

AN ASSESSMENT OF JAMAICAN CIVIL SOCIETY (2006)
Two Centuries of Volunteerism Impacted by the Tribal Nature of
Jamaica's Political Culture



CIVICUS Civil Society Index Report for Jamaica

Conducted by
Association of Development Agencies (ADA)
Kingston, Jamaica

CIVICUS Civil Society Index
An international action-research project coordinated by CIVICUS:
World Alliance for Citizen Participation



Association of
Development
Agencies

FOREWORD

The Association of Development Agencies (ADA) is one of Jamaica's oldest development agencies. The primary objectives of ADA, when formed in 1985, was to promote sustainable development and social change, creating a framework for debate, policy, advocacy, analysis and systematic study of global and macro issues that build the capacity of the collective to undertake development, education and research. A further objective was to assist in information exchange and coordination of efforts among the NGO community.

In accepting the challenge to undertake the CIVICUS Civil Society Index project, it was with the knowledge that the role of the Civil Society in Jamaica was little understood and that it was only in recent times that more emphasis was being given to civil society's participation in development activities. It should be noted that apart from support from CIVICUS: World Alliance for Citizen Participation, ADA single-handedly undertook the CSI study, and this was done against the background of great financial constraints. Additionally, the study was delayed on numerous occasions, primarily due to the severe impact of Hurricane Ivan in September 2004, which left a number of stakeholders involved in the project unable to fully participate due to damage suffered as a result of the hurricane. In fact, Hurricane Ivan devastated the island and killed 17 people, incurred losses of US\$595 million or half a billion US dollars, representing 8% of Jamaica's Gross Domestic Product (GDP).

With our 20-odd years experience in conducting research, including publications in the areas of trade and the environment, it was natural for ADA to undertake the CSI study. The invitation extended to non-governmental organizations to participate was welcomed by all, as it was the first time such a study was being conducted in Jamaica. It should be understood that their participation, which was purely voluntary, was also unprecedented, as most of the stakeholders had to travel long distances to venues at their own expense.

The report documented the role of gender in Jamaica's development and the fact that most civil society organizations are female-headed, that violence has impacted development and the ability of CSOs to function at high levels and that most if not all CSOs are facing financial constraints that inhibits them to meet their objectives. Despite these challenges, Jamaicans still show a sense of social responsibility and maintain strong West African traditions that gave birth to such practices as "day-for-day," where unpaid labour is given to a neighbour who may or may not return the favour. Volunteer activities of this nature were for many generations a feature of Jamaican community life, and still are.

It is our hope that this report will contribute to a better understanding of Jamaica's rich history of volunteerism, and bring a better perspective that will allow our partners, donors and international development agencies to better understand the underlying approach and reasoning to policy formulation within a small island developing state.

Amsale Maryam
Chairperson
Association of Development Agencies

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Amsale Maryam
Chairperson
Association of Development Agencies

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LIST OF ACRONYMS

APC	African, Pacific and Caribbean
ADA	Association of Development Agencies
BITU	Bustamante Industrial Trade Union
BWA	Bureau of Women Affairs
CAFFE	Citizen's Actions for Free and Fair Elections
CARICOM	Caribbean Community
CATC	Caribbean Applied Technology Centre Limited
CBOs	Community-Based Organizations
CCGEP	Canada/Caribbean Gender Equality Programme
CDCs	Community Development Committees
CHASE	Culture, Health, Arts, Sports and Education Fund
CIDA	Canadian International Development Agency
CMO	Common Market Organization
CPDC	Caribbean Policy Development Centre
CPI	Corruption Perceptions Index
CSE	Civil Society Expert
CSI	Civil Society Index
CSME	Caribbean Single Market and Economy
CSR	Corporate Social Responsibility
CSOs	Civil Society Organisations
CUMI	Community for the Upliftment of the Mentally Ill
CVSS	Council of Voluntary Social Services
DFID	Department of International Development (UK)
DRF	Dispute Resolution Foundation
EC	European Commission
EFJ	Environmental Foundation of Jamaica
ENACT	Environmental Action Programme
ENGO	Environmental Non-Governmental Organisation
EPA	Economic Partnership Agreement
EU	European Union
FAMPLAN	Jamaica Family Planning Association
GDP	Gross Domestic Product
GBV	Gender Based Violence
GHG	Greenhouse Gases
GNP	Gross National Product
GOJ	Government of Jamaica
HDI	Human Development Index
HDR	Human Development Report
H.E.A.R.T.	Human Employment and Resource Training Trust
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome
IDAs	International Development Agencies
IDB	Inter-American Development Bank
IMF	International Monetary Fund
IPCC	Inter-Governmental Panel on Climate Change
IPPF	International Planned Parenthood Federation
ITU	International Telecommunication Union
JAS	Jamaica Aids Support
JASPEV	Jamaica Social Policy Evaluation

JCDT	Jamaica Conservation and Development Trust
JDP	Jamaica Democratic Party
JET	Jamaica Environment Trust
JFJ	Jamaicans for Justice
JFLAG	Jamaican Forum for Lesbians, All-Sexuals and Gays
JLP	Jamaica Labour Party
JPSCo	Jamaica Public Service Company
JSIF	Jamaica Social Investment Fund
JTA	Jamaica Teachers' Association
JUTC	Jamaica Urban Transport Corporation
KRC	Kingston Restoration Company
LASCO	Lascelles Chin Company
MAJ	Media Association of Jamaica
MDGs	Millennium Development Goals
MOH	Ministry of Health
NAG	National Advisory Group
NCB	National Commercial Bank
NCO	National Coordinating Organisation
NCSC	National Council for Senior Citizens
NEST	National Environmental Society Trust
NPC	National Planning Council
NPEP	National Poverty Eradication Programme
NRV	National Registry of Volunteers
OECD	Organization for Economic Cooperation and Development
OECS	Organisation of Eastern Caribbean States
ORC	Office of the Registrar of Companies
OXFAM	Oxford Committee for Famine Relief
PALS	Peace and Love in Schools
PAYE	Pay-As-You-Earn
PIOJ	Planning Institute of Jamaica
PMI	Peace Management Initiative
PPP	Purchasing Power Parity
PR	Participatory Researcher
PSB	Professional Standards Branch
PSRU	Public Sector Reform Unit
PTA	Parent-Teacher Association
NIT	National Index Team
NGOs	Non-Governmental Organizations
NWU	National Workers Union
NYS	National Youth Service
PNP	People's National Party
PRSP	Poverty Reduction Strategy Papers
RSC	Regional Stakeholders Consultation
SAPs	Structural Adjustment Programmes
SAPRI	Structural Participatory Review Initiative
SAPRIN	Structural Participatory Review International Network
SCLRP	Social Conflict and Legal Reform Project
SDC	Social Development Commission
TI	Transparency International
UK	United Kingdom

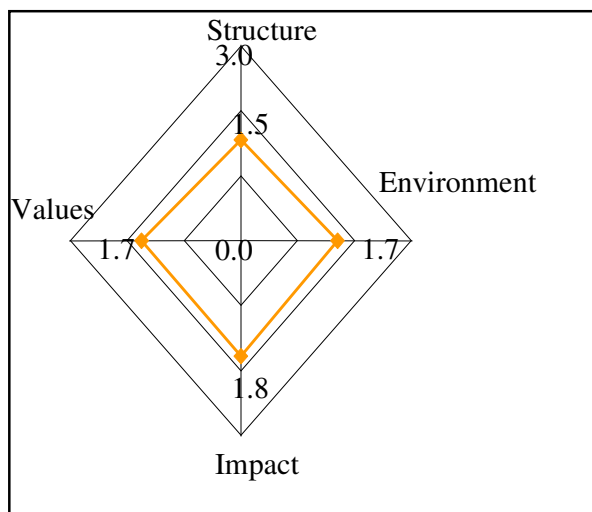
UN	United Nations
UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNGEI	United Nations Girls Education Initiative
UNIA	United Negro Improvement Association
UNICEF	United Nations Children's Fund
USA	United States of America
USAID	United States Agency for International Development
UWI	University of the West Indies
WMW	Women's Media Watch
YWCA	Young Women's Christian Association

EXECUTIVE SUMMARY

This report, prepared by the Association of Development Agencies (ADA), the National Coordinating organisation (NCO) in Jamaica and presents the results of the CIVICUS Civil Society Index (CSI) carried out from July 2005 to December 2006, as part of the international CSI project coordinated by CIVICUS: World Alliance for Citizen Participation.

The CSI was implemented by the NCO under the guidance of the National Advisory Group (NAG) and the CSI project team at CIVICUS. The NCO collected and synthesized data and information on civil society from a variety of primary and secondary sources. This information was employed by the NAG to score the 74 CSI indicators, which together provided a comprehensive assessment of the state of civil society, which can be summarized in a visual graph (see Figure I.1), the Civil Society Diamond. The Diamond that emerged is well balanced in its four dimensions, i.e., civil society's Structure, Environment, Values and Impact.

FIGURE I.1.1 CIVIL SOCIETY DIAMOND FOR JAMAICA



The findings were then discussed at the National Workshop, where civil society stakeholders identified specific strengths and weaknesses of civil society as well as developed recommendations on how to strengthen it.

The **structure** (size, strength and vibrancy) of civil society remains weak, as indicated by the score of 1.5, as CSOs continue to suffer from lack of resources and to be almost totally dependent on international donor support, which is very unsustainable, and this is against the background of the Community Survey which showed that Jamaicans donate less

than 2% of their personal income to charity. These findings raised grave concerns by the NAG, specifically for the long-term viability of Jamaican civil society. Overseas donors are terminating their support to many Jamaican CSOs and focusing on other regions (new, emerging Eastern European countries), leaving a huge gap to be filled. A 2003 Inter-American Development Bank (IDB) study estimated that in Jamaica there are over 5,700 Community-Based Organizations (CBOs), over 200 Non-Governmental Organizations (NGOs), and approximately 30 umbrella organizations.

Although CSOs in Jamaica operate in an enabling legal environment, the overall external **Environment** (political, social, economic, cultural and legal) in which civil society exists and functions in Jamaica is unfavourable due to the socio-economic situation, including one of the highest rates of crime and violence in the world, high debt-to-GDP ratio of 135%, high unemployment figures, a poverty rate of 15% where half of the poor are children and high economic loss due to hurricanes and other natural disasters; all of which are barriers to the effective functioning of CSOs, hence the **Environment** score of 1.7. Additionally, CSOs must operate in an environment that is perceived as corrupt with increasing numbers of

corruption cases being brought to court against police officers, lawyers and workers in private companies, while bribery and lack of transparency in government contracts are considered to be important problems.

The score of 1.7 for the **Values** dimension reflects a small degree of engagement by civil society specifically in promoting transparency, tolerance and non-violence, although gender equity within the civil society arena is one achievement of CS in Jamaica - 67% of RSC respondents agreed that women are equitably represented in CS membership and leadership positions. A free and fair democratic practice is another achievement.

The score for the **Impact** dimension of 1.8 reflects civil society's moderate impact on development in Jamaica, and this could have been higher if not for the lack of trust within the society leading to low social capital – crime and violence is impeding the building of social capital. The low score for civil society's role in holding state and private corporations accountable is also noticeable.

One of the most important findings that emerged from the CSI analysis was civil society's limited impact on development in Jamaica. While lack of financial support was a major contributor, other contributing factors such as high rates of crime and violence, high debt-to-GDP ratio, high unemployment, a poverty rate of 15% where half of the poor are children, and high economic loss due to hurricanes and other natural disasters contributed to this limited impact. Expansion of CS impact on Jamaica's development is only likely to happen in the longer-term as CSOs currently receive little or no support from the state, international development partners have decreased support, only 2% of Jamaicans donated to charity in the last year and corporations give less than 0.5% of their net profits to charity.

I. INTRODUCTION

This document presents the outcomes of the CIVICUS Civil Society Index (CSI) in Jamaica, implemented from July 2005 to December 2006, as part of the international CSI project coordinated by CIVICUS: World Alliance for Citizen Participation.

The CSI is a participatory, action oriented research project, assessing the status of civil society in countries around the world. The project links the assessment exercise with stakeholders' reflections and the development of an action plan, aimed at strengthening civil society in the areas where weaknesses or challenges are detected. By seeking to combine the results of a participatory assessment with joint actions by relevant stakeholders, the CSI aims to contribute to the development of knowledge-based policies and practices on civil society.

In each country, the CSI is implemented by a National Coordinating Organization (NCO) guided by a National Advisor Group (NAG) and the CSI project team at CIVICUS. The NCO – the Association of Development Agencies (ADA) in Jamaica – collects and synthesizes the data and information on civil society from a variety of primary and secondary sources.

This information is employed by the NAG to score the 74 CSI indicators, which together provide a comprehensive assessment of the state of civil society. The findings were then discussed at a National Workshop, where civil society stakeholders identify specific strengths and weaknesses of civil society, as well as develop recommendations for strengthening civil society.

The international CSI project team at CIVICUS provides the training, technical assistance and quality control to the NCO throughout the project implementation.

The CSI is an international comparative project currently involving more than 50 countries around the world. It was conceived with two specific objectives: (1) providing useful knowledge on civil society and (2) increasing the commitment of stakeholders to strengthen civil society. The first objective inherits a certain tension between country-specific knowledge and knowledge comparable cross-nationally on a global scale. CIVICUS sought to resolve this tension by making it possible to adapt the methodology and the set of 74 indicators to country-specific factors.

ADA undertook this study as a basis for future work in civil society capacity building in advocacy and negotiation. Although there have been other studies done on civil society in Jamaica, this is the first in-depth study on the state of civil society that provides a guide for stakeholders and persons interested in civil society in Jamaica. One prominent study only provided a profile of civil society, i.e., the level of visibility in Jamaica. This study documented, for the first time, characteristics of civil society and their experiences, which is already proving to be a valuable source for the Government of Jamaica, donors and civil society organizations.

1. STRUCTURE OF THE REPORT

Section I, “Introduction – Background to the CSI Project”, provides a detailed history of the CSI, its conceptual framework, and research methodology.¹

¹ See also Appendix 5: The Scoring Matrix.

Section II, “Putting Civil Society in Context - Civil Society in Jamaica”, provides a background on civil society in Jamaica and highlights some unique features of Jamaican civil society. It also describes the use of the civil society concept, as well as the definition employed by the CSI project in Jamaica. Lastly, it describes the exercise of developing a map of social forces in Jamaican society and the location of parts of civil society within this map, which was carried out as part of the CSI project activities with the NAG.

Section III, entitled “Analysis of Civil Society”, is divided into four parts – Structure, Environment, Values and Impact – which corresponds to the four main dimensions of the CSI.

Section IV, “Strengths and Weaknesses of Jamaican Civil Society”, presents a summary of the main strengths and weaknesses of Jamaican civil society that emerged from the assessment.

Section V, “Reflections and Recommendations”, summarises the ideas, arguments and opinions raised at a series of consultations organised by the NCO with various civil society sub-sectors from July to December 2005. Up to 50 participants from CSOs had the opportunity to comment on, criticise and make recommendations for building on the study.

Finally, the conclusion, in Section VI, offers an interpretation of the report’s findings and suggestions for the next steps to build on this assessment.

2. PROJECT BACKGROUND & APPROACH

The idea of a Civil Society Index (CSI) originated in 1997, when the international non-governmental organisation CIVICUS: World Alliance for Citizen Participation published the *New Civic Atlas* containing profiles of civil society in 60 countries around the world (CIVICUS 1997). To improve the comparability and quality of the information contained in the *New Civic Atlas*, CIVICUS decided to embark on the development of a comprehensive assessment tool for civil society, the Civil Society Index (Heinrich/Naidoo 2001; Holloway 2001). In 1999, Helmut Anheier, the director of the Centre for Civil Society at the London School of Economics at the time, played a significant role in the creation of the CSI (Anheier 2004). The CSI concept was tested in 14 countries during a pilot phase lasting from 2000 to 2002. Upon completion of the pilot phase, the project approach was thoroughly evaluated and refined. In its current implementation phase (2003-2005), CIVICUS and its country partners are implementing the project in more than fifty countries (see Table I.1.1 below).

TABLE I.1.1: COUNTRIES PARTICIPATING IN THE CSI IMPLEMENTATION PHASE 2003-2005²

Argentina	Germany	Palestine
Armenia	Ghana	Poland
Azerbaijan	Greece*	Romania
Bolivia	Guatemala	Russia*
Bulgaria	Honduras	Scotland
Burkina Faso	Hong Kong (VR China)	Serbia
Chile*	Indonesia	Sierra Leone
China	Italy	Slovenia
Costa Rica	Jamaica	South Korea

Croatia	Lebanon	Taiwan*
Cyprus ³	Macedonia	Togo*
Czech Republic	Mauritius	Turkey
East Timor	Mongolia	Uganda
Ecuador	Montenegro*	Ukraine
Egypt	Nepal	Uruguay
Fiji	Netherlands	Vietnam*
Gambia	Nigeria	Wales*
Georgia*	Northern Ireland	
	Orissa (India)	

* Represents the countries implementing the CSI-SAT.

Over 50 countries participated in the CSI, with Jamaica being the only English-speaking Caribbean country that implemented the project. The CSI is an action-research project that aims to assess the state of civil society in countries around the world, with a view to creating a knowledge base and an impetus for civil society strengthening initiatives. The CSI is initiated and implemented by, and for, civil society organizations. To facilitate the process of implementation, a number of preparatory steps were undertaken, including establishing structures, systems and mechanisms to build support for the CSI.

In 2005, ADA accepted the challenge to undertake the CSI project, as it spoke to ADA's mandate to build the capacity of the collective to advocate for social change and sustainable development. The project also fell within the scope of work undertaken by the organisation, as the CSI will help create a framework for debate and policy advocacy. The goals of the CSI are to enhance the strength and sustainability of civil society and to strengthen civil society's contribution to positive social change. Objectives include: generating and sharing useful and relevant knowledge on the state of civil society; and strengthening civil society's contribution to positive social change.

The CSI is based on a broad definition of civil society and uses a comprehensive implementation approach that utilizes various research methods. In order to assess the status of civil society in a certain country, the CSI examines four key dimensions of civil society: structure, environment, values and impact. Each dimension comprises a number of sub-dimensions, which include a number of individual indicators. The indicators represent the basis for data collection within the CSI. The data is collected through several methods: secondary data collection, a population survey, a civil society stakeholder survey, regional workshops, a media review, structured expert consultations and several case studies. The indicators are then separately assessed and discussed by the NAG. The outcomes of the research and assessment are also discussed by the representatives of the key stakeholders at the national workshop. The task at the National Workshop is to identify the specific strengths and weaknesses and to provide recommendations for key actions aimed at strengthening civil society. The CSI project approach, the conceptual framework, research and assessment methodology are described in detail in the section below.

² This list encompasses independent countries as well as other territories in which the CSI has been conducted, as of August 2006.

³ The CSI assessment was carried out in parallel in the northern and southern parts of Cyprus due to the de facto division of the Island. However, the CSI findings were published in a single report as a symbolic gesture for a unified Cyprus.

3. CONCEPTUAL FRAMEWORK

How to define the civil society? CIVICUS defines civil society as the arena outside of the family, the state and the market where people associate to advance common interests.⁴ The CSI has two interesting features that contrast other civil society concepts. First, its goal is to avoid the conventional focus on formal and institutionalized civil society organizations (CSOs) by also considering informal coalitions and groups. Second, whereas civil society is sometimes perceived as an area with positive actions and values, the CSI seeks to assess both the positive and the negative manifestations of civil society. This concept consequently includes not only the humanitarian organizations and associations active in environmental protection, but also groups such as skinheads and aggressive football supporter groups. The CSI does not only assess to what extent the CSOs support democracy and tolerance, but also the extent of their intolerance or even violence.

How to conceptualize the state of civil society? To assess the state of civil society, the CSI examines civil society along four main dimensions:

The **structure** of civil society (e.g., number of members, extent of giving and volunteering, number and features of umbrella organizations and civil society infrastructure, human and financial resources);

The external **environment** in which civil society exists and functions (e.g., legislative, political, cultural and economic context, relationship between civil society and the state as well as the private sector);

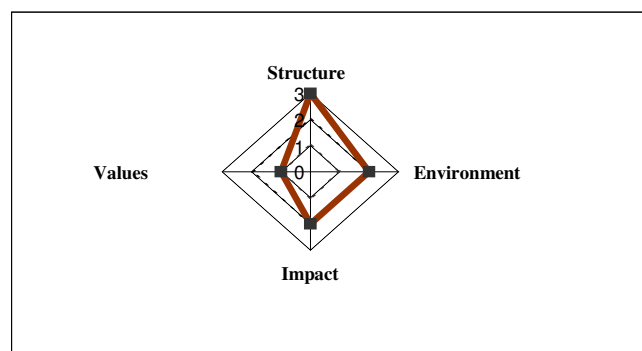
The **values** practiced and promoted within the civil society arena (e.g., democracy, tolerance or protection of the environment);

The **impact** of activities pursued by civil society actors (e.g., public policy impact, empowerment of people, meeting societal needs).

Each of these main dimensions is divided into a set of subdimensions, which contain a total of 74 indicators.⁵ These indicators are at the heart of the CSI and form the basis for the data presented in this report. The indicator – subdimension – dimension framework underpinned the entire process of data collection, the writing of the research report, and the NAG’s assessment of civil society in Jamaica. The research and assessment findings were discussed at a gathering of key stakeholders, whose task was to identify specific strengths and weaknesses and make recommendations on key priority actions to strengthen civil society.

The process of implementing the CSI centres on carrying out research and

FIGURE I.1.2: CIVICUS CIVIL SOCIETY DIAMOND



⁴ In debates about the definition of civil society in regional stakeholder consultations, the NAG meetings and the National Workshop participants agreed to use the word *space* instead of *arena*.

⁵ See Appendix 5.

analysis with regard to each of these indicators. The CSI assesses the four different dimensions of civil society and summarises its findings in the form of a diamond. The CIVICUS Civil Society Diamond reveals the current state of civil society and, when mapped over time, illustrates its development.

To visually present the scores of the four main dimensions, the CSI makes use of the Civil Society Diamond tool (see Figure I.1.2 as an example). The Civil Society diamond graph, with its four extremities, visually summarises the strengths and weaknesses of civil society. The diagram (Figure I.1.2) is the result of the individual indicator scores aggregated into sub-dimension and then dimension scores. As it captures the essence of the state of civil society across its key dimensions, the Civil Society Diamond can provide a useful starting point for interpretations and discussions about how civil society looks like in a given country. As the Diamond does not aggregate the dimension scores into a single score, it cannot and should not be used to rank countries according to their scores on the four dimensions. Such an approach was deemed inappropriate for a civil society assessment, with so many multi-faceted dimensions, contributing factors and actors. The Diamond also depicts civil society at a certain point in time and therefore lacks a dynamic perspective. However, if applied iteratively, it can be used to chart the development of civil society over time, as well as compare the state of civil societies across countries (Anheier 2004).

4. PROJECT METHODOLOGY

This section describes the methods used to collect and aggregate the various data used by the CSI project in Jamaica.

4.1 DATA COLLECTION

The CSI recognized that, in order to generate a valid and comprehensive assessment of civil society, a variety of perspectives and data should be included – insider, external stakeholder and outsider views, as well as objective data ranging from the local, the regional to the national level. The CSI therefore includes the following set of research methods: (1) review of existing information, (2) regional stakeholder consultations, (3) community sample survey, (4) media review and (5) fact-finding (desk studies and interviews). Together, these instruments collect the data required for scoring indicators and preparing a narrative report on the state of civil society.

In Jamaica, the review of existing information was based on the a desk research method on topics pertaining to human rights issues and the characteristics of Civil Society Organisations. A review of Government Audits was also made. This also complemented the method for the fact finding studies which consisted of an assessment of 18 companies for the Corporate Social Responsibility review through interviews and documentation analysis.

The media review monitoring exercise commenced from February and ended in May 2005. Seven media houses were monitored which included three print (Jamaica Observer, Jamaica Gleaner and the Daily Star) and 4 electronic (Kool Fm Radio, Nation Wide News Network radio, RJR FM radio, and IRIE FM radio).

The Community Sample Survey distributed 150 questionnaires and of which the response rate was 100% (150 responses were received).

Three Regional Stakeholder Consultations were held, two in Kingston and St. Andrew (38 individuals) and one consultation in St. Thomas (12 individuals) with a total of 50 stakeholder participants.

It is believed that this mix of different methods is essential to generate accurate and useful data and information, and also accommodates the variations of civil society, for example in rural versus urban areas. The CSI also seeks to utilize all available sources of information to avoid ‘re-inventing research wheels’ and wasting scarce resources. Lastly, the research methodology is explicitly designed to promote learning and, ultimately, action on the part of participants. Besides feeding into the final national-level seminar, data collection processes also aim to contribute to participant learning. This is done, for example, through group-based approaches that challenge participants to see themselves as part of a “bigger picture”, to think beyond their own organisational or sectoral context, to reflect strategically about relations within and between civil society and other parts of society, to identify key strengths and weaknesses of their civil society and assess collective needs. It is important to note that the CSI provides an aggregate needs assessment on civil society as a whole, and is not designed to exhaustively map the various actors active within civil society. However, it does examine power relations within civil society and between civil society and other sectors, and identifies key civil society actors when looking at specific indicators under the structure, values and impact dimensions.

4.2. AGGREGATING DATA

The various data sources were collated and synthesized by the CSI project team in a draft country report, which was structured along the CSI indicators, sub-dimensions and dimensions. In this exercise, each score is rated on a scale of 0 to 3, with 0 being the lowest assessment possible and 3 the highest. The scoring of each indicator is based on a short description of the indicator and a mostly qualitatively defined scale of scores from 0 to 3. This NAG scoring exercise is modelled along a “citizen jury” approach, in which citizens come together to deliberate, and make decision on a public issue, based on presented facts. The NAG’s role is to give a score (similar to passing a judgment) on each indicator based on the evidence (or data) presented by the National Index Team (NIT) in the form of the draft country report.

These two groups, the NIT and the NAG are established at the national level and are composed of the following:

National Index Team (NIT):

National Coordinating Organisation (NCO), which coordinated the CSI implementation activities and served as the main contact point for CIVICUS;

A participatory researcher (PR) with expertise in participatory research, and;

A civil society expert (CSE), responsible for drafting the country report.

National Advisory Group (NAG) composed of twelve individuals who guided and contributed to the CSI process.

In implementing the CSI, ADA co-opted support and participation from a wide cross-section of CSOs including the following:

Jamaicans for Justice

Jamaica Aids Support

National Council for Senior Citizens

Jamaica Women's Political Caucus
University of the West Indies Guild of Students
National Association of Taxi Operators

5. LINKING RESEARCH WITH ACTION

The Civil Society Index is not a strictly academic research project. As its declared objective is to involve the actors of civil society in the research process, to contribute to discussions about civil society and to eventually assist in strengthening civil society, it falls into the category of action-research initiatives.

In the case of Jamaica, the extent of widespread stakeholder participation in the CSI took place on several levels. The NAG, which is comprised of a diverse group of advisors, guided the project implementation. The group comprised representatives of CSOs from the health, education, youth and disabled sectors; the media; academics; church groups and specialists in civil society research. The NAG followed interim findings from the project and in the end developed an assessment of the state of civil society in Jamaica.

