- Improve customs and clearance processes for imports and exports
- Improve and streamline bureaucratic processes for business establishment and operation
- Improve processes related to land ownership, titling and transfer
- Reform and modernize land use planning and development and environmental permit and licence systems
- Improve efficiency and effectiveness of systems for commercial dispute resolution
- Expand e-Government services and access
- Strengthen legal and regulatory framework for e-commerce and protection of intellectual property rights
- Increase consultation with and participation of stakeholders in the development of the policy, legal and institutional framework for business
- Rationalize the public sector agencies and institutions relating to business operations and approvals
- Review and revise policy, legal and regulatory framework to enhance the business environment
- Strengthen mechanisms to protect consumer rights

## 8-2 Increase Access to Capital

Financial resources are the currency of production. As our economy evolves, the financial needs of our productive sectors and enterprises are also evolving, along with the mechanisms for meeting these needs. Vision 2030 Jamaica addresses this evolution through plans that will support the diversification and refinement of the financial sector, as well as through the development of the business environment for all productive sectors. The growth of the productive sectors will be enhanced by improved access to financial capital, mediated through efficient financial markets which bring together suppliers and users of financial resources.

### Selected Sector Strategies:

- Develop and implement measures for expansion of the domestic capital market
- Provide a framework for diversification of the range of financial institutions and products

## 8-3 Use Trade and Foreign Relations to Create an Enabling External Environment for Economic Growth

Trade and foreign relations provide an enabling external environment for economic growth in Jamaica by: providing access to large external markets that compensate for the small size of the domestic market; enhancing exchanges of technical, human and cultural resources; facilitating capital flows; strengthening relationships with sources of key economic resources including energy supplies; and supporting Jamaica's

participation in all levels of global governance mechanisms and institutions. Vision 2030 Jamaica will enhance the role of trade and foreign relations in national development by strengthening our bilateral, regional and multilateral relations and improving the ability of domestic producers to take advantage of a favourable and enabling external environment.

### Selected Sector Strategies:

- Promote Jamaica's economic, social and environmental interests within the multilateral system
- Ensure successful creation, implementation and effective use of the Caribbean Single Market and Economy (CSME)
- Maintain and develop strategic coalitions and alliances at the WTO including the Group of 33, Small and Vulnerable Economies Group and African, Caribbean and Pacific (ACP) countries
- Implement the Economic Partnership Agreement (EPA) between the EU and CARIFORUM including legislation, standards, and development support
- Strengthen strategic bilateral foreign and trade relations
- Maintain and enhance relationship with ACP countries
- Strengthen effectiveness of the Jamaica Trade Adjustment Team (JTAT) and Caribbean Regional Negotiating Mechanism (CRNM)
- Incorporate development issues including gender and environmental sustainability in trade policy
- Strengthen the involvement of the Jamaican Diaspora in national development

- Strengthen key foreign relations capabilities including functional and technical cooperation, participation in multilateral organizations, Diaspora relations and consular functions
- Undertake periodic review and refinement of trade policy

#### 8-4 Strengthen Investment Promotion and Trade Facilitation

To take full advantage of the opportunities in the external environment created by favourable trade and foreign relations as well as by Jamaica's strong Nation Brand, we will place strategic emphasis on strengthening our national capabilities for investment promotion and trade facilitation. This decisive commitment to compete in global markets requires development of strong targeted investment promotion programmes and building the capacity of institutions

involved in promoting investment and trade. A key approach under Vision 2030 Jamaica will be to increase the number and capacity of overseas missions in key markets and to improve the collaboration among agencies involved in the promotion of Jamaica, including the Ministry of Foreign Affairs and Foreign Trade, Jamaica Trade and Invest and the Jamaica Tourist Board.

##### **Selected Sector Strategies:**

- Market and promote Jamaica as a premier destination for investment
- Strengthen the capacity of investment and trade institutions

#### 8-5 Develop an Efficient Labour Market

The National Strategy to develop an efficient labour market will involve addressing the factors that reduce the efficiency with which the supply and demand for labour are matched. This strategy is fundamental to improving the contribution of Jamaica's human capital



Photograph contributed by C. Miller





Photograph contributed by JTI

to national prosperity. Steps will be taken to: ensure that education and training programmes equip workers with the skills demanded by a rapidly evolving economy; strengthen application of labour market signalling; improve the mechanisms to bring together the providers and buyers of labour services; revise legislation and regulations to improve labour market flexibility; reduce youth unemployment; and ensure equitable participation in the labour market of all eligible Jamaicans. This National Strategy is complemented by National Strategy 2-11 to strengthen mechanisms to align training with the demands of the labour market.

#### **Selected Sector Strategies:**

- Promote industry involvement in the output of the education and training systems
- Promote work experience programmes at the secondary and post-secondary levels
- Broaden the geographical and occupational scope of Government Employment Services (GES)
- Encourage more private sector-led employment services
- Enforce regulation of the employment services industry to ensure its effectiveness and to minimize the exploitation of job seekers
- Strengthen and improve access to the Labour Market Information System (LMIS)
- Institute more circular and temporary planned migration programmes
- Introduce programmes to increase employment among youth and women
- Promote equity in the labour market
- Develop and promote flexible labour market arrangements, policies and legislation



### 8-6 Improve the Labour Environment to Enhance Labour Productivity and Worker Satisfaction

Jamaica's new economic model is based on increasing the productivity of its human capital. The National Strategy to improve the labour environment to support labour productivity and worker satisfaction is aimed directly at accomplishing this requirement. The relationships between employers, managers, trade unions and the work force will be improved, the conditions at the workplace will be enhanced to increase worker satisfaction and productivity, core labour standards will be respected, and payment systems will reinforce worker performance. At the national level, we will create an environment and culture in which the importance and sources of productivity are better understood and applied to create economic prosperity.

#### Selected Sector Strategies:

- Advance and enforce mechanisms for adequate social protection for workers
- Boost labour-management cooperation and good work practices
- Improve industrial relations mechanisms
- Promote performance-based pay and incentives systems
- Legislate and enforce the “decent work” agenda
- Develop and implement a national programme of productivity management
- Promote the use of improved technology for greater productivity

- Promote alternative working arrangements, through viable strategies that can reduce travel time for workers (e.g. telecommuting)
- Promote a national programme of re-socialization to improve work ethics, values, attitudes and behaviour among workers

### 8-7 Develop the Capabilities of Micro, Small and Medium-Sized Enterprises

Jamaica will enhance the role played by Micro, Small and Medium-Sized Enterprises (MSMEs) in building the economy by developing their capacities and improving the channels through which they participate in economic activities. MSMEs are found in all productive sectors and benefit from the broad measures taken to develop these sectors. However, these enterprises have certain characteristics that require specific measures to meet their particular needs, which will be addressed under the Vision 2030 Jamaica - National Development Plan. These measures include steps to: widen the channels through which MSMEs can obtain financing; develop the technical and organizational capacity of MSMEs; strengthen the capacity of the industry organizations that represent MSMEs including the Small Business Association of Jamaica (SBAJ); provide ongoing training programmes to build human capital in MSMEs; develop economic linkages to other MSMEs and to the formal sector; and implement programmes that will encourage more MSMEs to enter the formal sector over time.

**Selected Sector Strategies:**

- Provide training and capacity development for MSMEs
- Expand credit facilities for MSMEs
- Increase awareness and information on business opportunities and programmes for MSMEs
- Promote and develop entrepreneurship
- Increase and strengthen acquisition, analysis and application of data and information on MSMEs and the informal sector
- Enhance and streamline processes for formalization of informal enterprises and individuals
- Strengthen the capacity of industry organizations that represent MSMEs

**Table 23: Proposed Indicators and Targets for National Outcome #8**

National Outcome #8 – An Enabling Business Environment					
PROPOSED OUTCOME INDICATORS	BASELINE	PROPOSED TARGETS			COMMENTS
	2007 or Most current	2012	2015	2030	
Employment rate	89.8%	90%	92.50%	95 - 96%	Set by the Task Force on Labour Market
Ease of Doing Business Index (Country Rank)	63	58	53	34	Target is for Jamaica to improve by at least 5 places by 2012 and another 5 places by 2015, and to achieve levels of highest ranked Caribbean countries by 2030.
Labour Market Efficiency Index	4.34	4.50	4.60	≥4.75	Target is to achieve a score that will place Jamaica among the top 30 performers by 2030.

## NATIONAL OUTCOME # 9 STRONG ECONOMIC INFRASTRUCTURE

### Overview

High-quality infrastructure is important to economic prosperity for many reasons. Transport, water supply and telecommunications infrastructure help to integrate economic activities across regions and markets by enhancing the efficient movement of persons, goods, services and information. Infrastructure

goods, services and labour; increases the productivity of economic processes; and improves decision-making by entrepreneurs and other economic actors. Vision 2030 Jamaica will ensure the development of world-class transport, telecommunications, water supply and sanitation infrastructure that contribute to the competitiveness of our producers and improved quality of life for our people.

### T21 MODEL SIMULATION

A model simulation was conducted to quantify the effect of shifting public resources toward infrastructure. The exercise suggests that a ten percent proportional transfer of Government's discretionary budget in favour of infrastructure raises GDP per capita in 2030 by 20.6 per cent, while drawing from General Services to effect the transfer yields a 24.7 per cent gain.

influences the spatial location of economic activities and contributes to balanced and sustainable regional development within a country. Extensive and high-quality infrastructure is considered a pillar of international competitiveness that: enables the efficient functioning of markets for

Investment in infrastructure has been shown to have a significant effect on economic growth. The results of the Threshold 21 Jamaica (T21) model indicate that improvement in physical economic infrastructure (such as roads, energy and water supplies, air and sea ports, and telecommunications networks) usually has higher payoffs in the form of higher rates of economic growth than equivalent investment in health and education over the time horizon to 2030. This is because such improvements have a faster impact on total factor productivity.

The returns to investment in physical infrastructure tend to be high in countries at Jamaica's income level, especially considering the relative underinvestment in physical infrastructure in recent decades. These higher growth rates eventually increase the size of the economy and the levels of

funding available for other services such as health and education over the medium and long term. High-quality infrastructure contributes to social and environmental goals, by improving access to public services, reducing negative environmental impacts and supporting the sustainable use of natural resources.

While the provision of infrastructure traditionally has been the responsibility of the State, the private sector has been playing an increasing role through a number of mechanisms including direct investments and build-own-operate-transfer arrangements, particularly in telecommunications and road infrastructure.<sup>156</sup>

## Transport

Transport – land, air and maritime – provides economic and social gains to a country through indirect and direct

employment, as well as induced development which ultimately leads to wealth creation and growth.<sup>157</sup> Jamaica's two international airports and 14 seaports are particularly important, as they provide the main means of physical connection between the island and the rest of the world. Our domestic transport infrastructure includes one of the most dense road networks in the world, four active domestic aerodromes and a rail network used specifically in the bauxite industry.

### Land Transport

With a dense road network and limited alternatives for internal transport, Jamaica is highly dependent on road transport for personal and freight movement. The road network has suffered over the years from underinvestment in periodic maintenance. The density and topography



Photograph by Howard Mico-Young

<sup>156</sup> E.g. Highway 2000 (Jamaica's first modern toll road).

<sup>157</sup> Studies have revealed that for every US\$1.0 billion investment in highways through the Federal-Aid Programme in the United States of America, approximately 41,000 full time jobs are created and for every one million passengers passing through an airport in Europe, 4,000 jobs are created through direct, indirect and catalytic impact on employment in the surrounding community (Rodrigue, Comtois and Slack 2006).



create significant challenges for road construction and maintenance. Traffic volumes have increased, fed by rapid growth in the number of motor vehicles. This has contributed to congestion in major towns and cities across the island.<sup>158</sup> Road safety and access to land transport are important issues to be addressed. These problems are further compounded by the frequency with which overloaded trucks use the roadways. The importance of the public transport system to road transport in Jamaica is highlighted by the finding of a recent survey that nearly 75 per cent of households do not own a motor vehicle.<sup>159</sup> The student population is dependent on public transport for access to schools.

Railway transport forms the second tier of land transport, a mode of transportation that was introduced in Jamaica as early as the 1840s. Since the closure of the public passenger and

freight transport services of the Jamaica Railway Corporation (JRC) in 1992, railway operations in Jamaica are limited to the activities of bauxite companies. Interest has been expressed in revitalizing the railway but, to date, public or commercial passenger and freight services have not been restored.

### Air Transport

Jamaica's air transport comprises an international and a domestic system. The air transport system consists of: the aviation service providers such as airports, air traffic services, aircraft maintenance organizations, airlines (including the national airline, Air Jamaica) and Aeronautical Telecommunications Limited (AEROTEL); users of air transport, such as passengers and shippers; the regulator, the Jamaica Civil Aviation Authority (JCAA); and the administrator of the island's airports and aerodromes, the Airports Authority of Jamaica (AAJ).



Photograph by the Gleaner Co., Ltd.

<sup>158</sup> The negative effects of traffic congestion include the loss of productive time of motorists and passengers, increased air pollution and vehicular wear and tear, and interference with passage of emergency vehicles.

<sup>159</sup> PIOJ and STATIN, Residential Consumer End Use Survey: Volume I – Household Energy & Transport Final Report (2007).



The system includes two international airports – Norman Manley International Airport (NMIA) in Kingston and the Sangster International Airport (SIA) in Montego Bay – and four active domestic aerodromes – Boscobel, Ken Jones, Negril and Tinson Pen. Both international airports have undergone major expansion and upgrading in the past decade. While total passenger movements have been increasing in recent years, air cargo and aircraft movements have declined, due in part to restructuring of Air Jamaica in 2005 after the Government reassumed full ownership of the national airline.

### **Maritime Transport**

As an island, Jamaica will continue to have an important role for maritime transport in its long-term development.

Jamaica's water-based transport is almost entirely represented by deep-sea maritime transport, as inland waterways and short-sea coastal shipping currently play minor roles in the island's transport system. Jamaica is a maritime state by virtue of its dominant regional trans-shipment hub, cruise ship terminals and other well-developed maritime transportation infrastructure. Maritime transport has made a major commitment to establishing Jamaica as a global trans-shipment hub, including substantial investment in expansion of the Port of Kingston, which was rated 55<sup>th</sup> among the world's ports in 2007 on the basis of container traffic.<sup>160</sup> It will be essential to maximize the return on this investment by supporting port development through expansion of support services and facilities.

# NATIONAL OUTCOMES



Photograph contributed by JTI

<sup>160</sup> Institute of Shipping Economics and Logistics, Shipping Statistics Yearbook 2008 (2008).

## Issues and Challenges

### **Cost and Timeliness of Maintaining Road Network**

Funding for road construction and maintenance presents a major challenge to the public sector, particularly given the budget constraints imposed by the requirements for debt service payments. The lack of adequate funding for periodic maintenance in particular leads to early failure of roads even when standard maintenance activities are carried out. The present approach to road repairs where regular and planned maintenance is replaced by patching of failed areas that have been previously patched is not sustainable and does not address the fundamental causes of road failure.

### **Fragmented Responsibility for Maintaining Road Network**

The responsibility for road construction and maintenance is divided between the National Works Agency (NWA) with responsibility for main roads, and local authorities for parochial roads. Road maintenance also must be combined with maintenance of associated infrastructure such as drains and culverts.

### **Road Safety**

Road safety represents an important aspect of a sustainable land transport system. While the number of road fatalities has declined over the past decade, the number of admissions to accident and emergency units of public hospitals resulting from motor vehicle accidents has increased over the same period.<sup>161</sup> This has been attributed primarily to poor driving habits, as well

as to defective vehicles and bad road conditions.

### **Public Transport System**

The existing public transport system presents access problems for a number of social groups, including the elderly and the disabled. The long-term development of Jamaica's public transport system will require design and integration of the most efficient transport modes, establishment of sustainable funding mechanisms, and coordination with national spatial planning and environmental management frameworks.

### **National Air Carrier**

The main challenge for international air transport in the near term will be to resolve the fate of Air Jamaica, which began operations in 1969. The national carrier has passed through phases of private and public ownership without achieving financial viability. The strategic issues include the limited economies of scale of small national carriers and the need to provide adequate airlift for Jamaica's travel and tourism industry and passenger and cargo movements. The Government is pursuing options for privatization of Air Jamaica based on rationalization of its operations.

### **Domestic Air Transport**

The main challenges for the domestic air transport system include maintenance and expansion of aircraft fleet and land-based infrastructure including aerodromes, and difficulties in generation of economic levels of revenue from internal personal, business, tourism and freight traffic.

<sup>161</sup> Road traffic fatalities declined by 2.6% from 391 in 2003 to 381 in 2006 (Road Safety Unit), while cases seen at accident and emergency units of public hospitals from motor vehicle accidents (January-September) rose by 46.4% from 9,005 in 2003 to 13,182 in 2006 (ESSJ 2003-2006).

**Maintenance of Standards**

Both the international and domestic air transport systems must maintain required standards of aviation legislation and regulation, civil aviation obligations, air navigation and traffic control, air freight and cargo handling, customs and immigration, customer service and security management.

**Air Transport Infrastructure**

Infrastructure issues include insufficient air cargo facilities, limited domestic aerodrome infrastructure, inadequate infrastructure to accommodate peak hour passenger flows and the fact that the existing international airports do not have the capacity to extend runways to support long stage lengths.

**Constraints in the Enabling Environment for Maritime Transport**

The expansion of maritime transport faces a number of constraints in the supporting domestic environment, including lack of adequate and modernized maritime legislation, delays in approval process for construction of maritime infrastructure and inefficient customs procedures.

**Security Threats**

Security is a major concern for maritime and air transport, including the need to address the transnational threats of the drugs and arms trades, illegal migration and international terrorism.

**Environmental Issues**

The main environmental issues relating to land transport include: air pollution, noise, and dust from motor vehicle traffic; modifying land use to accommodate new or expanded roadways; and increased surface water runoff from paved roadways. The road network is vulnerable to damage caused by natural hazards, particularly hurricanes, tropical storms and flooding, including sediment floods. The environmental impacts of marine transport include: ship-borne waste; dumping; oil and exhaust pollution; potential introduction of aquatic invasive species through ship ballast water; and impact on coastal eco-systems from port facilities and shipping activities. The transport sector is one of the largest consumers of imported petroleum in the Jamaican economy and must address its contribution to climate change due to burning of fossil fuels.



Photograph contributed by JTI



## Logistics Hub

A major transport and logistics hub or junction represents a particularly high level of evolution for the transport sector in any country. Logistics refers to the process of managing the flow of goods, services, people, information, energy, and other resources through the entire supply chain from source to end use. A

number of countries and cities, including Singapore, Dubai, Hong Kong, Miami, the Netherlands and Germany have achieved the status and benefits that come from having established a major logistics hub. Jamaica has the opportunity to establish itself as a premier logistics hub in the Caribbean based on a number of factors, including:

- Its strategic geographic location in proximity to the main East-West shipping lanes between the Far East, Europe and Eastern North America, and trade and air routes to the Americas, Europe and the Caribbean
- The opportunity to capitalize on increased trade flows from the expansion of the Panama Canal that will double its capacity by the year 2015
- A well-developed transport and telecommunications infrastructure, services and institutions with a foundation for the main elements of a major logistics hub



Figure 19: Map of Jamaica's Geographic Location

- A large pool of trainable labour
- Some existing elements of required policy and regulatory framework
- Potential for development and expansion of supporting services

The benefits to Jamaica of becoming a major transport and logistics hub will include:

- Increased generation of primary revenue streams from transport and related facilities and services
- Increased contribution of transport services to Gross Domestic Product (GDP) and employment
- Opportunities for development of related economic activities throughout the logistics value chain
- Enhanced integration of intermodal linkages between land, air and maritime transport systems
- Integration of administration for strategic planning for land, air and maritime transport
- Provision of an ideal platform for global competitiveness for domestic producers and exporters

## Issues and Challenges

### Competition

Jamaica will have to implement a number of steps over the short, medium and long term to ensure its ability to establish a transport and logistics hub successfully. The importance of timely implementation is highlighted by the consideration that the Caribbean region will not be able to support more than one major logistics hub (in addition to Miami). The country that acts decisively to take advantage of the existing window of opportunity and establish first mover advantage over competing locations will benefit by capturing the lion's share of primary revenue streams from such a position, while other countries will either fail to establish a major hub or will be restricted to secondary status and limited revenue streams. In order to preempt other regional competitors such as the Dominican Republic, Puerto Rico, Cuba and Trinidad and Tobago, we will

have to take a number of priority actions in the short term to secure the opportunity to establish a major logistics hub successfully and fulfil the long-term potential of our transport sector.

### Low Existing Level of Logistics Capacity

We will have to upgrade our logistics capacity, which currently compares unfavourably with international competitors. The Logistics Performance Index for 2007 ranked Jamaica 118<sup>th</sup> out of 150 countries for its overall logistics performance across a range of dimensions.<sup>162</sup> This compares with rankings of 1<sup>st</sup> for Singapore, 54<sup>th</sup> for Panama, and 96<sup>th</sup> for the Dominican Republic. The most problematic aspects of our logistics performance included infrastructure, handling of international shipments, logistics competence, tracking and tracing, and timeliness. However, Jamaica ranked 5<sup>th</sup> in the world on domestic logistics costs.

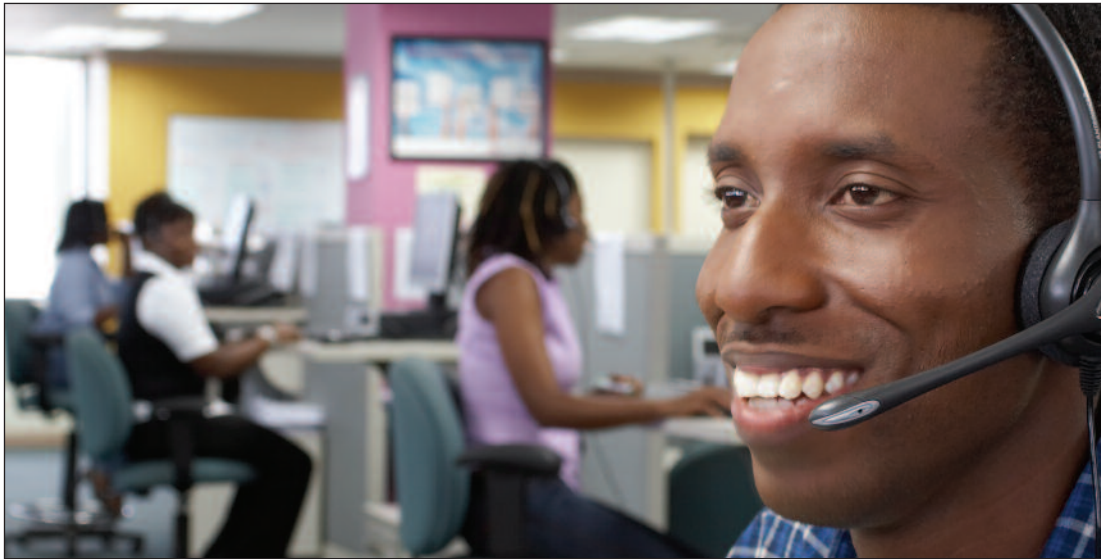


### Telecommunications Network

Information and Communications Technology (ICT) has emerged as one of the more visible representations of modern development, profoundly influencing production processes and social life. Information and communications technologies (ICTs) form the basis for the transition to the information society that represents the model for developed economies in the 21<sup>st</sup> century. The speed and depth of the changes resulting from ICTs have been termed the second Industrial Revolution. The development of the ICT industry has transformed life in Jamaica in many ways. We have seen the introduction and spread in the use of mobile phones,

<sup>162</sup> Arvis, Jean-François, Monica Alina Mustra, John Panzer, Lauri Ojala and Tapio Naula. 2007. Connecting to Compete: Trade Logistics in the Global Economy - The Logistics Performance Index and Its Indicators. (Washington, D.C.: The World Bank).





Photograph contributed by JTI

personal computers and the Internet, dramatic expansion in the number and range of telecommunications and broadcast media providers, and growth of applications of ICTs in businesses, schools and households.

The telecommunications industry has experienced among the highest levels of expansion and investment in our economy, particularly since the year 1999 which saw the lifting of the monopoly on telephone services. Since the liberalization of the industry in 1999, there has been an explosion in the number of telecommunications licences granted in Jamaica, increasing from a total of 2 licences in 2000 to 441 licences by 2008.

Jamaica has three main mobile providers: Cable & Wireless Jamaica Limited (trading as LIME), Mossel Jamaica Limited (trading as Digicel) and Oceanic Digital Jamaica Limited (trading as Claro). The Government has awarded spectrum licences to Digicel and Cable & Wireless to offer broadband services in the 3.5 GHz band. Jamaica's advanced

telecommunications infrastructure includes a 100 per cent digital telecommunications network, a submarine fibre optic transmission ring around the island, international submarine cable links through the Cayman-Jamaica fibre system and the recently installed Columbus Communications' Fibralink system to the Dominican Republic.

We have achieved relatively high uptake of some ICTs, in particular mobile telephony. In 2008, the phone penetration rate reached 114 per cent of the population based on subscribers for fixed and mobile phones. A range of international indices show that Jamaica has generally achieved a position midway among the nations of the world in the development of its ICT sector, and has the potential to increase the contribution of its ICT infrastructure to national development. The World Economic Forum Networked Readiness Index for 2007-2008 ranked Jamaica 46<sup>th</sup> of 127 countries in terms of ICT environment, network readiness and usage of ICT.

## Issues and Challenges

### **Spectrum Management**

There has been an exponential growth in the demand for radiofrequency spectrum, which represents a fundamental resource for Jamaica's telecommunications network. In some areas, such as broadcasting and mobile broadband, this increased demand has resulted in the limited availability of FM frequencies for analog broadcast and the need to review current allocations to ensure that the spectrum is being utilized for its best purpose. Challenges in spectrum management include being able to anticipate the needs of users, to manage the various demands for spectrum to avoid conflict among potential users and to provide the appropriate regulatory framework for the development of wireless communication systems. Jamaica also requires a transition plan to convert its broadcasting systems to digital audio and television (which will include conversion of existing radio and television sets), and to accommodate the expansion of mobile broadband using 3<sup>rd</sup> and 4<sup>th</sup> generation technologies.