Another interactive element of the CSI was a series of three day-long regional stakeholder consultations with a total of 50 representatives of CSOs and external stakeholders. These consultations were held in Kingston, St. Andrew and St. Thomas. The aim was to bring together representatives of a wide range of CSOs who were encouraged to discuss their views on, and perceptions of, Jamaican civil society and its actors and their contribution to the wider society.

Lastly, and most importantly, a day-long National Workshop, with 20 participants, was held at the end of the project with a two-fold goal. Firstly, it aimed to engage stakeholders in a critical discussion of, and reflection on, the results of the CSI initiative in order to arrive at a common understanding of its current state and major challenges. This was a prerequisite for the second goal, namely for participants to use the findings as a basis for the identification of specific strengths and weaknesses as well as potential areas of improvement for civil society in the Jamaica.

At the National Workshop, the Civil Society Diamond and the study's main findings were presented. Participants had the opportunity to discuss the results and their implications in three small groups, to offer their comments and even to change the scores given by the NAG. The discussions were recorded and formed an important input in this report.

6. PROJECT OUTPUTS

The CSI implementation in Jamaica yielded a range of products and outputs, such as: A comprehensive country report on the state of civil society; A list of key recommendations, strategies and priority actions for strengthening civil society in Jamaica, developed by a broad range of stakeholders; Several in-depth reports on the research and consultations conducted as part of the CSI project; and Consultative meetings with more than 25 civil society stakeholders, discussing the state of civil society in Jamaica.

II. PUTTING CIVIL SOCIETY IN CONTEXT – CIVIL SOCIETY IN JAMAICA

1. HISTORICAL OVERVIEW

FIGURE II.1.1: COUNTRY INFORMATION⁶

<p>Country size: 10,991 sq km</p> <p>Population: 2,660,700</p> <p>Population density: 660 per sq mi</p> <p>Population under 15 years: 31.7%</p> <p>Urban population: 52.8%</p> <p>Life Expectancy at Birth: 70.7 years</p> <p>Adult Literacy Rate: 79%</p> <p>Form of government: Parliamentary Democracy</p> <p>Freedom House Democracy rating: Free</p> <p>Seats in parliament held by women: 13.6%</p> <p>Language: English, Jamaican Creole</p> <p>Ethnicity: Black 90.9%, East Indian 1.3%, white 0.2%, Chinese 0.2%, mixed 7.3%, other 0.1%</p> <p>Religion: Protestant 61.3%, Church of God 21.2%, Baptist 8.8%, Anglican 5.5%, Rastafarian 5%, Seventh-Day Adventist 9%, Pentecostal 7.6%, Methodist 2.7%, United Church 2.7%, Brethren 1.1%, Jehovah's Witness 1.6%, Moravian 1.1%), Roman Catholic 4%, other including some spiritual cults 34.7%</p> <p>HDI Score & Ranking: 0.724 (104th)</p> <p>GDP/PPP (2005 est.): \$11.56 billion</p> <p>GDP per capita (US\$): \$4163</p> <p>Unemployment rate: 12.1%</p>

Jamaicans are predominantly of African origin, 90%-97% depending on the classification used. Thus, the roots of civil society in Jamaica lie in the post-Emancipation period of the establishment of Free Villages by missionaries as well as villages in the hills far away from the plantations on captured Crown Lands.⁷ The CSO evolution in Jamaica may be said to have begun in the 18th century, in what might be referred to as the early years of voluntarism and benevolence. Prior to the abolition of the slave trade, strong West African traditions gave birth to such practices as “day-for-day,” where unpaid labour was given to a neighbour who may or may not return the favour. Volunteer activities of this nature were for many generations a feature of Jamaican community life. Five peak periods of voluntarism in Jamaica’s history have been identified:⁸

Abolition of the Slave Trade and the Emancipation of Slaves in the

1800s: This period saw Baptist and Moravian missionaries like William Knibb concerned about the lack of opportunity faced by freed men and women, encouraged former slaves to own plots of land and assisted with the development of “free villages” across Jamaica. The Free Villages were well organised with neighbours helping each other with the erection of structures. The building of roads and other civil works was completed mainly by the voluntary efforts of the residents of the community. Voluntary service was the main medium through which the social infrastructure of society was developed.

The church also continued its primary mandate of spreading the gospel and doing charitable works through numerous church men and women’s organizations and church activities carried out by volunteers. Several British institutions established branches in Jamaica during

⁶Sources: The World Fact book 2004 - Jamaica, United Nations Development Programme Human Development Reports 2004 and 2005 (hdr.undp.org/statistics/data), Freedom House, STATIN <http://www.statinja.com/stats.html#2>.

⁷Witter, Michael, 2004. “Civil Society and Governance.” www.csednet.org

⁸ *A Profile of Civil Society in Jamaica*. Inter-American Development Bank (IDB), Published May 2003, Kingston, Jamaica.

this time, and up to the 1920s they offered services in health, youth leadership and general welfare, e.g., the Salvation Army, the British Red Cross and the Boys' Brigade.

Between the years 1863-1903, 25 organizations were registered under the Friendly Societies Act. These entities were established by persons who joined forces in an effort to make a better life for themselves. They provided services such as relief and assistance to people suffering from illness, old age, disability and "distress" and even covered funeral expenses. Over the years, the number of Friendly Societies grew. They declined in numbers in later years, possibly in response to the emergence of other entities such as co-operatives and credit unions. During this period, CSOs were active in addressing the needs of the disadvantaged, as there was minimal service provision by the government.

The Rise of Black Nationalism in the 1920s: The philosophy of The Right Excellent Marcus Mosiah Garvey, one of Jamaica's national heroes, fuelled Black Nationalism in the 1920s through his United Negro Improvement Association (UNIA), which promoted the advancement of the African race. The UNIA made significant contributions through voluntary efforts in the field of the arts and culture, trade unionism and politics.

The National Movement in the late 1930s: This period, known as the Nationalist Period (late 1930s-1940s), was inspired by the vision of The Right Excellent Norman Washington Manley, another national hero of Jamaica. In 1937 he established the Jamaica Welfare Limited with financial support from the private sector. The Jamaica Welfare Limited, a private community development organisation, promoted a vision of self-government and community development as the basis for nation building. By 1948, after only 11 years in existence, the Jamaica Welfare Limited had activities in 236 villages, with 77 village committees, 51 community councils and 346 groups. There were 1,180 organized groups in all, including 57 handicrafts groups and 261 cooperatives. One hundred eighty-five savings unions, 30 buying clubs, 42 poultry groups and 185 self-help groups were also functioning.⁹

Major social unrest in 1938 led to the formation of the national trade unions (Bustamante Industrial Trade Union – BITU - 1938; Trade Union Advisory Council, Trade Union Congress - 1942, National Workers Union – NWU - 1952) and the political parties (People's National Party – PNP - 1938; and the Jamaica Labour Party – JLP - 1943). The PNP was headed by Norman Manley,¹⁰ and back then it functioned as a national movement involving the majority of civic organizations and elements in the trade union movement. With the formation of the JLP, and the announcement of the first general elections under adult suffrage, the PNP assumed a partisan political character.

Political unionism was consolidated in the 1950s, with each of the major parties having its union arm. The Right Excellent Alexander Bustamante, one of Jamaica's national heroes, was the leader of both the BITU and the JLP. In the early-1950s the NWU (affiliated to the PNP), led by Norman Manley's son, Michael Manley, was formed to counter the BITU.

In the case of the private sector (which was predominantly white), these leaders founded a political party, the Jamaica Democratic Party (JDP) to contest the country's first elections in 1944, but were unsuccessful. Since then, the sector has largely divided itself between the two major political parties.

⁹ Robotham, Don. 1998. *Vision and Voluntarism: Reviving Voluntarism in Jamaica*, Grace Kennedy Foundation Lecture, Jamaica

¹⁰ Later, Manley became a leader of the Jamaican government

The Democratic Socialist Era of the 1970s: The fourth surge of voluntarism occurred in 1972, during the first administration of The Most Honourable Michael Manley, former Prime Minister of Jamaica. He was the son of Norman Manley and sought to revive many of the programmes of the 1930s and 1940s that had been abandoned during the late-1950s and 1960s. Although the surge was largely due to the activities of government programmes such as the Social Development Commission (SDC)¹¹ and the National Youth Service (NYS), many members of civil society were involved on a volunteer basis.

Many new social development programmes were introduced in the 1970s as a result of the partnership between government and communities. Several youth clubs and women's groups were established during this era. This period was also one of intense partisan political activity but this did not retard the growth of civil society, especially community-based organizations.

Structural Adjustment in the 1980s and 1990s: It was not until the 1990s, that the government began to recognize the legitimate role of civil society as a partner in governance, in large part because of its regional and international commitments. However, this period is characterized by the introduction of Structural Adjustment Programmes (SAPs), launched by the World Bank, the International Monetary Fund (IMF) and the United States Agency for International Development (USAID) in the 1970s. Statistical evidence indicates that SAPs led to an increase in poverty, a reduction of economic growth, and an increase in the debt-burden - precisely the opposite of its stated aims. Interventions caused lower economic growth, decline in per capita incomes, reduction in spending on health care, education and sanitation and increase in debt as share of Gross National Product (GNP).¹² Citizens responded by creating several new NGOs and CBOs in an attempt to address the welfare and development needs of the populace. Reacting to what they saw as the oppressive economic policies of International Development Agencies (IDAs), these new advocacy groups and issue-focused organizations emerged to challenge both the Government and the IDAs, pointing out the negative impacts of SAPs on the lives of Jamaicans, especially the most vulnerable.

The Association of Development Agencies (ADA), the primary network for this group of organizations, launched a vigorous debt relief campaign to sensitize citizens and lobby policy-makers. The network also developed strong working relationships with several northern NGOs, some of which funded or sought funding in support of the work of Jamaican NGOs and CBOs. During this time, some rivalry and mistrust developed between the service-oriented CSOs and the development-oriented ones with the two groups seeing each other as too radical and confrontational or too passive, reactionary and overly protective of the status quo.

By the 1990s, SAPs had become synonymous with economic misery, and the term gained such a negative connotation that the World Bank and IMF launched a new initiative in 2001, the Poverty Reduction Strategy Initiative, requiring countries to develop Poverty Reduction Strategy Papers (PRSP). While the name has changed, with PRSPs the World Bank still requires countries to adopt the same types of policies as SAPs. The 1990s also brought with it

¹¹ In 1949, the Jamaica Welfare Limited became the SDC, a government-owned entity.

¹² UNCTAD (United Nations Conference on Trade and Development). 2002. *Economic Development In Africa, From Adjustment To Poverty Reduction: What Is New?* United Nations, New York and Geneva. UNCTAD/GDS/AFRICA/2. <http://www.unctad.org/en/docs/pogdsafriacad2.en.pdf>, Easterly, William. October 31, 2000; *The Effect of IMF and World Bank Programs on Poverty*. International Monetary Fund (IMF). <http://www.imf.org/external/pubs/ft/staffp/2000/00-00/e.pdf>,

mixed responses to voluntary action. In some instances the struggle for economic survival was accompanied by fierce individualism that did not foster volunteer/community action. Many CSOs complained about the difficulties they had in finding competent, reliable persons willing to render services.

In 1997 Jamaica became a signatory to the Charter of Civil Society for the Caribbean Community (CARICOM), which outlines among its objectives the enhancement of public confidence in governance and the upholding of the right of people to make political choices.

Since the 1980s, the United Nations (UN) and the Commonwealth Foundation have sponsored CSOs to attend consultations at the global level, facilitating dialogue amongst developing countries and government-CSO partnerships. This led to funding through the UN system and bilateral donors such as the Canadian International Development Agency (CIDA) and the USAID. This led to the creation of new organizations and the expansion of existing programmes in areas such as the environment, women and gender, community development and children's rights. The end result was a burst of new activity in the Jamaican CSO sector. Unfortunately, many of these new organizations were unsustainable and totally dependent on external donor funding. By the early-2000s, several of them had to either downsize their operations or close their doors.

In 2002, in keeping with the Charter for Civil Society, Article XVII.7 declared that: “[t]he States in order to further the participation of the people in the democratic process shall establish effective systems of ongoing consultations between the Government and the people.” The Cabinet Office published a document, “Jamaica 2015: A framework and action plan for improving effectiveness, collaboration and accountability in the delivery of social policy”, that reiterated, expanded and developed the basic commitment to a participatory approach to policy-making and implementation. The document acknowledged that “processes of consultation around the development of new policies have too often lacked real substance and influence” and proposed that:

Those who are consulted get feedback from the government on the inputs of the consultation into policy;

More information should be provided to people prior to the consultation; and transparency in the discussion of the issues.

The “action plan” called for a participatory approach beginning with the collection and analysis of information through to the articulation of policy. It identified seven “Key Goals.” Key Goal 3 is Governance – “more effective, complementary and transparent government structures, seeking to move decision-making closer to the people.”

The government also passed the Access to Information Act in 2002, “An Act to Provide members of the public with a general right of access to official documents for connected matters.”¹³ Through the use of the Access to Information Act, civil society applicants have demonstrated their interest in the success of the Act and the benefits that information can provide as they strive to more fully participate in public life and more effectively exercise their fundamental human rights. Despite this interest, the Jamaican Access to Information Act does not currently include provisions for dealing with voluminous or broad requests nor is there any affirmative duty to assist applicants. The Act provides that assistance be made

¹³ The Jamaica Access to Information Act, 2002

available when requested and that applicants should have an opportunity for consultation, but these place the duty on the requester of information rather than the responsible information officer.¹⁴

One of the mechanisms for improved governance practices that the Government has introduced is a “*Code of Consultation for the Public Sector.*” The Code was approved by Cabinet in November 2004, and establishes rules for the minimum acceptable level of consultation with the public, and a consistent process for doing so, with respect to any significant policy, programme or activity a government agency proposes to undertake. Unfortunately, few civil society groups have the capacity to sit at the table and represent their stakeholders as they lack basic data, and training in negotiation and advocacy skills.

Today, there is the recognition among civil society and IDAs that capacity building and institutional strengthening are more cost effective alternatives to the creation of new entities. This is particularly important against the background of the Caribbean Single Market and Economy (CSME) with its emphasis on economic integration and the role that CSOs are being asked to play in the promotion and advancement of regional integration. In 1989, at Grand Anse, Grenada, CARICOM Heads of State took the decision to establish the CARICOM Single Market and Economy (CSME).¹⁵ CARICOM is trying to bring the CSME up to speed in order to facilitate economic development of the Member States in an increasingly liberalized and globalised international environment. The CSME, which entered into force on 1 January 2005, is intended to create a single, enlarged economic space that would support competitive production in CARICOM for both the intra- and extra-regional markets. It aims to increase regional employment, improve standards of living and work, coordinate and sustain economic development, increase economic leverage and expand trade and production. While commitments on the CSME are extensive, implementation has lagged.

2. CIVIL SOCIETY CONCEPT IN JAMAICA

For the purposes of the CSI, civil society organization (CSO) is used as a generic term to include all forms of peoples’ associations within civil society – formal or informal. A major challenge in assessing civil society is to take account of this extremely broad range of CSOs which represent very diverse groups and interests, exist at different levels and take on a variety of organisational forms.

In Jamaica, civil society is considered a positive necessity, and is identified as that group of entities comprising non-governmental organizations, community-based organizations, labour unions, political parties, employers’ associations, churches, academic institutions and the private sector. The concept of civil society in Jamaica parallels that of the CSI definition; however, the character of civil society correlates to the quality of democracy. This concept is particularly important where formalized democratic structures are outdated and do not lend themselves easily to citizen participation or representation by elected political representatives.

Although validation of the definition of civil society resulted in much debate, following stakeholder consultations, participants overwhelmingly agreed to adopt the CSI working

¹⁴ The Carter Center (March 2006). “Observations of the Access to Information Act 2002 in Jamaica.” http://www.humanrightsinitiative.org/programs/ai/rti/international/laws_papers/jamaica/carter_centre_ati_rev_sub_mar06_jamaica.pdf.

¹⁵ Member countries of the Caribbean Community (CARICOM) constitutes: Antigua and Barbuda, Bahamas, Barbados, Cuba, Dominica, Grenada, Guyana, Haiti, Jamaica, St. Lucia, St. Kitts and Nevis, St. Vincent and the Grenadines, Suriname, and Trinidad and Tobago.

definition of civil society as, *“The arena outside of family state and market where individuals gather to advance their common interest.”*

Key Distinguishing Features of Civil Society in Jamaica

The characteristics of the institutions of state and civil society in contemporary Jamaica have their genesis in the country’s social, constitutional and political history. Existing legal institutions and social groupings have been shaped in an historical vortex of the struggle against slavery, resistance to racism, societal tensions, cultural conflict and the interplay of English norms and African traditions. European exploration and colonisation had already dominated the world for over 150 years when the English invaded Jamaica in 1655. By then, the indigenous people (Arawak Indians) had been largely decimated and the population consisted of white property owners and black slaves. The needs of the sugar plantations for durable labour fuelled the slave trade. At the beginning of the 18th century, the Jamaican population consisted of 8,000 whites and 10,000 blacks. By 1773, there were 200,000 blacks to 10,000 whites. The demographic predominance of blacks would eventually prove to be a decisive factor in the legal and social structures of the Jamaican society.¹⁶

The two major political parties, the PNP and the JLP, have alienated a significant percentage of the Jamaican people who believe both parties to be corrupt and unable to adequately represent their constituents. Each year since its inception, the corruption watchdog Transparency International (TI) has consistently given Jamaica poor ratings. Transparency International’s Corruption Perceptions Index (CPI) 2005, recorded Jamaica’s CPI score as 3.6 and ranked 64th among the 159 countries surveyed.¹⁷

Political tribalism has caused divisiveness and frustration. Furthermore, successive governments have failed in their attempts to achieve the level of economic performance that the country demands. As a result, the government has lost some of its legitimacy, as it is unable to meet the needs and expectations of its citizens politically, socially, economically or judicially. There is a relationship between civil society, social cohesion and democratic renewal. It has been observed that there are two dominant trends in Jamaica – the deepening of democracy and trends leading to anarchy. To the extent that an environment created within civil society is recognized, accepted and involved in aspects of decision-making, it can continue to outstrip the anarchic trends and lead to the deepening of democracy.¹⁸

The very high rates of crime and violence is the single subject that preoccupies the minds of the majority of Jamaicans, and civil society groups including churches, trade unions and the private sector are grappling with identifying and implementing solutions to the problem. The perception that the security forces are unable to cope with the problems of crime has led to varied responses from civil society. In some cases, vigilante-type groups of citizens have apprehended persons suspected of committing crimes in their communities and inflicted serious injuries or have beaten them to death. A more commendable reaction has been the formation of Neighbourhood Watch groups.

¹⁶ United Nations Development Programme (UNDP). Barnett, Lloyd (2001). “Civil Society and Human Rights – A study of the inter-relations between societal groups in Jamaica within a human rights framework.” www.undp.org/fojam/lloyd%20barnett.doc.

¹⁷ CPI Score relates to perceptions of the degree of corruption as seen by business people and country analysts and ranges between 10- highly clean and 0 -highly corrupt.

http://www.transparency.org/policy_research/surveys_indices/cpi/2005.

¹⁸ IDB 2003.

The Neighbourhood Watch programme was initiated in 1987. It enables citizens to participate in cooperative communal crime prevention and victim support. The local organizations are established by citizens with the assistance of the police. The police provide a liaison officer from the police station serving the particular neighbourhood and local coordinators collect information on criminal activity from the citizens, which they pass on to the police and provide a link between the Watch and the police. Meetings are arranged by these civic organizations to discuss security in their neighbourhoods and plans for providing citizen alertness, swift communication and mutual assistance are derived. Over 500 such Neighbourhood Watch organizations have been formed and in many communities they remain active. However, today communities are still grappling with how to provide safer and healthier communities for their residents and particularly their children. This is against the background of limited resources, limited means of employment, and limited social services.

III. MAPPING CIVIL SOCIETY

The objectives of the civil society mapping exercise were the charting of various forces/sectors within civil society and determining the relationship within the “bigger” picture of societal actors. It helped to identify key actors (marginalized groups) within and outside of civil society and to analyze power relations between them. CIVICUS provided a “checklist” of 22 different categories of CSOs intended to assist the NIT in identifying the full range of CSOs in their country. It can also be used as a checklist in identifying National Advisory Group members and in conducting the Civil Society Mapping exercise. The following is a list of types of organizations in Jamaica:

FIGURE III.1: TYPES OF CSOs INCLUDED IN THE JAMAICA CSI

Faith-based organizations	Ethnic/traditional/indigenous
Trade unions	associations/organizations Environmental CSOs
Advocacy CSOs (e.g. civic action, social justice, peace, human rights, consumers’ groups)	Culture & arts CSOs.
Service CSOs (e.g. CSOs supporting community development, literacy, health, social services)	Social and recreational CSOs & sport clubs
CSOs active in education, training & research (e.g. think tanks, resource centres, nonprofit schools, public education organizations)	Grant-making foundations & fund-raising bodies
Nonprofit media	Political parties
Women’s associations	CSO networks/federations/support organizations
Student and youth associations	Social movements (e.g. landless people, peace movement)
Associations of socio-economically marginalized groups (e.g. poor people, homeless, landless, immigrants, refugees)	Social service and health associations (e.g. charities raising funds for health research/services, associations of people with physical disabilities)
Community-level groups/associations (e.g. burial societies, self-help groups, parents’ associations)	Professional and business organizations (e.g. chambers of commerce, professional associations)
Economic interest CSOs (e.g. co-operatives, credit unions, mutual saving associations)	Community organizations (e.g. village associations, neighbourhood committees, community development organizations)

TABLE III.1: BREAKDOWN OF JAMAICAN CIVIL SOCIETY BY INFLUENCE AND POWER

Most power/influence	Average power/influence	Least power/influence
Justice System	Bilateral / multilateral	Senior Citizens
Legislature	Institutions	Children
Parliament	Africa	Higglers/Vendors
Business leaders	CARICOM	Civil Society Organizations
Dons/Area Leaders	E.U.	Disabled
Trade unions	Religion	Cuba
Fashion/ beauty	International Government	Carnival
Security forces	Organizations	Farmers
US Government	Foreign Media	Returning residents
International Development Partners	NGO’s	Rastafarianism
Gangs	Community leaders	
Political parties	Sporting Industry	
Small/medium business operators	Family	
	Reggae	
	Faith based / Church	

Dancehall Culture	organizations	
The local media	Youth	
Private sector	Tertiary Institutions	

Factors impacting power and influence, the controlling actors, and interest represented:

Crime – corner youth, gangs, drug dons, gun runners, narcotics, controls interest of big and small, rich and poor.

NGO – focus on the country on interest of women, business people, special interest, disabled, philanthropy, culture, sports, formal and informal businesses.

Development Partners - E.U. (French, German, Dutch, British), DFID, OXFAM, Commonwealth, World Bank/ IMF, finance people and infrastructure.

Multilateral / Bilateral Organizations – serves interest of World Bank, IMF

Gangs – drug dons, corner youth, control people and communities.

Foreign Media- serves interest of business and people.

Government – serves business, people and special interest groups (women & children) infrastructure.

Africa – people, cultural retention, training, cultural and economic exchange, hospital staff (doctors and nurses)

CARICOM – caribbean people, regional integration

CUBA – serves the people, business, infrastructure

Trade unions – workers, business

America – self-centered, business, infrastructure, people

Political parties – people

Civil Society Organizations – community leaders and community

Returning residents – business

Calypso – market, culture, people

Dance hall - market, culture, people

Farmers – rural people, women, men, business people

Higglers/Vendors – business

Seniors – history, culture, special needs, aged

Private sector – business, structure, finance / money, people

Church and Faith Based – religion, education, people, culture, business

Disabled – people, access to services, adaptation, human rights, caring, education,

Reggae – market, culture, people

Sporting Industry – business, health, people

Local Media – people, business

Youth – business, people, training, education, culture, caring, gangs

Tertiary – people, education, opportunities, status

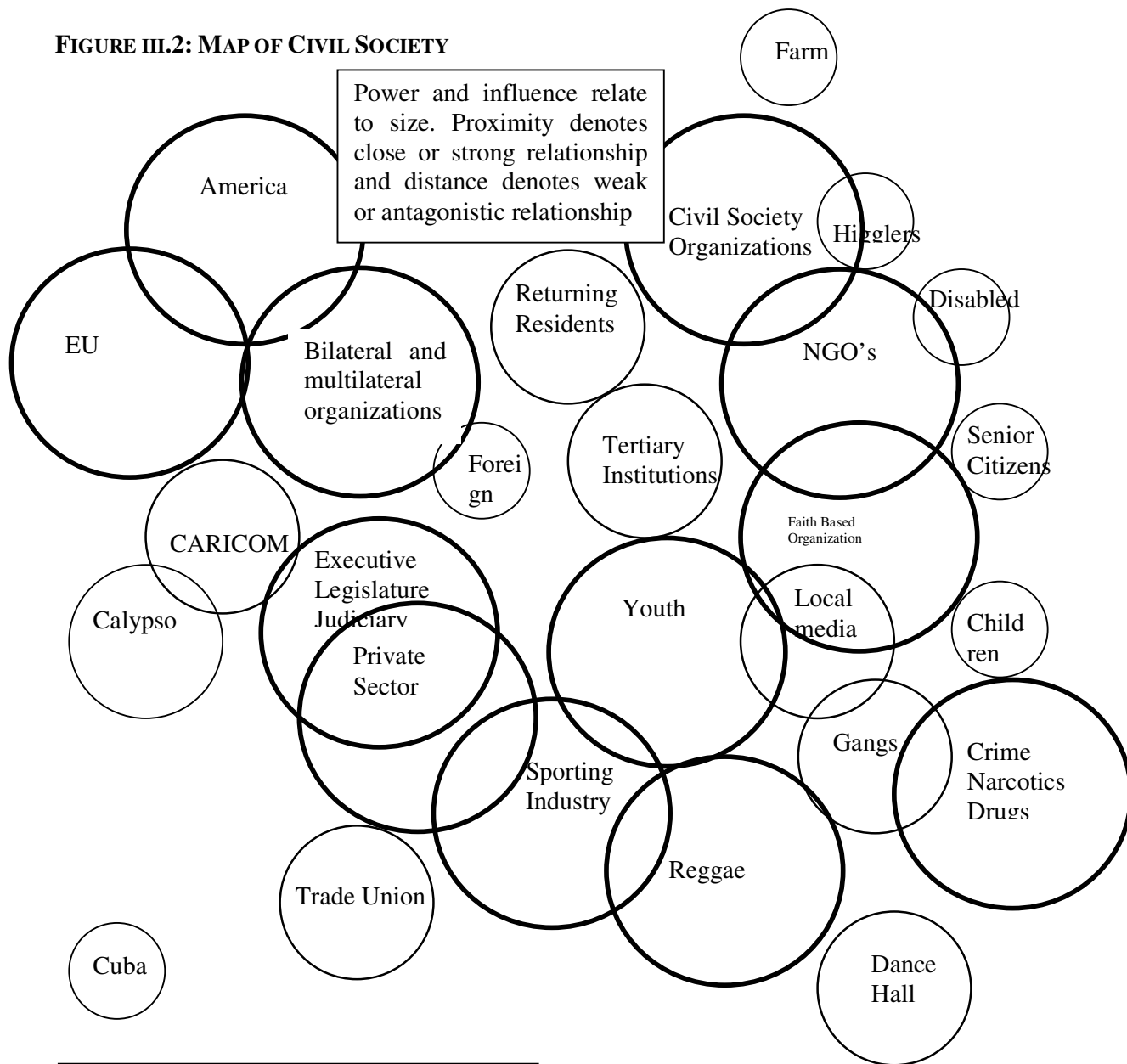
Dance Hall – violence, attitude, morals values – lewdness.