### **Regulatory and Legislative Framework**

There are three main regulatory agencies, the Office of Utilities Regulation (OUR), Spectrum Management Authority and Broadcasting Commission, with different roles. The resulting fragmentation and overlapping jurisdictions in telecommunications caused by the existence of the multiple regulators may be resolved by creating a single telecommunications regulator.

“ Vision 2030 Jamaica plans to ensure the development of world-class transport, telecommunications, water supply and sanitation infrastructure that can contribute to the competitiveness of Jamaican producers and improved quality of life for the Jamaican people. ”

### **Human Resource Development**

The rapid pace of change and technological advance will require ongoing human resource development to ensure that adequate trained personnel are available to companies and organizations in the industry, including regulatory agencies. This will require a number of modalities, including formal academic programmes, vocational and skills training, in-house training by companies and access to international skills as required.

### **Access to Infrastructure**

The long-term development of the telecommunications infrastructure must address: the need to extend affordable universal access to marginalized communities, remote areas, and vulnerable groups; and the competitive market requirement to ensure that all service providers have equitable access to telecommunications infrastructure systems.

### **Risk Resilience**

Our telecommunications infrastructure needs to be adapted on an ongoing basis to address vulnerabilities to hazards and build increasing levels of resilience.

## Water Supply and Sanitation Services

Water is the fundamental requirement for all human settlements, as expressed by the slogan of the National Water Commission (NWC) - "Water is Life!" It is estimated that 17 per cent of freshwater consumption in Jamaica is for domestic usage. Our water is mainly consumed by the productive industries including agriculture (which accounts for 75 per cent of total water consumption), food processing, and tourism.<sup>163</sup> Faced with the likelihood of growing imbalances between the demand and supply of freshwater at a global level over the next 25 years,<sup>164</sup> Jamaica must consider water as a fundamental strategic resource that is not only necessary for improved quality of life for our population but also one which can provide us with a competitive advantage in those industries, such as tourism, where water represents an important input.

Since April 1996, the Water Resources Authority (WRA) has had responsibility for regulation, control and management of the nation's water resources. The NWC on the other hand has responsibility for the public supply of drinking water and sewage treatment, and operates within the policy context of the Government's goal of universal access to potable water by the year 2010 and the establishment of sewerage systems in all major towns by 2020. The National Irrigation Commission (NIC) has responsibility for the supply of water for agricultural and irrigation uses, while the Rural Water Supply Company has

the responsibility for the execution of small rural projects.

## Issues and Challenges

### High Levels of System Losses

The levels of non-revenue water<sup>165</sup> are high due to aging infrastructure and the under-metering for 15 per cent of the population. Non-revenue water is estimated at 60 per cent of the total amount of water distributed by the NWC.<sup>166</sup> System losses are also high in the agricultural sector where water used for irrigation is lost to leaky canals and evaporation.

### Inadequate Water Distribution Infrastructure

There is inadequate storage capacity in many parishes to increase the reliable yield and to ensure that there are sufficient supplies of water during the dry season. While sufficient water exists on the island to meet all water demands, the water resources are not necessarily located close to the major centres of water demand. The infrastructure to



**Rainfall is the sole source of freshwater across Jamaica, yielding three basic water resource types, namely:**

- Surface water – rivers and streams;
- Groundwater – wells and springs; and,
- Direct rainwater – evapotranspiration and harvested rainwater

<sup>163</sup> Source: Water Resources Authority (WRA).

<sup>164</sup> United Nations Environment Programme. 2000. Global Environment Outlook 2000. (New York: United Nations).

<sup>165</sup> Non-revenue water is water that has been produced but lost before reaching the customer, through physical losses or leaks, or apparent losses, e.g. theft or under-metering inaccuracies.

<sup>166</sup> Ministry of Water and Housing [online], <http://www.mwh.gov.jm>.



move the water to the areas where it is needed is absent or inadequate in some parts of the country.

### **Inadequate Sanitation Services**

While sanitation services have increased in recent years,<sup>167</sup> they are less extensive than the coverage of water services, and sewage disposal practices are also often inadequate. Sewerage is not generally provided in rural areas, except in housing developments, with only 4.3 per cent of rural households connected to a sewer

system, compared to 51.4 per cent of households in the KMA and 12.2 per cent in other towns. The commonest form of rural sanitation is the pit latrine, used by 57.9 per cent of rural households. Septic tanks, pit latrines and other types of onsite sanitation systems can be effective and safe. However, if not constructed, used and maintained properly, they can pose a threat to health and the quality of ground and surface waters.



Soapberry Sewerage Plant, Kingston

Photograph contributed by PIOJ

<sup>167</sup> The percentage of households island-wide with water closets linked to sewer rose from 18.3% in 2001 to 21.9% in 2007 (Jamaica Survey of Living Conditions 2001 and 2007, PIOJ/STATIN).

## National Strategies

Under Vision 2030 Jamaica, each of the components of our transport system will be expanded and adapted to meet the evolving needs of our economy and society. The development of a modernized public transport system and a multimodal regional logistics hub will be priorities. We will ensure that broadband infrastructure and access is expanded island-wide, and provide

adequate and safe water supply and sanitation services for economic and social uses. Public private partnerships will be a key approach in developing strong economic infrastructure for our future.

The National Strategies, an elaboration of each and some selected sector strategies are listed below.

**Table 24: National Strategies and Responsible Agencies – Strong Economic Infrastructure**

NATIONAL STRATEGIES	RESPONSIBLE AGENCIES
9-1 Expand and rationalize land transport infrastructure and services	Ministry of Transport and Works National Works Agency National Road Operating and Construction Company Local Authorities
9-2 Develop a modernized public transport system	Ministry of Transport and Works Jamaica Urban Transport Company Montego Bay Metro Limited Transport Authority Local Authorities
9-3 Expand domestic and international air transport infrastructure and services	Ministry of Transport and Works Airports Authority of Jamaica Civil Aviation Authority Air Jamaica
9-4 Expand and diversify maritime infrastructure and services	Ministry of Transport and Works Port Authority of Jamaica Maritime Authority of Jamaica Caribbean Maritime Institute
9-5 Develop Jamaica as a regional logistics hub with multimodal transport linkages	Ministry of Transport and Works Ministry of Industry Investment and Commerce Port Authority of Jamaica Maritime Authority of Jamaica Caribbean Maritime Institute Civil Aviation Authority Airports Authority of Jamaica
9-6 Expand the broadband network island-wide	Ministry of Mining and Telecommunications Central Information Technology Office Private Telecommunications Companies
9-7 Ensure adequate and safe water supply and sanitation services	Ministry of Water and Housing Water Resources Authority National Water Commission National Irrigation Commission





Photograph contributed by JTI

## 9-1 Expand and Rationalize Land Transport Infrastructure and Services

Jamaica already has an extensive built road network. Over the long term, our existing road network will be rationalized as it will not be possible to maintain the entire network at the same standards. Road maintenance will be prioritized based on economic and social criteria, including consideration of the relative costs and benefits of primary, secondary and tertiary road networks. The role of effective periodic and routine maintenance is particularly important given the cost-effectiveness of road maintenance and rehabilitation compared to new road construction. The impact and importance of drainage structures on the road network must be adequately addressed, particularly as the majority of road failures is due to poor drainage of the pavement. Proper road maintenance will result in reduced vehicle operating costs. It will be necessary to rationalize responsibility for construction and maintenance for main and parochial roads as well as major drains and gullies between the National Works Agency (NWA) and local authorities, for example, through the creation of a single Road Authority.

Vision 2030 Jamaica will develop further opportunities for private sector participation in the construction of new roads and cost recovery through user fees. The development of the road

network will concentrate on completion of the island's highway network. The expansion of land transport will involve development of rail transport on critical corridors for passenger and cargo traffic.

### Selected Sector Strategies:

- Strengthen the institutional capacities and capabilities of the roads authorities to develop and maintain the road network
- Improve and rationalize the road transport infrastructure
- Encourage and facilitate greater private sector participation in the construction, management and maintenance of the road network, including key arterial roads
- Secure a sustainable means of funding for road maintenance expenditures
- Produce and implement a formal hazard mitigation strategy and a disaster management contingency plan for road transport
- Ensure that road networks are developed within guidelines of national environmental agencies
- Ensure the completion of the island-wide highway network
- Improve flow of traffic in urban centres
- Develop intermodal traffic options
- Plan and develop modern railway linkages along key routes
- Develop road systems and infrastructure to facilitate safe non-motorized transport
- Develop driver feedback/intelligent roads

## 9-2 Develop a Modernized Public Transport System

The development of a modernized public transport system is a key national strategy for Jamaica's economic infrastructure. Public transport represents the most efficient use of the road network, as well as the most efficient use of energy resources for land transport. Public transport reduces the negative impact of land transport on the environment by reducing fuel emissions. The majority of our population is dependent on public transport. Public transport will continue to represent their main land transport option for the foreseeable future, as provision of individual vehicles for the entire population would represent an unsupportable burden on the island's economy, road network, and the environment.

While the existing public transport system is entirely based on buses and taxis, the long-term development of a modernized public transport system also must consider other transport modes, including passenger rail on critical corridors and short-sea transport e.g. ferries, as well as introduction of alternative fuels such as ethanol and natural gas. Under Vision 2030 Jamaica, the development of the public transport system will require: construction and installation of supporting facilities; establishment of an appropriate regulatory and fee structure; ensuring physical and economic access for all social groups, including students, the elderly and the disabled; and integration of transport planning with the overall spatial and land use planning for our country.

### Selected Sector Strategies:

- Develop and implement a long-term plan for the public transport system including for schools, taking into consideration integrated, multimodal options for bus, rail, taxi, ferry and air transport
- Develop and expand public bus system to meet sustainable transport needs
- Ensure access to public bus system for all vulnerable groups
- Extend taxi routes and licensing to meet demand of travelling public
- Ensure provision of proper facilities for buses and taxis
- Ensure that adequate policies and regulations for public transport are implemented
- Promote use of public transport over private car travel

## 9-3 Expand Domestic and International Air Transport Infrastructure and Services

We must expand our domestic and international air transport services to meet the increasing demand for air travel by domestic and international passengers. Domestic air transport will benefit over the long term from increased numbers of aerodromes that can accommodate regular and private passenger flights and support the growth of general aviation services island-wide. Under Vision 2030 Jamaica, infrastructure development will include: completion of current upgrading projects at the two existing international airports and domestic aerodromes; consideration of further expansion of the existing international airports; and the long-term consideration of the potential construction of a third international airport on the south coast at Vernamfield, to meet the long-term

requirements for the growth of air transport, particularly for freight. The expansion of air transport infrastructure will require careful consideration of land requirements and the reservation of required lands as part of the long-term spatial planning for Jamaica. Resolution of the long-term future of Air Jamaica will have to be based on an economically viable model, as the Government cannot continue to cover operating losses of a national carrier indefinitely.

#### **Selected Sector Strategies:**

- Facilitate the increase and upgrading of domestic aerodromes and air strips in the country
- Promote intra-island air service
- Promote growth of domestic air services including scheduled, unscheduled, airwork and general aviation in Jamaica
- Reserve suitable land areas for airport expansion and future development
- Ensure strategic alliances for airport development and operation
- Establish policy and business framework to facilitate expansion of international air service
- Resolve long-term future of Air Jamaica
- Develop new international airport at Vernamfield integrated into proposed multimodal transportation system

#### **9-4 Expand and Diversify Maritime Infrastructure and Services**

The demand for Jamaica's maritime facilities is derived from the island's strategic location at the centre of an 800 million person market in the Western Hemisphere including the largest market in the world, the USA. Vision 2030 Jamaica will capitalize on our strategic

location and the major investments already made in maritime transport with a national strategy to expand and diversify maritime infrastructure and services, by: supporting port development with adequate training and ancillary services; diversification into dry and liquid bulk cargoes; and developing linkages that can leverage the investment in port facilities through initiatives such as duty-free shopping and manufacturing and industrial zones.

We will take advantage of the opportunities to establish an integrated maritime centre, for example, as a ship registry location and a crewing nation supplying trained maritime officers for the world shipping industry.

#### **Selected Sector Strategies:**

- Promote development of short-sea shipping
- Facilitate the smooth development of strategic maritime infrastructure for cargo and passengers
- Encourage development of multi-use port facilities
- Reserve suitable land areas for port expansion and future development
- Exploit opportunities to become a crewing nation due to the worldwide shortage of ship's officers
- Provide technical capacity ashore for maritime industries
- Nurture ancillary and supporting services to develop a maritime centre
- Facilitate home-porting of cruise ships
- Facilitate growth of ship registry
- Encourage shipping and ship management companies to base their operations in Jamaica
- Encourage the entrepreneurial potential of trained maritime personnel

### 9-5 Develop Jamaica as a Regional Logistics Hub with Multimodal Transport Linkages

Vision 2030 Jamaica will leverage our strategic geographic location and competitive advantages in existing transport infrastructure to develop a regional logistics hub. This process has the potential to transform Jamaica's economy in the same way that the development of logistics hubs in Singapore and Dubai has transformed the economies of those countries. To accomplish this major national strategy, Jamaica must overcome competition from rival locations in the Caribbean, coordinate its policy and institutional framework, and mobilize public and private sector investment to develop the infrastructure and services required to create a modernized and efficient logistics hub. We must overcome the inadequate level of our existing logistics capacity through human resource development and adherence to world-class standards of service delivery.

The logistics hub will generate increased primary revenue streams from transport and related facilities and services, and will provide the ideal platform for domestic producers to trade goods and services into regional and global markets. The expansion of the Port of Kingston and Kingston Container Terminal, in conjunction with the development of multimodal transport linkages and

logistics facilities in proximate locations such as Caymanas, offers the foundation for our country's logistics hub. Over the long term, the development of a major integrated logistics hub on the South Coast, centred on Port Esquivel and Vernamfield, could: integrate the creation of import infrastructure for liquefied natural gas as part of the development of the energy sector; provide multi-use port facilities for the export of industrial minerals; facilitate expansion of tourism on the South Coast; and provide the potential for industrial parks for the manufacturing sector.

#### **Selected Sector Strategies:**

- Develop a national mechanism and framework to spearhead development of logistics hub
- Establish a comprehensive policy and institutional framework for development of logistics hub
- Develop and link major and supporting logistics centres and facilities island-wide
- Develop safe and efficient multimodal transport and communication linkages for logistics hub
- Promote Jamaica as a major logistics hub to local and international private sector investors and a globally diverse customer base
- Develop skilled labour force for logistics hub
- Develop international cargo facilities

## 9-6 Expand the Broadband Network Island-Wide

The main information and communications infrastructure for our future economic and social development is represented by the broadband network. To expand the broadband network island-wide, Vision 2030 Jamaica will create the infrastructure required to provide affordable universal access to information and communications technologies for industrial, commercial and residential users. Broadband network development is driven by private sector investment, and will be supported by a transparent, efficient and responsive policy and regulatory framework, including a licensing and rate-setting regime.

We will ensure that the development of the broadband network addresses the need for equitable access to telecommunications infrastructure systems by all service providers, as well as domestic and international connectivity (including to the existing fixed-line telecommunications operators) and reductions in cost of internet outbound connectivity. The broadband network will accommodate multiple technological platforms, including wireless, fixed land-line and fibre optic cable networks offering combined cable, internet and telephone services, as well as future technologies that may be developed. The expansion of the broadband network will be complemented by e-inclusion initiatives

to increase access to computers and other devices for internet connectivity on an affordable basis to help bridge Jamaica's internal 'digital divide'.

### Selected Sector Strategies:

- Expand ICT infrastructure and broadband penetration to cover the entire island
- Expand the deployment of Community Access Points (CAPs) within publicly accessible spaces
- Encourage public and private sector partnerships to establish Internet connectivity in publicly accessible spaces
- Facilitate greater computing device ownership and improved penetration of computing devices throughout homes and businesses
- Create an appropriate policy and regulatory environment conducive to investments in ICT and network development, governed by an independent regulatory institution
- Enhance the ICT infrastructure to ensure the support and security of the nation's information assets and minimize vulnerabilities of ICT networks
- Promote multiple modes of information delivery systems and networks including new wireless and wired technologies
- Ensure equitable access for all educational and training institutions to low-cost, reliable high-speed internet and computer facilities



### 9-7 Ensure Adequate and Safe Water Supply and Sanitation Services

To ensure the provision of adequate and safe water supply and sanitation services, Vision 2030 Jamaica will strengthen the nation's infrastructure for storage, treatment, distribution and disposal of water. This will be achieved through a range of strategies including: strengthening national capacities to make decisions among competing demands for the allocation of limited water resources; increasing financing for infrastructural development; and the creation of an institutional framework to allow for efficient and effective water resources management.

Strengthening the country's infrastructure is particularly important as new water required by the country by the year 2015 has been estimated at 790 million cubic metres per year by the Water Resources Authority (WRA), with 172 million cubic metres for non-agricultural purposes and 618 million cubic metres for agricultural purposes.

Based on these estimates, Jamaica will be using more than 41 per cent of its reliable safe yield of freshwater by 2015, and the water supply system would have to almost double its delivery between 2003 and 2015.

Currently, reliable and safe yields<sup>168</sup> of freshwater in Jamaica are estimated at 4,085 million cubic metres per year, with groundwater accounting for 84 per cent and surface water 16 per cent. Present production from both ground and surface water resources totals 920 million cubic metres per year – 22.5 per cent of the current reliable safe yield. This leaves a balance of 3,165 million cubic metres per year (over 77% of the total) available for development.

Under Vision 2030 Jamaica, water, sanitation and hygiene will be linked to support human health, protect ecosystems and reduce poverty. We will provide stronger coordination between the planning and development of water supply, sanitation services and human settlements.

<sup>168</sup> The reliable yield or exploitable surface water is the daily water flow that is exceeded 90 percent of the time. The safe yield or exploitable groundwater is the quantity of groundwater that can be withdrawn over a long period without impairing the aquifer as a water source. WRA, [online], Glossary, <http://www.wra-ja.org>.

**Selected Sector Strategies:**

- Implement Integrated Water Resources Management (IWRM) in an established institutional framework anchored in the Dublin and other related principles and informed by regional and national research findings
- Improve institutional arrangements for water management by making the ten hydrological basins the management units to address water problems
- Ensure equitable sharing of water resources in each hydrological basin
- Allow for increased public-private partnerships preferably in denser population areas and leave low density areas for Government systems
- Ensure that Millennium Development Goals for safe and adequate water and sanitation are met and surpassed
- Provide sufficient water for achieving food security
- Introduce acceptable water pricing and cost recovery mechanisms
- Develop wastewater systems that are economical, sustainable and environmentally friendly
- Use participatory approaches to design, manage, maintain and protect watershed areas, catchments and networks and promote effective programmes for water conservation and prevention of contamination
- Ensure water and sanitation are costed and financed to promote equity, efficiency and sustainability
- Implement appropriate compliance measures
- Introduce mechanisms towards equitable water allocation and to encourage recycling of industrial effluent and domestic wastewater

**Table 25: Proposed Indicators and Targets for National Outcome #9**

National Outcome #9 – Strong Economic Infrastructure					
PROPOSED OUTCOME INDICATORS	BASELINE	PROPOSED TARGETS			COMMENTS
	2007 or Most current	2012	2015	2030	
Infrastructure Index (adapted from the GCI)	3.54	3.69	3.84	≥4.59	Targets set to achieve score equivalent to lower range of the top 30 countries by 2030.
Connectivity and Technology Infrastructure Index (E-Readiness Index-scored from 10)	3.8	4.35	4.9	≥7.5	Target for 2030 is set at the minimum score for the top 20 countries, which is 7.5 in 2008.
% of total renewable fresh water resources that is produced	22.5%	30%	41%	54%	Targets are set to meet Jamaica’s projected demand for water by 2015, and to meet the global average by 2030.

## NATIONAL OUTCOME # 10 ENERGY SECURITY AND EFFICIENCY

### Overview

Energy represents a fundamental input for modern economies and social life. Jamaica has been almost entirely dependent on imported petroleum as its primary source of energy throughout its modern history. Transport is the largest consumer of petroleum in our economy, accounting for 37 per cent of total petroleum consumption in 2008. The bauxite and alumina industry follows close behind, at 34 per cent, while electricity generation accounts for 23 per cent. The long-term planning for the energy sector must focus on these main areas in order to achieve meaningful improvements. Vision 2030 Jamaica will

create a modern, efficient, diversified and environmentally sustainable energy sector providing affordable and accessible energy supplies with long-term energy security that contributes to international competitiveness throughout all the productive sectors of the Jamaican economy. By 2030, no less than 20 per cent of our energy supply will come from renewable sources.

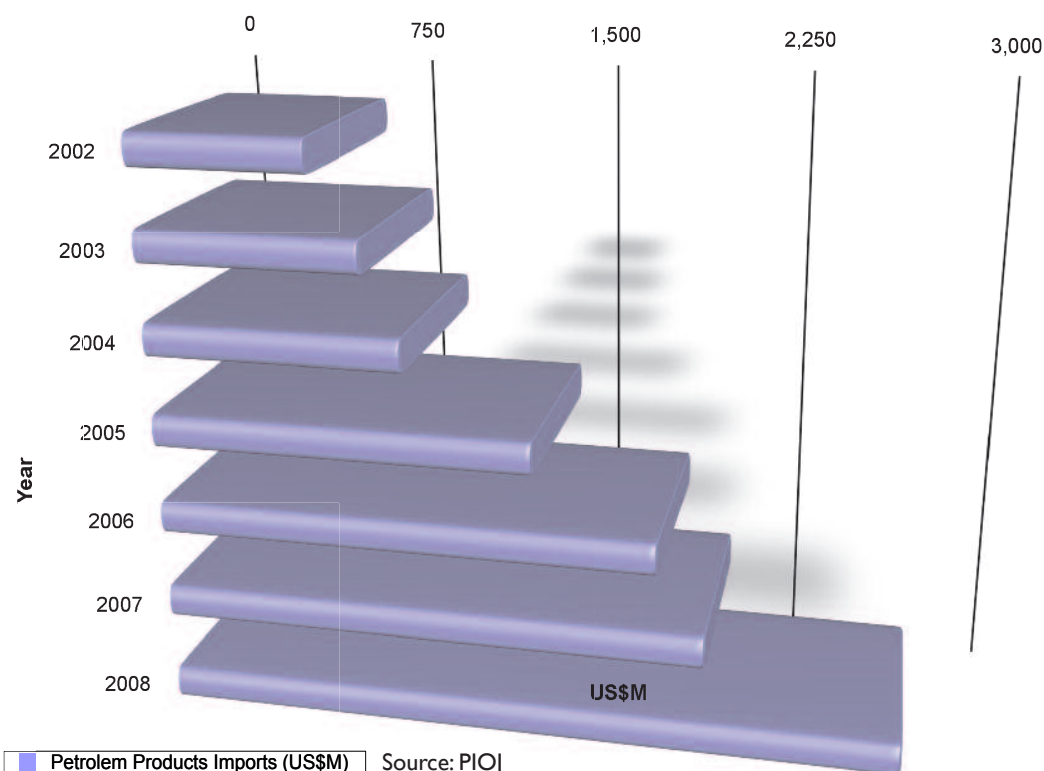
In an uncertain global environment, our dependence on imported petroleum renders the country vulnerable to disruptions in energy supply as well as to increases in the price of oil, as occurred in 1973 and more recently in the years since 2002, when the annual average spot peak price of crude oil on the international market increased by 288 per cent from US\$25 per barrel in 2002 to US\$97 in 2008.<sup>169</sup> Our total imports of petroleum products (oil bill) were valued at US\$2.71 billion in 2008, up from US\$0.64 billion in 2002, and imports of mineral fuels represented 30 per cent of total merchandise imports in 2007.

The International Energy Agency (IEA) projects that global energy demand will increase by over 50 per cent by 2030 based on current energy policies and growth trends, and fossil fuels will continue to dominate the fuel mix.<sup>170</sup> These trends imply continued growth in energy-related emissions of carbon

“ Vision 2030 Jamaica will create a modern, efficient, diversified and environmentally sustainable energy sector providing affordable and accessible energy supplies with long-term energy security that contributes to international competitiveness throughout all the productive sectors of the Jamaican economy. ”

<sup>169</sup> Economic and Social Survey of Jamaica (2002 and 2008).

<sup>170</sup> United Nations Environment Programme and International Energy Agency, *Analysing Our Energy Future – Some Pointers for Policy-Makers* (2007).

**Figure 20: Jamaica - Total Value of Petroleum Imports 2002 - 2008**

dioxide (CO<sub>2</sub>). The world today faces two main threats related to energy – inadequate and insecure supplies at affordable prices and global warming due to over-consumption of fossil fuels. The prospects for global energy markets heighten concerns about energy security and the impact of climate change on energy-dependent small island states such as Jamaica. As stated by the IEA, “The challenge for all countries is to put in motion a transition to a more secure, lower-carbon energy system, without undermining economic and social development.”<sup>171</sup>

### Energy Security

Energy security may be broadly defined as ensuring adequate and affordable energy supplies in order to sustain economic performance and national development.<sup>172</sup> Traditionally, Jamaica has depended on petroleum supplies from Venezuela, Mexico, Trinidad and Tobago and Ecuador, supplemented by purchases on the spot market. However, our long-term energy security is threatened by diminishing global oil reserves, increasing demand in developing countries (particularly China and India), political uncertainties in key oil-producing regions, and the potential impact of

<sup>171</sup> International Energy Agency, World Energy Outlook 2007 - Executive Summary (2007).

<sup>172</sup> See for example, World Economic Forum, The New Energy Security Paradigm (2006).

natural and man-made disasters on energy production and transport infrastructure. The range of diversification options for our energy sector includes natural gas, coal, petcoke and renewable energy resources such as solar energy, biofuels and wind. Another recent development has been the advancement of activities related to the exploration for potential oil and gas deposits in onshore and offshore areas of Jamaica.<sup>173</sup>

### **Energy Efficiency and Conservation**

Energy efficiency is increased by using less energy per unit output, and contributes to increased competitiveness of economic production as well as environmental sustainability and energy security. Jamaica is very inefficient in the use of energy with an energy intensity index that is more than four times the global average.<sup>174</sup> Energy conservation is a broader measure that encompasses energy efficiency as well as behavioural changes that reduce energy consumption.

The Least Cost Expansion Plan for the public electricity system assumes an average annual growth rate of 4.2 per

cent in energy generation, with net system peak demand projected to more than double from 606.9 MW in 2006 to 1,439.3 MW by 2027.<sup>175</sup> The expansion of electricity generation capacity for public supply and for the bauxite and alumina industry will require long-term choices for the fuel mix.

### **Issues and Challenges**

#### **Dependence on Imported Petroleum**

Imported petroleum accounts for 94 per cent of Jamaica's energy consumption.<sup>176</sup> Our dependence on imported petroleum makes our island highly vulnerable to disruptions to the supply and price of our main energy source. This dependence reduces the island's energy security. Dependence on petroleum also limits the country's ability to improve energy efficiency and reduce energy costs. Our renewable energy sub-sector is not as well established as in some developing countries, such as Brazil, the Dominican Republic and India. Diversification of energy sources, therefore, must represent a priority for meeting Jamaica's energy needs.

<sup>173</sup> Exploration activities in Jamaica have occurred in two phases. The earlier phase spanned 1955 - 1973, done by private companies, and more recently 1978 - 1982 by the PCJ. A new exploration phase began with the opening of new licensing rounds in 2005-2007(PCJ). [http://www.pcj.com/oil-gas\\_energy\\_main.htm](http://www.pcj.com/oil-gas_energy_main.htm).

<sup>174</sup> The Jamaica Energy Policy Analysis 2005, Cabinet Office (2005), indicates that the economy requires up to 20,000 British thermal units (BTU) to produce US\$1.00 of output, compared to a global average of 4,600 BTU.

<sup>175</sup> OUR (2007). The projections for peak demand are being revised and updated by the OUR to take into account the relatively flat demand since 2006, due in part to the rising price of oil and electricity.

<sup>176</sup> PCJ.



**Inefficient Electricity System**

Jamaica requires an efficient and reliable electricity supply for its long-term development. However, 50 per cent of the island's electricity-generating plant is over three decades old, has exceeded its intended useful economic life, and is considered relatively inefficient.<sup>177</sup> System losses in transmission and distribution represent 23 per cent of total output.<sup>178</sup> The average price of electricity in Jamaica rose from US\$0.24 per kilowatt hour in 2006 to US\$0.31 in 2008.<sup>179</sup> Available studies indicate that the price of electricity in Jamaica is in the mid-range of electricity prices in the Caribbean,<sup>180</sup> but higher than electricity prices in many developed and developing countries,<sup>181</sup> and reduces the competitiveness of Jamaican firms in international markets. Jamaica's electricity supply is still subject to periodic power fluctuations and outages that disrupt the operation of productive enterprises. The Global Competitiveness Report identifies the quality of electricity supply as an important contributor to economic growth and one in which Jamaica is at a competitive disadvantage.<sup>182</sup>

**Inefficient Use of Energy**

As a country we are very inefficient in our use of energy. This is due to a range of factors, including: the high energy use of the bauxite and alumina industry; an inefficient public electricity system; inefficient energy technologies in manufacturing and other productive sectors; inefficient energy use in the

public sector; low public awareness of the importance of energy conservation; and an inadequate policy framework to promote energy conservation and efficiency.

**Environmental Sustainability**

The use of energy has important environmental consequences. There are significant impacts on human health and the natural environment from oil exploration, production, transport and use. Combustion of fossil fuels is the single largest contribution to climate change because of the volume of carbon dioxide (CO<sub>2</sub>) and other greenhouse gases released. While Jamaica's emissions of greenhouse gases represent a minor fraction of the global total, as a small island state, we will be particularly vulnerable to the effects of climate change. Other air pollutants caused by combustion lead to health problems such as respiratory diseases and cause damage to physical infrastructure. The other environmental impacts of the energy sector include potential oil spills, potential contamination of ground water by methyl tertiary-butyl ether (MTBE), a gasoline additive, and the effects of deforestation resulting from the production and use of fuel wood and charcoal. The environmental impacts of the energy sector also have gender implications, including the relatively higher use of charcoal and fuel wood by female-headed households.<sup>183</sup>

<sup>177</sup> OUR (2007).

<sup>178</sup> As estimated by the OUR.

<sup>179</sup> The increase is almost entirely due to increase in the fuel charge over the period (OUR).

<sup>180</sup> Jha, Abhas Kumar (ed.), Institutions, Performance, and the Financing of Infrastructure Services in the Caribbean: World Bank Working Paper No. 58 (2005).

<sup>181</sup> See for example IEA (2007).

<sup>182</sup> Porter and Schwab, The Global Competitiveness Report 2008-2009 (2008).

<sup>183</sup> PIOJ and STATIN, Residential Consumer End Use Survey: Volume I – Household Energy & Transport Final Report (2007).



Photograph contributed by the Ministry of Energy

### National Strategies

Vision 2030 Jamaica will provide a secure and sustainable energy supply for our country. We will diversify our energy supply, increase use of renewable energy, and explore our options for developing all our indigenous energy sources. At the same time, we will become more efficient in our use of energy in all sectors of our economy and society.

Over the long term, we will develop our capacity to take advantage of emerging technologies that will reduce our dependence on fossil fuels and contribute to the development of a green economy.

The National Strategies, an elaboration of each and some selected sector strategies are listed below.

**Table 26: National Strategies and Responsible Agencies – Energy Security and Efficiency**

NATIONAL STRATEGIES	RESPONSIBLE AGENCIES
10-1 Diversify the energy supply	Ministry of Energy Ministry of Mining and Telecommunications Petroleum Corporation of Jamaica (PCJ) Jamaica Public Service Company Limited (JPSCo) Bauxite companies Ministry of Transport and Works Private Companies and Associations
10-2 Promote energy efficiency and conservation	Ministry of Energy Ministry of Mining and Telecommunications Petroleum Corporation of Jamaica (PCJ) Jamaica Public Service Company Limited (JPSCo) Bauxite companies Ministry of Transport and Works National Water Commission (NWC) Private Companies and Associations

### 10-1 Diversify the Energy Supply

Under Vision 2030 Jamaica, we will diversify our energy supply to increase energy security and to contribute to cost efficiency in the country’s energy sector. Diversification will employ two components: diversification of energy sources, and diversification of energy suppliers. The precise trajectory for the diversification of the energy supply will be based on the completion of studies on our country’s energy sector and on the evolution of international market conditions and technologies. The decisions on energy supply will depend

on a range of factors, including relative fuel cost and efficiency, security of supply, infrastructure costs, environmental considerations and availability of appropriate technologies. It will be necessary, as a priority, to coordinate decision-making between the bauxite and alumina industry and the public electricity supply to resolve the fundamental medium-term fuel choice between coal and natural gas to replace dependence on petroleum.

In order to meet the projected growth in demand for energy, four broad diversification options are proposed, as shown in Table 27.

**Table 27: Proposed Energy Source and Diversification Options to meet Projected Growth in Demand for Energy**

ENERGY SOURCE	DIVERSIFICATION OPTION
Petcoke	Introduce 100MW cogeneration plant at Hunts Bay by 2012 based on expansion of Petrojam refinery
Natural Gas	Introduce natural gas as a fuel choice for expansion of the public electricity supply and in the bauxite and alumina industry
Coal	Introduce coal as a fuel diversification option, including cogeneration, for alumina plants and public electricity supply based on clean coal technology <sup>184</sup>
Renewable Energy	Commission new renewable energy projects with total capacity of up to 70 MW by 2012 and increase renewable energy to 15 per cent of energy mix by 2020

<sup>184</sup> Clean coal technology in the full sense involves reduction or removal of sulphur dioxide, nitrogen oxides and particulate emissions generated by coal-fired power plants, as well as carbon capture and storage (CCS) of the carbon dioxide generated by such plants. While a range of approaches for CCS have been developed they have not yet been made available on a large-scale commercial basis.

We must emphasize that the planning horizon to 2030 represents a transitional period in the evolution of the world's energy supply. During this period, the world will be developing alternative energy sources that will represent long-term solutions to the economic and environmental problems caused by fossil fuels.<sup>185</sup> However, these alternative solutions are not yet ready for adoption for large-scale commercial use. Consequently it is likely that fossil fuels will remain the main source of energy for Jamaica until 2030, and the emphasis during this transition period is to switch from inefficient use of fossil fuels to a far more efficient use of fossil fuels through fuel choice and energy conservation in order to reduce the economic and environmental costs.

Use of locally-produced ethanol as an oxygenate and octane enhancer and increased use of solar energy, biogas, photovoltaic devices, wind, hydropower and other renewable energy sources will be explored to help reduce our dependency on imported petroleum over time. Over the long term, our energy sector will have the flexibility and capacity to adopt and adapt to the emerging technologies that will reduce the country's dependence on fossil fuels permanently. Mechanisms to reduce carbon emissions, including carbon trading, will be developed.

Energy diversification in the transport sector will include use of ethanol and

other renewable energy fuels for motor vehicles, potential conversion of fleet operators (e.g. buses and taxis) to compressed natural gas (CNG) and other alternative fuels, and promotion of hybrid vehicles.

To diversify our energy sources, we must maintain strategic foreign relations with our main existing energy suppliers and with potential suppliers for new diversified fuel types. These sources include the main oil, gas and coal suppliers in the Caribbean region, as well as other international sources.

#### **Selected Sector Strategies:**

- Ensure an appropriate integrated policy, legislative, regulatory and institutional framework for the energy sector
- Secure long-term contracts for energy raw material and energy products from regional and extra-regional suppliers
- Align foreign policy with energy policy to ensure energy security
- Develop energy diversification priorities in a timely way based on cost, efficiency, environmental considerations and appropriate technologies
- Develop and implement programmes to achieve set obligatory and non-obligatory targets for percentage of renewables in the energy mix
- Create a fiscal environment that encourages development and use of alternate energy

<sup>185</sup> Emerging technologies which could become relevant to the development of the energy sector in Jamaica over the planning timeframe to 2030 include fuel cells, second generation biofuels, and efficient solid state thermoelectric converters for solar energy. Unforeseen advances also could come from so-called "disruptive" technologies, which have the potential for significantly altering energy production, distribution and use. Jamaica's future energy options also may include nuclear energy in the form of small pebble-bed nuclear reactors (small tennis ball sized helium-cooled reactors consisting of only 9 grams of uranium per pebble to provide a low power density reactor in the size range of 70-200 MW) which are expected to become commercially available in the time window 2020 - 2025 (Wright 2007).

- Promote strategic partnerships between the public and private sectors to finance and develop energy diversification projects
- Accelerate comprehensive oil and gas exploration programme
- Encourage research, development and timely and efficient implementation of qualified renewable energy projects
- Undertake performance review of new and emerging energy technologies on an ongoing basis

## 10-2 Promote Energy Efficiency and Conservation

Energy efficiency and conservation are our best immediate hope to reduce the nation's use of oil and the attendant negative environmental impacts. Under Vision 2030 Jamaica, we will increase the efficiency of the energy sector in the generation, transmission and distribution of electricity, in the use of energy in the transport sector, and in the consumption of electricity by industrial, commercial and residential consumers. This calls for renewed national efforts to conserve energy and use it as efficiently as possible.

On a micro-level, energy consumption cost is a significant component of firms' operations and can influence profitability. Investment in proven energy conservation measures (such as use of cleaner technologies in manufacturing) can reap financial and environmental benefits, and contribute to enhanced economic competitiveness of firms.

Vision 2030 Jamaica will increase the efficiency of the electricity system by replacing old, oil-fired steam units with more cost- and fuel-efficient generating

plants (such as new, combined-cycle natural gas plants) and by reducing system losses in transmission and distribution. Greater energy efficiency and lower energy costs in the bauxite and alumina industry are necessary to maintain international competitiveness as well as to reduce national energy intensity, and will be addressed primarily by adopting more cost-efficient fuel sources for alumina plants.

The energy efficiency of the transport sector will be increased by: promoting imports of more efficient vehicles; levying

Worldwide, energy efficiency has improved considerably since the 1970s in response to energy price increases, supply uncertainties, government policies and independent technological improvements. Technological advances have allowed for increases in energy efficiency, reducing energy demand while increasing economic activity. Studies have indicated that energy savings of 20 – 30% could be obtained globally over the next three decades through improvements in energy-using technologies and energy supply systems.

taxes on petrol at levels to encourage conservation; provision of adequate infrastructure for transition to alternative energy vehicles; promoting car-pooling opportunities; and increasing mass transit opportunities and utilization. Energy efficiency and conservation by consumers will be enhanced by demand side management programmes that: promote public awareness of the importance of responsible energy use; facilitate the introduction of energy-saving devices; employ energy-saving approaches in building design and construction; and





Photograph contributed by the Ministry of Energy

promote energy conservation in the public sector, particularly in the water supply and sanitation systems.

We will promote energy efficiency and conservation by the use of market mechanisms to increase competition and provide economic benefits. We will increase the role of independent power providers (IPPs) and consideration will be given to net metering or net billing by households and enterprises that provide electricity to the national grid.

#### **Selected Sector Strategies:**

- Ensure an appropriate integrated policy, legislative, regulatory and institutional framework for the energy sector
- Liberalize energy industry and markets to promote competition
- Unbundle existing vertically integrated industry structures and establish and implement common carrier and common access principles, where demonstrated to be technically and economically feasible

- Establish a framework for timely development, decision-making and implementation of the least economic cost expansion plan (LCEP) for generation, transmission and distribution of electricity
- Encourage integrated energy/industrial parks
- Develop institutional capacity to implement demand-side energy management programmes
- Develop and implement programmes to influence market behaviour toward and to promote efficient use of energy
- Update, apply and promulgate building codes to support efficient use of energy
- Promote use of appropriate technology to reduce emissions, effluents and leaks from the energy sector
- Increase awareness of energy-related issues and best practices among large and small consumers
- Develop and implement environmental stewardship programmes in GOJ agencies
- Apply emerging appropriate energy technologies to increase efficiency
- Encourage greater energy efficiency and lower energy costs in the bauxite and alumina industry
- Encourage greater energy efficiency in the transport sector
- Promote use of clean technologies in the productive sectors

**Table 28: Proposed Indicators and Targets for National Outcome #10**

National Outcome #10 – Energy Security and Efficiency					
PROPOSED OUTCOME INDICATORS	BASELINE	PROPOSED TARGETS			COMMENTS
		2012	2015	2030	
	2007 or Most current				
Percentage of renewables in energy mix	4.8%	11%	12.5%	20%	Local targets based on the Draft Energy Policy for 10% by 2010 and 15% by 2020. The 2030 target is set using the same annual average incremental increase.
Energy intensity index (EII) BTU/US\$1 Unit of output (Constant Year 2000 \$US)	15392	14000	12700	6000	Target set to approach average EII for the top 5 non-oil producing nations by 2030.
Fuel reserve Barrels/1000 population	592 21 days	846 30 days	2537 3 months	5074 6 months	Jamaica presently has approximately 21 days reserve. The targets are set to allow for 1 month supply by 2012, and 6 months supply by 2030, estimated at current (2008) use.

## NATIONAL OUTCOME # 11 A TECHNOLOGY- ENABLED SOCIETY

### Overview

Science, Technology and Innovation (STI) combined, are widely seen as important underlying factors behind rapid economic and industrial growth, leading to the development of competitive nations. STI play a fundamental role in the creation of wealth, economic development and in the improvement of the quality of life for all citizens. They generate employment and well-being through design and commercialization of new products and services; they help reduce poverty; they improve education, health, nutrition and trade; and they build new capacities that are essential in the 21<sup>st</sup> century. The National Commission

development and unleash the full creative potential of our people. By 2030, we will be among the top twenty countries in the world in e-readiness.

Vision 2030 Jamaica beckons us to become more deeply engaged in using science and technology, and to value the role of innovation in delivering greater economic, social and environmental benefits to our country.

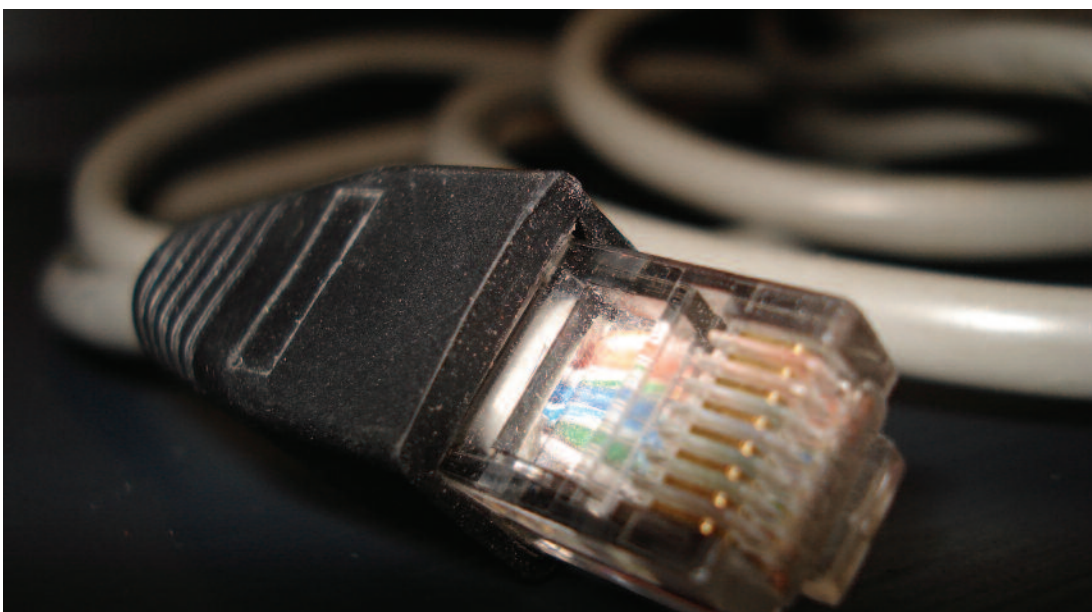
Building the capacity for STI in Jamaica will enable us to:

- Make demonstrable progress in addressing health and nutrition problems, avoid and/or mitigate the impacts of natural disasters, embark on a path of sustainable poverty reduction, improve spatial planning and safeguard fragile ecosystems, and improve the quality of daily life for the rural and urban poor
- Transform our economy into one that is based on the production of more knowledge-intensive, higher value-added goods and services
- Raise productivity, wealth, and standards of living by developing new, competitive economic activities to serve local, regional and global markets
- Develop appropriate R&D capacity to support technology-based economic growth and to address social, economic and ecological problems specific to our country.

“ Vision 2030 Jamaica will deepen the application of science and technology to benefit all aspects of national development and unleash the full creative potential of our people.

on Science and Technology (NCST) is the main coordinating agency for STI in Jamaica. A draft National Science and Technology Policy is being finalized to strengthen the framework governing STI. Vision 2030 Jamaica will deepen the application of science and technology to benefit all aspects of national

Innovation represents the highest rung in the ladder of national productivity. As



nations improve the quality of all factors of production and the efficiency with which they are used, they approach the maximum combination of goods and services they can produce with their given resources. Countries can achieve significant progress by improving their use of natural, man-made, financial, and institutional capital. However, these factors eventually confront diminishing returns, as nations approach the limits of productivity based on existing technology. Ultimately, long-term increases in productivity and prosperity can only be achieved by innovation.

Innovation depends on complex interaction between the highest forms of capital – the knowledge, human and cultural assets of a nation. An innovative culture fosters: collaboration between the public sector, private sector and universities; high-quality research and development; protection of intellectual property; and promotion of entrepreneurship.

With respect to technology, its

contributions to national competitiveness have increased in recent years. Within the broad application of technology, the dissemination of knowledge and use of information and communications technologies (ICTs) in particular have become more widespread. ICT is important as an industry in its own right, and it is also an enabler of all other sectors and industries, including the economic, social, environmental and governance sectors. This enabling role encompasses the concept of ICT for development (ICT4D), reflecting the contribution that the application of ICTs can make to national development in all sectors as the “general purpose technology” of the current era.<sup>186</sup>

The application of ICTs has led to reduction in transaction costs between businesses and consumers, and is credited with contributing to increased productivity in recent years.<sup>187</sup> Research suggests a strong linkage between the levels of ICT advancement of a country and growth in per capita GDP for both

<sup>186</sup> See Porter and Schwab, *The Global Competitiveness Report 2008-2009* (2008), 5.

<sup>187</sup> One study estimates that almost one-third of the growth in labour productivity in the USA from 1959-2006 may be attributed to the growth in information technology (Jorgenson, Ho and Stiroh 2008).



developed and developing countries.<sup>188</sup> Studies also indicate that firms that use ICTs grow faster, invest more, and are more productive and profitable than those that do not.<sup>189</sup> ICTs also have profound implications for poverty reduction and social well-being.<sup>190</sup>

ICTs foster the development of business and social networks which enhance competitiveness and individual freedoms. E-inclusion becomes an important aspect of the information revolution as “harnessing the full potential of the benefits of the global information society is possible only if all nations and the peoples of the world share this opportunity equally.”<sup>191</sup> Access to information technologies is one of the targets included in the Millennium Development Goals (MDGs) and is considered important by itself as well as for the achievement of all the MDGs.

Development of the ICT sector in Jamaica has been influenced by the World Summit on the Information Society (WSIS) Declaration of Principles (2003), in which countries involved in the WSIS, including Jamaica, affirmed a commitment to building a “people-centred, inclusive and development-oriented Information Society.”<sup>192</sup> Under the e-Readiness ranking produced by the

Economist Intelligence Unit (EIU), which provides an assessment of a country’s status in terms of connectivity and its ICT environment in relation to other countries, Jamaica’s 2007 rank is 46<sup>th</sup> out of 69 countries. Jamaica has been ranked the #1 e-government nation in the Caribbean for the last 3 years by the UN Global E-Government Rankings and has introduced electronic portals for accessing a range of Government services and for payment of taxes.

A comparison of the relative standing of our ICT sector on indicators with the Latin American and Caribbean region for 2006<sup>193</sup> shows that we compared favourably on a number of indicators relating to access, including numbers of mobile subscribers and internet users per 100 persons, but were behind the region in telephone main lines and personal computers per 100 persons. We also compared favourably on indicators relating to affordability, institutional efficiency and sustainability, and ICT applications, but trailed in the level of broadband subscribers at 1.70 per 100 persons compared to 2.95 per 100 persons for the region. Recent surveys show that only 7.6 per cent of Jamaican households have a computer with internet connection.<sup>194</sup>

<sup>188</sup> UNCTAD (2006).

<sup>189</sup> World Bank (2006a).

<sup>190</sup> For example, research from a ‘Village Pay Phone’ project in Bangladesh indicated that the introduction of telephones to the village allowed the villagers to eat well all year round compared to only 9.9 months when there were no phones (UNDESA 2005).

<sup>191</sup> UNDESA (2005).

<sup>192</sup> <http://www.itu.int/wsis/index>

<sup>193</sup> ICT at a Glance (World Bank), [http://devdata.worldbank.org/ict/jam\\_ict.pdf](http://devdata.worldbank.org/ict/jam_ict.pdf).

<sup>194</sup> PIOJ/STATIN, Jamaica Survey of Living Conditions 2007 (2008).



## Issues and Challenges

### **Low Levels of Investment in R&D**

Our capacity for research and innovation is limited by the relatively low levels of overall expenditure on research and development.<sup>195</sup> Despite path-breaking work in agricultural research and recent expansion of the science infrastructure, we spend less than 1 per cent of GDP on scientific research and development.

### **Lack of a National Innovation System**

A National Innovation System (NIS) can contribute to delivery of economic and social prosperity. There are many real challenges in our STI development processes, which are still relatively underdeveloped. Linkages between key players in the innovation process are weak or, in some cases, nonexistent when compared to innovation processes in the developed world and rapidly developing economies that are deliberately poised to leapfrog into developed country status. Without effective linkages among key stakeholders, diffusion of STI into our economy will remain a challenge.

### **Protection of Intellectual Property**

Intellectual property is the fundamental resource of innovation. We already possess the basic legal framework for protection of intellectual property. However, the framework has a number of weaknesses, including limited capacity of collecting agencies and other institutions, existing high levels of piracy, and relatively low public appreciation of the importance of intellectual property rights. Jamaica is not a signatory to a number of intellectual property treaties

and conventions, including the Madrid Protocol. The long-term development of innovative potential will require planning to address these weaknesses.

### **Limited Role of Government**

In addition to its role in providing the regulatory and legislative framework, the Government can play a greater catalytic role through the demonstration effect of its adoption of information technology<sup>196</sup> and the impetus it can provide through promotion of e-government for online access and provision of Government services. However, there has been no specific vision or agenda for STI development, nor specific approaches on how STI can advance a broader national vision.

### **Human Resource Development**

There is still inadequate science and technology education at the primary, secondary and tertiary levels. Secondary school examination pass rates are particularly low in subjects that are critical for technological progress, including mathematics and sciences. We have a low capacity for enquiry-based approaches to learning, and scientific enquiry is not a core component of teacher training. Technology deployment and usage is still curtailed by a combination of human resource factors including high illiteracy rates, loss of ICT skills due to migration, and low skill levels and high technology anxiety among the elderly.

### **Inadequate Data on the ICT industry**

The ICT industry suffers from the absence of quantitative data at both the micro and macro levels. There is also

<sup>195</sup> Jamaica spends approximately 0.3% of GDP in R&D which is well below the levels of the rest of the world with an average of 1.7% and Latin America and the Caribbean with an average of 0.6% of GDP (see Kelly 2005).