Social Forces in Jamaica

A civil society map was produced by the NAG, which identified a total of 32 different forces. The map (Figure II.3.3) shows that IDAs and bilateral organizations, and to a similar extent the private sector and the judiciary, seem to dominate civil society. Faith-based organizations, NGOs and CSOs are connected with the mainstream of Jamaican civil society. Trade unions, once a powerful group, have lost much of their power and are on the fringes of the map. When the NAG discussed which social groups were missing, it became clear that elderly people, the disabled, the urban poor and many minority groups did not have powerful organizations representing their interests within civil society.

Using the civil society map, a visual map of the key social forces in Jamaica was constructed, and a discussion accompanied the exercise that was recorded for subsequent analysis. The larger the circle, the more power this actor was believed to wield. The different colours denote the societal sectors to which the respective actor belongs: mustard represents the state, yellow is for the market/private sector and orange denotes civil society. The resulting pictures of social and civil society forces portray the current power relations within Jamaica rather well. Most civil society actors have carved out a comfortable space close to the state and not too distant from the corporate sector. Yet, the relations within civil society, and the lack of representation of important social groups through powerful CSOs, were seen as leaving much to be desired.

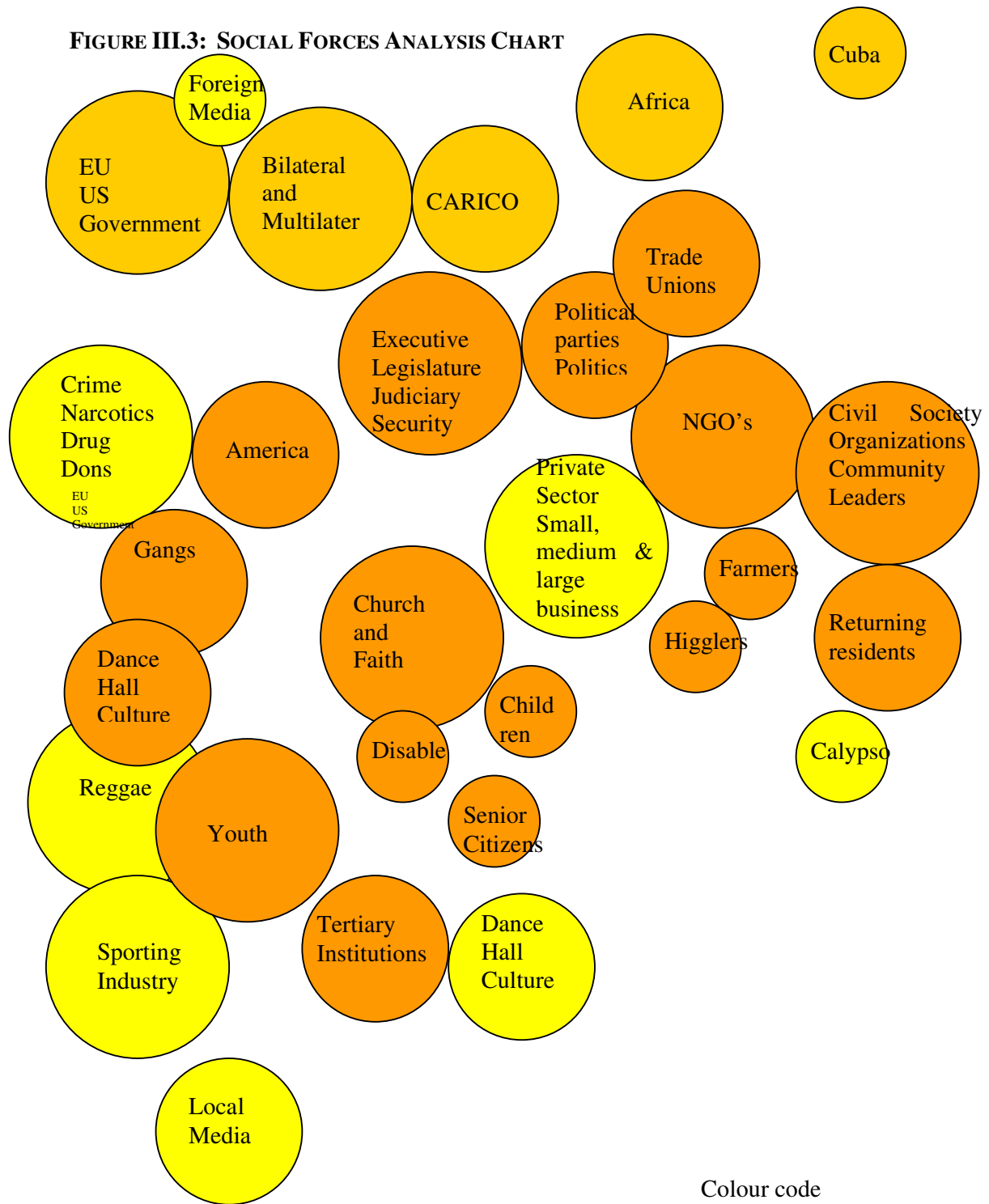
FIGURE III.2: MAP OF CIVIL SOCIETY



Gaps exist between the following:
 The tertiary institutions and the youth (limited number if tertiary places in comparison to large number's leaving secondary school).
 The church and the state (States use church at its convenience, differing values, church provides safety net for poor to fill gaps left by state).
 Church and Private sector (Values differ).
 Faith based organisations unable to attract children and pull them away from crime and drugs.
 NGO's and Private Sector(Private sector

aligns self to government).
 Political Parties and Trade Union (Major Trade Unions formed by political parties. Common ground difficult between political parties, private sector and Trade Unions.
 CARICOM and member countries (some forces against CSME preferring to promote Jamaica).
 Foreign and local media (Foreign Media is mostly promoting US policy interests and culture to detriment of others. Local culture attempts to add Jamaican/ Caribbean focus).

FIGURE III.3: SOCIAL FORCES ANALYSIS CHART



Size of circle represents power and influence.
 Least Influence = small circle
 Average Influence = medium circle
 Most Influence = Large circle

- Colour code
- State
 - Market
 - Civil Society

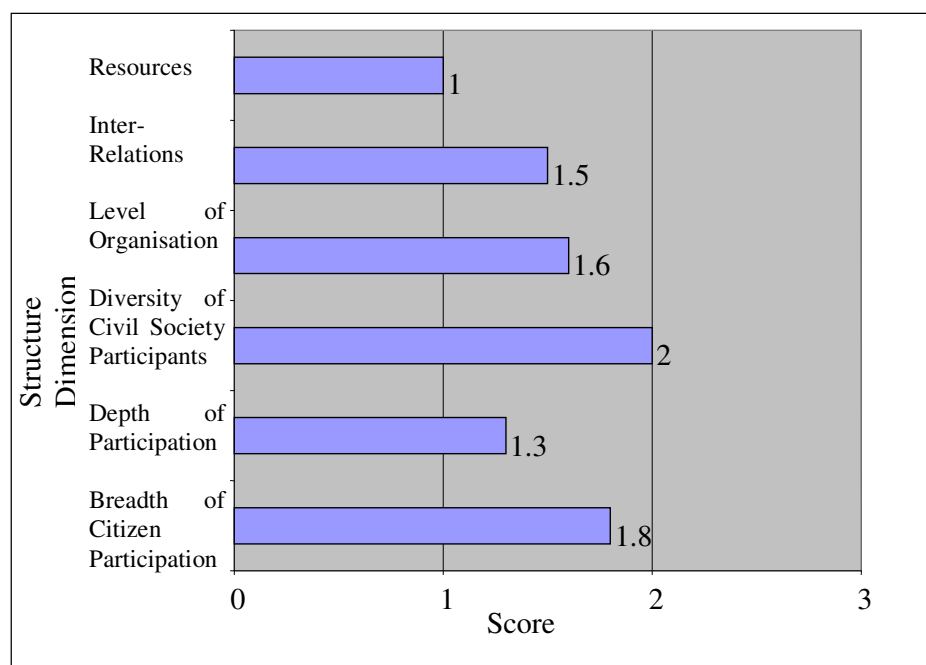
IV. ANALYSIS OF CIVIL SOCIETY

The following are the results and analysis of the scoring exercise undertaken by the NAG of the Civil Society Index for Jamaica, conducted on the 20th August 2005 and 24th October 2005. The section is divided along the four main dimensions: Structure, Environment, Values and Impact, which make up the CSI Diamond. At the beginning of each part, a graph provides the scores for the sub-dimensions on a scale from 0 to 3, with 3 being the highest. The summary of the evidence is presented for each indicator together with summaries for the sub-dimensions and dimensions of the CSI. A separate box also provides the scores for the individual indicators for each sub-dimension.

1. STRUCTURE

This section describes and analyzes the overall size, strength and vibrancy of civil society in human, organisational and economic terms. With a score of 1.5 in this dimension, civil society's structure in Jamaica is relatively weak. A 2003 Inter-American Development Bank (IDB) study estimated that in Jamaica there are over 5,700 community-based organizations (CBOs), over 200 Non-Governmental Organizations (NGOs), and approximately 30 umbrella organizations.¹⁹ The graph below presents the scores for the six sub-dimensions within the Structure dimension. These include the breadth of citizen participation; depth of citizen participation; diversity of civil society participants; level of organisation; inter-relations, and resources. Jamaica scored highly on the diversity of civil society participants (2.0), and a moderate score (1.8) for breadth of citizen participation. The depth of citizen participation (1.3), inter-relations (1.5), and the level of organisation (1.6), however, scored relatively low, with the availability of resources woefully lacking (1.0).

FIGURE IV.1: SUBDIMENSION SCORES IN STRUCTURE DIMENSION.



¹⁹ For emphasis, these estimates do not include business, labour, professional, or religious organizations.

1.1 THE BREADTH OF CITIZEN PARTICIPATION

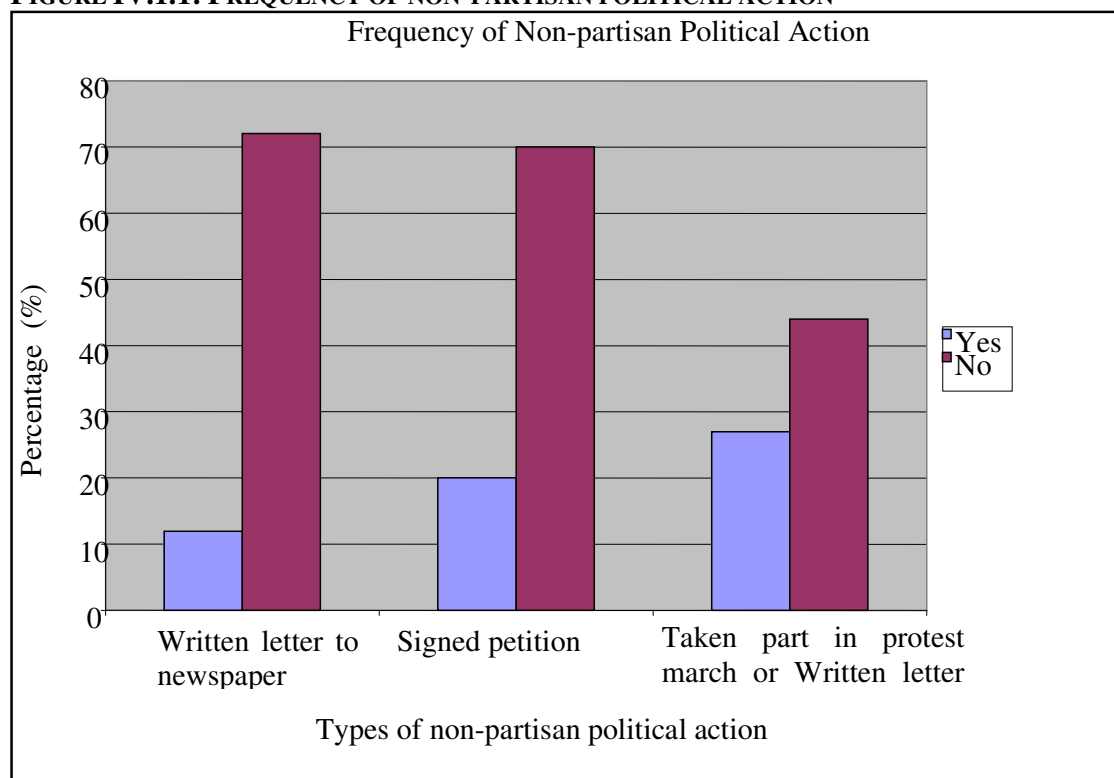
This sub-dimension looks at the extent of various forms of citizen participation in Jamaican civil society. The Table IV.1.1 summarizes the respective indicator scores.

TABLE IV.1.1: INDICATORS ASSESSING THE EXTENT OF CIVIC PARTICIPATION

Ref. #	Indicators	Score
1.1.1	Non-partisan political action	1
1.1.2	Charitable giving	2
1.1.3	CSO membership	2
1.1.4	Volunteer work	3
1.1.5	Community action	1

1.1.1 Non-partisan political action. The oral culture of the Afro-Jamaican majority is demonstrated in the popularity of radio and television talk shows (there are more than 12 radio and TV stations with more than 10 talk shows on the island) that are used by citizens as the forum for rich and diverse discussions of topical public issues. To a smaller extent, print media is utilized. Hence, there were no surprises in the results of the Community Survey, where 72% of the people surveyed said they have never written a letter to a newspaper, 70% have never signed a petition, however, almost one-third (27%) said they had taken part in a protest march (see Figure III.1.2). Spontaneous and planned demonstrations have been used frequently by citizens to protest perceived abuses (e.g. from police), poor road and infrastructure conditions (e.g., lack of water), and price and tax increases.

FIGURE IV.1.1: FREQUENCY OF NON-PARTISAN POLITICAL ACTION



1.1.2. Charitable Giving. Only 39% of the people reported that they have donated money, clothing or food to charitable causes during the last 12 months. Jamaica is not a welfare state, however welfare provisions are instituted as safety nets for the marginalized and vulnerable such as the elderly, disabled children and lactating mothers. Historically, private individuals and groups have instituted and contributed to charities of their choice in order to alleviate social ills. However, there is the belief that the number of people who have donated money, clothing or food to charitable causes is higher than the 39% reported, as several people who give to charity fail to report it because a vast number of Jamaicans evade and avoid paying individual income tax in Jamaica.²⁰ The individual income tax in Jamaica has long been one of the major workhorses of the Government of Jamaica revenue system. In fiscal year 2002-2003, the Pay-As-You-Earn (PAYE) portion of the income tax accounted for 21.7% of total government tax revenues. Only the general consumption tax (at 27.4% of total tax revenue) is as important a tax revenue source in Jamaica. In 2003, as a result of tax evasion, the total revenue erosion exceeded JA\$674 million, an amount equivalent to 1.6 times the amount the government actually collected.²¹

1.1.3 CSO Membership. Over half (52%) of those surveyed are involved in some kind of organisation or group. The largest membership is found in credit or savings group (23%), faith-based organizations (19%), followed by farmer/fisherman group or cooperative (11%), neighbourhood/village committee (10%), parent-teacher association (PTA) (8%), and sports association (8%).

1.1.4 Volunteering. In 2003 an IDB civil society publication reported that the spirit of volunteering was vibrant and well, and that Jamaicans have a culture for helping each other, with a vast majority of Jamaicans (85%) indicating that they participated in some form of volunteering activity.²² However, in the Community Survey only 8% reported that they did voluntary work in the last year. Forty percent (40%) of the people answered “don’t know” to the survey question on whether or not they did any voluntary work in the last year. This discrepancy is explained using anecdotal references from the majority of respondents who indicated they helped a neighbour with clearing a field, building a water catchments, or helping with a building, or just helping someone who was in need, but did not think of this as volunteering, versus doing so through an organisation or institution. The question posed in the survey did not take into consideration Jamaica’s unique evolution of volunteering outside of an organization network. Prior to the abolition of the slave trade, strong West African traditions gave birth to such practices as “day-for-day”, where unpaid labour was given to a neighbour who may or may not return the favour – this was not specifically addressed in the survey. Volunteer activities of this nature were for many generations a feature of Jamaican community life. Nevertheless, it is recognized that less people are engaging in volunteer work, and this has caught the attention of the Council of Voluntary Social Services (CVSS). In 2002, the CVSS launched the National Registry of Volunteers (NRV), an initiative that is a collaboration of the Environmental Foundation of Jamaica (EFJ), Social Development Commission (SDC) and the University of the West Indies (UWI), supported by several

²⁰ Alm, James and Wallace, Sally. “Can Developing Countries Impose An Individual Income Tax?” Paper prepared for: “The Challenges of Tax Reform in a Global Economy,” Andrew Young School of Policy Studies, International Studies Program, Georgia State University, Stone Mountain Park, Georgia, USA. May 24-25, 2004. http://aysps.gsu.edu/publications/2004/alm/indiv_incometax.pdf.

²¹ Alm, James and Wallace, Sally. “Can Developing Countries Impose An Individual Income Tax?” Paper prepared for: “The Challenges of Tax Reform in a Global Economy,” Andrew Young School of Policy Studies, International Studies Program, Georgia State University, Stone Mountain Park, Georgia, USA. May 24-25, 2004. http://aysps.gsu.edu/publications/2004/alm/indiv_incometax.pdf.

²² IDB (2003)

national organizations. The National Registry of Volunteers seeks to develop a database that records and recognizes the contributions of those who give of their time and effort in service to others without expectation of personal and financial gains. The CVSS has never published the number of volunteers registered, but have approximately 91 NGOs as members of the CVSS. However, SDC has registered 2,974 CBOs in 669 communities across the island and has established a community database, *Jamaican Communities Database*.²³

TABLE IV.1.1.1: JAMAICAN COMMUNITIES DATABASE

Parish	# of Communities	# of Districts	# of CBOs	CBOs (%)					
				PTA	Youth	Citizen's Associations	Agriculture	Environment	Other ²⁴
Clarendon	61	275	324	30.9	28.7	18.2	3.7	0.3	18.2
St. Elizabeth	60	411	449	26.5	38.5	6.2	4.2	1.1	23.5
Hanover	41	131	324	38.3	33	10.2	1.9	0	16.6
St. James	44	143	314	15	36.3	22	1	0	25.7
St. Mary	32	143	528	39.4	23.3	8.7	6.6	0	22
KMR	83	312	887	25.6	30.1	15.1	1.7	0.2	27.3
Manchester	77	311	397	16.1	25.4	11.8	19.4	0.3	27
St. Thomas	54	162	442	17.4	24.9	10.4	11.5	0	35.8
Portland	42	119	395	15.2	26.8	10.6	4.1	2.3	41 ²⁵
Trelawny	38	104	223	22.9	25.1	16.6	1.8	0.9	32
St. Ann	49	302	204	15.7	40.7	9.3	1	0	33.3 ²⁶
Westmoreland	64	286	337	27.9	29.4	8.9	2.1	0	31.7
St. Catherine	24	275	643	18.5	35.8	19.1	0.8	0.5	25.3
ALL	669	5,467	2,974	24.2	30.4	13	4.6	0.4	27.4

1.1.5 Collective Community Action. Only 30% have participated in some kind of work for the benefit of their community and less than half of the people (47%) have not attended a meeting to discuss issues arising within their community in the last 12 months. According to the results of the community survey in the rural areas, where more than half of the population lives, collective community action is stronger. For example, farmers use work days for community projects and to assist each other and the vulnerable. In the urban areas, collective efforts usually entail repairing schools and churches, helping the elderly, sanitation projects involving cleaning of gullies and drains, as well as road repairs. The annual Labour Day, celebrated every 23 May, is the national holiday used by Jamaicans to carry out nationwide volunteering activities that benefit their communities.

1.2 DEPTH OF CITIZEN PARTICIPATION

This sub-dimension looks at the depth of various forms of citizen participation in Jamaican civil society. Table IV.1.2 summarizes the respective indicator scores.

²³ Social Development Commission Jamaican Communities Parish Database - www.sdc.gov.jm.

²⁴ Comprises areas with less than 5% representation.

²⁵ Portland – 16.5% CBOs comprise “Sponsoring Bodies.”

²⁶ St. Ann – 12.7% CBOs comprise “Sports.”

TABLE IV.1.2: INDICATORS ASSESSING DEPTH OF CITIZEN PARTICIPATION

Ref. #	Indicators	Score
1.2.1	Charitable Giving	1
1.2.2	Volunteering	2
1.2.3	CSO membership	1

1.2.1 Charitable Giving. The Community Survey reveals that the total value of material or financial donations in 2004 did not exceed JA\$20,000.00 for the 39% of citizens making donations. The average per citizen last year was JA\$500. The most regular charitable giving from personal income is given to church groups whose members adhere to the biblical stipulation of a 10% tithe. Overall, most persons, based on the survey, donate less than 2% of their personal income to charity which merits a score of 1.0 based on the CSI indicator scoring matrix.

1.2.2 Volunteering. Volunteers give at least two hours per week (or eight hours per month) to their various projects. The amount of time given depends on the nature of the project, the stage of an activity and the amount of time available to individuals. In rural isolated communities such as Woodford, in St. Andrew, volunteers from the districts of the community formed a steering committee and have been instrumental in implementing many projects including a computer learning centre, repairs of the post office and improved public transport. They had large group meetings as well as small sub-committee deliberations as well as volunteered time to walk through the mountainous terrain in order to keep residents informed. The University of the West Indies depend on volunteers to provide services to students with disabilities through its Office for Special Student Services, where volunteers read, tape and scribe for the blind as well as assist with exams and research.

1.2.3 CSO Membership. While over half (52%) of the people are involved in some kind of organisation, approximately half belong to more than one group.

1.3 DIVERSITY OF CIVIL SOCIETY PARTICIPANTS

This sub-dimension examines the diversity and representation of the civil society arena. It analyses whether all social groups participate equitably in civil society or whether there are any groups which are dominant or excluded. Table IV.1.3 summarizes the respective indicator scores.

TABLE IV.1.3: INDICATORS ASSESSING DIVERSITY OF CIVIL SOCIETY PARTICIPANTS

Ref. #	Indicators	Score
1.3.1	Representation of social groups among CSO members	2
1.3.2	Representation of social groups among CSO leadership	2
1.3.3	Distribution of CSOs around the country	2

1.3.1 CSO Membership. This indicator looks at the representation of six specific social groups: women, rural dwellers, ethnic and linguistic minorities, religious minorities, poor people and higher class or elites. Results from the regional stakeholder survey (see table III.1.3.1) revealed that women were considered to be equitably represented in the opinion of 67% of the stakeholders, however the rural population is seen as somewhat underrepresented by 59%. Other significant social groups, such as ethnic and religious minorities and poor

people are believed to be severely underrepresented. Women's issues have been a focus in Jamaica's struggle for gender equity, consequently organizations have been formed for women and have thus maintained women as the majority of the leadership body. In 2006, The Most Honourable Portia Simpson-Miller became Jamaica's first female Prime Minister. There are expectations that the Prime Minister would further advance women and gender issues during her tenure.

TABLE IV.1.3.1 REPRESENTATION OF SOCIAL GROUPS AMONG CSO MEMBERS

	Absent/ Excluded	Severely underrepresented	Somewhat underrepresented	Equitably represented
Women	-	7.9	25	67.1
Rural population	-	22.5	59.2	18.3
Ethnic minorities	-	56.8	-	43.2
Religious minorities	-	51	39.2	9.8
Poor people	5.1	72.9	-	22.0

1.3.2 CSO Leadership. According to 67% of respondents in the Regional Stakeholder Consultation, women are well represented in leadership positions in CSOs, while those from rural areas are somewhat underrepresented (64%). Those who belong to ethnic and religious minorities as well as poor people are seen as severely underrepresented by some respondents. Poor people are underrepresented and excluded from leadership positions due to factors such as weak civic interest, low literacy skills and unemployment.

1.3.3 Distribution of CSOs. Stakeholders were divided when asked about the distribution of CSOs in Jamaica. A minority (38%) believe that CSOs are present in all except most remote areas while the rest believe that they are concentrated either in urban areas (22%) or in major cities (20%). The remaining 20% believe that CSOs are present in all areas, even in most remote areas.

1.4 LEVEL OF ORGANISATION

This sub-dimension looks at the extent of infrastructure and internal organisation within Jamaican civil society. Table IV.1.4 summarizes the respective indicator scores.

TABLE IV.1.4: INDICATORS ASSESSING LEVEL OF ORGANISATION

Ref. #	Indicators	Score
1.4.1	Existence of umbrella bodies	1
1.4.2	Effectiveness of umbrella bodies	2
1.4.3	Self-regulation within civil society	2
1.4.4	Support infrastructure	1
1.4.5	International linkages	2

1.4.1 Existence of Umbrella Bodies. Most of the RSCs respondents (51%) were not members of an umbrella group and shared the view that a minority of CSOs in Jamaica belong to a federation or umbrella body of related organisations. The oldest and largest umbrella CSO is the CVSS, with a membership of over 90 welfare and development NGOs and CBOs. As the CSO sector became larger and more complex, new umbrella grouping emerged representing various types of organizations such as environmental NGOs (National Environment Societies

Trust), organizations of professionals (Professional Societies Association of Jamaica), and development NGOs (Association of Development Agencies).²⁷

1.4.2 Effectiveness of Umbrella Bodies. A large majority (82%) of stakeholders who participated in the RSCs survey felt that existing umbrella groups are somewhat effective and have a greater capacity to self-regulate than individual groups.

1.4.3 Self-regulation Within Civil Society. Some mechanisms for CSO self-regulation are in place but only some sectors of CSOs are involved and there is no effective method of enforcement. As a result, impact is limited. The formal CSOs are legally registered and have to be accountable, thus they have mechanisms in place for self-regulation. The structured informal groups use minutes and reports to document their activities and are regulated by their memberships. The Social Development Commission (SDC) has been working with communities to create Community Development Committees (CDCs) and these groups have to demonstrate their abilities to self-regulate.

1.4.4 Support Infrastructure. There is very little information and infrastructure support to CSOs, thus preventing them from providing adequate services to their members, according to an overwhelming majority of the RSC respondents. Only the umbrella groups appear to be able to provide some level of uninterrupted service by providing training, research and information services, for example in 2002 the Council of Voluntary Social Services (CVSS), an umbrella organization of over 100 members, offered training in project cycle management for their members at a heavily subsidized cost.

1.4.5 International Linkages. A limited number of CSOs have international linkages and few participate in global events. Most of the linkages are through sponsors of the individual agencies or their south-south network for partnerships, e.g., the CVSS and the United Way, and ADA and CIVICUS. At present it is mainly umbrella bodies or large organizations with national representation that have international links. In the RSC questionnaire sent to the specialist networks, all umbrella bodies declared that they collaborate with local as well as international umbrella organizations.

1.5 INTER-RELATIONSHIPS WITHIN CIVIL SOCIETY

This sub-dimension analyses the relations amongst civil society actors in Jamaica. Table IV.1.5 summarizes the respective indicator scores.