<sup>196</sup> An example of this role has been provided by the implementation of effective ICT systems in the process of clearing goods at customs.

inadequate information on the status of ICT4D and the application of ICT in other industries and sectors. Financial support and attention will be placed on obtaining the necessary data to better inform the decisions that must guide the creation of the technology-enabled society.

### National Strategies

STI is fundamental to fostering economic growth and global competitiveness and is a *sine qua non* for advancing national development. Under Vision 2030 Jamaica,

we will maximize the contribution of science and technology to all areas of national development. We will undertake strategies to build our capacity for research and development, and for applying and adapting science and technology to practical and productive uses. These strategies will lay the foundation for our long-term transition to a knowledge-based society and innovation-based economy.

The National Strategies, an elaboration of each and some selected sector strategies are listed below.

**Table 29: National Strategies and Responsible Agencies – A Technology-Enabled Society**

NATIONAL STRATEGIES	RESPONSIBLE AGENCIES
11-1 Integrate science and technology into all areas of development	National Commission on Science and Technology Scientific Research Council Ministry of Mining and Telecommunications Ministry of Education University of the West Indies University of Technology Northern Caribbean University College of Agriculture, Science and Education Office of the Prime Minister
11-2 Establish a dynamic and responsive National Innovation System	National Commission on Science and Technology Scientific Research Council Ministry of Mining and Telecommunications Ministry of Education University of the West Indies University of Technology Northern Caribbean University College of Agriculture, Science and Education Jamaica Library Service Office of the Prime Minister

## II-1 Integrate Science and Technology into All Areas of Development

The integration of science and technology into all areas of development is important in the creation of a knowledge-based economy and in fostering economic growth and global competitiveness. Vision 2030 Jamaica will enable our country to take a leap forward to become an acknowledged leader in this field through: increasing participation in the sciences; developing capacities among the public and private sectors and academia to identify and adopt appropriate technologies; applying science and technology to economic and social processes; and promoting access to technological solutions for all categories of our population.

### Selected Sector Strategies:

- Build capacity for effective science and technology education in primary and secondary schools
- Use ICT to enhance learning in the formal education system
- Build strong links and create a two-way transfer of knowledge between research in tertiary institutions and the market place
- Create and improve strategic public private sector partnerships in building science and technology skills and competencies and improving infrastructure
- Review and define roles of R&D institutions to gain maximum output of STI investments
- Make available and accessible geospatial data, products and services to all users, to facilitate planning, sustainable use, management and development of the island's resources
- Create and maintain a coordinated and creative funding mechanism for

R&D and innovation such as venture capital, foreign direct investment, revolving loan scheme for MSMEs, tax concessions on R&D equipment, and a national R&D fund

- Create an effective policy and legislative framework to support and advance STI including strengthening the Intellectual Property Rights (IPR) System
- Develop a viable and robust STI policy, which is aligned with other policies (including biotechnology, energy, agriculture, environment, industrial, science education, health, mining and ICT)
- Align STI investments to solve national problems in industry, environment and society
- Commercialize research and innovation
- Encourage innovative use and application of ICT by Jamaican private enterprise and Government
- Promote lifelong learning in ICTs
- Strengthen and modify the policy, legislative and regulatory framework governing the ICT sector in a transparent, effective and efficient way
- Integrate ICT in the administration of justice and law enforcement
- Promote greater use of Free and Open Source Software (FOSS)
- Entrench a dynamic national and local decision-making process based on reliable scientific and other relevant information

## II-2 Establish a Dynamic and Responsive National Innovation System

Vision 2030 Jamaica will develop an effective world-class National Innovation System (NIS) to contribute to the

delivery of economic and social prosperity. We will create effective linkages among key NIS stakeholders to diffuse STI in the economy. We will also build STI capacity (laboratories, processes and organizations) and the critical mass necessary for transforming Jamaica's economy and society. This NIS will enable us to 'catch up' as quickly as possible and take a leap forward in moving our country to become an acknowledged leader in the application of STI.

### Selected Sector Strategies:

- Align investment in STI infrastructure with national development goals
- Create financing and incentive mechanisms aimed at attracting more research intensive activity in Jamaica
- Promote formation of and nurture STI professional organizations as vehicles for STI capacity formation
- and conduits for the flow of STI knowledge and skills into the country's innovation system
- Create knowledge parks and centres of excellence to facilitate R&D and innovation, with emphasis on indigenous technology
- Identify priorities for STI infrastructure development consistent with state development objectives and the STI vision to deliver joint investment by industry, research institutions and Government
- Develop and organize world-class research teams across all disciplines
- Create a national research and development agenda and establish appropriate mechanisms to encourage the private sector to become a dominant player in STI and R&D activities
- Increase commercial funding and grants for ICT research and innovation

**Table 30: Proposed Indicators and Targets for National Outcome #11**

National Outcome #11 – A Technology-Enabled Society					
PROPOSED OUTCOME INDICATORS	BASELINE	PROPOSED TARGETS			COMMENTS
	2007 or Most current	2012	2015	2030	
# of scientific publications/million population	48	≥55	≥62	≥105	Target for 2015 is to meet CARICOM average of 71 scientific publications per million population (reported in 2000 World Science Report) and global average by 2030.
Resident patent filing per million population	4	≥12	≥18	≥53	Target set to reach leading Caribbean benchmark by 2015.
E-readiness Index	5.05	≥ 5.50	≥ 6	≥8	Targets set to meet the global average by 2015 and the average score for the top twenty countries by 2030.

# NATIONAL OUTCOMES



Photograph by Howard Moo-Young



## NATIONAL OUTCOME # 12 INTERNATIONALLY COMPETITIVE INDUSTRY STRUCTURES

### Overview

The new paradigm for Jamaica's economic prosperity recognizes that wealth is created by the efficient production of valuable goods and services. The National Outcomes of A Stable Macroeconomy, An Enabling Business Environment, Strong Economic Infrastructure and Energy Security and Efficiency are important in creating the foundations for wealth creation – they are necessary conditions for economic prosperity, but they are not sufficient.

“The development of internationally competitive industry structures will provide the microeconomic conditions for increased productivity throughout the Jamaican economy...”

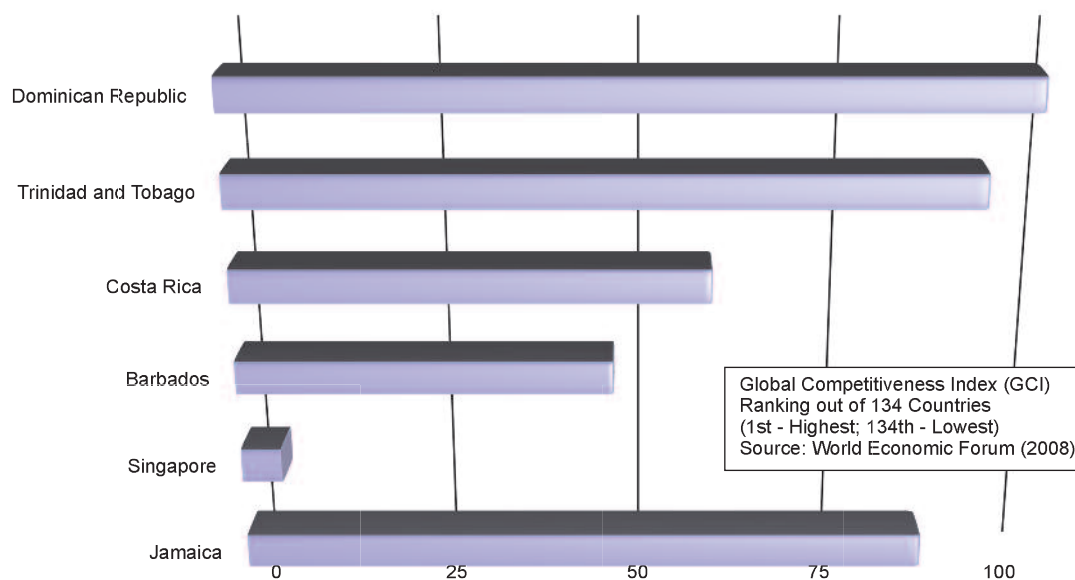
A nation's productivity ultimately depends on the performance of its economic enterprises of all sizes and across sectors. At the microeconomic

level, productivity is enhanced by the availability of inputs and support services that build enterprise capabilities and by conditions that compel competitiveness through highly demanding customers and intense inter-firm rivalry.<sup>197</sup> These microeconomic conditions are addressed in this national outcome of Internationally Competitive Industry Structures.

The development of enterprise capabilities and business sophistication of companies in our country (domestic firms as well as subsidiaries of foreign companies) involves improvement of the operational effectiveness of their activities throughout the value chain, and pursuit of increasingly differentiated strategies that can capture greater premiums from customers in domestic and export markets. The microeconomic business environment includes the quality of input conditions, inter-firm strategy and rivalry, local demand conditions, and the presence of related and supporting industries.<sup>198</sup> Empirically, many high-performing enterprises have been observed to be located in clusters of companies and supporting institutions in a particular industry, often concentrated in a

<sup>197</sup> Porter and Schwab, The Global Competitiveness Report 2008-2009 (2008).

<sup>198</sup> These four areas have become known as the national diamond of competitiveness (Porter 1990).

**Figure 21: Jamaica - GCI Ranking 2008-2009**

particular geographic region or urban centre. Clusters provide a range of benefits to firms including economies of agglomeration, labour market pooling (particularly for skilled workers), access to specialized goods and services and technological spill-over effects. These benefits enable companies located within a cluster to increase their levels of productivity and innovation.

Another aspect of international competitiveness that has become increasingly important is the relationship between economic production by industries and firms and the natural environment. Many of today's industry leaders base their business operations on the principle of 'eco-efficiency'.<sup>199</sup> By integrating environmental and economic approaches, modern industries and firms can enhance their international competitiveness.

Eco-efficiency embraces other concepts, such as 'pollution prevention,' 'source reduction,' 'waste reduction,' 'waste minimization,' 'clean (or cleaner) production' and 'lean manufacturing.' Through eco-efficiency our local firms will be able to reduce their negative environmental impacts while strengthening their basis for sustained profitability. Compliance with environmental and production standards including ISO 14000 and 22000 and HACCP<sup>200</sup> has become a requirement, in many cases, for entry to valuable export markets. Under Vision 2030 Jamaica, our enterprises will benefit from increased compliance with environmental standards in building a more prosperous Jamaican economy. We will progress toward the creation of a 'green economy' that is based on long-term sustainable use of environmental resources.

<sup>199</sup> The term eco-efficiency was coined by the World Business Council for Sustainable Development in 1992 and is defined as "...delivery of competitively priced goods and services that satisfy human needs and bring quality of life, while progressively reducing ecological impacts and resource intensity throughout the life cycle, to at least a level in line with the Earth's estimated carrying capacity."

<sup>200</sup> ISO - International Standards Organization; HACCP - Hazard Analysis and Critical Control Points.

The development of internationally competitive industry structures will provide the microeconomic conditions for increased productivity throughout the Jamaican economy, including the main goods- and services-producing sectors and industries. These include:

- Agriculture
- Manufacturing
- Mining and Quarrying
- Construction
- Creative Industries
- Sport
- Information and Communications Technology (ICT)
- Services (Financial, Business and Distribution)
- Tourism

## Issues and Challenges

### Capacity Constraints of Jamaican Companies

Companies in Jamaica are affected by a range of capacity constraints that reduce their business sophistication. These include: limited application of modern technology and management techniques; lack of focus on customer service; limited access to capital for upgrading and retooling; low levels of energy-efficiency; and limited implementation of environmental management systems (EMS). The GCI report identifies local supplier quality and production process sophistication as areas of competitive disadvantage for Jamaica.<sup>201</sup> Relatively few Jamaican companies engage directly in export of goods or services, and even fewer participate in or control their channels of international distribution.

These capacities must be developed systematically to make Jamaican firms and industries more competitive over time.

### Limited Inter-Sectoral Linkages

Jamaica does not have strong linkages among different sectors of its economy. Linkages broaden the value chain of enterprises and industries, create higher economic multipliers and retain greater value-added within the domestic economy. We have limited development of economic clusters that represent specialized centres of excellence.<sup>202</sup> Rising trade deficits as well as the limited impact of foreign direct investment in generating growth have been attributed in part to the low levels of inter-sectoral linkages and high import content of our economy.

### Limited Application of Environmentally Friendly Processes

Despite advances in some sectors and industries including tourism, the Jamaican private sector has made limited progress in implementation of EMS. Many Jamaican manufacturers, for example, tend to procure 'appropriate technologies',<sup>203</sup> rather than cleaner technologies. Functionality and price, as opposed to resource efficiency, are the more important criteria influencing procurement. In order to become competitive, these producers will have to upgrade their facilities, retro-fitting and replacing obsolete equipment with cleaner, state-of-the-art technologies to minimize operating costs and ensure sustainability.<sup>204</sup> Without improved environmental performance, future

<sup>201</sup> Porter and Schwab, The Global Competitiveness Report 2008-2009 (2008).

<sup>202</sup> Ibid.

<sup>203</sup> Appropriate technologies are intermediate technology, simple or small-scale machinery and tools that tend to be used in developing countries because they are cheap and easy to produce and maintain.

<sup>204</sup> ENACT Programme and Jamaica Manufacturers Association Limited, Exploring Issues and Opportunities for Enhancing the Competitiveness of Jamaica's Manufacturing Sector through Energy Management (2004).

business operations will be exposed to risks of rising prices for water, energy, materials, and waste disposal. The private sector has an interest – and an economic opportunity – in managing the natural capital portfolio wisely, as many of the goods and services supplied by ecosystems cannot be replaced at any reasonable cost.

**National Strategies**

We recognize that our prosperity ultimately depends on the productivity and performance of our economic enterprises at the microeconomic level. Vision 2030 Jamaica will increase international competitiveness at the enterprise and industry levels by: enhancing company sophistication;

developing economic linkages and clusters; promoting economies of scale and scope through regional collaboration; strengthening the framework for competition among enterprises; and promoting eco-efficiency and investment in the emerging green economy. The development of internationally competitive industry structures will provide the microeconomic conditions for increased productivity throughout the Jamaican economy, including our main goods- and services-producing sectors and industries.

The National Strategies, an elaboration of each and some selected sector strategies are listed below.

**Table 31: National Strategies and Responsible Agencies – Internationally Competitive Industry Structures**

NATIONAL STRATEGIES	RESPONSIBLE AGENCIES
12-1 Develop company sophistication and productivity	Ministry of Industry, Investment and Commerce Jamaica Trade and Invest Private Sector Companies and Associations
12-2 Develop economic linkages and clusters	Ministry of Industry, Investment and Commerce Jamaica Trade and Invest Private Sector Companies and Associations
12-3 Develop economies of scale and scope through collaboration among enterprises in the region	Ministry of Foreign Affairs and Foreign Trade Ministry of Industry, Investment and Commerce Private Sector Companies and Associations
12-4 Enhance the framework for competition among enterprises	Ministry of Finance and the Public Service Ministry of Industry, Investment and Commerce Fair Trading Commission Private Sector Companies and Associations
12-5 Promote eco-efficiency and the green economy	Ministry of Industry, Investment and Commerce National Environment and Planning Agency Jamaica Institute of Environmental Professionals Jamaica Bureau of Standards Private Sector Companies and Associations

## 12-1 Develop Company Sophistication and Productivity

In the early stages of the implementation of Vision 2030 Jamaica, economic progress will require us to address the weaknesses in the basic pillars of competitiveness, including macroeconomic conditions, and to improve the efficiency-enhancing pillars to approach world-class levels.<sup>205</sup>

However, our long-term transition to an innovation-based economy will require companies to transform their levels of sophistication by employing global best practices of management, technology and production, and by creating complex products and services that meet the unique needs of demanding and sophisticated customers. We will address the capacity constraints of our companies over time, through mechanisms such as training programmes, technology transfers, and partnerships between domestic and international firms.

### Selected Sector Strategies:

- Enhance physical, human, institutional, technical and financial capacity of productive enterprises and individuals, including materials and energy efficiency, supply chain management and product costing and pricing
- Develop and promote high-quality standards for globally competitive products and services
- Promote application of ICT to production, distribution and marketing of products and services

- Develop world-class capacity in measurement and promotion of productivity
- Identify and strengthen export capacity in targeted areas
- Strengthen relevant industry and professional associations, including their capacity for strategic planning
- Enhance public private sector partnerships for furthering STI development

## 12-2 Develop Economic Linkages and Clusters

Vision 2030 Jamaica will develop economic linkages and clusters to strengthen the capacity of firms and industries to collaborate in building more complex value chains and retain more added value within the domestic economy. We will build on the experience already gained in fostering competitive clusters in sectors such as tourism, entertainment and agriculture, by assisting companies to cooperate in production and marketing processes, facilitating inter-sectoral linkages, and strengthening the institutional support for the development of economic linkages and clusters among Jamaican companies.

### Selected Sector Strategies:

- Analyse the value chain for Jamaica's main productive sectors and industries
- Support and foster the development of new and innovative process and product ideas through business incubation and innovation centres

<sup>205</sup> Based on the GCI: a factor-driven economy competes on the basis of factor endowments, unskilled labour, natural resources and price; an efficiency-driven economy competes on the basis of higher education and training, efficient markets for goods, labour and capital, and application of existing technologies; while at the highest level, innovation-driven economies compete through innovation and value-added production. See Porter and Schwab, The Global Competitiveness Report 2008-2009 (2008).



- Build horizontal and vertical clusters and networks within the main productive sectors and industries
- Develop appropriate research and measurement methodologies for the main productive sectors and industries
- Strengthen partnerships between national associations, Government and other public and private sector partners
- Encourage collaboration and pseudo-group buying of inputs to obtain lower unit cost of supplies
- Identify, create awareness of and facilitate opportunities for linkages among industries and sectors
- Establish appropriate marketing and information systems to bring together purchasers and producers in linkage sectors and industries
- Encourage strengthening of the capacity of producers to meet demands of purchasers in linkage sectors and industries
- Leverage relationships with the Jamaican Diaspora to improve access to foreign markets
- Promote collaboration among productive enterprises to develop economies of scale in production and marketing

### 12-3 Develop Economies of Scale and Scope through Collaboration among Enterprises in the Region

Under Vision 2030 Jamaica, economic linkages will be strengthened not only within the domestic economy but also between Jamaica and other countries

within the Caribbean region. Economic cooperation and coordination among neighbouring countries is an important mechanism for expanding trade and investment. This National Strategy will build on the process of regional integration under the CSME and EPA to enhance collaboration between economic enterprises in different countries to benefit from economies of scale and scope,<sup>206</sup> specialization and sharing of technology and best practices, particularly in fostering joint approaches for accessing international and global markets. For Jamaican and Caribbean producers, the potential benefits from economies of scale and scope include reduced production and shipping costs, increased volumes of exports to regional and global markets, and more effective use of complementary resources.

#### Selected Sector Strategies:

- Strengthen strategic regional and global partnerships to support local producers including exchanges and co-production agreements
- Promote joint-ventures with regional and international industry players
- Promote regional cross-training, secondments and staff exchanges

### 12-4 Enhance the Framework for Competition among Enterprises

Competitive enterprises can only be created through actual competition. Long-term economic development requires a strategic focus on maintaining an effective framework for competition among enterprises. This will include: strengthening legislation and institutions

<sup>206</sup> Economies of scale are reflected in lower unit cost of production as the volume of output increases, while economies of scope result from production of a range of products and/or services using shared or common inputs.

to promote fair competition; developing trade regimes that allow fair access to domestic and export markets; and ensuring an appropriate role of the Government in regulating private sector economic activities.

**Selected Sector Strategies:**

- Strengthen policy, legislative and institutional framework for fair market competition

**12-5 Promote Eco-Efficiency and the Green Economy**

Promoting eco-efficiency includes adopting the principles of ‘natural capitalism’, and will enable our companies to increase profitability and efficiency while becoming more environmentally and socially responsible. Our companies will be encouraged to adopt an integrated ‘triple bottom line’<sup>207</sup> approach to foster greater levels of operational efficiency, ethical behaviour and environmental sustainability within organizations.

Through greater adoption of eco-efficiency, our companies will be able to: increase their profits; gain competitive advantage; secure increased market share from customers who are themselves pursuing environmental improvement; and make better products. Under Vision 2030 Jamaica, companies will be encouraged to integrate environmental considerations into all functional management areas (e.g. R&D, strategic planning, and marketing). Jamaican

industries and enterprises will create the potential for reduction in materials and energy costs and for improved competitive advantages (e.g. ‘green products’).<sup>208</sup>

Vision 2030 Jamaica will take our productive enterprises beyond simply minimizing their negative impacts on the natural environment. By basing new jobs and industries on sustainable use of natural resources and unique environmental assets (for example by developing renewable energy sources, promoting organic agriculture or exploring the genetic potential of our endemic species), Vision 2030 Jamaica will help to build a green economy and lay the foundation for long term competitiveness and sustainability of our productive enterprises in the 21<sup>st</sup> century.

**Processes which have earned the label “environmentally-friendly” come close to the following characteristics:**

- Zero pollution
- Zero waste production
- Zero health hazards to workers
- Low energy consumption
- Efficient use of resources

<sup>207</sup> A term that refers to the business goals of profitability, environmental awareness, and social responsibility.

<sup>208</sup> GOJ/CIDA Environmental Action (ENACT) Programme, Handbook on Natural Capital and Eco-Efficiency (2005).

**Selected Sector Strategies:**

- Employ high levels of capital to increase use of cleaner technologies
- Develop the capacity of local companies in process, materials and energy efficiencies
- Develop the capacity of local companies to meet international environmental standards
- Support integration of environmental considerations into all functional management areas
- Address waste, emissions, water and energy in integrated sustainable planning for the productive sectors
- Promote green jobs and industries
- Encourage adoption of environmental management systems by productive enterprises

**Table 32: Proposed Indicators and Targets for National Outcome #12**

National Outcome #12 – Internationally Competitive Industry Structures					
PROPOSED OUTCOME INDICATORS	BASELINE	PROPOSED TARGETS			COMMENTS
		2012	2015	2030	
	2007 or Most current				
Country's share in global production (% share of global GDP based on PPP)	0.033	0.035	0.037	0.047	Target is to regain Jamaica's 2000 share of world production by 2015 (0.004 percentage points in 6 years) and add 0.010 percentage points in the next 15 years.

## MAIN GOODS- AND SERVICES-PRODUCING SECTORS AND INDUSTRIES

Vision 2030 Jamaica recognizes that the main goods- and services-producing sectors and industries represent the basis of our national economy. These productive sectors and industries all will benefit from the favourable macroeconomic conditions, development of human and institutional capital and environmental sustainability that the National Development Plan will create.

In addition to these general conditions for economic growth, each sector has particular issues and needs which are analysed and addressed in detail below. Vision 2030 Jamaica will build the international competitiveness of our goods- and services-producing sectors at the enterprise and industry levels by: increasing the productivity of our companies; promoting inter-sectoral linkages; using our competitive advantages to exploit local, regional and global market opportunities; and supporting the transition to higher levels of innovation and value-added production.

**Table 33: Sector Contribution to GDP 1982 - 2007**

SECTOR	1982	2007
<b>Goods</b>		
Agriculture, Forestry and Fishing	7.3%	5.0%
Mining and Quarrying	5.9%	5.2%
Manufacturing	15.4%	11.8%
Construction and Installation	5.8%	10.0%
<b>Sub-Total: Goods</b>	<b>34.4%</b>	<b>31.9%</b>
<b>Services</b>		
Electricity and Water	1.2%	3.8%
Transport, Storage and Communication	6.4%	13.3%
Distributive Trade	15.8%	20.4%
Financing & Insurance Services	5.9%	7.8%
Real Estate & Business Services	11.6%	4.9%
Producers of Government Services	18.6%	8.9%
Miscellaneous Services including Hotels, Restaurants and Clubs	6.0%	9.0%
<b>Sub-Total: Services</b>	<b>65.6%</b>	<b>68.1%</b>
<b>TOTAL</b>	<b>100.0%</b>	<b>100.0%</b>

**Note to Table 33:**

STATIN conducted a comprehensive revision of Jamaica's System of National Accounts in October 2008, including: compilation of the national accounts based on the United Nations 1993 System of National Accounts (1993 SNA); modification of the national accounts classification of industries; inclusion of new and revised data; and rebasing of constant price estimates with 2003 replacing 1996 as the base year. This has had the effects of increasing the nominal measure of GDP and changing the relative contribution of industries to GDP. In particular, the contribution of services has increased to 75.8% of GDP in 2008, based on contribution to total goods and services production (excluding financial intermediation services indirectly measured).

Source: PIOJ time series data; ESSJ 2007  
Based on contribution to total goods and services production at constant (1996) prices  
i.e. GDP share excluding imputed bank service charges.