TABLE IV.1.5: INDICATORS ASSESSING INTER-RELATIONS WITHIN CIVIL SOCIETY

Ref. #	Indicators	Score
1.5.1	Communication between CSOs	2
1.5.2	Cooperation between CSOs	1

1.5.1 Communication. Relations among civil society actors and organizations are believed to be moderately strong, despite lack of adequate infrastructure (e.g., email, fax). Civil society actors maintain reasonable communication amongst themselves. There is a strong productive network. Similarity and complimentary of group functions develop and sustain strong networks in order to achieve their aims. For example, networks exist to support the environment, community development, agriculture, disabled and human rights advocacy.

²⁷ IDB, "Civil Society in Jamaica."

1.5.2 Cooperation. Civil society actors, on occasion, cooperate with each other on issues of common concern. Some examples of cross-sectoral CSO alliances or coalitions can be identified, however the RSC survey revealed that such linkages are very few. Umbrella groups have regular meetings, strategic retreat sessions, and training programs that involve membership. Also, a majority of CSOs belong to more than one group. Communication is regular and effective and CSOs cooperate on various issues of mutual concern. For example, CSOs in Jamaica lobbied for Debt-for-Nature Swaps with the US government; this resulted in the formation of the Environmental Foundation of Jamaica (EFJ) from such funds. Others issues that have motivated collaboration include negative situations affecting children, violence against women, and the rights of persons living with HIV/AIDS. Media reviews conducted during February through June 2005, showed that CSOs cooperated with Government (and continue to do so) on the upcoming Economic Partnership Agreement (EPA) with the European Union, which has serious trade implications for the island that will lead to loss of preferences. Additionally, there were several reports of CSOs cooperating in the organisation of the National Day of Prayer, in which citizens gathered to pray for peace whilst the country grapples with one of the highest murder rates in the world.

1.6 RESOURCES

This sub-dimension examines the resources available for civil society organizations in Jamaica. Table III.1.6 summarizes the respective indicator scores.

TABLE IV.1.6: INDICATORS ASSESSING CIVIL SOCIETY RESOURCES

Ref. #	Indicators	Score
1.6.1	Financial resources	1
1.6.2	Human resources	1
1.6.3	Technical and infrastructural resources	1

1.6.1 Financial Resources. On average, CSOs in Jamaica have inadequate financial resources to achieve their goals. The need for these resources has mandated dependence on securing capital from international donor agencies. CSOs time is taken up with writing, adapting and circulating proposals to prospective sponsors.

1.6.2 Human Resources. Funding for administrative and personnel costs are very difficult to secure in Jamaica. Among the RSC respondents, 39% supported this notion, which merited a score of 1.0 based on the CSI indicator scoring matrix.

1.6.3 Technical and Infrastructural Resources. Nearly half (48%) of the respondents in the RSC survey believe that on average, Jamaican CSOs have inadequate technological and infrastructural resources to achieve their goals.

CONCLUSION

The **Structure** (size, strength and vibrancy) of civil society remains weak as CSOs continue to suffer from lack of resources and to be almost totally dependent on international donor support, which is very unsustainable, and this is against the background of the Community Survey, which showed that Jamaicans donate less than 2% of their personal income to charity. These findings raised grave concerns by the NAG specifically for the long-term viability of Jamaican civil society. Overseas donors are terminating their support to many Jamaican CSOs and focusing on other regions (new and emerging Eastern European countries), leaving a huge gap to be filled. A 2003 Inter-American Development Bank (IDB)

study estimated that in Jamaica there are over 5,700 community-based organizations (CBOs), over 200 non-governmental organizations (NGOs), and approximately 30 umbrella organizations.²⁸

A 2003 IDB civil society publication reported that the spirit of volunteering was vibrant and well, and that Jamaicans have a culture for helping each other, with a vast majority of Jamaicans (85%) indicating that they participated in some form of volunteering activity.²⁹ Only half (52%) of those in the Community Survey said they were involved in some kind of organisation or group, with only 30% reporting that they have participated in some kind of work for the benefit of their community. The Community Survey also showed that only 8% said they did voluntary work in the last year. Forty percent (40%) of the people answered “don’t know”, to the survey question on whether or not they did any voluntary work in the last year. This discrepancy is explained using anecdotal references from the majority of respondents who indicated they helped a neighbour with clearing a field, building a water catchment, or helping with a building, or just someone who was in need, but did not think of this as volunteering, versus doing so through an organisation or institution.

Although survey results showed that the level of citizen involvement in civil society activities is very low (8%), the survey did not capture the “day-for-day” concept of volunteering in Jamaica (where unpaid labour was given to a neighbour who may or may not return the favour). An estimated 73% of people have never been involved in non-partisan political action (e.g., demonstrations, petitions, protesting through the media), and few people (39%), donate to charity on a regular basis. Some of the longer-term trends observed around volunteering and charitable giving suggest that civil society participation is decreasing. However, there is the belief that the number of people who have donated money, clothing or food to charitable causes is higher than the 39% reported, as several people who give to charity fail to report it, as a vast number of Jamaicans evade and avoid paying individual income tax in Jamaica.³⁰

Relations among CSOs in Jamaica are moderately strong and on occasion, they cooperate with each other on issues of common concern, with less than half of them belonging to an umbrella organisation. Some mechanisms for CSO self-regulation are in place but only some sectors of CSOs are involved and there is no effective method of enforcement. As a result, impact is limited. While there is diversity in the memberships of Jamaican civil society, this is not reflected in the leadership, which is predominantly female. Women’s issues have been a focus in Jamaica’s struggle for gender equity; consequently, organizations have been formed for women and have thus maintained women as the majority of the leadership body. In 2006, The Most Honourable Portia Simpson-Miller became Jamaica’s first female Prime Minister. There are expectations that the Prime Minister will further advance women and gender issues during her tenure.

²⁸ For emphasis, these estimates do not include business, labour, professional or religious organizations

²⁹ IDB (2003).

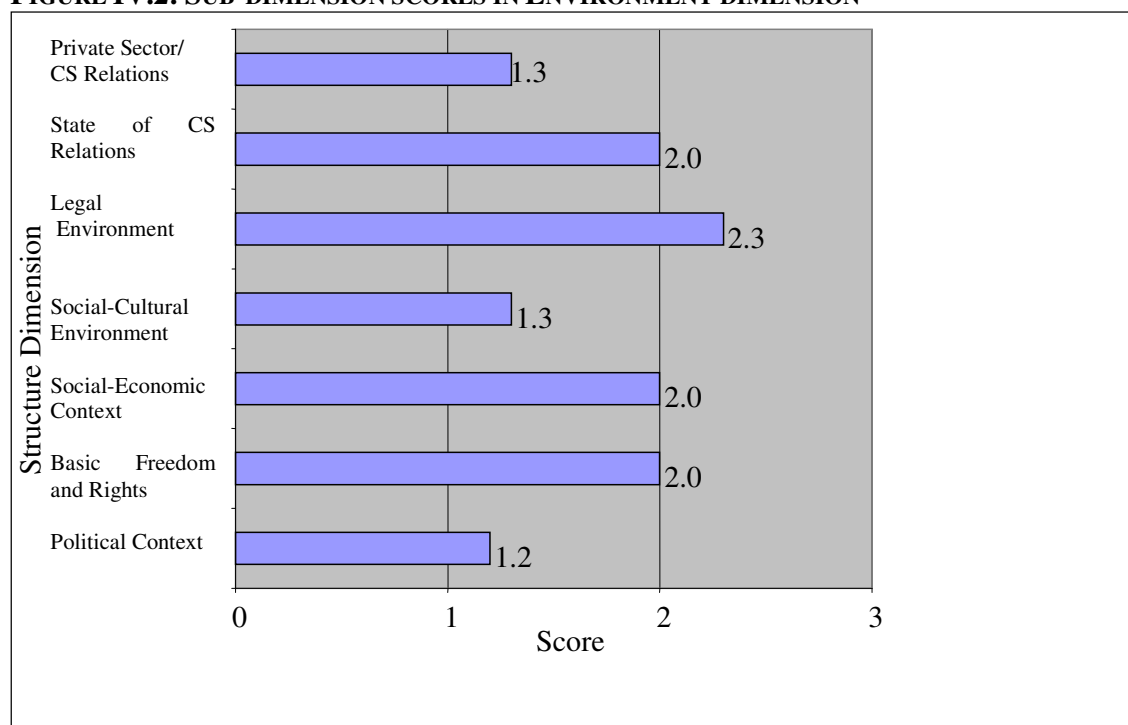
³⁰ Alm, James and Wallace, Sally. “Can Developing Countries Impose An Individual Income Tax?”

Paper prepared for: “The Challenges of Tax Reform in a Global Economy, ” Andrew Young School of Policy Studies, International Studies Program, Georgia State University, Stone Mountain Park, Georgia, USA. May 24-25, 2004. http://aysps.gsu.edu/publications/2004/alm/indiv_incometax.pdf.

2. ENVIRONMENT

This section describes and analyses the overall political, social, economic, cultural and legal environment in which civil society exists and functions. The score for the Environment Dimension is 1.7, indicating an unfavourable environment for civil society. Figure IV.2 presents the scores for the seven sub-dimensions within the Environment dimension: political context (1.2); basic freedom and rights (2.0); socio-economic context (2.0); socio-cultural context (1.3); legal (2.3); state of civil society relations (2.0), and; private sector/CS relations (1.3). It shows that CSOs in Jamaica operate in an enabling legal environment and feel that the private sector treats them with dismissal and provides them minimal support. CSOs operate in an environment with high rates of crime and violence, unemployment, poverty and illiteracy, all of which are barriers to their effective functioning.

FIGURE IV.2: SUB-DIMENSION SCORES IN ENVIRONMENT DIMENSION



2.1 POLITICAL CONTEXT

This sub-dimension examines the political situation in Jamaica, and its impact on civil society. Table IV.2.1 summarizes the respective indicator scores.

TABLE IV.2.1: INDICATORS ASSESSING POLITICAL CONTEXT

Ref. #	Indicators	Score
2.1.1	Political Rights	1
2.1.2	Political competition	1
2.1.3	Rule of law	1
2.1.4	Corruption	1
2.1.5	State effectiveness	2
2.1.6	Decentralization	0

2.1.1 Political Rights. Jamaica has enjoyed democratic rule under a Westminster political system since independence in 1962. By law and in general, Jamaicans have the full freedom and choice to exercise their political rights and meaningfully participate in political processes. In the last general elections in 2002, 56.7% of voters were able to cast their votes.³¹ In 2004, Jamaica was given a score of “2” on political rights by the international organization Freedom House on its annual survey on political rights and liberties.³² It is true that the political climate is very dynamic and impacts on CSOs, and in most cases people exercise their democratic rights to participate in the political process. In some communities, however, the residents impose restrictions on full exercise of citizen’s rights. These communities, referred to as “garrison communities”, exist where loyalty is given to one political party. The residents exercise strict control on each other and those who have and/or demonstrate opposite political affiliations to the majority are expelled from the community. Opposing garrisons create a “no man’s land” between communities, and these communities intimidate each other whenever the election machinery is put in place for national and local government elections. The advent of garrisons in the 1970s marked the descent of Jamaica into anarchistic behaviour.

“For the tens of thousands of Jamaicans who live in the garrisons, the right to vote freely (or at all) for the party other than that which controls the garrison, either does not exist or is severely circumscribed. Election-related violence scarred the elections of 1986, 1989 and 1993 and, despite not reaching the levels of the 1970s, constrained freedom of assembly, freedom of movement, free speech, as well as other important political rights and civil liberties. Moreover, as election campaigns became more expensive, the absence of any meaningful regulations governing party funding and campaign finance further undermined the integrity of the electoral process. Central party manipulation of candidate selection, voter registration, voter identification and balloting also contributed to their ineffectiveness as mechanisms of voice and participation” (Munroe, 2000).

Today, there are, without exception, zones of exclusion characterised by endemic poverty, an absence of social services, crumbling infrastructure and appalling sanitation; making them breeding grounds for criminality. Constituencies (electoral districts) with strong garrison features amount to 20% of all political constituencies in Jamaica, yet in 2004 they accounted for 1,159 of the 1,471 (80%) of the murders in Jamaica.³³ This reality, unfortunately, somewhat negates the positive image of Jamaica in the international community as a country cognizant of the political rights of its citizens, and the challenge remains for its civil society and government to work towards a more open environment where people can genuinely exercise their political rights.

2.1.2 Political Competition. There are two main political parties, the ruling People’s National Party (PNP) and the Jamaica Labour Party (JLP); this sub-dimension scored very low, a “1” on a scale of 1 to 3. Originally, the PNP was more left-wing and promoted the concept of “democratic socialism” in the 1970s, and briefly flirted with communism through its links with the Cuban Government. On the other hand, the JLP has been traditionally on the conservative/right-wing side of the political spectrum. In Jamaica, transitional arrangements accommodate competing interests, but some factionalism associated with parochial interests

³¹ Electoral Office of Jamaica, 2004.

³² Freedom House Country Ratings (2004) – secondary data provided by CIVICUS. The survey measures political rights and civil liberties, or the opportunity for individuals to act spontaneously in a variety of fields outside the control of the government and other centers of potential domination. Using a scale of 1 to 7, where 1 indicates the highest degree of freedom and 7 the least amount of freedom (www.freedomhouse.org).

³³“The de-garrison of Jamaica.” Morgan, Henley. *Jamaica Observer*, December 7, 2005.

is still present.³⁴ Economic hardships arising from globalization and limited resources have forced Jamaica to take a more conservative approach to financial management. Consequently, at this time there is no significant difference between the ideological positions being put forward by either of the major parties. There have emerged, over time, a number of minor parties, but they have had no impact on the election process and have not gained representation in Parliament. Examples include the Workers Party of Jamaica and the National Democratic Movement. There have also been a few individual independent candidates who have garnered support at the local level.

Jamaicans will have to confront one of the most negative and divisive features of their style of political competition, namely political tribalism, which has bred a dependency syndrome in many of the nation's citizens and divided communities along party lines. The breakdown of traditional community leadership and the emergence of a new type of non-traditional community leadership (the Don) that has its roots in tribal politics and the drug culture were also evident.

2.1.3 Rule of Law. The 1962 Constitution established a parliamentary system based on the United Kingdom (UK) model. As chief of state, Queen Elizabeth II appoints a Governor General, on the advice of the Prime Minister, as her representative in Jamaica. The Governor General's role is largely ceremonial. Executive power is vested in the Cabinet, led by the Prime Minister. Parliament is composed of an appointed Senate and an elected House of Representatives. Thirteen Senators are nominated on the advice of the Prime Minister and eight on the advice of the Leader of the Opposition. General elections must be held within five years of the forming of a new government. The Prime Minister may ask the Governor General to call elections sooner, however. The Senate may submit bills, and it also reviews legislation submitted by the House. It may not delay budget bills for more than one month or other bills for more than seven months. The Prime Minister and the Cabinet are selected from the Parliament. No fewer than two or more than four members of the Cabinet must be selected from the Senate. The judiciary also is modelled on the UK system. The Court of Appeals is the highest appellate court in Jamaica. Under certain circumstances, cases may be appealed to the Privy Council of the United Kingdom. Jamaica's parishes have elected councils that exercise limited powers of local government.³⁵

The Worldwide Governance Indicators (WGI)³⁶ from 1996-2004 has consistently given low ratings to Jamaica as shown in Table IV.2.1.1. below:

TABLE IV.2.1.1: WORLDWIDE GOVERNANCE INDICATORS: RULE OF LAW³⁷

Rule of law	2004	2002	2000	1998	1996
Estimate (2.5 to +2.5)	-0.32	-0.46	-0.15	-0.24	-0.21
Percentile Rank (0-100)	43.5	38.3	54.0	51.4	47.6

³⁴ Polity IV Project (2005). *Polity IV Project: Political Regime Characteristics and Transitions*. College Park: University of Maryland, available on <http://www.bsos.umd.edu/cidcm/inscr/polity/index.htm>.

³⁵ United States (US) Department of State, "Background Note: Jamaica – Profile." <http://www.state.gov/r/pa/ei/bgn/2032.htm>.

³⁶ The Worldwide Governance Indicators measure six dimensions of governance: voice and accountability political stability and absence of violence, government effectiveness, regulatory quality, rule of law, and control of corruption using a scale of -2.5 to +2.5 with higher ratings indicating good governance. Based on the study *Governance Matters IV: Governance Indicators for 1996-2004* by D. Kaufmann et al.

http://info.worldbank.org/governance/kkz2004/country_report.asp?countryid=111.

³⁷ Source: http://info.worldbank.org/governance/kkz2004/country_report.asp?countryid=111.

There is high concern among the people about the disregard for law and order by a criminal minority within the society. The majority of citizens are law-abiding and respect law and order. A 2004 World Bank report estimated that the direct cost of crime in Jamaica is at least 3.7% of GDP, and this does not include the impact on business.³⁸ In Jamaica, 65% of surveyed firms in 2001 reported experiencing criminal victimization. In such an environment, businesses must divert resources away from productive uses, leading to reduced competitiveness and fewer investments - or even disinvestments. According to the report, crime is costing Jamaica, including lost production, health expenses, and public and private spending on security. Poor employment prospects and a high crime rate have encouraged high rates of migration, with the equivalent of some 80% of tertiary graduates in the 1990s estimated to have migrated.

Cases of police abuse and extra judiciary killings as well as allegations of corruption have eroded confidence in the police. With a population of 2.6 million people, over the past 10 years 139 persons have been killed by the police. Jamaica has one of the highest rates of police killings in the Commonwealth. The highest number of police killings in any one year took place in 1984, when 354 persons were killed by the police under extra-judicial circumstances. Alienation of grassroots people from the police is intense, fuelled by the perception and reality of corruption within the force and linkages between members of the force and drug dons. The lack of trust between citizens and the police is strengthened and reinforced by the severe weaknesses of accountability systems, breaches of law, standards or expectations that the police are expected to adhere to. The murder rate in Jamaica remains alarming; some 1,650 people were murdered in 2005, a record high according to Jamaicans for Justice (JFJ). The nation has a murder rate of 63 for every 100,000, a per-capita rate that is among the highest in the world, and about half of the cases are unsolved. A police task force called Operation Kingfish was formed in 2004 to combat gangs and organized crime.³⁹

Jamaicans for Justice (JFJ), a non-governmental human rights organization formed in 1999, monitors police killings and has reported a pattern of impunity that has been documented in the last five years. Allegations of “police murder” can be frequently heard in Jamaica; while establishing validity of individual accounts is difficult, there are unquestionably unresolved and long-standing tensions between law enforcement and urban poor communities where residents frequently perceive police as an occupation force. Policing in Jamaica until the mid-1990s was modelled on the military methods of the British constabulary in North Ireland. Over the past three decades, every outbreak of violence was greeted with the creation of a special “hard” policing squad, and killings by police ran to over 300 in 1983, dropping in the last decade to an average of 140 per year, usually on the pretext of defence in a “shoot-out.” In this period, not a single policeman was convicted for any of these killings. This was until 2003, when two particularly outrageous incidents ended up in court (one of them currently), and led to the scrapping of the special squad involved. Another trend from the mid 1990s has been the introduction of community policing, with the idea now generally accepted by the Police Force and its practice gradually going forward.⁴⁰

³⁸ World Bank (2004). “Jamaica: The Road to Sustained Growth; Chapter 6: Crime and its impact on business in Jamaica; Country Economic Memorandum.” Report 26088-JM. Latin America and Caribbean Region, World Bank, http://www-wds.worldbank.org/servlet/WDSContentServer/WDSP/IB/2003/12/19/000012009_20031219112757/Rendered/PDF/260880JM.pdf.

³⁹ Amnesty International, “Jamaica – Human Rights Concerns.” <http://www.amnestyusa.org/countries/jamaica/summary.do>

⁴⁰ Levy, Horace, 2005.

“Justice, truth be ours forever”, is one of the lines in Jamaica’s National Anthem, but in reality justice is often delayed, particularly for the poor. Access to justice is delayed by the rate and speed of disposal of court cases. This is a result of a myriad of issues which include: inefficiency within the court system associated with some overly bureaucratic procedures which the Office of the Chief Justice is trying to monitor, and inefficiency of investigation.

TABLE IV.2.1.2: SPEED AND DISPOSAL OF COURT CASES IN HOME CIRCUIT COURT (2002-2003)⁴¹

Term/Year	No. for Trial	No. Disposed of	Disposal Rate	No. for which Bench Warrant issued	% for which Bench Warrant issues
Easter:					
2001	249	54	22%	6	2%
2002	247	86	35%	5	2%
2003	202	43	21%	-	-
Hilary:					
2001	248	58	23%	8	3%
2002	244	46	19%	8	3%
2003	230	62	27%	-	-
Michaelmas:					
2001	243	49	20%	7	3%
2002	243	50	20%	10	45
2003	198	52	26%	-	-

Despite these judicial challenges, the country is governed by a constitution that is supported by a fair and predictable parliamentary debate and process through which a wealth of parliamentary acts and policies have been produced to keep Jamaica and its citizens on par with international standards of human rights and decent standards of living for its citizens. However, as evident in the statistics provided by the reports and surveys conducted in Jamaica by different institutions, Jamaicans need to be more vigilant and the state stricter in implementing the rule of law to protect the rights of its citizens and maintain peace and order within the country.

2.1.4 Corruption. There is a general perception of a high level of corruption within the country. Each year since its inception, the corruption watchdog Transparency International (TI) has consistently given Jamaica poor ratings. Transparency International’s Corruption Perceptions Index (CPI) 2005 gave Jamaica a score of 3.6 and ranked 64th among the 159 countries surveyed.⁴²

An increasing number of corruption cases has been brought to court against police officers, lawyers and workers in private companies. In 2005, Police Commissioner Lucius Thomas

⁴¹ Jamaica Social Policy Evaluation (JASPEV), 2003. “Annual Progress Report on National Social Policy Goals - Key Outcome Goals and Indicators of Progress, Key Goal 1: Human Security.”

http://www.jaspev.org/documents/docs/Tracking_Social_Progress/HUMAN%20SECURITY.pdf

⁴² http://www.transparency.org/policy_research/surveys_indices/cpi/2005.

made a sensational disclosure that, “there are criminals among us ... not only corporals, sergeants, and inspectors, it goes all the way up.” In the public at large, motorists would have experienced the persistent, but subtle shakedown attempts by traffic cops at speed traps on the road. But the general public can hardly have a sense of who is a rogue policeman when a citizen seeks assistance and/or protection from the threat of criminal attack. It is that sense of diminished confidence in policemen, who ought to be bastions of law and order, which may pose problems for citizens. The average person has no way to determine who the corrupt minority is.

In 2005 a newly formed anti-corruption unit of the Jamaica Constabulary Force was launched, falling under the Professional Standards Branch (PSB). The new Anti-Corruption Strategy allows the use of disciplinary codes to dismiss any member from the force for serious cases of unethical and inappropriate behaviour, breaches of discipline and codes of conduct that harm the image of the force, and where it is in the public’s interest to do so.

The public sector accounts for approximately 10% of the labour force. Bribery and lack of transparency in government contracts are considered by Jamaicans to be important problems. Jamaica ranks poorly in perceptions of favouritism shown by government officials towards well-connected firms and individuals when deciding upon policies and contracts. This is closely linked with the pressure exerted on businesses by the protection racket, and reflected in the high perceived costs imposed on businesses by organized crime (such as racketeering and extortion). Anti-corruption legislation, the Corruption Prevention Act, was passed by Parliament in 2000. This requires select government employees to file annual assets statements with a three-member Corruption Prevention Commission.

2.1.5 State Effectiveness. The WGI in 2004 gave a +0.13 government effectiveness⁴³ rating to Jamaica out of a -2.5 to +2.5 scale indicating that the Jamaican government is somewhat effective. Jamaicans believe that the state bureaucracy is fully functional and perceived to work in the public’s interest. The government has embarked on a process of modernization of the public sector in order to offer more efficient and customer friendly service. The government works with the public interest in mind. The Government of Jamaica, since the early 1990s, has accelerated action on a number of programmes aimed at reforming the Public Sector. The Public Sector Reform Program is the Government’s agenda for modernizing the Public Services and is an important aspect in improving the quality of governance. It is within this context that the Public Sector Reform Unit (PSRU) has been established within the Cabinet Office, with one of its mandates being to: “Gain national consensus on the strategic direction of the modernisation efforts vis-à-vis the development of a strategic paper to guide Government's Reform effort over the next several years.”

2.1.6 Decentralization. Less than two percent (1.4%) of the national budget is shared sub-nationally, through the Ministry of Local Government.⁴⁴ In 2004/2005, Jamaica’s debt servicing expenditure amounted to \$228.4 billion or 69.6% of the total budget of JA\$328.2 billion, leaving \$99.8 billion for national expenditure. Of this amount, 63% or \$62.7 billion was allocated to: Education - \$30 billion (9.2% of total budget); \$17.1 billion to security and justice (5.2% of total budget); and \$15.6 billion (4.7% of total budget) to health. At the local

⁴³Governance effectiveness, according to the World Bank Institute, “combines responses on the quality of public service provision, the quality of the bureaucracy, the competence of civil servants, the independence of the civil service from political pressures, and the credibility of the government’s commitment to policies.” <http://info.worldbank.org/governance/kkz2005/q&a.htm>.

⁴⁴ Estimates of Expenditure, March 31, 2004, Ministry of Finance and Planning

level, the Ministry of Local Government & Sport received \$4.7 billion, with the bulk going to Local Government. Local Government is structured on a parish basis (14 parish councils), with two parishes, Kingston and St. Andrew, amalgamated and administered by the Kingston and St. Andrew Corporation (KSAC). The island's 60 constituencies are subdivided into 275 electoral divisions, each of which is represented by a Parish Councillor for Local Government. For example, St. James, one of the largest parishes, received \$115.5 million in government support during 2004/2005, having submitted a budget of approximately \$300 million.

Civil society has been calling for improvement in Local Government for some time now, primarily because of the ineffectiveness of the local Parish Councils in providing island-wide services such as road repairs and public lighting, amongst others duties. In pursuant of its mandate the Government in 1993 published Ministry Paper 8/93, which outlined the policy framework and established the objectives that would guide its approach to Local Government Reform. In 1994, a Local Government Reform Unit was established in the Ministry of Local Government to undertake responsibility for the further development and implementation of the Local Government Reform Programme. The issue of Local Government Reform is much deeper than merely transferring responsibilities and functions from Central Government to Local Government authorities, or the mere devolution of authority. It is essentially about the deepening of the democratic process and the empowerment of people.

2.2. BASIC FREEDOM AND RIGHTS

This sub-dimension examines to what extent basic freedoms are ensured by law and in practice in Jamaica. Table IV.2.2 below summarizes the respective indicator scores.

TABLE IV.2.2: INDICATORS ASSESSING BASIC RIGHTS AND FREEDOMS

Ref. #	Indicators	Score
2.2.1	Civil liberties	2
2.2.2	Information rights	2
2.2.3	Press Freedom	2

2.2.1 Civil Liberties. The Jamaican Constitution of 1962 upholds the protection of the citizens' fundamental rights and freedoms which include the right to life and personal liberty, freedom of movement, and freedom of association among others.

Freedom House gave Jamaica a score of 3⁴⁵ within a scale of 1 to 7, with 1 representing the highest and 7 the lowest level of freedom.⁴⁶ This indicates that the country is relatively free from censorship, political terror and the prevention of free association, although there might be instances of restrictions not necessarily posed by the government but rather by other actors within the larger civil society.