**Table 34: Main Goods- and Services-Producing Sectors and Industries and Responsible Agencies**

MAIN GOODS AND SERVICES PRODUCING SECTORS AND INDUSTRIES	RESPONSIBLE AGENCIES
Agriculture	Ministry of Agriculture Rural Agricultural Development Authority Jamaica Agricultural Society Commodity Boards Private Sector Companies and Associations
Manufacturing	Ministry of Industry, Investment and Commerce Jamaica Manufacturers' Association Limited Trade Unions Private Sector Companies and Associations
Mining and Quarrying	Ministry of Mining and Telecommunications Ministry of Energy Jamaica Bauxite Institute Mining and Quarrying Association of Jamaica Private Sector Companies and Associations Trade Unions
Construction	Ministry of Transport and Works Incorporated Masterbuilders Association of Jamaica Trade Unions Professional Associations Private Sector Companies and Associations
Creative Industries	Ministry of Information, Culture, Youth and Sports Private Sector Companies and Associations
Sport	Ministry of Information, Culture, Youth and Sports Institute of Sport (INSPORT) Private Sector Companies and Associations
Information and Communications Technology (ICT)	Ministry of Mining and Telecommunications Ministry of Industry, Investment and Commerce Central Information Technology Office Private Sector Companies and Associations
Services (Financial, Business and Distribution)	Ministry of Industry, Investment and Commerce Jamaica Bankers' Association Jamaica Chamber of Commerce Private Sector Companies and Associations
Tourism	Ministry of Tourism Jamaica Tourist Board Tourism Product Development Company Limited Jamaica Hotel and Tourist Association Private Sector Companies and Associations

NATIONAL OUTCOMES





Photograph by Howard Moo-Young

## Agriculture

### Overview

The agricultural sector remains an important contributor to GDP, employment, foreign exchange earnings and rural life in Jamaica. It is comprised mainly of small farmers with 2 hectares or less who account for 77 per cent of the total number of agricultural holdings. The sector has experienced numerous challenges that have resulted in an overall decline in output and direct contribution to GDP over the years.<sup>209</sup>

Our agricultural sector has exhibited persistently low productivity and has been vulnerable to increased competition resulting from progressive rounds of trade liberalization over the past two decades. Other problems include: heavy reliance on imports; use of inappropriate technologies; praedial larceny; an aging work force; difficulties in titling and transfer of lands; high cost of and limited access to capital; and inadequate research and development. The sector is extremely vulnerable to

shocks including weather conditions, pest infestations, impact of natural disasters, and changes in export market prices and trading regimes. Revitalization of the sector and its increased contribution to the national economy is contingent on its reorganization on the basis of modern technology and management in order to achieve greater efficiency and competitiveness. The role of the sector in providing food supplies for the nation has been highlighted by the impact of fluctuations in global economic and commodity markets on our domestic economy in the recent period from 2007 – 2009. Food security has important implications for achieving health outcomes related to nutrition and healthy lifestyles.

The value of production and export of traditional agricultural crops, including sugar and bananas, has been declining in recent years, due in part to the impact of natural disasters and the erosion of

<sup>209</sup> The Agriculture, Forestry and Fishing sector has fallen from 7.3% of GDP in 1982 to 5.0% in 2007 based on contribution to total goods and services production (i.e. GDP share excluding imputed bank service charges). PIOJ time series data, ESSJ 2007. However, see note to Table 33.

market preferences. The Government has undertaken adaptation strategies to address these challenges including plans to privatize Government-owned sugar estates and promote rural diversification in affected parishes. The value of non-traditional exports including root crops, orchard crops, vegetables, ornamental horticultural crops and products from aquaculture and marine fisheries has increased from 11.7 per cent of total agricultural exports (including the value of sugar exports) in 1984 to 40.8 per cent of total agricultural exports by 2006. Despite an overall decline in agricultural output, the livestock and fishing sub-sectors have shown some growth over the past six years, with the agriculture production index for livestock and fishing rising from 123.7 and 66.6 respectively in 2001 to 129.0 and 102.6 in 2007.<sup>210</sup>

Given the potential contribution of agriculture to GDP, employment, the enhancement of rural livelihoods, environmental sustainability and food security, the sector occupies an important position in the planning for Vision 2030 Jamaica. Our long-term vision is for the dynamic transformation of the Jamaican agricultural sector through a sustained, research-oriented, technological, market-driven and private sector-led revolution, which revitalises rural communities, creates strong linkages with other sectors and emphatically repositions the sector in the national economy to focus on production of high value commodities and contribute to national food security.



Photograph by Richard Khouri

<sup>210</sup> ESSJ (2007). For the Agriculture Production Index, production in the base year 1996 = 100.





Photograph by Howard Moo-Young

### Issues and Challenges

1. Declining competitiveness of agricultural production, as manifested in declining exports and rising imports, due to: the small size of landholdings; high cost of inputs; praedial larceny; and limited application of modern technology
2. Limited staffing and resources for extension services
3. Gaps in key infrastructure, including: inadequate maintenance of feeder roads; inadequate irrigation works; and lack of sorting, grading, packaging and storage facilities
4. Weaknesses in marketing, including: high levels of informality in marketing and distribution channels; limited market information services; and relatively weak linkages to other economic sectors, industries and non-traditional export markets
5. Aging work force
6. Loss of agricultural lands to urban settlement and housing development<sup>211</sup>
7. Limited capacity for research and development (R&D)
8. Threats to the sustainable use of the island's forestry resources, including natural and man-made hazards, soil erosion and illegal logging
9. Threats to the long-term development of Jamaica's marine fisheries including: over-harvesting; habitat destruction and pollution; and incursions by fishing vessels from other countries including Colombia and Honduras
10. Environmental issues including: soil erosion from over-cultivation and inadequate soil conservation techniques in hillside farming; use of chemical fertilizers; impact of natural hazards; and deforestation resulting from clearing of hillsides, illegal settlements, monoculture farming and uncontrolled harvesting of trees

<sup>211</sup> Agricultural lands now cover less than 40% of total land area, down from 62% in 1968.

**Selected Sector Strategies:**

Competitive Diversified Value-Added Agricultural Production

- Strengthen agricultural research institutions
- Develop a diversified range of agricultural production including higher value-added production
- Develop modern, efficient farming systems through research and application of local and international best practices
- Implement development plans for key agricultural sub-sectors

- Strengthen the capacity of Government to play a supporting role in development of the agricultural sector
- Increase the number and capacity of extension officers
- Strengthen efforts to reduce praedial larceny
- Improve and rationalize road network including farm roads network
- Provide adequate water supply, irrigation and drainage to meet the needs of the sector
- Strengthen farmer organizations

Marketing for Domestic and Export Markets

- Strengthen agricultural marketing structures
- Strengthen linkages with other economic sectors and industries including manufacturing and tourism

Long-Term Rural Development

- Apply land use policy and legislation to halt the change of use and degradation of agricultural lands

Human Resources

- Establish model demonstration farms in strategic locations
- Strengthen existing educational institutions for agricultural training
- Encourage participation of youth in agriculture

Environmental Sustainability

- Increase application of environmental best practices throughout the agricultural sector
- Promote zero waste in agriculture production and processing
- Develop organic farming as a major mode of production
- Develop a comprehensive agricultural insurance system
- Strengthen hazard mitigation for the agricultural sector

Enabling Framework, Infrastructure and Support Services

- Develop a new agricultural sector policy
- Promote micro-financing through producer associations

National Food Security

- Promote national food security

**Table 35: Proposed Indicators and Targets for the Agricultural Sector**

Outcome #12 – Internationally Competitive Industry Structures – Agriculture					
PROPOSED OUTCOME INDICATORS	BASELINE	PROPOSED TARGETS			COMMENTS
	2007 or Most current	2012	2015	2030	
Agriculture Production Index (2003=100)	95.9	105.9	112.4	≥150	The FAO projects that global demand for and growth in agriculture products will average 2% annually for the next 30 years. Targets for Jamaica are set using this projection.



Photograph contributed by Caribbean Cement Co. Ltd.

## Manufacturing

### Overview

The manufacturing sector represents an important component of the economies of many developing countries, including Jamaica. During the period 2002-2006, manufacturing represented, on average, 12.5 per cent of Jamaica's GDP.<sup>212</sup> Despite a relative decline since 1990, manufacturing remains the largest contributor to GDP among the goods-producing sectors in the Jamaican economy.

The manufacturing sub-sectors which have shown growth in recent years include the non-metallic mineral products, food, alcoholic and non-alcoholic beverage sub-sectors, paper and paper products, printing and publishing, petroleum refining, chemicals, chemical products, rubber and plastic products. Data from the Jamaica

Productivity Centre indicate that unit labour productivity in the sector fell by 18.6 per cent between 1972 and 2006, reflecting the overall decline in labour productivity in the Jamaican economy.<sup>213</sup> The fundamental requirement for the sector is to achieve levels of productivity that will enable it to compete successfully in domestic and export markets.

Vision 2030 Jamaica will enable the manufacturing sector to make the transition to higher levels of productivity and value-added production using efficient and clean technologies and environmentally sustainable processes, with motivated, productive employees, within an enabling business and regulatory environment.

<sup>212</sup> Contribution to Total Goods and Services Production at constant 1996 prices, (ESSJ 2002 – 2006). However, see note to Table 33.

<sup>213</sup> Data provided by the Jamaica Productivity Centre (constant prices with 2000 as base year).



## Issues and Challenges

1. Constraints in the macroeconomic and business environment affecting competitiveness in which Jamaican manufacturers operate, including complex regulatory processes
2. Limited economies of scale resulting from relatively small plants geared for the domestic market
3. High costs associated with crime and security issues
4. Limited access and the high cost of credit to the manufacturing sector
5. High costs of some productive inputs including energy
6. Low levels of investment in modern technology and business practices
7. Constraints in transport and other infrastructure
8. Trade-related issues including: implications of regional and global trade liberalization; monitoring of rules of origin requirements and re-export of extra-regional goods to Jamaica; and enforcement of anti-dumping provisions to ensure compliance with international agreements
9. Requirements of international product and process standards including Hazard Analysis and Critical Control Points (HACCP) and ISO 9000 and 14000
10. Environmental pressures generated by the manufacturing sector, including: contribution to solid and hazardous waste; limited recycling facilities; production of liquid and sludge waste; and air emissions from manufacturing processes

## Selected Sector Strategies:

### Competitiveness

- Improve quality and relevance of training and accreditation at educational and training institutions by strengthening linkages to the manufacturing sector
- Increase exposure of manufacturers to relevant and innovative production technologies
- Encourage greater capacity utilization, for example through partnering between manufacturers
- Establish a centre of excellence for manufacturers

### Enabling Environment for Manufacturing Enterprises

- Strengthen relevant industry associations including the JMA, JEA and SBAJ
- Ensure availability and access to competitive factory space

### Inter-Sectoral Linkages

- Identify, create awareness of and facilitate opportunities for linkages between the manufacturing sector and purchasers in linkage sectors and industries

### Environmental Sustainability

- Encourage development and use of environmentally friendly products and processes
- Promote clean technology and use of alternative energy
- Promote and encourage compliance with relevant environmental regulations and standards

**Marketing and Customer Service**

- Improve customer service within the sector
- Strengthen relationships with wholesalers and retailers in domestic and export markets
- Promote the adoption of quality management and production systems and standards
- Develop mechanisms to manage effectively shipping and distribution costs
- Use creative aspects of Brand Jamaica in marketing Jamaican manufactured products
- Expand collaboration in regional and international marketing

**Table 36: Proposed Indicators and Targets for the Manufacturing Sector**

Outcome #12 – Internationally Competitive Industry Structures – Manufacturing					
PROPOSED OUTCOME INDICATORS	BASELINE	PROPOSED TARGETS			COMMENTS
	2007 or Most current	2012	2015	2030	
% change in exports of manufactures (value not volume) (Average growth for the period)	7.3%	10%	13%	≥ 14%	Target is to achieve current annual growth rates for world exports of manufactures.



Photograph contributed by the Ministry of Mining and Telecommunications

## Mining and Quarrying

### Overview

The mining and quarrying sector is important to the national development of those countries, such as Jamaica, that are endowed with exploitable mineral resources. According to conventional national accounting classifications, minerals are metallic and non-metallic. The most important metallic mineral for our mining and quarrying sector is bauxite, the ore from which alumina and aluminium are derived. Total production of bauxite in 2006 was 14.9 million tonnes, the highest level achieved since 1974.

Bauxite and alumina are major sources of export earnings (US\$1.3 billion in 2007) and the percentage of total bauxite production consisting of alumina has increased over the past three decades, indicating a progression up the value chain.<sup>214</sup> The sector also has the highest labour productivity in the Jamaican economy, due to its capital intensity and efficiency, advanced

technology and the high quality of its human capital. Jamaica's bauxite industry is at a mature stage, and is vulnerable to international competition and to fluctuations in the global economy and commodity markets. Jamaica's main global competitors in terms of metal grade alumina are China, Australia, USA and Brazil; and, for bauxite, Guinea, Australia and Brazil. Energy is the main cost element at most alumina plants in the world including in Jamaica, where energy costs accounted for 35 per cent of production cost in 2006, placing pressure on the competitiveness of our industry. The downturn in the global economy since 2007 has reduced demand for alumina, leading to contraction in production and employment in the domestic bauxite and alumina industry. These circumstances have increased the importance of strategic planning for the future of this industry.

<sup>214</sup> The percentage of bauxite processed into alumina has increased from 45.7% in 1973 to 69.7% in 2007 (ESSJ 1973 and 2007).

Jamaica's limestone resources are by far the largest mineral resources possessed by the country. Limestone and its derivative lime are among the most important basic materials used by mankind with the most diverse end-use structure of any industrial material. While Jamaica possesses large resources of high-quality limestone, the levels of economic reserves of chemical, industrial, metallurgical and whiting grade limestone have not been quantified. Production of most non-metallic minerals has been increasing since 2002, including limestone, gypsum, and sand and gravel. In 2006, export earnings from limestone and gypsum were US\$1.8 million and US\$1.5 million, respectively.

Vision 2030 Jamaica provides a path for Jamaica to regain its competitiveness in the bauxite and alumina industry, while taking greater advantage of its other mineral resources, particularly through development of value-added products based on limestone.

### Issues and Challenges

1. Inadequate long-term planning to ensure availability of mineral resources within the context of competing land uses
2. High energy costs that reduce global competitiveness of our minerals industry
3. Major environmental impacts, including: dust and noise pollution; leaching of red mud lakes; loss of biodiversity; reduction of forest cover; scarification of landscapes; watershed degradation; sediment loads to surface and coastal waters; loss of habitats; and relocation of communities
4. Declining ratio of trihydrate bauxite to monohydrate bauxite reserves, leading to increased cost and lower yields in alumina processing
5. Predominance of micro- to medium-sized local companies in the non-metallic minerals industry, with limited technical and financial capacity
6. Limited transport infrastructure for the sector including inadequate bulk-handling port and loading facilities to accommodate non-metallic minerals exports
7. Weak supporting framework for research and development

### Selected Sector Strategies:

#### Competitive Value-Added Production

- Ensure appropriate policy and regulatory framework for long-term development of the minerals industry
- Develop cost efficient energy solutions for metallic and non-metallic minerals sub-sectors
- Increase use of appropriate research and technology in minerals industry operations
- Revise and improve mechanisms for encouraging investment in the non-metallic minerals sub-sector
- Strengthen enforcement of mineral licenses and regulations
- Integrate development of mineral resources with overall land use planning and zoning
- Prevent the sterilization of mineral reserves hypothecated for future production
- Implement sequential land-use planning for lands containing valuable mineral deposits

- Allocate sufficient mineral reserves to sustain production at targeted levels
- Establish a national entity to lead the development of the non-metallic minerals sub-sector, particularly limestone
- Promote development of diversified value-added non-metallic minerals products
- Ensure access to and development of port facilities for shipping of non-metallic minerals
- Intensify research and reconfigure technical capabilities to mitigate a declining trihydrate-to-mono hydrate bauxite reserve balance
- Encourage exploration for and exploitation of other metallic mineral resources including gold and copper
- Enhance labour relations and productivity in the minerals industry

Social Responsibility

- Assist in building viable mining communities
- Participate in development and enforcement of occupational safety and health legislation and regulations for the mining and quarrying sector
- Encourage partnerships with communities which includes sharing of value created by mining

Minimum Negative Environmental Consequences

- Mine mineral resources with appropriate planning for the end use of land
- Improve monitoring of rehabilitation of mined-out mineral bearing lands
- Promote compliance with environmental standards and legislation relevant to the mining and quarrying sector

**Table 37: Proposed Indicators and Targets for the Mining and Quarrying Sector**

Outcome #12 – Internationally Competitive Industry Structures – Mining & Quarrying Sector					
PROPOSED OUTCOME INDICATORS	BASELINE	PROPOSED TARGETS			COMMENTS
	2007 or Most current	2012	2015	2030	
% change in export earnings from the bauxite industry	14.2%	2-4%			JBI notes that it is not able at this time to set a target for this indicator beyond 2012.
Average % change in value added outputs of selected non-metallic minerals (lime, cement, whiting)	290 tonnes	50%			Locally set by Ministry of Mining and Telecommunications





Photograph by Howard Moo-Young

## Construction

### Overview

Construction has been a fundamental part of the Jamaican economy for centuries. The buildings, roads, bridges and other infrastructure constructed by past generations trace the history of the island in physical form and represent a vital part of our heritage. The modern construction sector provides the means by which the new Jamaica is being built.

The construction and installation sector has many linkages with other sectors in the domestic economy. The low average growth in the macroeconomy in recent years has been reflected in the performance of the sector, which has shown only marginal growth over the past decade and a half.<sup>215</sup> The main components of the sector include residential construction, non-residential construction including schools, hotels, offices and other facilities, construction

of infrastructure and electrical and water installations.

Government is the largest single client in our construction sector. The local construction sector shows a dichotomy in ownership – the majority of construction firms are locally owned, while there are a small number of large foreign construction companies that typically undertake major construction projects including large infrastructure and tourism projects.

Vision 2030 Jamaica will develop a dynamic and internationally competitive construction sector that supports economic development and growth that is environmentally sustainable, with the flexibility and creativity to adopt and adapt new construction technologies that may emerge over the long term.

<sup>215</sup> The construction and installation sector (also referred to as the construction sector in the Plan) has grown by a total of only 1% cumulatively in real terms over the sixteen year period from 1990-2006 (PIO).

## Issues and Challenges

1. Shortages of skilled construction workers and technical personnel, leading to importation of skilled personnel from other countries to fill gaps
2. Low labour productivity
3. Weaknesses in the land development approval process, including delays in the processing of land development approvals and environmental permits
4. Competition facing local private sector construction firms from overseas construction companies
5. Inadequate levels of compliance with building standards and low levels of research and development
6. The high cost and collateral requirements for mobilization and performance bonds
7. Security concerns which lead to increased costs and delays in completion of construction projects<sup>216</sup>
8. High levels of informal activity
9. Inadequate collaboration between local firms, particularly on major construction projects
10. The highest gender disparity of any economic activity in Jamaica<sup>217</sup>

11. Limited use of green architectural design for energy efficiency and waste reduction

## Selected Sector Strategies

### Human Resources

- Expand and accelerate certification and accreditation programmes relevant to the sector
- Encourage participation of women in the sector
- Establish a licensing system and an improved registration and classification system for contractors, professionals and operatives in the sector

### Enabling Framework and Business Environment

- Coordinate and align the construction policy with other policies that affect the sector
- Support and participate in strengthening and improving the planning and land development system
- Strengthen relevant construction industry associations
- Establish special security measures for construction projects in crime-prone areas

<sup>216</sup> See for example the report of the Joint Consultative Committee for the Building and Construction Industry (2001), p.14.

<sup>217</sup> In October 2006, 97.2% of the construction labour force were male (The Labour Force 2006, STATIN).

Environmental Sustainability

- Encourage reduction and elimination of waste in construction through improved design and procurement
- Develop greater reuse and recycling of construction materials
- Reduce the carbon footprint of the construction sector through energy efficiency and other measures

- Strengthen and improve the Government contracting system for construction projects

Competitive Construction Sector Value Chain

- Encourage application of life-cycle costing and value engineering in design and implementation of construction projects
- Encourage partnering and integrated teams in the construction value chain

Committed Leadership by Government, Private Sector and Labour Leaders

- Undertake demonstration projects that embody best practices in construction
- Establish the Construction Industry Development Board
- Develop Public Private Partnerships (PPPs) in the construction sector
- Rationalize the procurement process across ministries and agencies
- Disseminate timely and accessible information on public sector projects

Participation in Domestic, Regional and International Markets

- Promote joint-ventures with regional and international construction industry players
- Develop collaboration between local construction enterprises
- Foster capacity and opportunities for local construction enterprises and professionals to undertake major construction projects in Jamaica

**Table 38: Proposed Indicators and Targets for the Construction Sector**

Outcome #12 – Internationally Competitive Industry Structures – Construction					
PROPOSED OUTCOME INDICATORS	BASELINE	PROPOSED TARGETS			COMMENTS
	2007 or Most current	2012	2015	2030	
Unit labour productivity (ULP) Index - Construction (1974=100)	28	33	36	58	Proposed annual improvement of 3% in ULP Index for each period



Photograph by Colin Hamilton

## Creative Industries

### Overview

Jamaica is distinguished by the worldwide reach of its culture, particularly music. The National Culture Policy of 2003 identifies the important role of culture in national development through promotion of positive national self-identity, development of cultural industries and institutions, and cultural linkages to education, science and technology and other economic industries and sectors. Cultural industries involve the creation, production and commercialization of contents which are intangible and cultural in nature, which are typically protected by copyright, and which may take the form of goods or services.

The range of cultural industries (also known as “creative industries”) include printing, publishing and multimedia, audio-visual, phonographic and cinematographic productions, crafts and design, and may be extended to include

architecture, visual and performing arts, sports, manufacturing of musical instruments, advertising and cultural tourism.<sup>218</sup> Cultural and creative industries are among the fastest growing aspects of the global economy; they represent up to 7 per cent of the world’s GDP, with growth forecast at 10 per cent per annum, driven in part by the convergence of media and the digital economy.<sup>219</sup>

By far the most successful creative industry in Jamaica has been its popular music, whose leading exponent, Bob Marley, has become the single most famous Jamaican at a global level, while the presence of Jamaican music is reflected in international music awards events, music festivals and sales charts. While there are limited data on the size of the creative industries in Jamaica, there is evidence of their economic importance. A recent study indicated that the copyright industries

<sup>218</sup> This extended definition based on UNESCO is appropriate for Jamaica.

<sup>219</sup> Nurse, Keith et al., The Cultural Industries in CARICOM: Trade and Development Challenges (Draft) (2006).



contribute about 4.8 per cent to the GDP of Jamaica, and account for 3.0 per cent of all employment.<sup>220</sup>

We possess the potential to develop our cultural and creative industries into a major contributor to economic growth based on our demonstrated competitive advantages and the projected long-term expansion of the global creative economy. Vision 2030 Jamaica will realize this potential, and recognizes the importance of the export market for our creative industries, which far exceeds the size of our domestic market.

### Issues and Challenges

1. Inadequate coordination among Government institutions related to the creative industries and between Government and the private sector
2. Inadequate numbers of properly equipped indoor and outdoor venues to support music festivals, shows and other creative performances
3. Weaknesses in the legal and institutional framework for protection of intellectual property, and high levels of piracy
4. Limited presence or ownership in the marketing and distribution channels for creative industries
5. High numbers of micro and small enterprises and individual entrepreneurs, many of whom function in the informal economy
6. Limited capacity in modern levels of business methods and inconsistent standards of quality and delivery
7. Relatively limited access to capital for the creative industries
8. Lack of adequate statistics and information on creative industries
9. Inadequate levels of business skills and technology application in creative industries
10. Inadequate opportunities for education and training in creative skills to meet the standards of domestic and international markets



Photograph by Jahseen Levy

<sup>220</sup> Inclusive of the Core Copyright Industries, Interdependent Copyright Industries, Partial Copyright Industries and Non-dedicated Copyright Support Industries (James 2007).



**Selected Sector Strategies:**

- Build horizontal and vertical clusters and networks within the creative industries
- Promote and preserve community and public service broadcasting
- Increase opportunities and financing for products and services in the creative industries
- Establish processes to encourage formalization of creative enterprises
- Enhance physical, human, institutional and financial capacity of creative enterprises, associations and individuals
- Ensure representation of cultural and creative industries in relevant trade and investment negotiations at regional and global levels
- Promote application of ICT to production, distribution and marketing of creative products and services
- Develop policy, legal and institutional framework to facilitate and encourage the development of the creative industries
- Promote media literacy and positive use of media as change agent and a source of empowerment
- Expand and improve the infrastructure for the creative industries and performing arts

**Table 39: Proposed Indicators and Targets for the Creative Industries**

Outcome #12 – Internationally Competitive Industry Structures – Creative Industries					
PROPOSED OUTCOME INDICATORS	BASELINE	PROPOSED TARGETS			COMMENTS
	2007 or Most current	2012	2015	2030	
Contribution of copyright industry to GDP	4.8% (2005) Primary Study	≥5.3%	≥6.8%	≥ 8.3%	Target set to achieve the level of the top four developed countries by 2015, and to exceed proposed economic growth rates for Jamaica for 2030 by the margin by which growth in copyright industries globally has consistently outpaced overall economic growth (i.e. by between approximately 1.3 and 2.3 percentage points).



Photograph by the Gleaner Co. Ltd.



Photograph contributed by Jamaica Netball Association

## Sport

### Overview

Our sportsmen and sportswomen have demonstrated the ability to compete successfully at the highest international levels for almost a century. Athletes such as George Headley, Herb McKenley, Donald Quarrie, Merlene Ottey, Michael McCallum, Courtney Walsh, Veronica Campbell, Usain Bolt and Asafa Powell have become national icons who have contributed to the fame of Jamaica in ways that are comparable to the contributions made by the island's most famous creative artistes.

The successes of national sporting teams such as the Reggae Boys (in football) and Sunshine Girls (in netball) in international competitions, and the performance of the Jamaican track and field team at the Beijing Olympics, have provided occasions for unprecedented demonstrations of national pride and unity. While the greatest successes have come in track and field events, the range of sports in which Jamaicans have recorded significant international achievements includes cricket, football,

netball, boxing, tennis, cycling, swimming, bobsledding and table tennis.

The National Sports Policy of 1994 aimed to use Jamaica's comparative advantage in sports to support economic and social development and included the establishment of the National Council on Sport. The National Industrial Policy (NIP) of 1996 also targeted sport as a strategic priority for Jamaica's economic development. However, while Jamaican individuals and teams have enjoyed remarkable successes in international competitions, the economic potential of sport in Jamaica has not been developed.

There are no fully professional sport leagues and relatively limited linkages with other sectors such as tourism, entertainment, health and wellness, printing and manufacturing. There is a lack of focus on business opportunities in sport in Jamaica, while the development of the economic potential of sport is limited by inadequate levels of business skills and technology application

in sport and limited financing for sporting ventures.

Through its strategies and actions, Vision 2030 Jamaica plans to increase the growth of sport as a business and commercial activity with potential to contribute to Jamaica’s economic development, and to maximize the role of sport as a source of wealth for a wide range of professions, including athletes, coaches, trainers, managers, promoters and entrepreneurs. The development of the economic contribution of sport will involve the full participation of our private sector, and will build on the regional dimensions of sport competition and training in the Caribbean.