⁴⁵ Ratings of 3, 4, 5 -- Countries and territories that have received a rating of 3, 4, or 5 range from those that are in at least partial compliance with virtually all checklist standards to those with a combination of high or medium scores for some questions and low or very low scores on other questions. The level of oppression increases at each successive rating level, including in the areas of censorship, political terror, and the prevention of free association. There are also many cases in which groups opposed to the state engage in political terror that undermines other freedoms. Therefore, a poor rating for a country is not necessarily a comment on the intentions of the government, but may reflect real restrictions on liberty caused by nongovernmental actors. See the freedom house website at www.freedomhouse.org.

⁴⁶ On a scale of 1 to 7, where 1 is the best.

2.2.2 Information Rights. The government passed the Access to Information Act in 2002, which “provides members of the public with a general right of access to official documents for connected matters.”⁴⁷ Through the use of the Access to Information Act, civil society applicants have demonstrated their interest in the success of the Act and the benefits that information can provide as they strive to more fully participate in public life and more effectively exercise their fundamental human rights. Despite this interest, the Jamaican Access to Information Act does not currently include provisions for dealing with voluminous or broad requests nor is there any affirmative duty to assist applicants. The Act provides that assistance be made available when requested and that applicants should have an opportunity for consultation, but these place the duty on the requester of information rather than the responsible information officer.⁴⁸

Government documents are broadly easily accessible to the public. Complaints by advocacy groups’ spearheaded legislation on access to public information. Since the passing of the Act, there has been easier access although the agency responsible for dissemination of the information needs more resources to function effectively as the demand for access to information is overwhelming.

2.2.3 Press Freedoms. Freedom of the press is assured by law and Jamaica is given a positive rating of “17” in the Freedom House Country Rating for press freedom. There are laws in place regarding libel, which have been generating debate. With 14 radio stations, three television stations, three major daily newspapers and a number of community newspapers and cable stations, press freedom in Jamaica can be said to be robust and healthy. There are an estimated 1.9 million radios in Jamaica - the highest per capita ratio in the Caribbean - but only 330,000 television sets. Newspapers are independent and free from government control, although newspaper readership is generally low. Journalists are occasionally intimidated during election campaigns. Public opinion polls play a key role in the political process, and election campaigns feature debates on state-run television. The government does not restrict access to the Internet⁴⁹. Some media outlets expressed the need for reform of the country’s libel laws. In particular, there is concern about the courts’ ability to award high damages in defamation cases, a practice that tends to encourage some journalists to practice self-censorship. The outdated libel laws allow large awards against the media. A number of appeals against these awards are pending in the courts. The Media Association of Jamaica (MAJ) is currently working on a draft Defamation Act for presentation to the Government. The draft is proposing changes to the existing libel laws.

2.3 SOCIO-ECONOMIC CONTEXT

This sub-dimension analyses the socio-economic situation in Jamaica. Table IV.2.3 shows the respective indicator score.

TABLE IV.2.3: INDICATOR ASSESSING SOCIO-ECONOMIC CONTEXT

Ref. #	Indicators	Score
2.3.1	Socio-economic context	2

⁴⁷ The Jamaica Access to Information Act, 2002.

⁴⁸ The Carter Center (March 2006). “Observations of the Access to Information Act 2002 in Jamaica.” http://www.humanrightsinitiative.org/programs/ai/rti/international/laws_papers/jamaica/carter_centre_ati_rev_sub_mar06_jamaica.pdf.

⁴⁹ Freedom House, Jamaica Country Report 2005. See the Freedom House Website at <http://www.freedomhouse.org/template.cfm?page=22&year=2005&country=6761>

The socio-economic context in which civil society exists and functions is somewhat enabling. To operationalise the concept of “socio-economic environment”, eight indicators were selected that represent the different means through which the socio-economic context can potentially impact on civil society: 1) Poverty 2) Civil war 3) Severe ethnic or religious conflict 4) Severe economic crisis 5) Severe social crisis 6) Serious socio-economic inequities 7) Adult Illiteracy and 8) Lack of IT infrastructure.

1) Poverty: About 50% of the population live on less than US\$2 per day, while approximately 24% live below the poverty line.⁵⁰ The government’s Planning Institute of Jamaica (PIOJ), in its “Survey of Living Conditions 2005”, reported a poverty rate of approximately 15%. In Jamaica, the poor tend to have low educational attainment and are often unemployed or self-employed. Poor households are more likely to be large, female-headed, and rural. Poverty disproportionately affects the young. Half of those living in poverty are children, and the mean age of persons in poverty is 22.4 years. Poverty appears strongly correlated with teenage pregnancy, single parenting, drug abuse, domestic violence, child abuse and delinquency. Urban poverty is linked to crime, violence and garrisoned communities in which public services are curtailed and often substituted or mediated by criminal elements who control many of these areas. Inner city dwellers are often stigmatized and excluded from employment and access to public goods.

Very soon after the World Summit for Social Development in Copenhagen in 1995, the Government launched the National Poverty Eradication Programme (NPEP). The broad programme objectives included reducing the number of persons below the poverty line by 50 percent in targeted communities, promoting economic growth and social development and eradicating absolute poverty in the long term. The Programme was estimated to cost some JA\$15 billion over five years. The proportion of persons living on and below the poverty line fell from 28.4% of the population in 1990 to 16.9% in 2001. The country is thus on target to halve the number of persons who live below the poverty line by 2015.⁵¹ Since the launch of the NPEP, the incidence of poverty has declined by 10.6 percentage points moving from 27.5% in 1995, to 16.9% in 2004. The government says that the country is meeting a number of the Millennium Development Goals (MDGs) as charted by the United Nations (UN), to be met by countries around the world by the year 2015. Jamaica is described as being “on track” towards accomplishing its goal of alleviating extreme poverty.

2) Civil war: Jamaica is fortunate that it has not experienced armed conflict.

3) Severe ethnic or religious conflict: The country has not recently experienced a severe ethnic or religious conflict.

4) Severe economic crisis: Currently, the Jamaican economy is service-oriented and accounts for 60% of the island’s GDP (US \$12.17 billion for fiscal year 2005).⁵² The primary sources of foreign exchange include remittances, tourism and bauxite mining. The worldwide economic recession in the wake of the *September 11th* terrorist attacks had adverse economic implications for Jamaica. Even though the economy recovered partially between 2003 and 2004, the country still faces a number of long-term problems. In 2005, the debt-to-GDP ratio was 135%, pointing to a serious budget deficit, which only expanded in the wake of

⁵⁰ World Bank. 2004. *The Road to Sustained Growth in Jamaica*. Washington, DC.

⁵¹ Millennium Development Goals, Jamaica, April 2004, PIOJ.

⁵² Ministry of Finance, 2005, Government of Jamaica

Hurricane Ivan in September 2004 because of the expenditures necessary to repair the damage incurred by the natural disaster.

5) *Severe social crisis*: The Caribbean islands are among the most susceptible to the likely impacts of climate change.⁵³ Climate change is caused predominantly by the growing emissions of Greenhouse Gases (GHG) from the global energy sector but particularly the Organization for Economic Cooperation and Development (OECD) countries – a situation over which the region has no control and is extremely vulnerable. The level of losses from major disasters occurring in this region demonstrates the social and economic importance of reducing disaster risk. The economic loss from Hurricane Ivan to Jamaica was US\$595 million, representing 8% of the GDP.⁵⁴ One recent World Bank study on Jamaica and Dominica calculated that the potential avoided losses compared with the costs of mitigation when building infrastructure like ports and schools would have been between two to four times.

Aside from climate change, another cause for concern that might lead to severe social crisis is the proposal to reform the Common Market Organization (CMO) for sugar. The Jamaican sugar industry dates back 600 years. It provides direct employment to 40,000 persons, including 16,000 self-employed small farmers and 4,000 factory workers. This accounts for 4.2% of the active working population. The industry also indirectly supports another 100,000 persons.

On 22 June 2005, the European Commission (EC) published legislative proposals to reform the (CMO) for sugar, which calls for severe reductions in EU sugar prices and an end to the current system of national quotas. ACP countries⁵⁵ have traditionally played an integral role in the EU sugar regime, supplying fixed quantities of sugar at preferential rates to the EU market under the terms of the ACP-EU Sugar Protocol. The provisions of the Commission's reform proposal would spell disaster for ACP sugar supplying states and inevitably lead to the destruction of centuries old traditions of sugar production with devastating socio-economic consequences. It is estimated that the Commission's proposal would lead to a loss in income of up to €400 million annually in ACP countries.

The effects of this reform would include:⁵⁶

Macro-economic instability;

The crippling of national efforts to meet the UN Millennium Development Goals;

The closure of countless estates;

The complete undermining of modernisation efforts already underway within the sugar industry;

The failure of smallholders' cooperatives and collapse of local farmers' banks;

Massive unemployment, rural instability and urban migration;

A dramatic and alarming increase in poverty;

Increased crime;

National destabilisation in all ACP countries and heightened insecurity in the Caribbean region; and

⁵³ Inter-Governmental Panel on Climate Change (IPCC) Third Assessment Report (TAR)

⁵⁴ UNDP Concept Paper, "Enhancing Disaster Risk Management in the Caribbean 2005"

⁵⁵ The ACP Sugar Group is the eighteen African, Caribbean and Pacific states signatories to the ACP/EU Sugar Protocol. These countries have enjoyed a long standing, traditional place in European sugar markets, and they have become an integral part of the EU sugar regime.

⁵⁶ African, Caribbean and Pacific Group (2005). "Our Story." <http://www.acpsugar.org/SOS.html>

Environmental degradation.

What is being put forward by the EC is too deep, too quick and too soon as far as ACP producers are concerned.

6) *Severe socio-economic inequities:* The Gini Coefficient has not changed significantly through the years (0.38), and the poorest quintile has steadily had six percent of national consumption for the period 1990-2001. There has been, therefore, no evidence of redistributive effect between the quintiles.⁵⁷ On the Gini scale, zero represents perfect income distribution and 1 represents completely unequal distribution where one person controls all of the country's income. Jamaica's coefficient of 0.38 compared to the U.S.'s figure of 0.40 shows that the island enjoys an income distribution that is slightly more equitable than its self-proclaimed middle-class neighbour.

7) *Pervasive adult illiteracy:* Adult illiteracy is no longer pervasive, with Jamaica achieving an adult literacy rate of 87.6% in 2005. In 1970, Jamaica had an adult illiteracy rate of between 40-50%. Unlike most developing countries where girls are lagging behind, Jamaica's concern is low academic achievement among boys. UNESCO⁵⁸ estimates that in Jamaica, 95% of girls and 94% of boys are in primary school, but only 88% of males make it to grade 5, compared to 93% of females. Only 10% of males go to university compared to 25% of females. The adult literacy rate is 84 for males and 91 for females. For the past several years, the University of the West Indies has consistently graduated more females (70%) than males (30%).

8) *Lack of IT infrastructure:* Jamaica is one of the elite group of countries with a 100% digital telecommunications network. The country's advanced telecommunications infrastructure is one of the most resilient and highest capacity telecom backbones in the Caribbean region. In 2005, there were 1,067,000 Internet users in Jamaica, according to the International Telecommunication Union (ITU).⁵⁹ The major mobile players are the incumbent Cable & Wireless and Digicel. The region's mobile subscriber base is concentrated in the hands of these two major players, with only a few smaller companies edging their way into the newly liberalised markets. In 2003 there were 16.9 lines per 100 persons; 1.84 million mobile subscribers; 5 Internet hosts per 10,000 inhabitants; and 5.37 PCs per 100 inhabitants.

2.4. SOCIO-CULTURAL CONTEXT

This sub-dimension examines to what extent socio-cultural norms and attitudes are conducive or detrimental to civil society. Table IV.2.4 summarizes the respective indicator scores.

TABLE IV.2.4: INDICATORS ASSESSING SOCIO-CULTURAL CONTEXT

Ref. #	Indicators	Score
2.4.1	Trust	1
2.4.2	Tolerance	2
2.4.3	Public spiritedness	1

⁵⁷ Millennium Development Goals Report

⁵⁸ United Nations Girls Education Initiative (UNGEI), November 2004. "Jamaica – gender" http://www.ungei.org/gapproject/jamaica_299.html

⁵⁹ Internet World Stats, Usage and Population Statistics – Jamaica: Internet usage, broadband and telecommunications reports. <http://www.internetworldstats.com/car/jm.htm>

2.4.1 Trust. Most of the stakeholders (72%) who participated in the Community Survey said they were cautious about trusting people, as you cannot be too sure about them. Crime and violence has encouraged widespread mistrust among members of the society, and there is distrust of the police force. There have been an alarming number of crimes committed by and against children. Reprisal accounts for a quarter of the cases of murders committed. An increasing number of persons are opting to live in gated communities. Jamaicans spend a moderate sum on securing their homes with burglar bars.

2.4.2 Tolerance. The Jamaican motto, “Out of Many One People”, attests to the moderate level of tolerance within the country. There are many groups that advocate for tolerance although Jamaican culture has within it elements of intolerance. At different times within history, different groups have faced different forms of discrimination. In the 1960’s, the Rastafarians came under much pressure from citizens and police for their pro-Africa, pro-Ethiopia stance and their rejection of western “Babylon” values. Advocacy groups such as the Jamaican Forum for Lesbians, All-Sexuals and Gays (JFLAG) have spoken out about intolerance and cruelty meted out to them by members of the society who condemn their lifestyle as immoral and wrong. They highlight and bring international censure on some musicians and entertainers whose lyrics incite violence towards their members. Some members of the society feel that Jamaica is being unfairly targeted pointing out that many homosexuals live openly and are tolerated and even hold high social and professional positions within the society. They also feel that some homosexuals exploit the stigma of intolerance so that they will get visas and asylum, especially to the United Kingdom.

Persons with HIV/AIDS have also faced intolerance and cruelty. The intolerance exists mostly due to ignorance regarding the transmission and prevention of the disease. Many persons living with HIV/AIDS live in fear of discovery and many have been abandoned by families and friends. Other groups such as persons with disabilities, especially the mentally retarded and the mentally ill, have traditionally been discriminated against and labelled as handicapped, mad and perceived as easy targets for exploitation.

A strong sense of brotherhood exists in Jamaica especially within communities where church groups and youth clubs have reached out to the vulnerable, especially at Christmas time.

2.4.3 Public spiritedness. The Public Spiritedness Index score of 2.6 indicates a low level of public spiritedness and confirms the general sentiment of those interviewed in the Community Survey where more than half (53%) of the respondents admitted to cheating on their taxes, and a quarter said that they always or sometimes avoid paying public passenger fares. Data from the Ministry of Finance also showed that there is a high level of tax evasion, which, year after year, leads to government revenue erosion. The Jamaica Urban Transport Corporation (JUTC) also reported massive losses due to persons not paying their fare. Violation of these public norms is indicative of the state of Jamaican society.

2.5. LEGAL ENVIRONMENT

This sub-dimension examines the legal environment for civil society and assesses to what extent it is enabling or disabling to civil society. Table IV.2.5 summarizes the respective indicator scores.

TABLE IV.2.5: INDICATORS ASSESSING LEGAL ENVIRONMENT

Ref. #	Indicators	Score
2.5.1	CSO registration	2
2.5.2	Freedom of CSOs to criticise the government	3
2.5.3	Tax laws favourable to CSOs	2
2.5.4	Tax benefits for philanthropy	2

2.5.1 CSO Registration. Since the introduction of the Companies Act of 2004, the process of registering a CSO is now less cumbersome, with CSOs now only required to complete at least five forms. The Office of the Registrar of Companies (ORC) is responsible for enabling the legal creation of companies, sole proprietorships, partnerships and industrial and provident societies, and the process is fairly and consistently applied. While the process of registration is simple and quick (once all forms and fees submitted, the ORC will issue a Certificate of Registration within five days), it can cost between JA\$20,000-\$100,000 to register a CSO, as the ORC recommends that CSOs seek legal and accounting advice in completing the forms. CSOs, in order to receive tax-free certification must attach their objectives and goals to their application form.⁶⁰

2.5.2 Allowable Advocacy Activities. An overwhelming majority (91%) of RSC respondents believe that there are no restrictions as to their engagement with the government. CSOs are free to engage in legal activities. CSOs in Jamaica freely and consistently criticize, demand and lobby government on a range of issues.

2.5.3 Tax Laws Favourable to CSOs. Institutions and organizations established and operated for charitable or educational purposes, which fall under Section 13(1)(q) of the Income Tax Act, are exempted from paying General Consumption Tax of 16.5% on purchase of goods and services. However CSOs are not exempt from Education Tax (3% of gross salaries), National Housing Trust (3% of gross salaries) Human Employment and Resource Training Trust (H.E.A.R.T.) Tax (3% of gross salaries), National Insurance Scheme (2.5% of gross salaries) or Property Tax (various rates). The Act allows for a broad range of CSOs to be eligible for tax exemptions as long as they are engaged in not-for-profit activities.

2.5.4 Tax Benefits for Philanthropy. Jamaicans have one of the highest tax rates in the world, with a rate of 33.3% for taxes on income and profits. Tax benefits for donors exist for individuals as well as businesses. Claims made must indicate that the beneficiary is a registered charitable organisation. Based on feedback from the NAG, it was their opinion that the system does not provide sufficient incentives, is not receptive enough and does not motivate individual giving.

2.6 STATE-CIVIL SOCIETY RELATIONS

This sub-dimension describes and assesses the nature and quality of relations between civil society and the Jamaican government. Table IV.2.6 summarizes the respective indicator scores.

⁶⁰ Office of the Registrar of Companies, <http://www.orcjamaica.com/services/>

Table IV.2.6: Indicators assessing state-civil society relations

Ref. #	Indicators	Score
2.6.1	Autonomy of CSOs	2
2.6.2	Dialogue between CSOs and the state	2
2.6.3	Support for CSOs on the part of the state	2

2.6.1 Autonomy of CSOs. Most CSOs receive little or no financial assistance from the state, although some do apply for and benefit from government funds for various projects. Some CSOs have good relationships with the government with several partnering with the state on community and national projects. A number of the newer human rights lobby groups have taken a confrontational stance and are antagonistic towards the government, especially with the Finance and Justice ministries. The NAG assigned a score of 2.0 despite the disagreement of the RSC respondents; 86% of which believed that CSOs are rarely autonomous from the state. The NAG members reasoned that this was not a major issue in the country.

2.6.2 Dialogue Between CSOs and the State. The National Planning Council (NPC), where major national issues are placed on the agenda, is the major mechanism for dialogue between the state and civil society. The membership of the NPC (over 40 members) is comprised of government employees and CSOs and is chaired by the Minister of Finance. ADA is a member of the NPC. Government has put other mechanisms in place that include CSO representation. One of the mechanisms for improved governance practices that the Government has introduced is a “*Code of Consultation for the Public Sector.*” The Code was approved by Cabinet in November 2004, and establishes rules for the minimum acceptable level of consultation with the public, and a consistent process for doing so, with respect to any significant policy, programme or activity a government agency proposes to undertake. Unfortunately, few civil society groups have the capacity to sit at the table and represent their stakeholders as they lack basic data and training in negotiation and advocacy skills.

Almost all government Ministries have CSOs represented on various planning committees, advisory bodies and working groups, and this level of CSO representation increased after 2000, when Jamaica, as part of the African, Pacific and Caribbean (APC) group, signed the Cotonou Agreement on development cooperation between the APC and the European Union (EU) relations. The Cotonou Agreement contains provisions to promote participatory approaches to ensure the involvement of civil society and economic and social players, including ensuring the consultation of civil society on the economic, social and institutional reforms and policies to be supported by the European Commission (EC).

Media monitoring showed that when the state enters into dialogue with civil society (and this is covered by the media), in almost 70% of cases this involves trade unions or professional organizations.

In the RSC survey, 67% of respondents agreed that the state moderately communicates with civil society and cited the fact that the regional authority dialogues only with a few selected organizations and viewed this as a problem. This lack of dialogue at the regional level is linked to the missing legitimate and established CSO umbrella structures, the general feeling of poor communication within civil society, to larger organizations not respecting smaller ones and the latter not trusting the former.

2.6.3 Support for CSOs on the Part of the State. There is no specific line item in the government’s budget that allocates monies to CSOs, although a few CSOs receive state

funding, which they can access from a number of government funds. For example, the Jamaica Social Investment Fund (JSIF), a temporary, autonomous government-sponsored institution designed to address some of the most pressing socio-economic needs of the poorest. The JSIF mobilizes resources from Government and donors and channel these to small-scale, community-based social and economic infrastructure and social services projects. Since 2000, the fund has disbursed over US\$20 million in grants. The Culture, Health, Arts, Sports and Education Fund (CHASE) was incorporated on 25 November, 2002 and began its operations in January 2003. It was registered under the Companies Act to receive, distribute, administer and manage the monetary contributions from the lottery companies pursuant to Section 59G of the Betting, Gaming and Lotteries Act, in connection with Culture, Health, Arts Sports Development and Early Childhood Education. In 2005, the Fund had disbursed some JA\$965 million to several projects. The government also provides a small stipend to privately operated children's homes that accept children who are wards of the state.

2.7. PRIVATE SECTOR-CIVIL SOCIETY RELATIONS

This sub-dimension describes and assesses the nature and quality of relations between civil society and the private sector. Table IV.2.7 summarizes the respective indicator scores.

TABLE IV.2.7: INDICATORS ASSESSING PRIVATE SECTOR – CIVIL SOCIETY RELATIONS

Ref. #	Indicators	Score
2.7.1	Private sector attitude to Civil Society	1
2.7.2	Corporate social responsibility	1
2.7.3	Corporate philanthropy	2

2.7.1 Private Sector Attitude to Civil Society. Although 73% of respondents in the RSCs believed that business associations sometimes participate in broader civil society initiatives, they also held the opinion that the private sector is either suspicious (45%) or indifferent (43%) to civil society actors; in just a few cases the attitude was considered either hostile (5.2%) or favourable (6.2%).

2.7.2 Corporate Social Responsibility. The concept of corporate social responsibility has three main aspects: a responsible approach to employees, a responsible approach to the environment, and a responsible approach to the community within which a company operates. In the NAG, the opinion prevailed that there were few companies in Jamaica that were meeting their responsibilities. In recent years, the Jamaican private sector, particularly the larger companies and corporations, have begun using the term corporate social responsibility (CSR) to describe the way they interact with all of their stakeholders to meet social, economic, environmental and ethical responsibilities.

Decisions have to demonstrate that they will enhance not only the profits, but a company's image as a responsible enterprise caring for people and planet as well. A triple bottom line approach focusing on economic, social and environmental improvements was highly recommended together with the UN Global Compact. Boards should monitor environmental performance and determine environmental and social costs of doing business and creating wealth. CSR should move away from its philanthropic and community roots. It should be

regarded as a competitive differentiator and pursued as a business goal to benefit both the community and the business.⁶¹

The RSCs revealed that 80% of the participants opined that the notions and actions of corporate social responsibility in Jamaica are limited. Major companies pay lip service to said notions but frequently disregard negative social and environmental impacts in their operations. The NAG also agreed that not all companies were living up to their CSR, but felt that this could be primarily due to lack of knowledge. In 2004, the CIDA/GOJ Environmental Action Programme (ENACT), to promote sustainable development in Jamaica through sound management and use of Jamaica's natural resources, was completed. ENACT is a participatory and iterative program of capacity development for environmental management and included a programme on Environmental Management in the Private Sector. Its objective was to develop the capacity of the private sector to identify and solve environmental problems in a sustainable way.

In recent times, changes in the advertising and promotions regulations now preclude manufacturers and distributors of tobacco products from being involved in sporting events.

In 2004, the Coalition of Corporate Sponsors (a group of some of the most powerful companies in the country) - Red Stripe, Cable & Wireless, Supreme Ventures, Digicel, Courts, the Jamaica Tourist Board,⁶² and J. Wray & Nephew Ltd. - announced that it would no longer inject money into entertainment events at which socially accepted standards of behaviour were breached. The statement came against the background of intense pressure from mostly overseas gay rights groups for dancehall artistes to be sanctioned for anti-homosexual lyrics. The upshot of that campaign was that a few dancehall artistes had shows overseas cancelled or they were dropped from tours with foreign acts.⁶³ Specifically, the group said it would not sponsor: (a) acts or events whose live performances endorse or incite violence; demean or discriminate against any person or groups of persons; or include the use of indecent or profane language; (b) events at which there is the use of indecent or profane language by featured acts, masters of ceremony or sound systems, and; (c) sound systems that play recordings which incite violence or promote discrimination. This is an important event as Dancehall artists and shows are big attractions and generate awareness about the goods and services of these companies as well as generate income.

Some respondents in Corporate Social Responsibility (CSR) Study indicated that their altruistic and development concerns are offset by the tax benefits that they enjoy. However, the general criticisms put forward suggest that instead of the tedious procedures that currently plague the system, more streamlined measures should be put in place to provide incentives to companies that contribute to social and community development, ensuring commercial participation in development becomes the rule of corporate practice rather than the exception. Those managers, chief executive officers and marketing representatives interviewed indicated that business entities have an obligation to do what they can to alleviate the difficult living circumstances of the poor, which has long been assumed to be a responsibility that should be handled strictly by government.

⁶¹ The World Council for Corporate Governance, "London Declaration 2005. <http://www.wcfg.net/london%20declaration.pdf>.

⁶² The Jamaica Tourist Board is the only government entity in the coalition.

⁶³ Edwards, Michael A. "Sumfest likely to drop Sizzla," Jamaica Observer, July 27, 2005.

2.7.3 Corporate Philanthropy. All respondents (100%) in the RSC said that they had received corporate donations, including environmental and women's groups, the disabled community, health, education and sports. On the other hand, respondents in the CSR study said that they allocated between US\$50,000-\$20,000 per annum to charity. Scotiabank Jamaica, the largest bank on the island, through its Scotiabank Jamaica Foundation, donated JA\$61.8 million in 2005, from net profit of \$5.9 billion, for the 2005 fiscal year.⁶⁴ The Caribbean conglomerate Grace Kennedy, based in Kingston, Jamaica, with net profit of JA\$2.07 billion for 2005, said it has donated approximately US\$400,000, over 20 years, to education.⁶⁵ Based on a cursory scan of 2005 annual reports of 20 of the 50 companies listed on the Jamaica Stock Exchange, all of them donated less than 0.5% of their net profits in 2005, mostly to education, health and sports.⁶⁶ In comparison to the U.S., the ratio of U.S. corporate contributions measured as a median percent of worldwide sales in 2005 was 0.08 percent.⁶⁷ Little information is available regarding the rich heritage of giving throughout the Caribbean basin, however, according to the Council on Foundations,⁶⁸ each year philanthropic projects in the Caribbean receive the equivalent of US\$22 million in grants from foundations and corporations (in and out of the Caribbean) in support of capacity building, so charitable organizations can enhance their own sustainability and that of the organizations they serve.

CONCLUSION

Although CSOs in Jamaica operate in an enabling legal environment, the overall external **Environment** (political, social, economic, cultural and legal) in which civil society exists and functions in Jamaica is unfavourable due to the socio-economic situation including one of the highest rates of crime and violence in the world, high debt-to-GDP ratio of 135%, unemployment, a poverty rate of 15% where half of the poor are children, high economic loss due to hurricanes and other natural disasters, all of which are barriers to the effective functioning of CSOs. Additionally, CSOs must operate in an environment that is perceived as corrupt, with increasing numbers of corruption cases being brought to court against police officers, lawyers and workers in private companies, while bribery and lack of transparency in government contracts are considered to be important problems.

Whilst Jamaicans have the full freedom and choice to exercise their political rights and meaningfully participate in political processes, the political climate is very dynamic and impacts on CSOs that have to operate in "garrison communities" where the residents impose restrictions on full exercise of citizen's rights. These communities exist where loyalty is given to one political party. The residents exercise strict control on each other and those who have and/or demonstrate opposite political affiliations to the majority are expelled from the community. These Constituencies (electoral districts) with strong garrison features amount to 20% of all political constituencies in Jamaica, yet in 2004 they accounted for 1,159 of the 1,471 (80%) of the murders in Jamaica. Jamaicans will have to confront one of the most negative and divisive features of their style of political competition, namely political tribalism, that has bred a dependency syndrome in many of the nation's citizens and divided communities along party lines (there are only two political parties). The breakdown of

⁶⁴ Scotiabank Foundation Jamaica Website:

http://www.scotiabank.com/jm/cda/content/0,1679,CCDjm_CID171_LIDen_SID4_YID1,00.html.

⁶⁵ GraceKennedy Limited Website: http://www.gracekennedy.com/grace/corp_Citizenship_uwi.htm.

⁶⁶ Jamaica Stock Exchange, http://www.jamstockex.com/controller.php?action=listed_companies.

⁶⁷ Giving USA Foundation, June 19, 2006. "Charitable Giving Rises 6 Percent to More than \$260 Billion in 2005: Disaster relief tops all records and totals 3 percent of all giving." http://www.aafc.org/press_releases/trustreleases/0606_PR.pdf.

⁶⁸ "Cariphilanthropy": Conference on Caribbean Philanthropy, Mack, Isabelle, Operations Manager, International Programs, Council on Foundations, <http://www.cof.org/members/content.cfm?itemnumber=6421>.

traditional community leadership and the emergence of a new type of non-traditional community leadership (the Don) that has its roots in tribal politics and the drug culture were also evident.

There is high concern among the people about the disregard for law and order by a criminal minority within the society. The majority of citizens is law-abiding and respect law and order. The murder rate in Jamaica remains alarming; some 1650 people were murdered in 2005, a record high, according to Jamaicans for Justice (JFJ). The nation has a murder rate of 63 for every 100,000, a per-capita rate that is among the highest in the world, and about half of the cases are unsolved. Cases of police abuse and extra judiciary killings as well as allegations of corruption have eroded confidence in the police. With a population of 2.6 million people, over the past 10 years 139 persons have been killed by the police. Jamaica has one of the highest rates of police killings in the Commonwealth. The lack of trust between citizens and the police is strengthened and reinforced by the severe weaknesses of accountability systems, breaches of law and standards that the police are expected to adhere to.

Crime and violence has encouraged widespread mistrust among members of the society with 72% saying they were cautious about trusting people. There is also a low level of public spiritedness, with more than half of Jamaicans saying they cheated on their taxes. Most people are moderately tolerant, but CSOs have had to constantly speak out about intolerance and cruelty meted out to persons with HIV/AIDS. The intolerance exists mostly due to ignorance regarding the transmission and prevention of the disease.

The relationships between civil society and the state and the private sector are both assessed as positive despite lack of financial assistance. Government has put in place various mechanisms to improve dialogue with CSOs. This is primarily through international agreements where the government has been forced to recognise civil society as a partner in the development process and invited them to serve as members on government committees, advisory bodies and working groups. On the other hand, the CSI study showed that CSOs believed that the private sector's attitude toward them was suspicious and indifferent, despite 72% of CSOs believing that the private sector participates in broader civil society initiatives. Additionally, through its new mantra of corporate social responsibility, the private sector is now recognizing the importance of partnering with, and giving to, CSOs – in 2005, respondents in the CSR survey said their companies donated less than 0.5% of their net profits, mostly to education, health and sports.

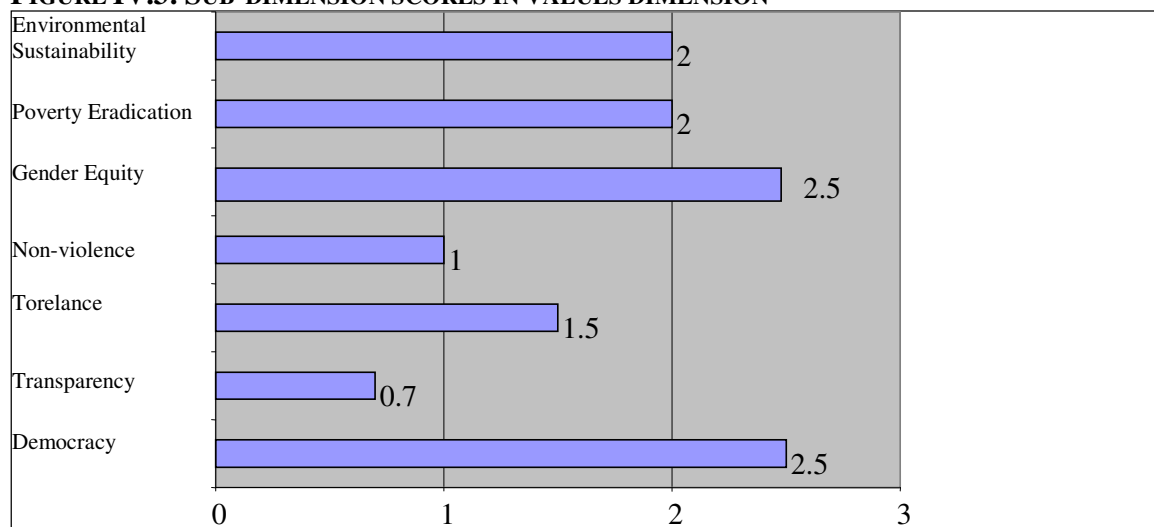
Jamaica is in the elite group of countries with a 100% digital telecommunications network. Government documents are now broadly easily accessible to the public due primarily from complaints by advocacy groups that spearheaded legislation on access to public information. Freedom of the press is assured by law and Jamaica is given a positive rating of “17” in the Freedom House Country Rating for press freedom.

3. VALUES

This section describes and analyses the values promoted and practiced by Jamaican civil society. The score for the Values dimension is 1.7, which reflects a small degree of engagement by civil society specifically in promoting transparency, tolerance and non-violence. Figure IV.3 presents the scores for the seven sub-dimensions within the Values dimension. The score of 0 for financial transparency of CSOs stand out as a problematic area

while the score of 2.5 for gender equity within the civil society arena is one achievement of CS in Jamaica.

FIGURE IV.3: SUB-DIMENSION SCORES IN VALUES DIMENSION



3.1. DEMOCRACY

This sub-dimension examines the extent to which Jamaican civil society actors practice and promote democracy. Table IV.3.1 summarizes the respective indicator scores.

TABLE IV.3.1: INDICATORS ASSESSING DEMOCRACY

Ref. #	Indicators	Score
3.1.1	Democratic practices within CSOs	3
3.1.2	Civil society actions to promote democracy	2

3.1.1 Democratic Practices Within CSOs. The CSI assesses internal democracy in CSOs through examining the type of leadership elections in an organization and the extent to which members influence decision-making processes. In the RSC survey, 83% of respondents noted that while most leaders were elected by their membership, it was dependent on the amount of “power and influence” that prospective leaders have, and this is a major factor in determining who attains the leadership position. Also, 71% of the RSC respondents shared that members have significant control over decision making.

3.1.2 Civil Society Actions to Promote Democracy: A number of CS activities can be detected. Broad-based support and/or public visibility of such initiatives, however, are lacking. According to the RSC, most stakeholders (67%) could advance only one or two examples of activities conducted by civil society to promote democracy; 20% could think of none, while 13.3% could think of several.

One example is the formation of the Citizen’s Actions for Free and Fair Elections (CAFFE) - the sole independent election observer group in Jamaica. CAFFE was formed in 1997 to monitor the general election held in December of that year, and has teamed up with the Carter Center (USA), in observing Jamaican elections. Also, there are a number of IDA-funded democracy programmes targeting CSOs, including the USAID Human Rights and Democracy Programme and the IDB’s Strengthening of Civil Society Programme.

3.2. TRANSPARENCY

This sub-dimension analyses the extent to which Jamaican civil society actors practice and promote transparency. Table IV.3.2 summarizes the respective indicator scores.

TABLE IV.3.2: INDICATORS ASSESSING TRANSPARENCY

Ref. #	Indicators	Score
3.2.1	Corruption within civil society	1
3.2.2	Financial transparency of CSOs	0
3.2.3	Civil Society actions to promote transparency	1

3.2.1 Corruption Within Civil Society. Transparency International defines corruption as the abuse of entrusted power for private gain. In Jamaica, instances of corrupt behaviour within CS are frequent as reported by 68% of RSC respondents. The media reviews did not have any reports on corruption within civil society.

3.2.2 Financial Transparency of CSOs. The CSI proposed to use the proportion of CSOs that publish their financial statements as a measure of financial transparency. A small minority has the means to publish their financial statements. Auditing is a very expensive process and is required by law of all formal groups. Most groups will make their accounts available on request. Financial reports are given by treasurers of the CSO to their members at monthly meetings, retreats and annual general meetings and also given to stakeholders on request. Often it is the larger CSOs who consistently prepare financial statements. These reports are a requirement of donor agencies, and this acts as a barrier to small, local CSOs that seek funding for projects.

3.2.3 CSOs Actions to Promote Transparency. Few CSOs focus on transparency of the public administration and companies, however groups such as the Jamaicans for Justice and the Farquinson Foundation and the local arm of Transparency International have consistently monitored the government and have exposed a number of local “scandals” within government, particularly those related to the award of government contracts, and waste of government resources in “failed projects”, particularly within the IT sector. The Community Survey showed that 60% of the respondents agree that voluntary nonprofit organizations help people in the fight against the bureaucracy of state institutions. Media monitoring results point to two types of organizations that appear in the media in a public watchdog role: so-called advocacy organizations, which include the two organizations referred above, and the Private Sector Organisation of Jamaica (PSOJ).

A majority (62%) of RSC respondents believed that CS plays a limited role in promoting government transparency and 49% held the same opinion in regard to corporate transparency. Examples of such actions are not many, and respondents can only cite one or two actions led by CS to promote government and corporate transparency.

3.3 TOLERANCE

This sub-dimension examines the extent to which Jamaican civil society actors and organizations practice and promote tolerance. Table IV.3.3 summarizes the respective indicator scores.

TABLE IV.3.3: INDICATORS ASSESSING TOLERANCE

Ref. #	Indicators	Score
3.3.1	Tolerance within the civil society arena	1
3.3.2	Civil society activities to promote tolerance	2

3.3.1 Tolerance Within the Civil Society Arena. A small minority (14%) of RSC respondents believed that racist, discriminatory and non-tolerant behaviour are strongly denounced by civil society at large. However, the majority (70%) feel that significant forces within civil society do not tolerate others' views without encountering protest from civil society at large.

3.3.2 CS Activities to Promote Tolerance. There are a few CSOs in Jamaica that have as their specific goal the development of tolerance in society, especially for the physically handicapped people. A number of CS activities in this area can be detected in Jamaica, however, broad-based support and/or public visibility of such initiatives are lacking. A small majority (52%) believed that the actions of civil society in actively promoting tolerance at a societal level is limited, while a significant minority is split between moderate (19%) and significant (16%), still there are some (13%) who believed that CS actions are insignificant.

3.4 NON-VIOLENCE

This sub-dimension describes and assesses the extent to which Jamaican civil society actors and organizations practice and promote non-violence. Table IV.3.4 summarizes the respective indicator scores.

TABLE IV.3.4: INDICATORS ASSESSING NON-VIOLENCE

Ref. #	Indicators	Score
3.4.1	Non-violence within the CS arena	1
3.4.2	CS actions to promote non-violence	1

3.4.1 Non-violence within the CS arena. Respondents (44%) in the RSC reported that some isolated groups within CS regularly use violence to express their interests without encountering protest from civil society at large; however, a large majority (86%) believed that CS usually denounces violent CS actors.

3.4.2 CS actions to promote non-violence. The result of the RSCs revealed that respondents are quite split in evaluating civil society actions in promoting non-violence. It is interesting to note that a number (18%) of respondents in the RSCs held the opinion that CS actions are insignificant and some of their actions actually contribute to societal violence. A minority, (39%) however, believed that the civil society role is limited and a significant percentage is divided between moderate (21%) and significant (21%).

A number of CSOs actively promote non-violence, including the Dispute Resolution Foundation (DRF), formerly the Mediation Council of Jamaica. The DRF was incorporated in July 1994 to increase cooperation in the management and resolution of disputes involving business, the police, courts, social service agencies and the people, through the controlled process of mediation. The Foundation seeks to implement a very successful model of dispute resolution, which is widely used by businesses and courts in the U.S.A., Hong Kong, Canada, Australia and the United Kingdom. Peace and Justice Centres have been established in Kingston & St. Andrew, St. Mary, Hanover and St. James. Trained mediators are in St. Catherine, St. Ann, St. Thomas, Manchester, Portland, Westmoreland and Clarendon. These

centres and mediators will offer mediation services and support the work of the police, courts, CBOs and schools in reducing crime and violence in Jamaica. The DRF successfully implemented the Social Conflict and Legal Reform Project (SCLRP) with funding from the Canadian International Development Agency (CIDA) and the Government of Jamaica, in Trench Town, Flankers and the Civil Division of the Supreme Court from May 2001 to August 2004. DRF is promoting parish programmes, inner-city, school and domestic violence interventions.

Flankers Peace and Justice Centre and the Flankers Community Development Committee (CDC) is a coalition of more than 18 community-based organisation in Flankers, states that the Peace and Justice Centre provides an avenue for community mediators to offer their services to residents who are in conflict. The centre also serves as a resource bank with reading materials and computer facilities to allow access to information on conflict resolution. Flankers have come a long way. The fishing village and low-income residential community has had a history of violent conflict. The process of changing this perception, rooted in real life incidents, has been a long one. In this, the Peace Centre has played a critical role. Since the start of the DRF CIDA-sponsored Social Conflict and Legal Reform Project (SCLRP) in 2001, over 160 mediators have been trained. Flankers is one of two communities which are being used as a pilot project for the conflict resolution project. The other community is Trench Town in Kingston. Flankers and Trench Town were chosen from a number of communities following numerous assessments.⁶⁹

The Peace and Love in Schools (PALS) programme is a decade old peace programme. PALS was started in 1994 to teach children and their teachers how to develop skills in conflict resolution. To show support for the concept of peaceful resolution of conflicts, Jamaicans are urged to wear something blue or attach blue ribbons to their cars. Every year during the month of March, blue, the colour of peace, is displayed everywhere in strings wrapped around heads, dangling from vehicles, as ribbons, as accessories and also outfits.

The Peace Management Initiative (PMI) is a group of 12 personalities from civil society (i.e. church, university and the Dispute Resolution Foundation) and the two main political parties, several in Government (national and local), brought together in January 2002 by the Minister of National Security. It was given the mandate to head off or defuse explosions of violence in the Kingston Metropolitan Area and nearby parts of the adjoining parish of St. Catherine. A similar and separate PMI was established in 2004, in Montego Bay, St. James, at the other end of the island.⁷⁰

The Peace and Prosperity Project (2001-2004) established by the United States Agency for International Development (USAID) and the Kingston Restoration Company (KRC) was implemented in Grants Pen and Standpipe communities in Kingston. The objectives of the project were to increase employment and entrepreneurship opportunity and increase community capacity for conflict resolution.

3.5 GENDER EQUITY

⁶⁹ Flankers new day," Jamaica Gleaner, April 27, 2003 available at <http://www.jamaica-gleaner.com/gleaner/20030427/out/out3.html>.

⁷⁰ Levy, Horace. 2005. "Jamaica: Homocides and the Peace Management Initiative" Available at <http://www.un.org/esa/socdev/egm/paper/Horace%20Levy.pdf>.

This sub-dimension analyses the extent to which Jamaican civil society actors practice and promote gender equity. Table IV.3.5. summarizes the respective indicator scores.

TABLE IV.3.5: INDICATORS ASSESSING GENDER EQUITY

Ref. #	Indicators	Score
3.5.1	Gender equity within the CS arena	3
3.5.2	Gender equitable practices within CSOs	-
3.5.3	CS actions to promote gender equity	2

3.5.1 Gender Equity Within the CS Arena: To assess the equity of men and women in civil society, the CSI study looked at the extent to which women are represented in CSO management structures. As noted earlier in the report, 67% of RSC respondents agreed that women are equitably represented in CS membership and leadership positions. Further, 42% of respondents indicated that civil society usually denounces sexist forces.

3.5.2 Gender Equitable Practices Within CSOs. The suggested criterion to assess the equality of men and women in CSO practices was whether an organisation with paid employees had regulations that guaranteed the equality of men and women. There is lack of information in Jamaica for this indicator to be sufficiently scored.

3.5.3 CS Actions to Promote Gender Equity. Civil society in Jamaica plays a moderate role in promoting gender equity according to 56% of RSC respondents. Despite this positive assessment, Jamaica’s 2005 MDG Report, with respect to Goal 3 “Promote gender equality and empower women”, recorded the following main concerns:⁷¹

a) *Women Are Not Adequately Participating in the Major Political Decision-making Sphere.* Women are underrepresented both in Parliament and the Cabinet, although the number of women in Parliament has increased to 7 from 4 since 1993. In light of this underrepresentation, the Jamaica Women’s Political Caucus, launched in 1992, sought to review and update the curriculum of the Institute for Political Leadership which offers training to current and aspiring female politicians and recruited women from the private sector as trainees for political life.

b) *Cultural NNorms Constrain Gender Equality at the Household Level.* The MDG Report highlighted as a challenge the fact that 66% of female-headed households were in poverty. About 45% of all Jamaican households are female-headed. Many single parent households face specific social and economic challenges for both the parent and the children. Female-headed households are larger than the national average, and larger than those headed by males. Female-headed households, according to data from the Planning Institute of Jamaica, also have a larger number of children and adult females, but have a lower per capita consumption than those headed by males.

c) *Men are Underrepresented at Upper Secondary and Tertiary Levels of the Education System.* Enrolment of the poorest children aged 12-16 years was 68% in 2004. This was significantly lower than that of the wealthy; it is also more than 16 percentage points below the national average of 85%. The chances of getting a post-secondary education were even more dependent on economic status. Jamaica has a broad base of primary education, but less than 10% of students go on to university or college. Compared to the poorest, Jamaica’s

⁷¹ Planning Institute of Jamaica (PIOJ). “Economic and Social Survey Jamaica 2004.” Government of Jamaica.

wealthiest are three times more likely to be enrolled in school at age 18. In doing a gender breakdown of the figures, the report said that 88% of females in the 15-16 age cohort were enrolled; male enrolment was 82%. The gap, however, widens among the 17-18 age cohort, with 40% of females and 32% of males enrolled.⁷² The issue of male marginalization, which is highlighted in Professor Errol Miller's provocative book, "Men at Risk" (1999), continues to capture the attention of policy makers throughout the region. The sociological meaning and consequence of the apparent dominance of girls in educational attendance and certification, particularly at tertiary level, dominates the discourse on gender equality.

In 1978, the Bureau of Women's Affairs established the Women's Centre, the first project in the developing world to help pregnant teenagers avoid the usual hardships of poverty and dependence. The women take courses in academic subjects and prenatal and postnatal health and receive good medical care. Fathers and parents are involved in counselling sessions where practical life skills, including family planning, are emphasized. The young mothers improve dramatically in self-confidence, self-esteem, and in their ability to take care of their babies. The Centre's success has helped to loosen the policies of the Jamaican government on the education of pregnant school-age women. The Bureau of Women's Affairs has a mandate to act as a catalyst to ensure that government addresses the problems that confront women, given the impact of patriarchy and sexism. The problems include high rates of unemployment, violence against women in various forms such as spousal abuse, rape, incest and sexual harassment. Its objective is to enable women to recognize their full potential as individuals and to create avenues for their full integration in National Development.

The Canada/Caribbean Gender Equality Programme (CCGEP) is a regional initiative that works towards the equal participation of men and women in the economic, political and social lives of their societies. The Programme supports government agencies, institutions and civil society stakeholders in Guyana, Suriname, Barbados and the Organisation of Eastern Caribbean States (OECS), Trinidad and Tobago, Jamaica and Belize. In keeping with CIDA's Gender Equality Policy, the Programme addresses gender equality through the reduction of violence against women, empowerment and institutional capacity strengthening. In Jamaica the CCGEP assists in strengthening government and civil society stakeholders, who are working in the area of gender equality, to implement relevant policies and programs. Initiatives supported include gender mainstreaming activities, gender awareness, programmes and awareness in support of reducing violence against women and capacity building of partner institutions.⁷³

Founded in 1957, the Jamaica Family Planning Association (FAMPLAN) is a major force in the field of family planning in Jamaica. Its programme includes rehabilitation of male perpetrators. FAMPLAN is an International Planned Parenthood Federation (IPPF) affiliate located in St. Ann's Bay, with a branch in Kingston. FAMPLAN's programming includes a focus on gender-based violence (GBV) and, in particular, a pilot program in collaboration with the Ministry of Justice for domestic violence offenders. In June 1999, it launched the *Brothers for Change* programme in collaboration with the Ministry of Justice, to provide counselling to male perpetrators of violence against women. As a healthcare provider, FAMPLAN had increasingly noticed the negative effects of gender-based violence on the sexual and reproductive health of its female clientele, including a high risk of sexually transmitted infections, unintended pregnancies and gynaecological disorders. FAMPLAN felt

⁷² Jamaica Survey of Living Conditions, 2005. Planning Institute of Jamaica, Government of Jamaica.

⁷³ CIDA, 2005. "Caribbean Gender Equality Programme" available at <http://www.cidajamaica.org.jm/gender.htm>.

that intervening with the abusers might improve the well-being of its women clients and their families.

On the matter of the needs of men, they have not been adequately taken into consideration. Regarding available programming for young men, youth-serving programs tend to serve more young women than men, with young women representing approximately two-thirds of all beneficiaries of these types of organizations. This pattern is especially pronounced among programs run by government, religious and academic programs. There is a pressing need to address the circumstances and behaviour of adolescent males, in addition to those of adolescent females, and the gender-related synergies between the two.

Most male involvement programs targeting young men in Jamaica have been local programs, pilot interventions, and public-sector led efforts. Furthermore, most programs identified have been pilot projects run by non-governmental and community-based organizations. The national efforts have been implemented through the Ministry of Health (MOH) and the National Family Planning Board initiatives. To date, especially regarding reproductive health services, stakeholders noted that strategies to involve men have not translated easily from paper into practice.⁷⁴

3.6 POVERTY ERADICATION

This sub-dimension examines to what extent Jamaican civil society actors promote poverty eradication. Table IV.3.6 presents the indicator score.

TABLE IV.3.6: INDICATOR ASSESSING POVERTY ERADICATION

Ref. #	Indicators	Score
3.6.1	CS actions to eradicate poverty	2

3.6.1 CS Actions to Eradicate Poverty. With a poverty rate of 15%, this is a major challenge for the government and the CSOs. The World Bank defines extreme poverty as living on less than US\$1 per day (PPP –Purchasing power parity), and moderate poverty as less than US\$2 per day. About 50% of the population live on less than US\$2 per day, while approximately 24% live below the poverty line. The government’s prioritization is not helpful either as 70% of the budget is devoted to debt servicing.

RSC respondents (53%) believed that CSOs have limited engagement in poverty reduction in Jamaica. Some CS actions serve to sustain existing economic inequities. Only a few CS activities in this area can be detected, their visibility is low and these issues are not attributed much importance by CS as a whole. The reality however, tells a different story. Many organizations such as Food for the Poor, United Way of Jamaica, Habitat for Humanity (Ja), the Salvation Army and the Jamaica Red Cross concentrate their work on people, families and children affected by poverty and homelessness. Most of their activities seem to go unnoticed by the public, as a mere two articles dealt with this issue in the four-months monitoring phase of the media.

3.7 ENVIRONMENTAL SUSTAINABILITY

⁷⁴ United States Agency for International Development Agency (USAID), 2005. “THE POLICY ENVIRONMENT FOR MALE YOUTH IN JAMAICA: Findings from a Pilot of the Gender Equitable Male Involvement (GEMI) Tool, June 2005” Available at http://www.policyproject.com/pubs/countryreports/GEMI_Pilot_Jam.pdf.

This sub-dimension analyses the extent to which Jamaican civil society actors practice and promote environmental sustainability. Table IV.3.7 presents the indicator score.

TABLE IV.3.7: INDICATOR ASSESSING ENVIRONMENTAL SUSTAINABILITY

Ref. #	Indicators	Score
3.7.1	CS actions to sustain the environment	2

3.7.1 CS Actions to Sustain the Environment. Increasing numbers of poor people live in areas that are environmentally fragile and population pressure has decreased the productivity of the land and increased its vulnerability to flooding and soil erosion. Environmental damage almost always hits those living in poverty the hardest. As a result of increasing impoverishment and the absence of alternatives, a number of people are putting unprecedented pressure on the natural resource base as they struggle to survive. The National Environmental Society Trust (NEST) is the single umbrella environmental non-governmental organisation (ENGO) with a membership of over 20 groups. Most of the membership is involved in environmental protection and conservation, and operate at the local level. The Jamaica Conservation and Development Trust (JCDT) is the country's oldest ENGO and currently manages Jamaica's Blue and John Crow Mountains National Park. The JCDT aims to promote sustainable environmental development of Jamaica's resources. The Environmental Foundation of Jamaica (EFJ), provides assistance to civil society groups trying to make a meaningful contribution to the environment and child welfare and development. The Jamaica Environment Trust (JET) is a high-profile group that is a constant advocate for the environment and is one of the few organizations concentrating on environmental educational activities. This organisation receives regular media coverage. With a share of more than 10%, environmental issues were among the most prominent topics of media reporting on civil society.

These efforts are considered by the RSC respondents, as 52% agreed that CSOs indeed play a moderate role in promoting environmental protection and a majority (74%) of participants can recall several examples whereby CS groups have taken the lead in engaging in environmental protection and preservation.

CONCLUSION

The score of 1.7 for the **Values** dimension reflects a small degree of engagement by civil society specifically in promoting transparency, tolerance and non-violence, although gender equity within the civil society arena is one achievement of CS in Jamaica - 67% of RSC respondents agreed that women are equitably represented in CS membership and leadership positions. A free and fair democratic practice is another achievement.

On the other hand, CSOs have limited engagement in poverty reduction in Jamaica; their visibility is low and not easily detected. Some CS actions serve to sustain existing economic inequities. Only a few CS activities in this area can be detected, and these issues are not attributed much importance by CS as a whole. In contrast to the issue of poverty, with a share of more than 10%, environmental issues were among the most prominent topics of media reporting on civil society. Increasing numbers of poor people live in areas that are environmentally fragile and population pressure has decreased the productivity of the land and increased its vulnerability to flooding and soil erosion. Environmental damage almost always hits those living in poverty the hardest. CSOs indeed play a moderate role in promoting environmental protection and a majority (74%) of RSC participants can recall

several examples whereby CS groups have taken the lead in engaging in environmental protection and preservation.