### Issues and Challenges

1. Relatively limited access to capital for sports-related enterprises
2. Lack of adequate statistics and information on sports to provide a basis for planning and monitoring or to evaluate their economic impact
3. Inadequate levels of business skills and technology application in sport enterprises

### Selected Sector Strategies:

#### Economic Growth and Development

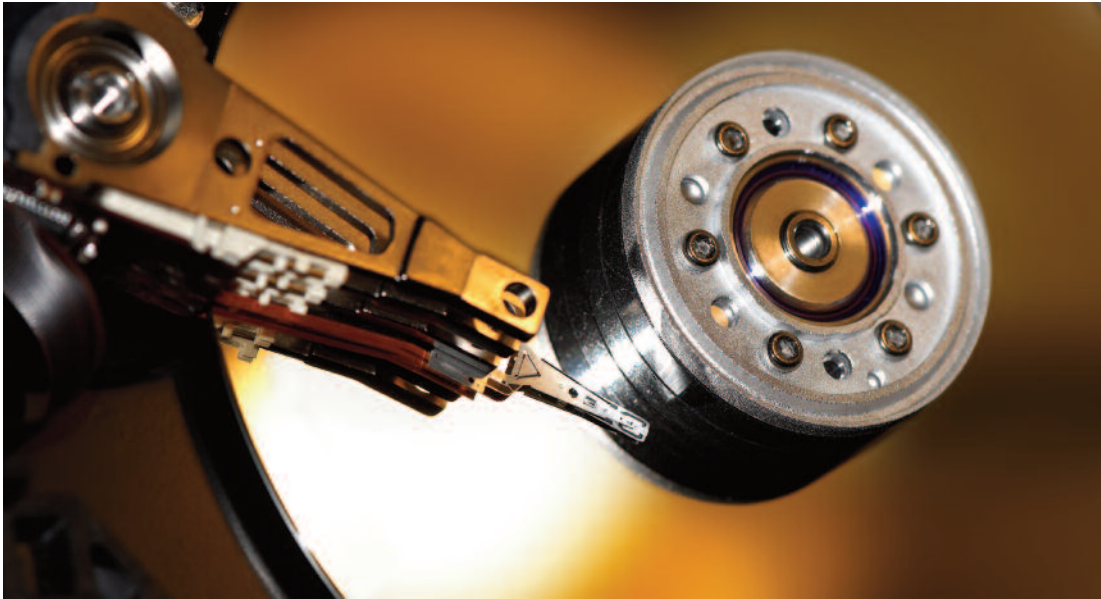
- Develop MSMEs geared at meeting the needs of the ‘Business of Sport’
- Develop a sport museum as a resource centre and attraction for local and foreign visitors
- Promote Jamaica as a sports tourism destination
- Mobilize enterprises within the creative industries, manufacturing, gaming, tourism, agriculture, commerce and other sectors and industries to expand the value chain and linkages with sport

#### Consistent Production of Elite Athletes

- Establish strong research capabilities in sport
- Develop advanced sport programmes at Sport Academies
- Develop financial support systems to create and sustain elite athletes
- Develop supporting facilities and services to facilitate the holistic development of the professional athlete

**Table 40: Proposed Indicators and Targets for Internationally Competitive Industry Structures - Sport**

Outcome #12 – Internationally Competitive Industry Structures – Sport					
PROPOSED OUTCOME INDICATORS	BASELINE	PROPOSED TARGETS			COMMENTS
	2007 or Most current	2012	2015	2030	
Contribution of sports to GDP					There are no datasets for collecting data to measure the economic contribution of sport.



## Information and Communications Technology

### Overview

The information and communications technology (ICT) industry in Jamaica may be considered to include the information technology industries (computer hardware and software, systems and training), telecommunications industries (telephone, cable and internet) and the broadcast media (television and radio).<sup>221</sup> While the telecommunications network is included in the expansion of strong economic infrastructure (see National Outcome # 9), and the role of ICT as an enabler of other sectors is considered under a technology-enabled society (see National Outcome # 11), the development of ICT as an industry in its own right is also an important part of our National Development Plan. Under Vision 2030 Jamaica, we will develop an advanced ICT industry that achieves sustained global competitiveness, driven by private sector investment, and enhances the productivity of our goods- and services-producing sectors.

As a service industry, ICT provides a wide range of hardware, software, networking and other services to the private and public sectors. The banking, telecommunications, insurance and financial services industries lead the way in the use and integration of information technology in business. Within the public sector, the Ministry of Finance and the Public Service and its related agencies are leading users of ICT.

The provision of hardware and software products and services in Jamaica started approximately forty five years ago in the 1960s. The early developers of the local Information Technology (IT) industry included such multinational companies as Burroughs, IBM, ICL (now Fujitsu ICL) and NCR who had established branch offices in Jamaica. Since that time, the local industry has evolved rapidly with the global acceleration of developments in hardware, software, communications technology and services. Just about all the major international information technology brands are represented or

<sup>221</sup> In 1998, OECD member countries agreed to define the ICT sector as a combination of manufacturing and services industries that capture, transmit and display data and information electronically (OECD 2002).



are present in our country.

Organizations provide a truly diverse set of products and services and operate in a highly competitive environment.

Foreign direct investment inflows to the ICT sector averaged 11 per cent of total foreign direct investment inflows to Jamaica over the period 2001-2005.<sup>222</sup> Jamaica has developed as an outsourcing destination for service providers looking to the Caribbean for a near shore outsourcing location, largely due to the large English-speaking, trainable labour pool, proximity to the largest outsourcing market in the world, the USA, and competitive cost.<sup>223</sup>

The sophistication of the industry has increased in recent years, including: establishment of wide area networks by multi-location entities; replacement of old telephony infrastructure by voice-over-internet protocols (VoIP); installation of the latest technology in storage, blade technology, virtualization and databases by the larger and more advanced entities; and customization and adaptation of software solutions. While there exists a software developers' association, software development is still a small part of the industry. Local trends in the use of ICT include an increased interest in outsourced operations and hosted or managed services; application of ICT to e-learning and e-government; a progression to third or fourth generation industry applications in banking, telecommunications, insurance and distribution; and innovation in music and digital media for entertainment.

In building a strong and competitive ICT industry, Vision 2030 Jamaica will: create a favourable business environment and supporting framework for ICT investments and operations; develop ICT-focused business parks and funding mechanisms; encourage greater use and application of ICT by Government and private enterprise, including MSMEs; and increase the capacity to gather and apply information on the ICT industry to plan for its development and measure its contribution to the national economy.

### Issues and Challenges

1. Limited ability to measure the benefits of ICT investments and the impact on productivity
2. Gaps in the levels of required skills and capabilities for ICT among the work force
3. Existing focus of local ICT companies on low value-added services for export
4. Limited access to capital for new ventures in the ICT industry
5. Constraints to the continued development of the outsourcing industry, including inadequate office space, poor English standards of students leaving the various levels of the education system and the low take-up by local investors of the opportunities presented by outsourcing
6. Limited existing capacity in the manufacturing of hardware components and the creation of software that has both domestic and international market potential

<sup>222</sup> Bank of Jamaica, Annual Balance of Payments (2003 – 2005).

<sup>223</sup> In a recent survey Jamaica ranked 7th in competitive cost for call centres - the lower cost locations included the Dominican Republic, Romania and Malaysia with India and the Philippines as the lowest cost locations. China was not included in the survey (see Location Consultants 2006).



7. Relatively limited application of e-commerce which is still primarily concentrated in product and service delivery to consumers, with limited attention paid to business-to-business operations, brokerage/intermediary services, online shopping malls, virtual communities, and content and service provision
8. Limited presence of electronic document management systems, knowledge management technologies and processes, groupware, business intelligence through data warehousing and data mining, content management systems, or environmental scanning for emerging ICT technologies

and/or a mentoring nation that has a highly developed ICT services/software industry

- Develop and execute a planned campaign to seek and attract global ICT players and major ICT corporations to invest in Jamaica
- Expand ICT-focused business parks for major service providers
- Undertake studies to develop appropriate financial and non-financial incentives and resource pools for domestic and foreign investment in the ICT industry

**Selected Sector Strategies:**

Conducive Business Environment

- Improve the efficiency and responsiveness of bureaucratic processes for ICT businesses
- Create an appropriate policy and regulatory environment conducive to investments in ICT and network development
- Develop investment and support framework for development of ICT industry

Regional ICT Centre

- Create a national partnership with a high services demand nation

Economic Growth and Development

- Encourage innovative use and application of ICT by Jamaican private enterprise and Government
- Encourage Government to become an exemplar user of ICT applications
- Support Micro, Small and Medium Enterprises (MSMEs) and NGOs in taking greater advantage of ICTs for strategic and operational effectiveness
- Establish mechanisms for funding ICT ventures
- Build an effective indigenous ICT industry
- Measure the contribution of the use of ICTs and the ICT industry to the national economy
- Encourage the increased use of e-commerce operations

**Table 41: Proposed Indicators and Targets for ICT**

Outcome #12 – Internationally Competitive Industry Structures – ICT					
PROPOSED OUTCOME INDICATORS	BASELINE	PROPOSED TARGETS			COMMENTS
	2007 or Most current	2012	2015	2030	
Average growth rate of communication sub-sector	2.1%	2.9%	3.9%	≥ 4.7%	The target for 2015 is to return to the average annual growth rate of 3.9% achieved by the sub-sector during the period 2005-2007, and to increase to no less than 4.7% by 2030.



## Services (Financial, Business and Distribution)

### Overview

Services have emerged as the driving force in modern economies, and global trade in services has grown faster than merchandise trade over the past two decades.<sup>224</sup> The most fundamental change in the structure of our economy since Independence has been the overall growth of services, which represented 53.9 per cent of GDP in 1962 but increased to 68.1 per cent of GDP by 2007;<sup>225</sup> financial services, business services and distribution showed the highest relative growth.<sup>226</sup> Under Vision 2030 Jamaica, we will have high quality, knowledge-based financial, business, and distribution services that are able to evolve and expand to achieve and maintain global competitiveness through 2030.

The financial services sector has had a complex history in Jamaica over the past two decades. After a period of rapid

expansion, the sector experienced a traumatic adjustment during 1995-1997. There was a reduction in the number of financial institutions and a decline in the contribution of the sector to GDP.

The Government's response included: intervention to protect depositors and restructure insolvent institutions; improvements in the regulatory framework, including establishment of the Financial Services Commission (FSC); amendments to legislation; and incorporation of the Jamaica Deposit Insurance Corporation (JDIC). Following this restructuring, the financial services sector regained some buoyancy, in part fuelled by the growth of domestic debt. We have seen the increased growth of the Jamaican money market as an intermediary between individual holders of capital and the Government securities market. Financing and insurance services

<sup>224</sup> According to the World Trade Organization (WTO) GATS – Fact and Fiction from [www.wto.org](http://www.wto.org).

<sup>225</sup> All calculations of GDP % contribution by sector in this Plan are based on contribution to total goods and services production (i.e. GDP share excluding imputed bank service charges). However, see note to Table 33.

<sup>226</sup> In the system of national accounts, the financial services sector is called financing and insurance services, and business services is called real estate and business services.

accounted for 7.8 per cent of GDP in 2007.

Under Vision 2030 Jamaica, the long-term development of the financial services sector will involve a range of diversification options including: expansion of the role of the stock exchange in mobilizing equity financing; development of additional financial instruments such as municipal and corporate bonds; provision of virtual banking and venture capital funding; and development of an offshore banking industry. The development of the sector will be affected by the downturn in global financial markets from 2007 – 2009. In particular, the range of possible policy responses to this downturn by governments in developed countries may lead to potential modifications in Jamaica's plans to create an international financial centre.

Business services include real estate, consulting and professional services, and accounted for 4.9 per cent of GDP in 2007.<sup>227</sup> The main developments affecting these services in recent years have included the liberalization of global and regional markets and the rapid expansion of the telecommunications infrastructure in Jamaica that has supported the growth of business services firms.

The creation of the Caribbean Single Market and Economy (CSME) will enable free movement of skilled labour between English-speaking Caribbean countries, including business service providers. A recently completed study of the services industries in Jamaica<sup>228</sup> reviewed the use of the four main modes of trading services<sup>229</sup> and confirmed that service providers in Jamaica primarily use the first two modes – providers either a) export services abroad by using Jamaica's advanced telecommunications system or b) deliver services to foreign clients who travel to Jamaica. The modes that require Jamaican service providers to leave the country are used the least.

Distribution, including the wholesale and retail trade, is the single largest sector in the Jamaican economy, accounting for 20.4 per cent of GDP and 14.6 per cent of the total employed labour force in 2007. The sector represents a key component in the efficient operation of the local market for goods. The distribution sector has a highly concentrated structure<sup>230</sup> but remains open to competitive forces through the entry of new companies and by growth of small enterprises. The sector has seen a number of trends that have been evident internationally, including mergers and consolidation among distribution chains, backward integration into own-

<sup>227</sup> Business services include accounting and business consulting firms, real estate brokers and managers, lawyers, architects, engineers, information technology consultants and other service providers.

<sup>228</sup> A-Z Information Jamaica Limited, Services Sector Study - Final Report (2006).

<sup>229</sup> The four (4) main modes of trading services as identified under the General Agreement on Trade in Services (GATS) are: Mode 1: Cross border supply – exporting using email, courier, fax, mail, video, telephone, internet; Mode 2: Consumption abroad - consumer comes to Jamaica or foreign company/person operating in Jamaica consumes service; Mode 3: Commercial presence – set up a branch or subsidiary overseas; Mode 4: Presence/movement of natural persons – temporary entry into another country to provide services.

<sup>230</sup> Large and medium enterprises (with average annual sales in excess of US\$1 million) represented 11.9% of the total number of enterprises in the distribution sector and accounted for 86.1% of total sales by the sector in 2007 (ESSJ).

label production and expansion of marketing channels. Real sales in the distribution sector have increased by an annual average of 1.4 per cent over the past six years from 2002 to 2007.<sup>231</sup> Due to its high import content, the distribution sector is affected by Jamaica's international and regional trade policies, which can affect the supply and price of traded goods by restrictions, regulations, tariffs and taxes.

## Issues and Challenges

### Financial Services

1. Small fraction of total annual loan financing in Jamaica allocated to MSMEs
2. Emergence of a number of unregulated financial operations in recent years
3. Aspects of the supervisory and regulatory framework that require attention, including need for increasing reporting requirements and inter-agency cooperation, rationalizing roles of regulatory institutions, strengthening the regulatory framework and prudential standards for credit unions, and strengthening the supervisory independence of the Bank of Jamaica (the Central Bank)
4. Challenges relating to the creation of an integrated regional capital market for CARICOM member states under the CSME, including relatively high transaction costs in regional capital markets, low liquidity in some markets including Jamaica, a relatively small number of listed companies with a few securities dominating trading, and varying legislation and rules across member states

5. Environmental issues including generation of increasing levels of e-waste associated with increased use of information and communications technology, and the need to apply environmental assessment requirements in loan financing processes

### Business Services

1. Inadequate capacity of monitoring institutions to ensure certification of professionals to meet international trends and the requirements for regional accreditation under the implementation of the CSME
2. Negative impact of the net outward migration of skilled labour
3. Costs of telecommunications services including the cost of internet outbound connectivity to support international competitiveness
4. Constraints in the business environment, including: existing trade procedures; costs and delays in land development approval and transfer processes; high cost of capital and operating inputs; high levels of crime and violence; and inefficient tax payment processes
5. Relatively low levels of awareness of export modes and opportunities among local service providers
6. Capacity constraints of MSMEs and informal enterprises in the business services sector

<sup>231</sup> Estimate based on data from Taxpayer Audit & Assessment Department (ESSJ 2007).



### Distribution

1. Factors in the general business environment that affect distribution including customs and cargo handling, business regulations, and the costs of financing, energy and security
2. Transport constraints, including the limited capacity of highways to accommodate container haulage vehicles, inadequate levels of storage facilities, and lack of an intra-island coastal marine cargo system
3. Lack of comprehensive and reliable sectoral information due to the large number of small, micro and informal enterprises
4. Potential opportunity for e-commerce to increase online purchasing by Jamaican consumers, as well as the potential threat of increased competition in the domestic market from overseas suppliers

5. Environmental issues related to the distribution trade including solid waste generated by the packaging of traded goods (e.g. PET bottles<sup>232</sup>), handling of hazardous materials and contribution to energy consumption and air pollution from road transport vehicles employed in the distributive trades

### Selected Sector Strategies:

#### Financial Services

- Establish a fully-automated financial trading system
- Diversify the range of financial institutions and products
- Develop public awareness on financial literacy
- Strengthen the credit administration capacity of financial institutions
- Develop offshore banking



Photograph by Howard Moo-Young

<sup>232</sup> PET (Polyethylene terephthalate) is one of the most widely used types of plastic bottle.



**Business Services and Distribution**

- Develop capacity of service providers to meet international standards of certification
- Expand use of the full range of modes of delivery of export services
- Improve the transport infrastructure and network for distribution services

**Sectoral**

- Improve levels of training by services enterprises for managers and staff

- Improve trade relations and facilitation for trade and investment in services
- Collaborate with providers in development of advanced ICT network and applications for services
- Strengthen the capacity of education and research institutions to provide relevant research and innovation for services
- Strengthen the technology and innovation capacity of service providers
- Encourage energy efficiency and conservation by service providers

**Table 42: Proposed Indicators and Targets for Services**

Outcome #12 – Internationally Competitive Industry Structures – Services					
PROPOSED OUTCOME INDICATORS	BASELINE	PROPOSED TARGETS			COMMENTS
	2007 or Most current	2012	2015	2030	
Growth rate of services (Financing and Insurance and Real Estate and Business Services)	3.4%	≥2.25%	≥2.25%	≥4.02%	The average growth rate of these two sectors between 2001 and 2007 was 2.25%. The target is to maintain this rate through 2015 while pushing to achieve the highest rate during the period 2001-2007 (4.02%) by 2030.
% change in gross sales of registered firms in distribution sector	2.60%	≥ 3%	≥ 5%	≥6.5%	The average growth rate for the last 5 years was 1.34%. However, the target is set at the projected growth rates for overall GDP, so as to also capture transfer of firms from the informal to the formal economy.



Photograph by Howard Moo-Young

## Tourism

### Overview

Since the 1980s, tourism has been one of the leading growth industries in the global economy, and represents some 35 per cent of the world's export of services. According to the UN World Tourism Organization, international arrivals are expected to grow by 4.1 per cent annually to 2020.<sup>233</sup> Jamaica has been one of the better known resort vacation destinations in the world for more than half a century, and has seen sustained growth of its tourism industry since Independence. In 2006, total arrivals, comprising stopover visitors and cruise passengers, passed the 3 million mark for the first time. Today, tourism is one of our leading industries, contributing an estimated 8 per cent of total GDP, directly employing approximately 80,000 persons and accounting for some 47 per cent of total foreign exchange earnings from

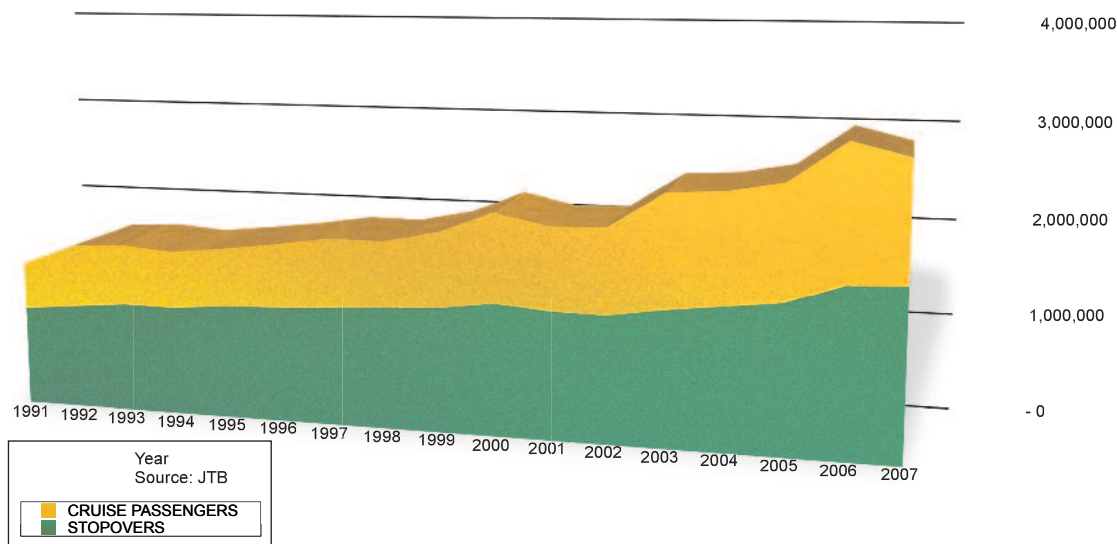
productive sectors in 2006.<sup>234</sup>

The Jamaican tourism product comprises a complex value chain and network of services catering to visitors and domestic travellers. The country is holding its market share in the Caribbean tourism market<sup>235</sup> but faces strong competition from other regional destinations including the Dominican Republic, Cuba and Cancun, Mexico. Jamaica ranked 60<sup>th</sup> out of a total of 133 countries in the 2009 Travel & Tourism Competitiveness Index. Our more favourable scores were in the areas of policy rules and regulations, prioritization of travel and tourism strategies, and national affinity for travel and tourism; we scored poorly for safety and security, environment and price competitiveness.

<sup>233</sup> UNWTO, Tourism 2020 Vision (2001). While the UNWTO recognizes that the global economic downturn in 2008-2009 has negatively affected travel and tourism, it has not revised its long-term growth projections and has formed a Tourism Resilience Committee to plan responses and policy recommendations for the global industry.

<sup>234</sup> JTB.

<sup>235</sup> Total stopover arrivals to Jamaica increased from 7.2% of total stopover arrivals to the Caribbean in 1985 to 7.6% in 2006 (CTO).

**Figure 22: Jamaica - Tourism Visitor Arrivals 1991-2007**

In 2003, Jamaica completed a Master Plan for Sustainable Tourism Development over the 10-year period 2003-2012, which envisaged annual growth rates of 4.0 per cent in visitor accommodation. While there has been progress toward meeting some of the growth targets of the Master Plan, there are areas that have not seen commensurate progress, such as community-based development and environmental sustainability. The downturn in the global economy since 2007 has reduced discretionary incomes in major source markets, and may affect the levels of arrivals and expenditure in our tourism industry in the short to medium term.

Vision 2030 Jamaica will realize the vision of an inclusive, world-class, distinctly Jamaican tourism industry that is a major contributor to socio-economic and cultural development, with a well-educated, highly skilled and motivated workforce at all levels within a safe, secure and sustainably managed environment. We will: widen the participation in the tourism industry by local stakeholders; improve training and

working conditions at all levels; promote investment and economic linkages; diversify our tourism product, source markets and market segments; improve standards and levels of customer service; increase the value earned and retained from each tourist; increase the use of Jamaican inputs and culture in all areas of the industry; and strengthen the integration of tourism development with sustainable land use planning and environmental management.

### Issues and Challenges

1. The need for ongoing improvement in key aspects of the tourism product, including development and diversification, improving standards, upgrading of infrastructure in resort areas, and human resource development
2. Need to earn and retain higher value for our country from each tourist arrival
3. Inadequate linkages between tourism and the other sectors and industries of the economy, such as agriculture, manufacturing, creative industries and services



4. Reductions in the capacity of Air Jamaica threaten the ability to maintain adequate air access and airlift to Jamaica
5. Negative perceptions of Jamaica as a travel destination due to crime and tourist harassment
6. A high level of dependence on the North American market
7. A wide range of environmental and socio-economic impacts, including loss of wetlands as a result of the construction of resorts and hotels, beach erosion, damage to coral reefs, habitat loss, intensive use of fresh water resources, and increased pollution
8. The need for careful land use and regional planning in the development of tourism, including improvement of the process for planning and building approvals and environmental permits and licenses
9. The need to achieve greater inclusiveness to counter the development of tourism as an enclave industry and to widen the share of benefits derived from the industry by local residents and communities
10. Gaps in information on various aspects of the industry (for example, tourism does not appear as a separate sector within the national accounts of the country despite its importance to the Jamaican economy)



Photograph by Howard Moo-Young

**Selected Sector Strategies:**Participation and Inclusiveness

- Create framework to facilitate awareness, broad participation, business opportunities and access for stakeholders
- Expand and promote entrepreneurial and employment opportunities for communities

Workforce

- Develop a dynamic and flexible demand-driven education and training system for tourism
- Strengthen the social infrastructure of workers and adjoining communities

Economic Integration and Development

- Establish appropriate marketing systems to bring together purchasers in the tourism industry and producers in linkage sectors and industries
- Promote and enhance investment opportunities in the industry for both local and international investors
- Strengthen regional approaches to marketing and trade negotiations
- Increase value-added and -retained per tourist arrival
- Strengthen use of knowledge to increase value of the industry
- Promote efficiency of bureaucracy regarding approvals and facilitation of investments, and operation of the industry

Competitive Jamaican Tourism Product

- Develop new tourism market segments
- Develop diversified geographic source markets
- Develop a variety of accommodations
- Ensure the continued development of existing categories of accommodations
- Establish a supporting environment for the development of various types of attractions
- Develop and implement flagship heritage, cultural, historical and nature-based attractions projects
- Integrate airlift requirements for tourism into transport policy, planning and implementation
- Promote dual-destination markets with other Caribbean countries
- Promote capabilities of tour operators to develop new geographic markets and market segments
- Rationalize the expansion of ports of call within carrying capacity
- Improve partnerships between destination and cruise lines
- Transform the concept, physical ambience and shopping experience of the craft industry
- Ensure that all aspects of the tourism industry meet required standards and customer service
- Increase use of Jamaican inputs in tourism product
- Increase per cent of disembarking cruise passengers and average spend per passenger



**Sustainable Natural, Social and Built Environment**

- Ensure that the activities of the tourism industry support biodiversity conservation objectives
- Promote the application of local sustainable development planning (LSDP) to resort areas
- Ensure that environmental management systems are implemented by tourism entities
- Develop and apply multi-hazard mitigation measures for tourism
- Ensure compliance with health and safety standards
- Ensure that the implementation of the national security strategy addresses the concerns of the tourism industry

**Table 43: Proposed Indicators and Targets for Tourism**

Outcome #12 – Internationally Competitive Industry Structures –Tourism					
PROPOSED OUTCOME INDICATORS	BASELINE	PROPOSED TARGETS			COMMENTS
	2007 or Most current	2012	2015	2030	
% change in foreign exchange earnings from tourism	3.4%	≥3.98%	≥3.98%	≥4.1%	The World Tourist Organization projects that tourism will grow globally at about 4.1% and for the Americas at about 3.98%, until 2020. The targets for Jamaica are set conservatively using the projected rate for the Americas to 2020 and at the global rate thereafter.
Travel and Tourism Competitiveness Index (Country Rank)	60th	≤54	≤48	≤35	Target is for Jamaica to regain its 2007 position by 2015, and to be in the top quartile and be ranked at or above 35 by 2030.