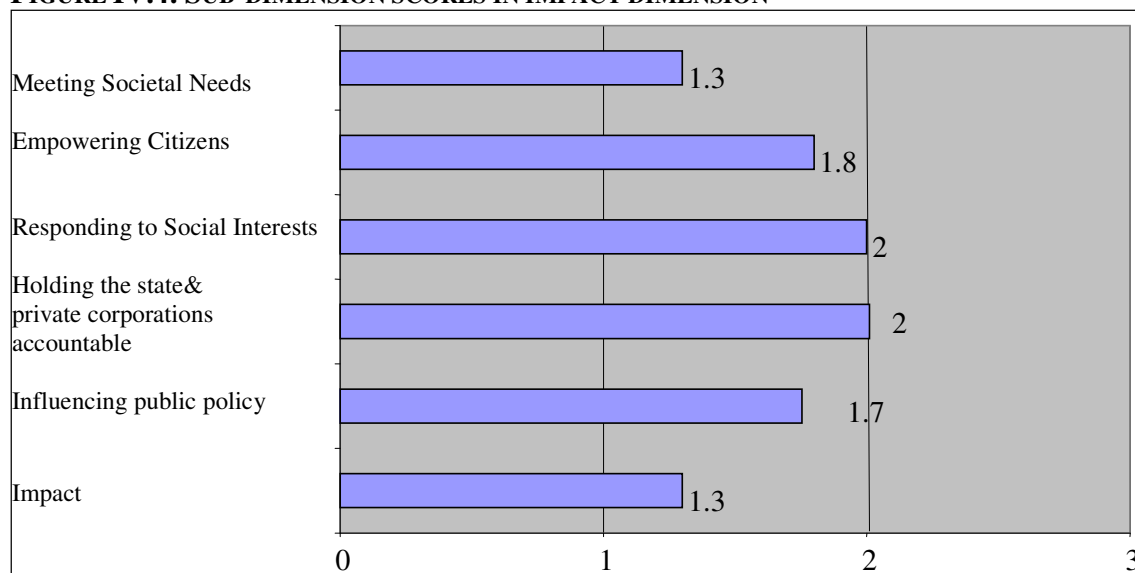
The majority (68%) of respondents in the RCS said that instances of corrupt behaviour within CS are frequent and there is lack of financial transparency. Although CSOs self-regulate, their efforts may seem as if there is a lack of transparency; however, this is due to their low capacity in preparing financial reports. The NAG noted that without additional resources the situation will not improve in the near future. Corruption and lack of accountability in government is also a major issue, with few CSOs addressing the issue, as there have been very few actions led by CS to promote government and corporate transparency.

While the society in general appeared moderately tolerant, 70% of the RCS respondents felt that significant forces within civil society do not tolerate views of others without encountering protest from civil society at large. There is limited activity by CS groups in actively promoting tolerance at a societal level, and more than a third of the RCS respondents believed that some isolated groups within CS regularly use violence to express their interests without encountering protest from civil society at large; however, a large majority (86%) believed that CS usually denounces violent CS actors.

4. IMPACT

This section describes and analyses the extent to which civil society is active and successful in fulfilling several essential functions within Jamaican society. The score for the **Impact** dimension of 1.8 reflects civil society's moderate impact on development in Jamaica. Figure IV.4 presents the scores for the five sub-dimensions within the **Impact** dimension.

FIGURE IV.4: SUB-DIMENSION SCORES IN IMPACT DIMENSION



4.1. INFLUENCING PUBLIC POLICY

This sub-dimension describes and assesses the extent to which Jamaican civil society is active and successful in influencing public policy. Table IV.4.1 summarizes the respective indicator scores.

TABLE IV.4.1: INDICATORS ASSESSING INFLUENCING PUBLIC POLICY

Ref. #	Indicators	Score
4.1.1	Social policy impact	2
4.1.2	Human rights impact	2
4.1.3	Impact on national budgeting process	1

The study investigated the impact of CSOs on public policy in the RCS and focused on the following six issue areas:

Protection of the rights of citizens
 Corruption and criminality
 Protection of environment
 Unemployment
 Social services
 Healthcare

4.1.1 Social Policy Impact. Civil Society impact on public policy is at a moderate level. The pursuit of putting public policy in place is an expensive venture in Jamaica, which only the larger CSOs are able to undertake, and usually this is done with the financial support of international development agencies. Overall, within the policy setting arena, CSOs bring focus on the needs of the community. ADA is representative of civil society at the policy level deliberations particularly in the areas of public sector modernization and trade and environment issues. Jamaica Aids Support members have become consultants to various government programs on HIV/AIDS education and support. Civil society is consulted on a regular basis by government and international bodies. Tourism is the second largest industry after bauxite, and Jamaica earns approximately US\$2 billion per annum from tourism, hence the need to protect the environment. Groups such as the Jamaica Environment Trust and Friends of Sea, with support from the US, British and Canadian governments, have successfully lobbied government to ensure that new hotel developments do not infringe on protected coastal areas, and this has now been accepted as a matter of policy.

The National AIDS Committee (NAC), a private non-governmental organization that was established in 1988 by the Minister of Health to co-ordinate the national multi-sectoral response to the AIDS epidemic in Jamaica, has been the most vocal advocate on behalf of persons living with HIV and AIDS (PLWHA) and a major contributor to Jamaica's 2005 Draft Policy on HIV/AIDS.⁷⁵ Currently, there is no legislation addressing a number of HIV/AIDS-related issues and no framework for reporting and addressing specific acts of HIV/AIDS stigma and discrimination against persons living with HIV and AIDS (PLWHA). NAC's contribution to policy development resulted in draft sector workplace policies, a National HIV/AIDS Workplace Policy and other guidelines and plans of action that have included HIV issues. Among them are guidelines for healthcare providers in dealing with minors with STIs; the National Youth Policy, Healthy Lifestyles Policy, Early Childhood Policy and Plan of Action and the Plan of Action for Orphans and Vulnerable Children.⁷⁶

4.1.2 Human Rights Impact. The human rights group, Jamaicans for Justice, is primarily supported by the United States Government, and the JFJ played a major role in the passage of

⁷⁵ National AIDS Committee Jamaica. http://www.nacjamaica.com/about_us.html

⁷⁶ Draft National HIV/AIDS, Jamaica, April 2005. Policy available at http://www.jamaica-nap.org/docs/national_hiv_aids_policy_042005.pdf.

the Access to Information Act, through their extensive lobby efforts. JFJ has also been very outspoken about police brutality, and consistently condemned polices of the security forces, and focused on the issues of police impunity, extra-judicial killings, and excessive use of force by the police and submits a weekly newspaper column. Since 2002, the JFJ has been utilizing the systems provided by the Inter-American Commission on Human Rights for the upholding of the rights of Jamaican citizens.

The very first case that they brought to the attention of the Commission was the case of Michael Gayle, in 2002, in the form of a petition. In that Petition they asked that the Commission find the Government of Jamaica in breach of the American Declaration on Human Rights, specifically violating: Article 1 (General duty to Respect all Rights), Article 4 (the Right to Life), Article 5 (the Right to Humane Treatment), Article 8 (the Right to a Fair Trial) and Article 25 (the Right to Judicial Protection). JFJ requested that the Honourable Commission recommend to the Government of Jamaica that it move forward in prosecuting the police officers and soldiers who were present at the barricade when Michael Gayle was beaten on the night of August 21, 1999, and that it adopts other measures which ensure the integral reparation of Mr. Gayle's family members. In November 2005, the IACHR's report on the Michael Gayle incident was released, more than three years after JFJ made them aware of the case. The group condemned the Jamaican Government's handling of the matter, saying it should apologise publicly and offer monetary compensation for "moral damages to Mr. Gayle's family."

In another case handled by the JFJ, the 2000 police killing of Janice Allen, her family appealed the dismissal of the case against the responsible police officer. It took four years for this case to go through the court system, crucial evidence was mysteriously lost or destroyed, the lead investigator was falsely said to be permanently off the island and the testimony of other witnesses was considered insufficient identification because a proper identification parade had not been held. As a result, in 2004, the prosecution stated it could offer no evidence against the defendant and the constable was acquitted. The case went before an appeals court panel of judges. The Court of Appeal upheld the original ruling, and the case was being taken to the Privy Council. Thirteen-year-old Janice Allen was killed in Trench Town, St. Andrew, in April 2000, a few metres from her gate. At that time, the police said she was killed during a gun battle between lawmen and criminals in the area. However, a post-mortem examination, supported by eyewitness accounts of the incident, did not support the initial claim that the 13-year-old girl was accidentally shot. Within a month of the shooting it was determined that the bullet that killed Janice came from a policeman's gun and, moreover, the constable who was eventually charged with the murder admitted he shot the gun. Nevertheless, it took a year for the constable to be charged, the preliminary enquiry took longer than a year, and yet another two years until the trial came to its abrupt conclusion.

Of significance, in May 2005, led by the JFJ, the Jamaica Council for Human Rights, Families Against State Terrorism, and the Cornwall Bar Association, CSOs and the Jamaican public in general strongly objected to an announcement from the Government that, in conjunction with the Opposition, they will be jointly looking at aspects of the repealed Suppression of Crimes Act, which could be restored in the Jamaica Constabulary Force Act to give the police additional powers to fight crime and violence.⁷⁷ In making the announcement at a press briefing, the Minister of Information said that it had already made public that people may have to give up some of their rights in the fight against crime. He

⁷⁷ "Police likely to get additional powers to fight crime, violence." Jamaica Daily Observer, Tuesday, May 10, 2005.

gave as examples being stopped and searched more frequently, especially motorists, but that there may be other areas in which people might need to surrender some other rights. *"For example, there may be for a period that people can't assemble for a meeting the way they normally meet."* This announcement reminded Jamaicans of the statement by the Minister of National Security, Hon. K.D. Knight, when the Government repealed the Act in 1993:

Certain provisions of this Act have generated widespread criticism because they have enabled the police to abuse the civil rights of people. This abuse has served over the years to alienate the police from the people and has contributed to the lack of confidence in the police.⁷⁸

The Suppression of Crime Act was a state-of-emergency law enacted in 1974 that suspends warrant requirements and other procedures that protect Jamaicans' rights. On 23 March 1994, the government repealed the Suppression of Crimes Act. The act allowed police the power to detain people without charge indefinitely on suspicion of intending to commit a crime, to search premises, vehicles and persons without warrants and to impose cordons and curfews. Soldiers were granted the power of arrest in joint operations with the police. The act also placed a presumption in favour of the security forces having acted lawfully where allegations of the unlawful exercise of authority arose, unless victims could prove the contrary. Although originally introduced under emergency legislation, the act's emergency provisions were extended every year. Throughout the twenty years of its existence, the act appeared to provoke numerous complaints of torture and ill-treatment. At the time of repeal, the government acknowledged that the act had led to human rights abuses.

4.1.3 National Budgeting Process. The Constitution of Jamaica gives the Minister of Finance the responsibility for the preparation of Estimates of Revenue and Expenditure before the close of a financial year and tabling them in Parliament as soon as convenient in the new Financial Year. The Minister exercises this responsibility primarily through the Public Expenditure, the Economic Management and Taxation Policy Divisions of the Ministry.⁷⁹

The Government of Jamaica budget process does not involve CS consultation in general, however, a feature unique to the Jamaican budget process is the tradition of women members of parliament meeting with the Minister of Finance on the gender-related content of the budget. In addition, each Minister is given an indicative budget with a ceiling. With support from teams who contribute to the prioritization of the allotments, the Ministers decide on their sectoral gender-focused priorities. The consultation process includes holding meetings with inter-agency and inter-ministry groups that focus on gender issues. This consultative network approach facilitates each Ministry's budget endorsement at the time when all women representatives, including representatives from the Back Benches, meet with the Minister of Finance to ensure that women's needs are well taken into consideration. Finally, at the time the Finance Committee meets on the budget, it is also expected to pass through another round of screening to determine the impact of the budget on women.⁸⁰

⁷⁸ "Crime Act to be repealed", Jamaica Gleaner, 16 July 1993.

⁷⁹ Ministry of Finance. [2004/2005 Jamaica Budget Memorandum] - The Government of Jamaica Budget Process available at http://www.mof.gov.jm/budget_memo/2004/appdx06.shtml.

⁸⁰ United Nations Development Programme (2004) Hamadeh-Banerjee, Lina. "Women's Political Participation and Good Governance: 21st Century Challenges, Chapter 11 – Budgets: The Political Bottom Line" available at <http://www.undp.org/governance/docs/Gender-Pub-21stcentury.pdf>.

4.2. HOLDING THE STATE AND PRIVATE CORPORATIONS ACCOUNTABLE

This sub-dimension analyses the extent to which Jamaican civil society is active and successful in holding the state and private corporations accountable. Table IV.4.2 summarizes the respective indicator scores.

TABLE IV.4.2: INDICATORS ASSESSING HOLDING STATE AND PRIVATE CORPORATIONS ACCOUNTABLE

Ref. #	Indicators	Score
4.2.1	Holding the state accountable	2
4.2.2	Holding private corporations accountable	2

4.2.1 Holding the State Accountable. Civil society is active in holding the Jamaican state accountable, but impact is limited according to 79% of RSC respondents. The most visible cases are in the areas of the environment and human rights (e.g., police brutality). The most successful group to date has been the Jamaicans for Justice that have been very visible and focused in their support for victims of police brutality. The Jamaica Labour Party, the Opposition party, has been very vocal in making the public aware of public waste in the government, by exposing a number of “scandals” that have cost taxpayers billions of Jamaican dollars. However, despite these and other revelations, few other CSOs have been able to successfully hold the government accountable in the area of financial responsibility. Few CSOs monitor the government activities, as most are engaged in poverty reduction and helping to fill the gap left by government by providing social services. During the regional consultations, stakeholders were unanimous in indicating the need to hold government accountable for ensuring a reliable and efficient public transport system, despite few CSOs having any organised campaign in this regard. Over the years, members of the public have mounted demonstrations to protest against the poor public transport system by blocking roads and defacing buses, usually without getting any improvement in the situation.

4.2.2 Holding Private Corporations Accountable. The majority of private corporations, for the most part, have tried to live up to their social responsibilities, and those corporations that have come to the public’s attention are usually those that have breached the labour laws. It is mostly the unions that have been holding corporations accountable, for example the media review noted that there was a settlement with the unions and port workers over retroactive pay after press reports generated by the unions, which help put pressure on the Shipping Association of Jamaica. Few CSOs monitor the actions of private corporations, and it is usually the same organizations that monitor the government that hold companies accountable, with the majority of them receiving support from overseas donors, particularly the USAID and the EU. A majority (77%) of RSC respondents held the opinion that CSOs are actively involved in holding private corporations accountable but their impact is limited.

4.3 RESPONDING TO SOCIAL INTEREST

This sub-dimension analyses the extent to which Jamaican civil society actors are responsive to social interests. Table IV.4.3 summarizes the respective indicator scores.

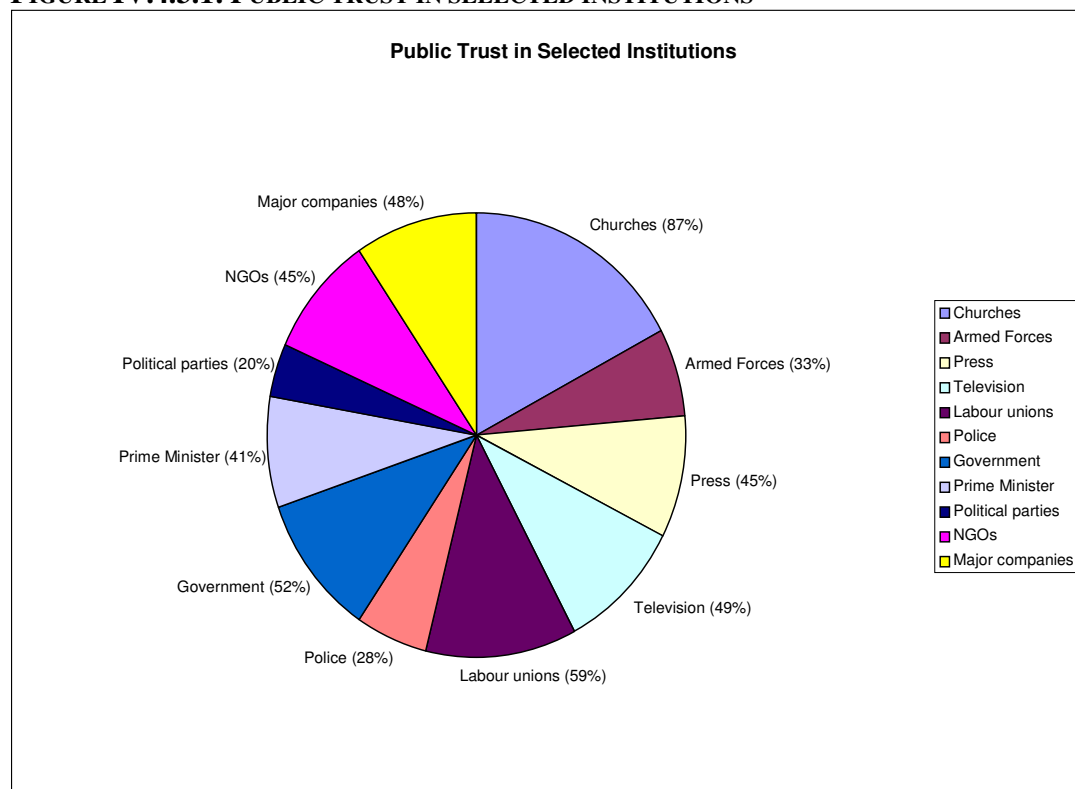
TABLE IV.4.3: INDICATORS ASSESSING RESPONDING TO SOCIAL INTERESTS

Ref. #	Indicators	Score
4.3.1	Responsiveness	2
4.3.2	Public trust in CSOs	2

4.3.1 Responsiveness. High on the list of social concerns that CSOs respond to include stemming the spread of HIV/AIDS, the matter of violence in schools and violent attacks on schools, police brutality, the poor conditions of roads, lack of water in rural areas and violence against children. The media review highlighted the response of the Jamaica Teachers' Association (JTA), to the growing violent attacks on school and violence acts committed by students on school compounds. For example, in 2005, students of the Edith Dalton James High School in Duhaney Park, Kingston, mounted a protest in front of the school that generated press reports. The students had joined with their teachers, who boycotted classes, because of what they claimed was poor security at the school. This resulted in the government increasing security at the school, and this prompted other schools to follow suit in their efforts to also gain additional security.

Sex crimes against Jamaican children seem unstoppable. During the period 2002-2005, between 346 to 409 carnal abuse cases are reported annually on the police blotters. Other cases are captured within the data for rapes that average 846 cases per year. Almost all of the children were reported to have been sexually assaulted by men. In 2005, seven young girls, under the age of nine years were murdered and their bodies discarded. The Jamaican police also report that the rate of conviction of child abusers is low, and so are the sentences, as most parents/guardians refused to take their children before the courts. These rising statistics of violence against children constitutes the single most prevalent and universal violation of human rights, and the country is now faced with the dilemma of how to eliminate this morally unacceptable scourge. Prior to these statistics, denial was the general attitude of Jamaicans about sexual abuse of children. We don't speak about it. Now, there are hints of outrage from the public and Parliament, as sexual abuse of children is part of our daily menu. A number of CSOs have been very vocal about the issue, lobbying government for harsher sentences and punishment for the perpetrators, and have been instrumental in the passage of the Child Care and Protection Act (2004), which now carries million dollar fines for offenders and those institutions and individuals who fail to report abuse against children.

4.3.2 Public Trust in CSOs. Less than half (43%) of those interviewed in the Community Survey believe that CSOs are genuinely responding to social interests. As the survey showed, only churches and religious organizations enjoy a high level of trust, with over 80% of them saying so. Interestingly, apart from churches, only the government and the labour unions enjoyed a majority of support from the public, with political parties (20%) the police (28%) and the armed forces (33%) having the lowest level of trust in society. This correlates to data presented earlier in the report on the high level of police brutality and infringement on the human rights of persons in society.

FIGURE IV.4.3.1: PUBLIC TRUST IN SELECTED INSTITUTIONS

4.4 EMPOWERING CITIZENS

This sub-dimension describes and analyses the extent to which civil society is active and successful in empowering citizens, especially traditionally marginalized groups to shape decisions that affect their lives. In explaining the score attributed to this sub-dimension, the following issues were addressed. Table IV.4.4 summarizes the respective indicator scores.

TABLE IV.4.4: INDICATORS ASSESSING EMPOWERING CITIZENS

Ref. #	Indicators	Score
4.4.1	Informing/educating citizens	1
4.4.2	Building capacity for collective action and resolving joint problems	2
4.4.3	Empowering marginalized people	2
4.4.4	Empowering women	2
4.4.5	Building social capital	2
4.4.6	Supporting/creating livelihoods	2

4.4.1 Informing/Educating Citizens. Although the majority of stakeholders in regional consultations feel that CSOs play a very important role in empowering people, only half (51%) of them believed that CSOs are quite active in providing information to the population and are split between quite successful (49%) and not very successful (51%) in their engagement. The modes of information channels (print and electronic media) are expensive to access for most CSOs, although most media offer very limited space, free of cost to CSOs for advertising of their activities and/or information. Additionally, it must be noted that Jamaica's literacy rate of 79% excludes persons from society who are unable to read and

write. There is no identifiable CSO in Jamaica that specialises in public education and information; hence, impact is limited due to inadequate resources. Groups with adequate financing are able to conduct more effective educational campaigns. The CSO known as 3D Projects, serves families of persons with disabilities, and their focus is on training parents to work with their children at home. They identified the need for material on sexual reproductive health and HIV/AIDS for persons with learning disabilities but were unable to fund the project and had to shelve it for years until UNICEF decided to sponsor production of the training materials and to undertake the training of persons in the use of the program. On the other hand, funding for HIV/ AIDS projects is on the increase. CSOs have some expertise in this area; consequently, the Jamaica AIDS Support (JAS) has an important role to play. Examples of significant success / impact can be detected in the improved circumstances of persons living with HIV/AIDS.

4.4.2 Building Capacity for Collective Action. Almost all (90%) the stakeholders who participated in the regional consultations believed that CSOs, although active in the building of community coalitions, had limited impact or were not very successful (61%) in their engagement. It was recognized by CSOs that building institutional capacity would enable them to assist communities and people to organise themselves, mobilise resources and work together to solve common problems. Umbrella groups and networks have been concentrating on capacity strengthening of their membership, providing a menu of training courses, including proposal writing, fund raising, social marketing, advocacy and negotiation to affect public policy, planning, monitoring and evaluation of projects. In the case of the Association of Development Agencies, after Hurricane Ivan in September 2004, the organization brought together several community groups in the parish of St. Thomas to assist with clean up activities – community groups pooled their resources and people came out and gave freely of their labour. In one instance, repairs to the Trinityville Community Centre were done.

4.4.3 Empowering Marginalized People. The poor persons living with HIV/AIDS, the mentally ill, children living on the street and women to a certain extent are the most marginalized in Jamaican society. There are a number of organizations that assist these groups including the Community for the Upliftment of the Mentally Ill (CUMI) Trust Fund that assists the mentally ill persons living on the street, by providing them with shelter, food and clothing and medical assistance, as well as informing them of their rights. There is also the global issue of street children, which is also a major concern in Jamaica, where the number of children living and working on the streets is on the rise. Although the majority of these children are located around the urban centres of Kingston and Spanish Town, other children gravitate to the more secluded tourist areas of the island. The organization Children First has street children as their primary concern, and in 2004 opened a school in Spanish Town specifically catering to street children. Included in this program is the involvement of their parents and care-givers, by showing them ways in which they can increase their income through self-employment, e.g., poultry-raising.

4.4.4 Empowering Women. It should be noted at the outset of this discussion that the continued high incidence of female-headed households has emerged as an accepted fact in Jamaica, and highlights the dilemma of the status of men in the society and their likely contribution to Jamaica's development. According to the 2001 *Jamaica Survey of Living Conditions*, women headed 44.9% of Jamaican households compared to 42.1% in 2000. These households are more likely to be larger, have more children and be in the lowest consumption quintile. Some 72% of households headed by women have no spouse, as compared to those headed by men, which have spouses in 70% of cases. This implies that the

majority of women in these households are rearing children without the presence of a partner in the home. At least 10 major women's groups exist. The Bureau of Women's Affairs, a government organisation, provides support for many of these women to establish and sustain income-generating projects. Women's Media Watch (WMW) highlights positive achievement of women, and through media releases reprimands those groups that portray women negatively. In 2005, WMW launched the project Youth Training on Gender, Sexual Harassment and Gender Violence. This programme, primarily supported by the Global Fund for Women, sought to equip teen mothers, students and young adults with gender-awareness and knowledge of women's rights, and build their confidence to challenge sexist stereotypes, gender-based violence, sexual harassment and violence in the media. One other women's group, the Women's Political Caucus exists to strengthen the capacities of female politicians.

4.4.5 Building Social Capital. Trust is an important element in the building of social capital, however, as mentioned earlier, there is a low level of trust within society and this has led to a shortage of social capital, leading to increasing levels of crime and violence, rotting and decaying public infrastructure, and low levels of literacy among our youth. In general, the attitude, spirit and willingness of Jamaicans to engage in collective, civic activities are at a very low level. This has made it difficult for civil society to build social capital among its members, and the situation is further compounded by the lack of resources. As the Community Survey shows, the level of trust for members of CSOs is significantly higher, especially in the case of churches and religious organizations (87%), compared to non-members, in particular the government (51%).

4.4.6 Supporting Livelihoods. Although this topic was not fully addressed in the regional stakeholder survey, there are a few CSOs that are active and successful in creating or supporting employment and/or income-generating opportunities, especially for poor people and women. As mentioned earlier, Women's Media Watch and Children First are two organizations that have employment creation and income-generating opportunities as their focus.

4.5 MEETING SOCIETAL NEEDS

This sub-dimension examines the extent to which Jamaican civil society is active and successful in meeting societal needs, especially those of poor people and other marginalized groups. Table IV.4.5 summarizes the respective indicator scores.

TABLE IV.4.5: INDICATORS ASSESSING MEETING SOCIETAL NEEDS

Ref. #	Indicators	Score
4.5.1	Lobbying for state service provision	1
4.5.2	Meeting societal needs directly	2
4.5.3	Meeting the needs of marginalized groups	1

4.5.1 Lobbying for State Service Provisions: Due to the fact that approximately 70% of Jamaica's budget goes to paying debt, the government is unable to meet all its social responsibilities. Certain CSOs have been effective in lobbying for state service provisions, particularly HIV/AIDS support groups that have had success in seeing the reduction of drugs and healthcare for people living with the disease. The Jamaica Teachers' Association have also had some success in pressuring government to build additional schools, particularly in the rural areas. It is difficult for a small island state to divest social services to the private sector as the poor rely on state support in seeking health, education and other social services.

Government has divested few social services to CSOs, and those that do so on behalf of the state, complain of long delays in payment, particularly private medical laboratories. These findings are supported by the RSC which revealed that CS activity in this area is very limited and there is no discernible impact (57%).