## Goal 4: Jamaica has a Healthy Natural Environment

NATIONAL OUTCOMES

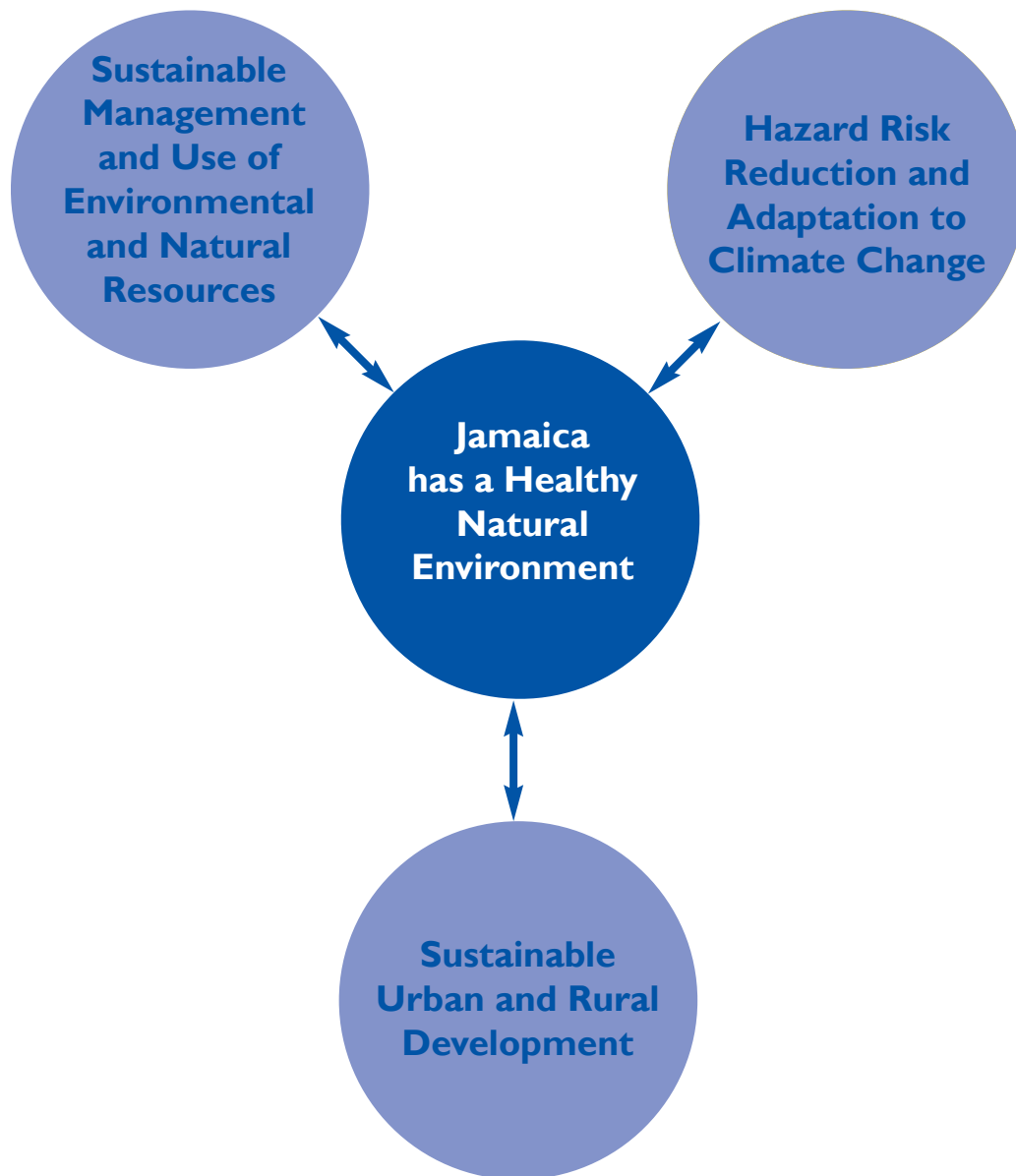


Figure 23: Goal 4 and Related National Outcomes

## NATIONAL OUTCOME # 13: SUSTAINABLE MANAGEMENT AND USE OF ENVIRONMENTAL AND NATURAL RESOURCES

### Overview

Achieving developed country status in Jamaica will require the sustainable management and use of our environmental and natural resources as these are essential to enhancing the quality of life of all Jamaicans.

Vision 2030 Jamaica is built on the notion that the rules for Government, business, investors, and consumers will have to be rewritten to ensure that environmental considerations become integral factors in socio-economic decision-making, thereby moving us into

“ Vision 2030 Jamaica is built on the notion that the rules for government, business, investors, and consumers will have to be rewritten to ensure that environmental considerations become integral factors in economic decision-making.

”

the realm of a green economy. With the particularly high level of interdependence among the environmental, economic and social systems in Small Island Developing States (SIDS) like Jamaica, progress towards attaining sustainability can only be attained if these three systems are viewed in an integrated manner.

To achieve this outcome, Vision 2030 Jamaica will give priority attention to:

- Increasing environmental awareness of the general population and their participation in the management of natural resources
- Providing an effective regulatory framework which binds Government and the people including constitutional and legislative reform which emphasize each person’s right to a healthy environment and citizens’ right to appeal decisions made with respect to natural resources
- Incorporating environmental considerations into decision-making processes
- Ensuring that development takes place in the context of gender equity and social equity paying full attention to the limits of the natural resource
- Creating informed committed leadership who are champions for environmental protection
- Preserving and renewing ecological capital
- Determining the economic value of our biodiversity and ecosystem services, as well as the long-term economic consequences of the continuing loss of biodiversity

## Profile of Jamaica's Natural Environment

Jamaica has a variety of ecosystems – including coastal and marine, forests, and freshwater. These ecosystems provide a variety of goods and services but are under pressure from human-induced activities. For example:

- 94 per cent of Jamaica's forests is disturbed and more than 20 per cent of land within forest reserves has been impacted by human activity
- Almost all of our watersheds have been impacted by human activity and experience some level of degradation
- All major river courses receive pollutants at some point from industrial waste, sewage, silt, debris and agricultural run-off
- 30 per cent of mangrove forests has been lost due to activities such as infilling for construction of hotel and housing developments
- Land use pressures resulting in environmental degradation including exacerbation of erosion and flooding, degraded and diminishing wetlands, compromised water resources and deteriorating coral reefs. Land use pressures are greatest in the coastal and urban areas. Contributing factors are related to: poor agricultural and forestry practices, human encroachment in forest reserves and protected areas, urbanization, population growth in vulnerable areas
- Direct release of pollutants to the air occur from economic activities

such as bauxite and alumina mining and production

Despite all these problems, our country has environmental institutions and standards geared towards the management, conservation and protection of our natural resources within the context of sustainable development. These have contributed to Jamaica being ranked best in the English-speaking Caribbean, along with the Dominican Republic and Cuba, in the wider Caribbean in environmental performance in the 2008 Environmental Performance Index (EPI). In this EPI, Jamaica ranked 54<sup>th</sup> out of 147 countries.<sup>236,237</sup> Under Vision 2030 Jamaica we will aim to improve this ranking, so that by 2030 we will be in the top 37 countries with an EPI ranking of  $\geq 85$ .

## Issues and Challenges

### *Inadequate Linkages between Economic Activities and the Environment*

Protecting and managing Jamaica's natural resources will contribute to enhancing the quality of life of our citizens. The origin of environmental problems that our country now faces can be attributed to the expansion of overall economic activities, coupled with excessive and inefficient consumption of resources (e.g. deforestation, watershed degradation, overfishing) and the emission of waste beyond the environment's capacity to assimilate. Additionally, unsustainable production and consumption patterns in almost all sectors are increasingly threatening the health of our country's ecosystems and biodiversity (See box on page 237).

<sup>236</sup> 'Greener days' in Jamaica by Tony Best Published on: 1/30/08 in the Trinidad Guardian Newspaper.

<sup>237</sup> The EPI has two overarching objectives: reducing environmental stresses on human health; and promoting ecosystem vitality and sound natural resource management. Twenty-five environmental indicators build the index which centres on countries environmental performance. The EPI tracks actual results related to a core set of environmental issues that countries around the world have prioritized.

## IMPACT OF JAMAICA'S ECONOMIC ACTIVITIES ON THE NATURAL ENVIRONMENT

### Tourism

There are several negative environmental impacts associated with the growth in tourism. These include the concentration of infrastructure along the narrow coastal zone, destruction of wetlands and mangroves to facilitate hotel construction and erection of piers and marinas. There is the destruction of marine habitat due to dredging, sea grass removal, damage to coral reefs and discharge of sewage into off-shore areas. Thus, while the growth of this industry presents many attractive opportunities and can generate great wealth, it also presents a challenge as the country continues to struggle to maintain competitiveness and ensure sustainability of the industry itself and the physical environment. When carefully planned and managed, tourism can promote the conservation of the environment and the preservation of cultural heritage of an area.

### Bauxite Mining

While bauxite mining makes a very important contribution to the economy (approximately 5% of GDP), mining and processing of the ore as well as port operations have had numerous negative environmental impacts. These include dust and noise pollution, relocation of communities, deforestation, loss of biodiversity, land and groundwater pollution from red mud disposal, scarification of the landscape and beach erosion.

### Manufacturing

Manufacturing has negatively affected water quality both in rivers and in places such as the Kingston Harbour. This is primarily due to discharge of sewage and trade effluent. Some activities, for example, cement manufacturing have generated fugitive dust and others have affected air quality by burning fossil fuels.

### Agriculture

The major environmental impacts arising from agricultural practices such as land clearing and uncontrolled use of fire include soil erosion, loss of biodiversity and wildlife habitat. The use of agro-chemicals such as fertilizers, pesticides and weedcides results in run-off that has adversely affected water quality in many locations



Economic losses due to resource degradation are hard to measure and are not yet reflected in our country's national accounts. As a consequence, conservation of our natural resources is not easily viewed as critical to sustainable economic growth and is usually overlooked. As a result, long-term benefits are eclipsed by the focus on short-term returns on investments.<sup>238</sup>

### **Inadequate Policy, Legislative and Institutional Framework**

Although we have initiated various policy responses to address environmental issues – new policies, strategies and action plans, laws and regulations, and have become party to several multilateral and regional environmental agreements, much of the problems hindering progress in the environment and sustainable development arena relate to the inadequate policy, legislative and institutional capacity. Also, relevant institutions involved in environmental management lack the capacity (financial, human, physical) to effectively execute their mandates and are unable to deal with the complex nature of current problems. This ineffectiveness is manifested in the level of post-permit and on-going monitoring and in the country's inability to use market-based incentives or disincentives to improve environmental management.

### **State of the Natural Environment**

Although Jamaica has made substantial improvements in environmental management, many challenges still remain. Recent evaluations of the state of the environment indicate a number of worrying trends. Among these are: deteriorating air and water quality; poor

management of solid, liquid and hazardous wastes; loss of biodiversity; watershed degradation; net loss of forest cover; and the increasing incidence of forest fires.

### **Data Management**

While data and analysis of environmental problems have improved over the last twelve<sup>239</sup> years, data gaps and a lack of time-series data hamper efforts to use quantitative indicators to spot emerging problems, assess policy options and gauge the effectiveness of environmental programmes.

### **Improper Management of Waste**

Deficiencies in the collection, disposal and treatment and overall management of waste include:

- Lack of a comprehensive waste management policy resulting in the haphazard management of waste
- The volume of waste generated especially solid waste is increasing significantly and the waste stream is changing, and now includes a higher proportion of inorganic materials (e.g. plastics and packaging materials)
- Infrastructure for disposal of solid and liquid wastes is inadequate, and is non-existent for hazardous waste, including e-waste
- A network of poorly managed landfills, with very little progress being made towards modernizing the landfill infrastructure to sanitary landfills
- Outdated waste management technology that is not sufficiently responsive to the changing conditions
- Lack of awareness by the general

<sup>238</sup> Jamaica National Assessment Report: A 10 year review of the 1994 Barbados Programme of Action for the Sustainable Development of Small Island Developing States. Ministry of Land and Environment.

<sup>239</sup> The first State of the Environment Report was produced in 1997.

population of the importance of proper waste management practices as well as cultural practices such as illegal and indiscriminate dumping and burning which contribute to human and environmental health problems

resources to ensure the continued provision of essential environmental and natural resources goods and services. The strategies recognize that proactive environmental management is increasingly becoming the basis for the success of economies and social systems.<sup>240</sup>

### National Strategies

The strategies articulated below focus on the effective management of the country’s environmental and natural

The National Strategies, an elaboration of each and some selected sector strategies are listed below.

**Table 44: National Strategies and Responsible Agencies – Sustainable Management and Use of Environmental and Natural Resources**

NATIONAL STRATEGIES	RESPONSIBLE AGENCIES
13-1 Integrate environmental issues in economic and social decision-making policies and processes	Cabinet Office Ministry of Health and Environment National Environment and Planning Agency Planning Institute of Jamaica Office of the Prime Minister
13-2 Develop and implement mechanisms for biodiversity conservation and ecosystems management	Ministry of Health and Environment National Environment and Planning Agency Ministry of Agriculture Forestry Department Fisheries Division National Solid Waste Management Authority NGOs (especially those with responsibility for managing protected areas) Office of the Prime Minister
13-3 Develop efficient and effective governance structures for environmental management	Cabinet Office National Solid Waste Management Authority Ministry of Health and Environment National Environment and Planning Agency Local Authorities Parish Development Committees Office of the Prime Minister
13-4 Manage all forms of waste effectively	Ministry of Health and Environment National Environment and Planning Agency Department of Local Government Local Authorities National Solid Waste Management Authority Office of the Prime Minister

<sup>240</sup> “Building Resilience in SIDS: The Environmental Vulnerability Index”, UNEP, 2004.

### 13-1 Integrate Environmental Issues in Economic and Social Decision-Making Policies and Processes

This first strategy is aligned to Millennium Development Goal #7 which aims at ensuring environmental sustainability, and calls on nations to “Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources”.<sup>241</sup> Currently, our development strategies are focused on fostering economic growth, using the private sector as the primary vehicle for undertaking the necessary economic activities (e.g. tourism, mining and manufacturing). This has resulted in many sectoral policies not effectively taking account of environmental considerations and, consequently, contributing to degradation of the natural environment.

Vision 2030 Jamaica will ensure that the necessary integration of environmental issues in economic and social decision-making policies and processes is supported by: an institutional framework to facilitate this integrated approach; effective communication between the environmental practitioners and economic policymakers to enable meaningful policymaking; and effective policy tools such as the use of Strategic Environmental Assessments (SEA) to lead economic actors to better incorporate environmental factors in their decision-making.

#### **Selected Sector Strategies:**

- Create mechanisms at the national level, including political decision-making and investment processes, to ensure the use of impact

assessments (for example, strategic environmental assessment, health impact assessment) in sectoral policy development

- Create frameworks that will enable the integrated management and sustainable use of Jamaica’s natural resources (e.g. guidelines for resource use, phased mining etc.)
- Develop mechanisms that effectively integrate environmental management in land use planning, especially as it relates to urban planning, regional development and sectoral strategies
- Implement best management practices for air, forests, ground and surface water, land, soils and mineral resources consumption
- Promote the use of new, clean technologies for all economic activities (tourism, manufacturing etc.)
- Implement best practices for the management of air, forests, ground and surface water, land, soil and mineral resource use
- Update, strengthen and implement relevant environmental and planning legislation

### 13-2 Develop and Implement Mechanisms for Biodiversity Conservation and Ecosystems Management

Jamaica’s current environmental legislation provides a basic framework for the conservation and sustainable use of biodiversity. This framework focuses biodiversity and ecosystems decision-making largely on mitigating the impact

<sup>241</sup> The Millennium Development Goals Report, 2007. United Nations.

of project activities (e.g. the impact of mining) and on establishing areas to protect wildlife. While important, these initiatives only partially address the conservation of biodiversity and ecosystems. Consequently, we still experience loss of biodiversity and the unsustainable use of ecosystems and their services.

Vision 2030 Jamaica recognizes that our development goals depend on ecosystem goods and services as well as biodiversity and assigns an array of programmes for biodiversity conservation and ecosystems management involving both national and local level stakeholders. We will therefore consider mitigation and protection within a broader approach that acknowledges that many of our citizens in their daily lives depend on a range of services (e.g. freshwater, fisheries) that ecosystems provide.

**Selected Sector Strategies:**<sup>242</sup>

- Adopt an ecosystems management approach which takes into account:
  - access to biological resources for benefit sharing by our population at large
  - sustainable use of biological resources
  - safe transfer, handling and use of living modified organisms
  - implementation of forestry management initiatives
  - establishment of terrestrial and marine protected areas
  - research to enhance scientific understanding of ecosystems, including their economic contributions to national development

- Develop a comprehensive framework to reverse loss of ecosystems and biological resources through restoration initiatives and protection from invasive species
- Implement waste management systems that effectively reduce the impact of waste on ecosystems
- Create an integrated, gendered and sustainable approach to environmental management, planning and conservation

**I3-3 Develop Efficient and Effective Governance Structures for Environmental Management**

Vision 2030 Jamaica recognizes the need for an efficient, effective and accountable governance framework for developing and improving the capacity of environmental leadership of public and non-state institutions. Through this framework we will: promote environmental stewardship; foster participation and the acceptance of sharing responsibility for protecting the environment; develop an effective system for environmental monitoring and compliance; and develop an effective planning and regulatory framework for environmental planning that ensures sustainability.

**Selected Sector Strategies:**

- Build capacity (systems, processes, infrastructure, and personnel) of environmental institutions and encourage transformational leadership in such institutions

<sup>242</sup> Some of the selected strategies listed below are extracted from the National Biodiversity Strategy and Action Plan (NEPA, 2003).



- Create a dynamic and responsive regulatory environment including review and strengthening of relevant environmental legislation
- Establish institutional mechanisms to foster coordination and collaboration among resource management agencies on resource protection issues
- Create mechanisms to enhance accountability among all segments of society, i.e. the state, private and public organizations and individual citizens
- Support effective delivery of environmental education at all levels of the Jamaican education system and promote environmental awareness
- Strengthen the capacity of local organizations to facilitate citizen participation in sustainable management of their local natural resources

### 13-4 Manage all Forms of Waste Effectively

The effective management of waste remains a challenge for Jamaica. We currently generate approximately 1 kg of solid waste per person per day, and this is projected to increase to 1.5 kg per person per day by 2030 due to population increase, changes in consumption patterns, technological changes and modernization of the economy. The characterization of the solid waste stream indicates that close to 20 per cent of the waste is inorganic, consisting of plastics, glass and other non-biodegradable materials. The corollary is that the high organic content of the waste produces large quantities of methane which self ignite at the landfills and contribute to air pollution and respiratory illness. There is also a problem with the inadequate management of hazardous waste (e.g. chemicals, e-waste) which has implication for both human and environmental health.



Photograph contributed by E. Emanuel



Vision 2030 Jamaica supports integrated waste management which has the added benefit of enabling resource management, as well as formulating and implementing effective management and disposal strategies and infusing the 6Rs of waste management (Rethink, Reduce, Reuse, Recycle, Retrofit and Recondition).

**Selected Sector Strategies**

- Create an appropriate institutional framework for the integrated management of all types of waste, including the development of a comprehensive waste management policy and associated standards and regulations
- Harmonize all national and sectoral policies to take into account potential implications for waste generation and management
- Modernize the waste management infrastructure
- Integrate communities and private sector participation in the management of waste
- Create incentives for the development of markets for waste (e.g. waste-to-energy conversion, recycling, zero-waste processing)
- Promote awareness among the general public to influence their waste management practices

**Table 45: Proposed Outcome Indicators and Targets for National Outcome #13**

National Outcome #13 – Sustainable Management and Use of Environmental and Natural Resources					
PROPOSED OUTCOME INDICATORS	BASELINE 2007 or Most current	PROPOSED TARGETS			COMMENTS
		2012	2015	2030	
Environmental Performance Index (EPI)	79.1	≥80.1	≥82.2	≥85	Our weak policy area is biodiversity and habitat. In this area our score is 35 while the average for the region is 43.2, and for comparative income group the average is 48.6. The 4 indicators covered in the EPI are: conservation risk, effective conservation, critical habitat and marine protected areas with scores of 66.4%, 28.6%, 40% and 5% respectively. With continued work towards implementing the Protected Areas System Master Plan (PASM), the country should be able to improve its position. In order to be in the top 37 countries (25% of 149 countries) the index should be at least 82.2; and to be in the top 20 countries an improvement to at least 85 is required.

# NATIONAL OUTCOMES



Photograph by Richard Khouri

## NATIONAL OUTCOME # 14: HAZARD RISK REDUCTION AND ADAPTATION TO CLIMATE CHANGE

### Overview

Natural hazards which lead to natural disasters<sup>243</sup> have dire consequences for economic activities, infrastructure, human welfare and natural resources management. To a large extent, disasters result from the failures of development policy to mitigate vulnerability to hazard events. In Jamaica, natural disasters have consistently affected community livelihood systems as well as the productive sectors and industries such as agriculture, manufacturing and tourism.

Climate change is likely to increase the incidence of natural disasters by causing extreme weather events to occur more frequently. Sea-level rise as a result of global warming will magnify the impact of storm surge and waves on coastal areas and lead to shoreline erosion and property loss. Climate change is also likely to weaken some protective ecosystems such as coral reefs and mangroves due to increased sea-surface temperatures and changes in salinity. There are also socio-economic effects of climate change. Sea-level rise, for example, is expected to have an impact on the water resources available to our population by increasing the salinity of aquifers. Climate change is also expected to impact on livelihoods (e.g. agriculture and fisheries), lead to increased vulnerability to vector-borne diseases,

and decrease resilience of the agriculture sector, among others. In view of the potential for global climate change to increase natural hazards, Vision 2030 Jamaica will ensure that our country's voice is added to those advocating at international forums for greenhouse gas mitigation.

Over the last decade, meteorological hazards (hurricanes, droughts) have reinforced our vulnerability to disasters. Between 2002 and 2007 Jamaica experienced six storm events (including three major hurricanes) and several flood events. These events combined resulted in damage and losses amounting to approximately \$70.72 billion (in 2007 prices), equivalent to 3.2 per cent of GDP.<sup>244</sup> There is an ever present threat of earthquakes.

Natural hazards cannot be considered in isolation from other hazard types. Our country is also at risk of man-made hazards including oil spills, pollution, chemical contamination and fire. Fires are the major man-made hazards that threaten our country. Bush fires accounted for 55 per cent of all fires in 2006, and hazardous materials spills have been quite commonplace in the industrial and agricultural sectors.

<sup>243</sup> It has been said that a natural hazard will never result in a natural disaster in areas without vulnerability, e.g. strong earthquakes in uninhabited areas.

<sup>244</sup> Data compiled by PIOJ from information received from various MDAs.





Photograph contributed by C. Beckford

There are likely to be more frequent and intense storms, high intensity earthquakes and man-made hazards in the future. Jamaica, like other Caribbean countries, is likely to be confronted with the possibility of diverting scarce resources earmarked for development projects to deal with disaster relief and reconstruction, thus retarding economic growth. Disasters directly impact on public finance by increasing expenditure and reducing domestic revenue which in turn lead to increased domestic and external borrowing. Under Vision 2030 Jamaica, we will aim to reduce the cost of damage caused by disasters to less than 1 per cent of GDP.

If we are to move towards a sustainable future, we must implement measures to mitigate hazard risk. A major area of concern is that Jamaica's capacity to deal with disasters is inadequate. Currently, hazard risk reduction is not integrated into socio-economic decision-making. Vision 2030 Jamaica will place greater emphasis on hazard risk management activities and programmes for reducing existing and future vulnerability. We will incorporate climate change scenarios into future economic and land use planning, as embodied in the United Nations Framework Convention on Climate Change (UNFCCC), to which

Jamaica is a party. A National Communication on Climate Change has been prepared out of which an Adaptation Strategy will emerge. Vision 2030 Jamaica provides a framework to ensure that we reduce the risks associated with natural hazards and climate change by integrating hazard considerations into our country's development planning.

## Issues and Challenges

### **Jamaica's Location, Geology and Geography**

Jamaica's location, geology and geography make the island prone to natural hazards. Major threats include landslides, hurricanes, floods, droughts and earthquakes. For example the mountainous topography of the island coupled with its susceptible geology contributes to the numerous landslide occurrences which block roads and damage infrastructure.

### **Settlement Patterns**

Population growth, uncontrolled urbanization and rural and urban poverty have contributed to the development of unplanned settlements in marginal and environmentally sensitive lands (flood plains and unstable slopes).

Approximately 82 per cent of the population lives along the coastline (and within 5km of the coast) where the major cities and towns are located. Settlement patterns and location of major infrastructure along the coast increase vulnerability to hazard impacts. Many communities throughout the island are located in vulnerable areas such as in flood plains, on steep unstable slopes or along the coastline where they are vulnerable to storm surges. This pervasive situation has continued almost unchecked for the last sixty years or so, due to inadequate planning and environmental management (enforcement of existing legislation) and the lack of appropriate institutional and legislative arrangements. This increased vulnerability to natural hazards disproportionately affects our poor.

#### **Weaknesses in the Physical Planning System and Land Use Practices**

Recent natural disasters, particularly hurricanes, floods, and landslides, have exposed the vulnerability of our country and pointed to weaknesses in physical planning, land use practices, and building practices. Our land use policy and practice do not incorporate current scientific, technical, and local knowledge about the relationship between hazard risk and socio-economic vulnerability. Despite advances made through programmes and projects, not enough hazard mapping has been undertaken to inform land use policy and building practices. Poor land use practices and deforestation render slopes vulnerable to landslides. Expanding urbanization of reclaimed land in the narrow coastal fringe and on steep slopes increases the risk from natural disasters, and requires large scale hazard mapping and improved site selection.

#### **Inadequate Emphasis on Hazard Risk Management Activities**

Greater emphasis needs to be placed on hazard risk management activities and programmes for reducing existing and future vulnerability. Among the more urgent priorities are hazard data collection and mapping, vulnerability assessment, risk assessment, watershed management and the use of risk transfer measures such as insurance.

#### **Environmental Degradation**

Environmental degradation (of watersheds, coral reefs) has increased the country's disaster risk particularly from landslides and hurricanes. Poor environmental practices such as improper disposal of waste, indiscriminate removal of forest cover, poor land use practices, and squatting continue to exacerbate the effects of these natural hazards.

#### **Climate Change**

Climate change is expected to amplify many of the natural hazards to which Jamaica is exposed. On the one hand this is because extreme weather events are likely to become more frequent and more severe. On the other hand, Jamaica as an island state is largely dependent on its coastline, and will become more vulnerable to sea level rise associated with climate change. The fact that key infrastructure related to tourism is concentrated along the coast increases vulnerability. While the likely changes to rainfall are uncertain, minor changes can have major impacts on the island's water resources (particularly groundwater sources). Sea level rise is also expected to have an impact on water resources by increasing salinity in coastal aquifers.



### National Strategies

This section provides a brief description of the national strategies related to reducing hazard risk and adapting to climate change. The intent is to focus our energies and resources on those activities that produce sustained benefits over time. Vision 2030 Jamaica will give special attention to risk identification, mitigation, risk transfer, preparedness, emergency response, rehabilitation, and

reconstruction. This will provide a comprehensive integrated approach to hazard risk management that combines the broader issues of climate change, as well as the urgency to advance the mainstreaming of disaster management and climate change into socio-economic decision-making processes.

The National Strategies, an elaboration of each and some selected sector strategies are listed below.

**Table 46: National Strategies and Responsible Agencies – Hazard Risk Reduction and Adaptation to Climate Change**

NATIONAL STRATEGIES	RESPONSIBLE AGENCIES
14-1 Improve resilience to all forms of hazards	Office of Disaster Preparedness and Emergency Management Office of the Prime Minister Ministry of Agriculture Ministry of Health and Environment National Environment and Planning Agency (NEPA) Ministry of Education Ministry of Finance and the Public Service Jamaica Information Service Public Broadcasting Commission Local Authorities (Parish Councils) Meteorological Office
14-2 Improve emergency response capability	Ministry of Health and Environment Fire Services Red Cross Jamaica Defence Force, Coast Guard Jamaica Constabulary Force Office of Disaster Preparedness and Emergency Management NEPA
14-3 Develop measures to adapt to climate change	NEPA Local Authorities (Parish Councils) Forestry Department Ministry of Agriculture Ministry of Health and Environment University of the West Indies University of Technology, Jamaica Office of the Prime Minister Meteorological Office
14-4 Contribute to the effort to reduce the global rate of climate change	Petroleum Corporation of Jamaica Ministry of Energy Ministry of Transport and Works Ministry of Health and Environment Ministry of Industry, Investment and Commerce Meteorological Office Ministry of Foreign Affairs and Foreign Trade NEPA

## 14-1 Improve Resilience to all Forms of Hazards <sup>245</sup>

Natural and man-made disasters have affected Jamaica's economic, social, and environmental development and will continue to do so, unless we minimize these impacts by engaging in mitigation, risk transfer, and preparedness measures which are less costly than recovery and rehabilitation. Vision 2030 Jamaica recognizes the role that hazard risk reduction can play in achieving sustainable prosperity for this country and proposes to 'disaster-proof' development by: ... "transforming 'vicious spirals' of risk accumulation and disaster losses into 'virtuous spirals' of development, risk reduction and effective disaster response".<sup>246</sup> We will build capacity across the country to limit the impact of hazards and incorporate hazard risk considerations into development planning. We also will build a rational framework for hazard mitigation within which our overall development objectives will be pursued. This framework will be further articulated in a multi-sectoral manner using interagency coordination and the cooperation and support of the private sector and civil society.

### Selected Sector Strategies:

- Create and strengthen national platforms and establish the foundation for hazard risk reduction by engaging in multi-stakeholder dialogue
- Use predictive tools for modelling, hazard data mapping and risk assessment
- Modernize the legal framework related to hazard risk reduction
- Create and introduce economic and financial market instruments for risk transfer
- Use knowledge, innovation and education to build a culture of safety and resilience at all levels by integrating hazard risk reduction in the early childhood, pre-primary, primary, secondary and tertiary education syllabuses and research community; and develop hazard risk reduction training for different groups of stakeholders
- Adopt a community-based approach to hazard risk reduction
- Expand early warning systems to reduce the risk of hazards
- Incorporate hazard risk reduction in environmental and natural resources management
- Establish mechanisms for increasing resilience of the poor and most vulnerable
- Establish measures to incorporate hazard risk reduction in land-use practices and human settlements
- Create opportunities for private sector involvement in hazard risk reduction, including business contingency planning
- Design housing settlements that are not vulnerable to hazards based on construction and rehabilitation techniques that enhance the long term usability
- Regulate the importation, storage, distribution, use and disposal (the management cycle) of hazardous materials

<sup>245</sup> This national strategy is consistent with, and draws from the Hyogo Framework

<sup>246</sup> DFID, 2004. "Disaster Risk Reduction: A Development Concern"

## 14-2 Improve Emergency Response Capability

The potential number of casualties and growing economic costs relating to disasters charge us to recognize the importance of our ability to respond to emergencies. Emergency response capability becomes fundamental especially in situations where there are high levels of vulnerability. The Environmental Vulnerability Index (EVI) ranks Jamaica as extremely vulnerable to the effects of hazards. Vision 2030 Jamaica proposes to strengthen emergency response capability as a priority component of disaster preparedness and emergency management. We will build the capacity of key agencies such as the health and fire services to be able to respond to natural and man-made disasters in a timely and effective manner.

### **Selected Sector Strategies:**

- Build adequate emergency response capability and early warning systems
- Develop institutional capacity to respond to potential emergencies such as fires
- Develop a larger core of trained volunteers to effectively manage emergency response a
- Build capacity of state agencies and facilities (e.g. hospitals, fire services) to manage any potential disasters
- Increase capacity for search and rescue
- Develop mass casualty plans
- Develop procedures to cope with potential disasters (e.g. continuous education simulation exercises and drills)
- Strengthen the regional mechanisms for emergency response

## 14-3 Develop Measures to Adapt to Climate Change

Vision 2030 Jamaica provides the framework to ensure that climate change issues are mainstreamed into national policies and development activities. The objective is to avoid or minimize the impact of disasters related to climate change by increasing coping capacity at various levels (including economic sectors and communities) within the country. One of the key areas for action is to embed climate change mitigation and adaptation in the physical planning system. The Plan will ensure that adaptive measures become the mechanism to manage risks, and adjust economic activity to reduce vulnerability and reduce vulnerability.

Our climate change adaptation measures will consider development planning for our key economic activities (particularly agriculture and tourism), location and design of social and economic infrastructure, livelihoods, location of settlements, biodiversity, water production, and land use management.

### **Selected Sector Strategies:**

- Create mechanisms to fully consider the impacts of climate change and ‘climate proof’ all national policies and plans
- Identify strategic priorities for adaptation to climate change
- Undertake research to identify sector-specific strategies for adaptation
- Promote education and discussion about climate change through local and community media
- Adopt best practices for climate change adaptation
- Infuse climate change issues into

- the physical planning system
- Create and introduce economic and financial market instruments for risk transfer
- Apply disaster risk reduction framework to build on climate change mitigation measures

earlier in National Outcome #10, energy conservation efforts, use of cleaner technologies, and development of alternate energy will result in reduced expenditure on imported oil, less pollution and reduction in pollution-related illnesses.

#### 14-4 Contribute to the Effort to Reduce Global Rate of Climate Change

Even though Jamaica’s contribution to the global level of greenhouse gases is relatively small, Vision 2030 Jamaica will implement mitigation measures to reduce the country’s carbon footprint. Mitigation, through reducing greenhouse gas emissions, will be addressed through greater energy conservation. Energy conservation in Jamaica will put us in a “win-win” situation as it provides other substantial positive economic, social and environmental benefits. As discussed

We will engage in reforestation to increase the amount of greenhouse gases removed from the atmosphere, provide improved watersheds and waterways and reduce landslides and soil erosion. These measures (energy conservation and reforestation), if pursued on a global scale, will mitigate and reduce the global rate of climate change. Vision 2030 Jamaica will provide the framework to enable us to lobby actively for the major greenhouse gas-producing nations to take mitigation action and to participate in developing global solutions to climate change.



Photograph contributed by NEPA

**Selected Sector Strategies:**

- Promote energy conservation and non-carbon-based forms of energy (see National Outcome # 10 on Energy Security and Efficiency)
- Reduce deforestation rate through mechanisms such as reforestation programmes
- Conduct research on Jamaica’s levels and sources of greenhouse gas emissions with a view to further reducing the emissions
- Promote the use of clean technologies in the manufacturing sector (related to National Strategy 12-5)
- Maximize the benefits of the Clean Development Mechanism (CDM) under the Kyoto Protocol
- Lobby at the international level for high greenhouse gas-producing countries to become more energy and resource efficient

**Table 47: Proposed Indicators and Targets for National Outcome #14**

National Outcome #14 – Hazard Risk Reduction and Adaptation to Climate Change					
PROPOSED OUTCOME INDICATORS	BASELINE	PROPOSED TARGETS			COMMENTS
	2007 or Most current	2012	2015	2030	
Cost of damage caused by disasters as % of GDP	3.3%	2.5%	1.5%	≤1%	Reduction in the cost of disasters indicates the preparedness and resilience of the country. The target is to minimize these damages.
Loss of lives due to disasters		≤10	≤10	≤10	A disaster in terms of loss of lives occurs when 10 or more lives are lost. The target is not to have disasters as defined by loss of lives.
Greenhouse Gas Emission (Mt per annum)	5	4.75	4.50	3.5	Target from the EPI is for 2.24 Mt by 2050.



## NATIONAL OUTCOME # 15: SUSTAINABLE URBAN AND RURAL DEVELOPMENT

### Overview

Vision 2030 Jamaica creates a framework for urban and rural development that supports the economic and social development of all parishes to achieve their full potential. It proposes a spatial arrangement of land use that facilitates social and economic development, respects the environment and satisfies the need for safety, efficiency, aesthetics and social justice.

This Plan acknowledges that poor spatial planning in the past has resulted in various problems as is evidenced by run-down town centres, urban sprawl, environmental degradation, unsafe and dilapidated housing, planned and unplanned development in ecologically-sensitive areas, crime and disorder, rural-urban migration, and poverty in many rural areas. Physical planning approaches employed in past decades are inadequate for today's Jamaica.

Jamaicans (developers and residents) are advocating new choices of land use, housing, transport, employment and environmental standards. Vision 2030 Jamaica will encourage the development of new and progressive legislation to reflect the country's changing demands, including clarification of the roles of the various agencies involved in physical planning. It will also address a range of issues including housing affordability, housing finance, land supply and management, water availability, and urban decay.

### Issues and Challenges

#### *Fragmented Nature of the Planning System*

One of the fundamental shortfalls in the system is the fragmented nature of the planning infrastructure. Over 20 institutions are involved in planning (directly or indirectly) and are governed by 103 pieces of planning-related legislation. Much of the legislation and plans are outdated and were drafted when Jamaica was experiencing totally different social and economic circumstances and growth was largely confined to the KMA and a few smaller urban centres. Planning approaches that worked in the 40s, 50s, 60s and 70s are inadequate for today's Jamaica. The development of new legislation is required to reflect these changing demands and clarify the roles of the agencies involved in planning.

#### *Inadequate Capacity at the Institutional Level*

At the institution level, there is a shortage of trained staff (both numerically and in some specialist areas); inadequate financial resources resulting in lack of equipment, vehicles and personnel to effectively carry out post-permit monitoring and enforcement of regulations and other requirements. This inadequate capacity has far reaching implications for the effectiveness of the system as there is insufficient monitoring and little or no sanctioning for breaches.

In addition, there is inadequate communication between regulatory and development agencies resulting in the persistent inability of the agencies to synchronize their plans and planning activities.

### **Lengthy Development Approvals Process**

The majority of development approvals is granted in a 1-2-year and 2-3-year time frame. Research has shown that development approvals have taken over 10 years to be granted in some instances. This slow responsiveness of the system creates opportunities for the system to be bypassed or 'corrupted'. Several reviews of the development approvals system are underway to eliminate the weaknesses in the system and shorten the processing time.

### **Lack of Robustness of the Planning System**

The spatial planning system in the country is characterized by a lack of robustness to respond to the rate of development taking place in the country. One effect of this is the poor management of urban growth and development. This has resulted in spatially unbalanced development. Approximately 25 per cent of Jamaica's population live in Kingston and St Andrew and most development is concentrated in and around the Kingston Metropolitan Region (KMR) which includes Kingston and St. Andrew, parts of St. Thomas to the east and parts of St. Catherine to the west. A wide disparity exists in levels of development between the KMR and other regional centres across the country. These "other"

regional centres, for the most part, are less attractive to investors and residents. Even so, development outside the KMR is concentrated in other urban centres, particularly parish capitals.

Without appropriate planning for the influx of residents to urban centres, there has been uncontrolled expansion of urban areas into surrounding areas (urban sprawl). Examples of this are the towns of Old Harbour, St. Catherine and May Pen in Clarendon, which now appear to be merging into one large urban centre. Another consequence of improper planning is environmental degradation. Jamaica's urban centres, in general, suffer from a combination of poor air quality, high levels of traffic and congestion, high levels of ambient noise, poor-quality built environment, greenhouse gas emissions, urban sprawl, inadequate waste disposal, and erosion of hill-slopes and river and gully banks.

### **Squatting**

Squatting has largely resulted from the shortage of affordable land and housing provisions to keep pace with population growth in the urban centres. In the absence of affordable accommodation, squatting becomes a viable option to new arrivals to urban centres. Squatting is of particular concern in Jamaica because of its rapid growth especially in environmentally sensitive areas such as watersheds, flood plains and lands vulnerable to landslides. Conservative estimates put the incidence of squatting at between 5 and 20 per cent of the housing stock.

Squatters as well as developers who bypass the planning system have also led to uncontrolled and haphazard developments, including illegal and fragmented subdivisions.

**Low Level of Awareness of the Benefits of Spatial Planning**

The low level of public awareness is another pervasive issue contributing to uncontrolled development. This is manifested in a high level of building and subdivision violations and suggests there is a lack of basic understanding as to the benefits of planning.

In summary, weaknesses in the physical planning system, including outdated development orders and the lack of an overarching planning framework, have left the country with:

- fragmented subdivisions;
- unbalanced regional development, including the uncontrolled and disorderly growth of urban areas and the under-development of rural areas;
- squatting;
- inequity and poverty;
- environmental degradation;
- congested towns;
- planned and unplanned development in ecologically-sensitive areas.



Photograph contributed by JTI

### National Strategies

This section provides a brief description of the National Strategies for sustainable urban and rural development, and lists some of the programmes required for

the achievement of this outcome. The National Strategies, an elaboration of each and some selected sector strategies are listed below.

**Table 48: National Strategies and Responsible Agencies - Sustainable Urban and Rural Development**

NATIONAL STRATEGIES	RESPONSIBLE AGENCIES
15-1 Create a comprehensive and efficient planning system	Office of the Prime Minister National Environment and Planning Agency Local Authorities Parish Development Committees Department of Local Government Ministry of Health and Environment Planning Institute of Jamaica
15-2 Create an appropriate framework for sustainability planning	Department of Local Government Parish Development Committees Local Authorities Planning Institute of Jamaica National Environment and Planning Agency Office of the Prime Minister
15-3 Create sustainable urban centres, including urban renewal and upgrading	Urban Development Corporation Local Authorities Parish Development Committees Jamaica Social Investment Fund Ministry of Water and Housing
15-4 Create vibrant and diversified rural areas	Department of Local Government Local Authorities Parish Development Committees Urban Development Corporation
15-5 Ensure safe, sanitary and affordable shelter for all	Ministry of Water and Housing National Housing Trust Jamaica Mortgage Bank National Housing Development Corporation National Works Agency Ministry of Transport and Works Ministry of Energy

## 15-1 Create a Comprehensive and Efficient Planning System

A comprehensive and efficient spatial planning system is necessary to coordinate socioeconomic development and minimize environmental problems. Jamaica's current physical planning system is characterized by a lack of robustness to respond to the rate of development taking place in the country and the impacts of globalization. Vision 2030 Jamaica proposes to create a technology-enabled, transparent, flexible, responsive, efficient and effective planning system that produces the physical development needed to achieve sustainable prosperity for our citizens. We will realize this by developing the relevant national policies and regional and local sustainable development plans. Our new planning system will play a key role in integrating the overarching sustainable development goals of Vision 2030 Jamaica.

### Selected Sector Strategies:

- Develop and adopt mechanisms for better integration of spatial models and tools in decision-making
- Implement transparency and accountability mechanisms and improve congruence among different levels of planning
- Develop and popularize documented procedures and standards for planning
- Rationalize the roles and responsibilities of agencies and entities involved in planning
- Improve the level of awareness of the benefits of planning
- Strengthen capacity for monitoring and enforcement, including using multiple methods of monitoring for example, using community groups
- Strengthen and deepen the

mechanisms to provide secure land tenure through expansion of land titling programmes

- Improve systems and procedures to enhance efficiency

## 15-2 Create an Appropriate Framework for Sustainability Planning

Vision 2030 Jamaica is designed to facilitate and promote sustainable patterns of urban and rural development – making suitable land available for development in line with economic, social and environmental objectives to improve our citizens' quality of life. This means: meeting our diverse needs in existing and future communities, ensuring that communities designed and planned around the elements of economic prosperity are socially adequate, have open and green spaces and arrangements for the disposal of waste; promoting personal well-being; and creating equal opportunity for all our citizens. The success of this National Strategy will be measured by the development and implementation of local sustainable development plans in all parishes, and improved citizen participation at the local level. By 2030, all parishes will have sustainable development plans.

### Selected Sector Strategies:

- Integrate sustainability principles into land use planning and design
- Integrate energy conservation into housing and transportation planning
- Design and develop communities to be in harmony with the natural environment
- Ensure that development decisions are guided by a spatial planning framework (national physical plan)
- Establish inter-agency frameworks for sustainability planning



- Fully implement the Local Sustainable Development Planning Framework
- Improve citizen participation in decision-making through Local Sustainable Development Planning
- Create sustainable communities
- Accelerate development of strategic regional centres to ensure that they play a key role in balancing development
- Link investment with development objectives
- Introduce reforms in land utilization and management
- Review existing land use patterns, zoning regulations, building codes and standards in the context of housing and urban development needs and formulate forward-looking land use and development policies for efficient and optimum utilization of land

### 15-3 Create Sustainable Urban Centres, Including Urban Renewal and Upgrading

Almost 52 per cent (1,417,308 in 2005) of our population resides in urban areas, an increase of 16.75 per cent since 1991. With an estimated annual increase of 1.31 per cent per annum, the urban population of Jamaica is projected to be 1,528,143 in 2020 and 1,869,272 in 2030.<sup>247</sup> This expected increase in urbanization has the potential to result in overcrowding, increases in the number of squatter communities and general deterioration of physical amenities. Vision 2030 Jamaica will create sustainable urban centres underpinned by urban growth management strategies. It will design policies that minimize urban sprawl, create order and strengthen the

critical elements of social capital vital to urban community development. Focus will be placed on urban renewal and upgrading, and conservation and renewal of heritage sites located in urban centres. This strategy will require increases in the level of urban investments to keep pace with the growth and demands of our population.

#### Selected Sector Strategies:

- Develop growth scenarios for main urban centres
- Create green urban centres with ecologically friendly buildings, construction, and transport systems
- Formulate and implement integrated land use and transport policies for urban growth management (e.g. “smart growth”)
- Design policies to minimize sprawl and encourage compact development, infill and redevelopment
- Encourage private reinvestment in older neighbourhoods and private rehabilitation of housing
- Facilitate urban renewal and conservation of historic sites and cultural heritage
- Improve the physical environment to create orderly and beautiful communities
- Formulate urban designs that enhance safety, contribute to a sense of place and encourage social interaction
- Reverse the process of degradation and decay in urban areas
- Increase access to housing and social amenities
- Increase accessibility to inner city communities
- Develop facilities for recreation and social interaction

<sup>247</sup> This projection was done using the T21 Jamaica Model.

### 15-4 Create Vibrant and Diversified Rural Areas

Rural areas are characterized by a high prevalence of poverty (a prevalence of 21.1 % compared with the national prevalence of 14.8% in 2007), high levels of unemployment, poor health conditions, low educational achievements, limited access to infrastructure and basic services, and increasing environmental degradation, particularly in watershed areas (a situation not unrelated to poverty). Research has shown a strong link between rural poverty and a high dependence on agriculture. More than two-thirds of the poor reside in the rural areas, compared with only 48 per cent of the total population.

Rural underemployment, growth of urban centres in rural areas and income differences, create the impetus for us to accelerate rural development in Jamaica. Rural areas will be conceptualized in Vision 2030 Jamaica as drivers of plans for growth in the national economy. The Plan proposes to create economically viable and socially stable rural areas where there is universal access to social amenities, a system of governance which fosters the active participation of local communities, and where opportunities are created so that there can be greater contribution to growth and development of the nation, while ensuring the sustainable use of natural resources and protection of the environment.

#### Selected Sector Strategies:

- Promote growth in rural areas while protecting the environment
- Promote investment in services and infrastructure
- Build effective, integrated and participatory approaches for rural development

- Support development of human and social capital in rural areas
- Foster attention on eradicating poverty and promoting social inclusion in rural areas
- Strengthen the role of local authorities to accelerate social development and poverty reduction of rural populations
- Support the development of rural communities as growth centres for non-farm activities

### 15-5 Ensure Safe, Sanitary and Affordable Shelter for All

Shelter and related services promote individual and collective dignity, privacy and security. In the economic sphere, housing contributes to employment creation and labour productivity, community economic development and capital formation at both the micro- and macroeconomic levels. The provision of adequate housing has historically proven to be challenging globally and more so in developing countries.

Vision 2030 Jamaica recognizes that housing is an important component of the economic and social development of the country. It is an important part of national infrastructure and pivotal to social development, national competitiveness and economic growth. The Plan embodies the concept that shelter represents a broad continuum of affordable and appropriate housing options related to the income of target groups. It is proposed that, by the year 2030, every Jamaican will be living in a well constructed dwelling unit that is safe, sanitary and affordable and in an inclusive and aesthetically pleasing community. Housing provisions will be guided by: affordability criteria; criteria for allocation and access which will

involve the definition of target groups; and mechanisms for security of tenure. The changes to be brought about by the implementation of this National Strategy will ensure that our Housing Quality Index (HQI) reaches to 86 by 2030.

**Selected Sector Strategies:**

- Integrate national housing and urban development planning to enable access to adequate shelter and services to all
- Create mechanisms for all income groups and persons with specialized needs to access shelter
- Locate housing settlements in areas that minimize vulnerability to natural hazards
- Ensure access by all communities to

a minimum standard of support services and amenities, including potable water, sewerage and waste disposal services

- Strengthen housing and infrastructure financing through partnership arrangements from public, private and individual sources
- Encourage a mix of residential development types
- Develop the land and housing market including the rentals market
- Develop alternative housing types and construction techniques that enhance the long-term usability and affordability of housing
- Develop housing opportunities for those with specialized needs

NATIONAL OUTCOMES

**Table 49: Proposed Indicators and Targets for National Outcome #15**

National Outcome #15 – Sustainable Urban and Rural Development					
PROPOSED OUTCOME INDICATORS	BASELINE	PROPOSED TARGETS			COMMENTS
	2007 or Most current	2012	2015	2030	
# of parishes with sustainable development plans not older than 5 years.	0	8	10	15	Local target- NEPA: Integrated Planning and Ecosystem Management.
% of population with secure housing tenure (Owner/ occupancy, rent/leased)	80.5%	82%	85%	95%	The move by Government to formalize squatter settlements and to give formal housing to inner city communities will result in an improvement in this area.
Housing Quality Index	68.1	71.34	73.77	86	The targets are set in keeping with the trend of a 0.81 point improvement each year. Jamaica’s HQI has been steadily improving since 1997, moving from 60 in 1997 to the present 68.1, a change of 8.1 percentage points for the 10 years, that is, 0.81 points per annum. The weakest variable is the number of persons per habitable room, which has fluctuated between 45% and 53%. The other issue which has negatively affected the HQI is the lack of indoor taps in rural areas.
Poverty in rural areas	19.8%	16.8%	14.5%	≤12%	These projected reductions are in keeping with the percentage change projected for the national poverty rate until 2015. The 2030 target reflects a higher percentage change than that projected for the national rate, to capture the efforts at reducing urban/rural inequality in the country.