4.5.2 Meeting Societal Needs Directly. The state is the major provider of social services to the population. There are few private hospitals, and private schools are out of reach to the average Jamaican, and few CSOs contribute to the delivery of essential services, and those that do provide minimal services due to major financial constraints. In 2002, approximately 30 CSOs received subventions from the state with the majority of support coming from the Ministry of Labour and Social Security. Since the 1940s, if not before, the government has made ad hoc and annual grants or subventions to CSOs to aid special projects, ongoing programs or to cover administrative expenses. Government also heavily subsidises the operations of basic schools for the under-six age group and, from time to time, will assist CSOs that experience financial crises. These financial donations have been given, for the most part, free of any demands on these organizations except for minimal accountability. Most of the CSOs financed are organizations serving vulnerable populations such as children, women, the disabled and those living below the poverty line.⁸¹ These actions are recognized by the RSC respondents, saying that civil society is active and quite successful in directly meeting pressing societal needs through service delivery or the promotion of self-help initiatives; however, most are hindered by financial constraints.

4.5.3 Meeting Needs of Marginalized Groups. Respondents in the Community Survey believed that those CSOs that provide services to marginalised groups, particularly to the poor, provide better services than the state, as in most cases the service is either free of cost or offered at a very low cost. In 2005, approximately 45% felt that voluntary organizations were more helpful in providing assistance versus the state. Only 11% felt that the state was more helpful in providing them with assistance.

CONCLUSION

The score for the **Impact** dimension of 1.8 reflects civil society's limited impact on development in Jamaica, and this could have been higher if not for the lack of trust within the society leading to low social capital – crime and violence is impeding the building of social capital. The low score for civil society's role in holding state and private corporations accountable is also noticeable.

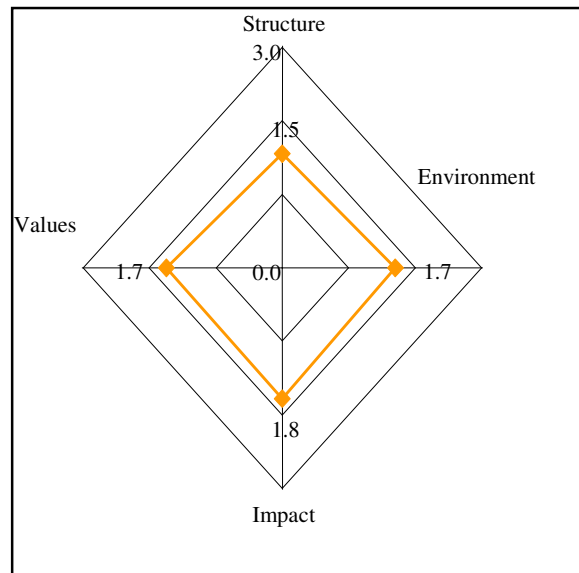
Civil society's impact on public policy is at a moderate level, particularly in the areas of public sector modernization, trade and environment issues, and HIV/AIDS. Human rights violations on the part of the police force is a major problem in Jamaica, and although CSOs have had moderate impact, one high-profile group, Jamaicans for Justice, have been very outspoken about police brutality and consistently condemned policies of the security forces and focused on the issues of police impunity, extra-judicial killings and excessive use of force by the police. Since 2002, the JFJ has been utilizing the systems provided by the Inter-American Commission on Human Rights for the upholding the rights of Jamaican citizens.

Civil society's ability to act as a watchdog of the state and the private sector, while rated highly by the public, is limited due to the lack of resources in imparting information to the public. Stakeholders at the regional consultations felt that the information could help

⁸¹ IDB, 2003.

communities examine issues of wasted resources that breed corruption, the volume of work civil society takes on to ensure peace and unity, the limited resources available to CSOs, CSOs demands for budget, and examination of the very stringent and restrictive criteria of donor agencies.

V CONCLUSION



One of the most important findings that emerged from the CSI analysis was civil society's limited impact on development in Jamaica. While lack of financial support was a major contributor, other contributing factors such as high rates of crime and violence, high debt-to-GDP ratio, high unemployment, a poverty rate of 15% where half of the poor are children, and high economic loss due to hurricanes and other natural disasters, contributed to this limited impact. Expansion of CS impact on Jamaica's development is only likely to happen in the long-term, as currently CSOs receive little or no support from the state, international development partners have decreased support, only 2% of Jamaicans donated to charity in the last year, and corporations give less than 0.5% of their net profits to charity.

ADA intends to use the report to build on the strengths and weaknesses identified, particularly by raising awareness among the state and donor agencies to lend further support to CSOs. It is further hoped that the report would help CSOs to understand the importance of improving their operations, and the need for institutional strengthening and capacity building. In strengthening the capacity of CSOs, the objectives are to identify a means to help them improve the technical capacity and to give them practical tools and approaches, more specifically, skills in project planning, implementation and evaluation, administrative procedures, management of information systems and social entrepreneurship. For maximum effectiveness, training programs should teach skill, knowledge and attitudes (competencies) that lead to superior performance in a job. The challenge is to bring the most creative organisational development products and tools, to provide information on how to improve management, operations, communications and resources. There is the realisation that CSOs want to take responsibility for their own growth and evolution.

Finally, the undertaking of the CSI has brought a better understanding of the definition of civil society and the role and objectives of CSOs. This basic understanding will help CSO leaders and members to convey their importance to the public.

STRENGTHS AND WEAKNESSES OF CIVIL SOCIETY IN JAMAICA

Data from the regional consultations as well as the IDB Report on Civil Society in Jamaica, listed the following strengths and weaknesses of CSOs in Jamaica:

STRENGTHS

1. Networking Capabilities

CSOs are accessible and pull together a wide cross-section of persons.

CSOs are beginning to demonstrate a greater thrust towards networking and inter-agency collaboration.

Networking with national and international organizations has opened up CSOs to wider knowledge and important program resources.

2. Strong Community Relations

CSOs build community trust and support.

Focus on many aspects of community life.

Communicate well with their communities, are more in touch with community needs and problems and are in a better position to address solutions.

Develop intra-community relationships and participation.

Have a “participating nature” and encourage a high level of community involvement.

Develop and execute projects that provide financing for the improvement of members and communities.

Provide education and community recreational services.

3. Flexibility

Less red tape and greater accountability than many other types of organizations.

Initiate new programs with less bureaucratic constraints.

4. Non-partisan Approach

Non-partisan in political and religious affiliation, greater autonomy and independence.

Ability to maintain non-partisan status.

5. Commitment to Advocacy

More freedom to engage in advocacy.

Ability to lobby central government.

6. Special Skills

Project proposal writing (some CSOs have acquired good skills in proposal writing as they have no guaranteed source of regular funding).

Environmental protection/conservation (CSO performance in this area has helped to enhance the work of CSOs overall and promote the sector).

Resource mobilisation (some CSOs have responded to the problem of limited resources by developing skills in identifying and accessing available resources).

Grant solicitation (some CSOs are adept at soliciting grant funds from donors for project development and implementation).

7. Unity

Because CSOs have experience in common they are able to speak with one voice in spite of their diversity.

WEAKNESSES

1. Networking Efforts

Lack of sufficient linkages and collaborative arrangements among CSOs.

Too much diversity in activities; should focus on priority issues.

Weak commitment to working together to achieve goals.

Not enough pooling of resources -- money, skills, training resources.

High level of mistrust among CSOs.

Low level of “collective responsibility” – people must feel responsible for each other.

Reluctance to share power.

2. Resource Mobilisation Capabilities

Lack of resources for program sustainability (fierce competition for scarce resources).

Volunteer core too small, given the volume of CSO work. Volunteer leaders have little time to devote.

Insufficient financial resources.

Insufficient knowledge, ideas and experience.

Lack of trained community development workers and other human resources.

3. Image – Public and Self

Low self-esteem.

Lack of desire to improve status.

Lack of awareness concerning the concept of civil society (what really is civil society?).

Dependence on media for image creation and enhancement.

Many CSOs are status/class-oriented or not youth-friendly.

Insufficient public awareness concerning the work of CSOs.

4. Advocacy

Insufficient public education and advocacy.

5. Leadership and Program Management Capacity

Weak civic interest.

Uneducated leadership – weak knowledge base. Illiteracy is a problem for some CSO leaders.

Inability to identify and address the problems of community members in a really meaningful way.

Lack of leadership skills.

Poor management skills, always reacting to problems rather than being proactive.

Lack of inter-personal skills.

Community members in need of personal and social development.

Lack of administrative capacity, at the community level, to mobilise the community to attract funding agencies.

Absence of legal status – most CSOs are not registered with the Registrar of Companies.

Lack of accountability and transparency.

Unmanageable scope of work.

Inability to mobilise CSO constituents around common concerns in order to take appropriate action to solve problems and achieve development goals.

6. Information Management

Insufficient exchange of information among CSOs and between CSOs and other sectors.

Insufficient information to facilitate recruitment of members (e.g., how to join service clubs).

Lack of awareness and access to inform, especially on funding.

7. Government Relations

Insufficient CSO involvement in the decision-making of government.

8. Vested Interests

Expectations of personal gain on the part of some CSO personnel.

VI. RECOMMENDATIONS & NEXT STEPS

ADA intends to use the report to build on the strengths and weaknesses identified, particularly by raising awareness among the state and donor agencies to lend further support to CSOs. It is further hoped that the report would help CSOs to understand the importance of improving their operations and the need for institutional strengthening. In strengthening the capacity of CSOs, the objectives are to identify means to help them improve their technical capacity and to give them practical tools and approaches, more specifically, skills in project planning, implementation and evaluation, administrative procedures, management of information systems and social entrepreneurship. For maximum effectiveness, training programs should teach skill, knowledge and attitudes (competencies) that lead to superior performance in a job. The challenge is to bring the most creative organisational development products and tools, to provide information on how to improve management, operations, communications and resources. There is the realization that CSOs want to take responsibility for their own growth and evolution.

There is also the need to identify revenue-generating opportunities for CSOs. Entrepreneurship offers the opportunity to create value that is both tangible and intrinsic. Entrepreneurial CSOs create value for customers by providing products and services that people really want and need. They create value for suppliers and vendors who benefit from interaction with their organizations. They create value for members by providing performance-based jobs and in many cases by sharing equity (in the company). And they create value by generating wealth for their various communities and for the investors in their ventures.

One of the obvious pressures on CSOs is their over-dependence on ad hoc funding. Typically, this would be funding received for specific projects (with short-term objectives) without any guarantee of further funding from the same source or for the same purpose. Typically also, such project funding may represent a significant proportion of an organization's budget (even up to 85%). When this becomes a major source of funding, the organization may then have to commit itself to some form of long-term fund-raising, whether through soliciting sponsors or through seeking grants, subsidies or the like. This may become an inappropriate use of the time of people with project-related skills. The professionalism required of the fund-raising/project-management approach may alienate valuable people ethically committed to the organizations' objectives and attract those less committed. Such funds may also be relatively inaccessible to smaller organizations that are unable to allocate resources to fund-raising. Core funding for long-term objectives may itself come from sources that are themselves vulnerable to changes of policy as a result of budget reviews or changes of government.

Organizations may have to adapt to the questionable assumption that alternative sources of funding will be found in time to maintain staff capacity. The need, therefore, is to identify revenue-generating opportunities. Social entrepreneurs take innovative approaches to solving social issues, using traditional business skills to create social rather than private value. Social entrepreneurship combines the passion of a social mission with a business-like approach to the marketplace. It enables CSOs to find - and keep - a productive balance between doing good (mission) and paying for it (money).

LIST OF APPENDICES

- Appendix 1: List of NAG members
- Appendix 2: List of civil society stakeholders consulted as part of the CSI project
- Appendix 3: Corporate Social Responsibility Study
- Appendix 4: Study on Civil Society in the Media
- Appendix 5: CSI Scoring Matrix

Appendix 1: List of National Advisory Group (NAG) Members

Barbara McKoy - Combined Disabilities Association
Egeton Newman - National Association of Taxi Operators
Lileth Harris - Jamaica Confederation of Trade Unions
Marcia Hextal - Jamaica Cultural Development Commission
Beverley Lewis - National Registry of Volunteers and CSE
Andre Griffiths - University of Technology and ADA volunteer
Coleen Donaldson-McLean - National Council for Senior Citizens
Hermonie McKenzie - Jamaica Women's Political Caucus/University of the West Indies,
Faculty of Social Sciences
Everald Robinson - Jamaica Constabulary Force/Community Relations Division
Paulette Jude - Canadian International Development Agency-CIDA

Appendix 2: List of Civil Society Stakeholders Consulted as Part of the CSI Project

Hugh Williams - Big Brothers of Jamaica
Yvonne Pitter - Jamaica Baptist Women Federation
Marva D. Lee - Jamaica Cancer Society
Richard Lumsden - Jamaica Foundation For Children
Mavis Llewellyn - Hyacinth Lightbourne Memorial Association
Genard Taylor - Jamaica National Children's Home
Virginia Woods - Jamaica Society for the Blind
Gerlin Bean - 3D Projects
Michael Wright - National Development Foundation of Jamaica
Greta Bogues - Private Sector Organization of Jamaica (Business Council for the Environment)
Grace Duncan - Jamaica Association for Persons with Mental Retardation
Mr. Richard Sterling – VOUCH
Ms. Mildred Dean – Young Women's Christian Association (YWCA)
Ms. Rachael Thompson - Girls Town Jamaica
Richard Troupe - Hope For Children Development Company

Appendix 3: Corporate social responsibility study

Background to Study

The Corporate Social Responsibility (CSR) study has been conducted on behalf of Association of Development Agencies (ADA) for CIVICUS as part of the primary research for the development of the Civil Society Index (CSI).

CIVICUS defines CSR as “the commitment by companies to take into account the social and environmental consequences of their activities.”

It was suggested that an analysis of annual reports from 10 large local and foreign companies within the island be conducted. The companies included are: LASCO [Lascelles Chin Company], Grace Kennedy Group, Jamaica Public Service Company (JPSCO), National Commercial Bank, Blue Cross, Caribbean Applied Technology Centre Limited (CATC), Social Investment Foundation, Red Stripe, Multicare Foundation and Courts Jamaica.

The corporate entities selected for this study were chosen to capture large businesses and also capture a cross section of interests including manufacturing, retail, energy, tourism, financial and other service sectors.

The format suggested by CIVICUS was to review and analyze annual reports. No structured format for analysis of the reports and for exploring the concept of CSR. The researcher extended the information base by examining some of the issues that arose from deliberations such as those from Regional Corporate Responsibility Study conducted by Caribbean Policy Development Centre (CPDC). Questions were then structured to determine the concept of CSR held by the companies and to get a clearer picture of the intent behind the charitable acts being performed.

Examining the Concept of CSR

The term Corporate Social Responsibility (CSR) has become a buzzword nationally, regionally and internationally. In September 2003, corporate bodies from Jamaica and eleven other Caribbean nations explored the notion of CSR in the Caribbean and increasing returns on social investment. Jamaica like the other Caribbean nations, except Haiti, has strong central governance structures and stable political climate and is ranked as a middle income country according to the UNDP human development Index, 2003. In 2005, the University of the West Indies Endowment Foundation also held a regional conference on corporate philanthropy at the Mona campus.

Jamaica has a heavy debt burden. In addition, crime is on the increase and has affected the productivity of the nation and has negative connotations for the tourism industry, which is one of the countries largest income source. Jamaica is also a small vulnerable state. Natural disasters such as hurricanes have increased in frequency over the last five years. In 2005, Jamaica was hit by two hurricanes within two weeks that wreaked havoc

across the country. The capacity of the nation to respond to various priority issues has been tested. According to Richard Jones “profits attained by the business sector are relatively small.”

In comparison to northern corporate counterparts, the Jamaican corporate sector’s ability to contribute to socio economic well-being is limited by several factors. Trade rules now favour removal of protection from the market place. Small economies are finding it difficult to manage on a level playing field. In spite of these negative effects, Jamaica was recognized by the CPDC as having a very favourable environment for CSR.

According to Richard Jones of the Caribbean Policy Development Centre, “[c]ommensurate with the growth and influence of the business sector...has been calls for increased private sector participation in social development.” Within Jamaica there seems to be a tremendous amount of resources dedicated by business enterprises for disbursement to social programmes and in support to civil society.

According to consultant researcher Dr. Imani Tafari Ama, “the notion of Corporate Social Responsibility (CSR) has gained currency with managers of companies who realise that they ignore the pressing “needs and wants” of the populace at the peril of their profit margins.”

Stacey Chin, Communications Manager⁸² of LASCO [Lascelles Chin Company] stated that “when corporations are successful, it is only fair that they give back to the community from which they derive their profits.”

Chief Executive Officer of Grace Kennedy Group Francis Kennedy also felt that they were a “part of a society or a community ... We have to give back to the society and the community to make sure that the society and community are viable. It follows that if you don’t have a good and viable community, you can’t have a good and viable company.”

Corporate Jamaica recognizes itself as an integral part of the society. Maurice Reid of JPSCO shared, “[we]’re not a rich company. We believe that we need to make significant contribution to the growth of our community. Our workers are from the community, our children go to school in communities, and the company has its offices in communities so it is critical that we become an integral part of the community life.”

Mrs. Barbara Ellington, Manager of the Group Corporate Communications of the National Commercial Bank’s (NCB) has the perspective on corporate responsibility that “companies that are operating in a country and which rely on the country and the community to make their profits and to pay their shareholders have an enormous responsibility to the communities in which they exist....so NGOs, schools, charitable organizations for the large part rely on entities like NCB ... for their survival.

Some corporate entities by nature of their structure consider the society as their customers and thus see corporate responsibility as a service. Marketing Executive of Blue

⁸² Ms. Chin is also the daughter of the CEO of the organisation, Lascelles Chin.

Cross, Ms. Norma Christie, states, “The philosophy is that we should always be giving back to our customers... are our shareholders. We report to our customers. We are a not-for profit organisation so when we make a surplus, we pour it back into either increasing the health insurance benefits for our customers or undertaking projects that will enhance the quality of life for our customers.”

What then is Corporate Social Responsibility?

Dr. Henley Morgan, Chief Executive Officer of Caribbean Applied Technology Centre Limited (CATC) believes that the intent of giving has both business and altruistic motives. According to him “corporate social responsibility is the sensitivity which a company has towards giving back to community. If you just keep taking, selling, trading eventually the pool will be dry. So I think we give back in many ways and for different purposes.”

The World business Council for Sustainable Development defines CSR as “the commitment of a business to contribute to sustainable economic development working with employees, their families, the local communities and the society at large.”

CSR has been exhibited in a number of ways. Some charitable initiatives have met development needs and examined issues such as sustainability and gender equity others have been met the corporate public relations strategies of the company without regard for social capital development.

They reveal that *some* effort is being made to go beyond the cosmetic welfare gestures and to move towards the integrated policy and programmes designed to “make a difference” and “give back to community.” Some organizations have been trying to foster an image of partner player in community and social development rather than exploiting the community for public relations aimed at corporate image enhancement.

The government of Jamaica has set the stage for social responsibility through the establishment of entities such as the Jamaica Social Investment Fund (JSIF) and the Environmental Foundation of Jamaica. He JSIF was established from World Bank “debt forgiveness” funds as part of Jamaica’s National Poverty Eradication Programme. Its mandate is to create conditions for community development through investment in small community-based projects in poor communities. The JSIF makes huge donations to infrastructural and social development projects. JSIF can be seen as a strategy to put transparency into the process and also to enhance governance at the community level. It helps community only if they have established community development councils and demonstrate democracy and non-political interference in its projects.

How is Corporate Social Responsibility Exhibited in Jamaica?

The common theme seems to be supporting people living in dire circumstances. The National Commercial Bank’s Manager of Group Corporate Communications, Mrs. Barbara Ellington explained that, “At NCB, we have selected four main areas – health,

education, sports and the handicapped. However, we don't narrow our contributions and donations to these areas because other charitable institutions and organizations that ask for our help get help. Everyday we have tons of requests; sometimes we have to say no but for the most part, we try to help and over the years, NCB has developed a culture of assisting."

Red Stripe focuses on two main approaches, namely improving citizen security measures and opening up of employment opportunities for youth. Grace Silvera, Marketing Executive of that company reported that they "have partnered with the Hunts Bay Police and the St. Patrick's Foundation to provide employment for a few youngsters in the vicinity of the plant." She acknowledged that "it is part of our policy to support government as government alone are unable to do everything for the success of the country." Their policy of giving is streamlined into their annual budget and as a result they are mandated to donate over US\$50,000 annually for charitable giving.

There is a prevailing corporate trend to integrate commercial interests with community development objectives. Thus, sports, education, health, the arts and capacity building in communities are some of the principal sectors being supported.

"Many companies focus their support on the communities in proximity to them. Mr Francis Kennedy CEO of Grace Kennedy Group stated "Grace and Staff Development Foundation... Get involved in communities where our businesses are located here on Harbour Street the neighbouring communities of Spoilers, Southside and Tel Aviv...Majesty Gardens, a factory down there in Washington Boulevard ...we have Medi-Grace over on Molyne's Road andDairy Industries Jamaica Limited over on Washington Boulevard ... we also operate in Barbican Lane.

"We run homework centres in the four areas that I have identified. These centres are safe place where the students can be after school is over, as young boys and girls and have a quiet space⁸³ to do their work and so on. We do skills training; we just entered into an agreement with HEART⁸⁴ to assist in their training and assessment programmes. We also help in Golden Agers homes – clean them, visit them, give them counselling; we support the Salvation Army centre in Rae Town; the Geriatric Centre, we help parents by matching what they have with what they need for school fees and books and the means to keep the kids in school.

"We have also started a new programme where we are talking to the community leaders – about 16 of them – to arrange a peace but trying to get them to move away from drugs and guns and to get them to do legitimate businesses. They call themselves deputy dons but we call them street corner boys. We are trying to get them into jobs and to find out

⁸³ It goes without saying that in the inner-city environment, space is a very contested issue and is a vital resource for children living in these extremely difficult socio-economic and psychophysical circumstances.

⁸⁴ Human Employment and Resource Training, a programme that resulted from an agreement between corporate Jamaica and the government for the former to offer training and work experience opportunities to high school leavers who were also trained for the job market in centres set up by the latter. This interface has bridged the gap between the needs and wants of burgeoning ranks of unemployed youth and the powers that be who can make a difference by opening up their spaces to participation of a vulnerable constituency in the political economy.

what their skills are. We are attempting to build a sense of trust among the sixteen of them and create a platform to move forward.”

Mr. Kennedy continued “We don’t donate; we are pro-active in the field. We ...work in the inner-city communities social intervention programmes – which have been going on for twenty-five years.....the foundation that makes donations to education – we offer scholarships at the University of Technology, University of the West Indies and Northern Caribbean University and other tertiary institutions.....the Grace Kennedy Environmental Foundation that is involved in bringing back the environment in Jamaica.... Children are very important to us; we are a major sponsor of Child’s Month.”

Grace recently “signed an agreement with the Inter-American Development Bank,” in order to support their work in the inner-city communities of Southside, Tel Aviv and Spoilers located in Central Kingston. He said, “We are going in to purchase [derelict] buildings in order to upgrade them. On the ground floor will be a workshop and the people will live above the workshop. By doing this we will improve the appearance of the buildings in these employment corridors and create livelihood opportunities for people living in the area.”

Some corporations have formed linkages in order to support joint ventures to benefit the disadvantaged in the society. One such agency is the Multicare Foundation.

The Multicare Foundation, a nonprofit organisation, funded by Cable and Wireless, Carib Cement and the ICD Group of Companies, concentrates on the themes of education, health and re-creation, targeting youth (8-25 years) in need of better housing, schooling and social interaction.

Mr. Grant, General Manager, explained that they are motivated by “the socio-economic needs of the island, especially inner-city youth. We focus on building self respect and respect for others as a disciplinary value ... designed to promote healthy values and attitudes ... Create awareness and change.... our mission statement, ... aimed at achieving social development.”

Corporate social responsibility has become entrenched in the Jamaican business landscape. Corporations have always been solicited by community entities for support. The corporations have begun to take a more global look at the nature of giving. They are linking development with business and realize that the social issues must be addressed by examining the root causes. Maurice Reid, Manager of Community Relations at the

Jamaica Public Service Company (JPSCO) suggested that “the company now sees corporate sponsorship as not a PR thing; it’s a way of life... What we do is to make contributions to meaningful community endeavours that will benefit the community as a whole and that is significant.

The nature of giving is also impacted by the personality and philosophy of the top management and in instances the philosophy of international parent companies. Mr. Reid

continued that “Prior to the change...prior to the advent of Mirant [Corporation, the parent company] and Tony Ray, this focus was not there. Mirant and Tony brought this focus.”

The JPSCO has a bias to the poor in general and inner-city community residents in particular. Reid explained that the company has

an education programme for inner-city students; ... forged a relationship with Kettering University ... target inner-city schools. Because of the stigma attached to these areas, ... we must support the bright young students in these areas. We have been working with principals and teachers to identify a cadre of students from each school....then assume responsibility to send two students to Kettering University for eight weeks so they can experience what it means to study overseas in a multicultural, multi-ethnic level in a tertiary level environment Come back and relate their experiences to other students. This comes out of our summer employment programme ... a deliberate policy to make sure that 30% of the students that we employ come from inner-city areas.

Blue Cross of Jamaica is part of a larger association, The Blue Cross/Blue Shield Association, based in the United States of America primarily but also Canada. Marketing Executive Ms. Norma Christie says that corporate social responsibility is central to the company’s *modus operandi*. She said that, “the company supports projects and programmes that improve the health, social and physical environment of Jamaicans” concentrating on youth, sports, school and community development. She sees these efforts as contributing directly to the education, public health and housing challenges that constitute obstacles to the cultural development of the poor.

“We help from children in basic schools to the elderly; one year we concentrated primarily on the elderly. We sponsor youth programmes – we give scholarships to students. We also carry the government employees’ health programme and we have special programmes that we do for the development of civil servants.”

CSR for some companies is essential for their survival. Courts Jamaica sees giving back to community as a long established concern of their organisation. Janice McIntosh, Public Relations and Promotions Executive of the multinational chain store explained, “We are a retail company so everybody buys from Courts – furniture and so on. They also buy from different corporate entities so we have a responsibility to give back. The government can’t do it all. One of the objectives of Courts’ mission is to plough back into different sectors, and education is a very big part of our vision – at all levels. So we work with basic schools, primary/prep level, technical high schools, universities and community colleges and of course, Jamaica School of Art. We don’t want to spread ourselves too thin but several organizations ask for our help from time to time. When we give, we try to do so under broad headings – education, sports, youth, and welfare and so on.”

Some corporations see themselves as partners with the government for the betterment of the nation. Stacey Chin of LASCO shared that “the government cannot do it all so there needs to be some private sector involvement.”

LASCO is a very successful enterprise; its activities include manufacturing and distribution. Their philanthropic projects focus mainly on the areas of health, education and sports, community development and the fostering of positive relationships among communities and members of the police force.

CSR is costly, however, most corporations see it as a worthy security investment. Dr. Henley Morgan, Chief Executive Officer of Caribbean Applied Technology Centre Limited (CATC) uses himself as a tool of analysis to demonstrate both the ethical and business dimensions of integrating corporate social responsibility in his organisation’s mandate and operations. His company spends over US\$20,000 a year on charitable activities. While emphasising that targeting involvement in community development is simply “common sense,” Dr. Morgan also cited the economic and social security challenges facing Jamaica at this time as a catalyst for their concentration on human resource development in underdeveloped communities.

“As far as business goes, we all know that Jamaica is a very tough business environment,” he said. “But there are opportunities in those services and general things are at such low ebb that it creates tremendous opportunities for people that are innovative and want to do something at a high level. But in terms of banking and the protracted economic situation and the ability of companies to even pay for our services, it’s really challenging.

“In terms of the social situation, as everybody knows, the problem with crime and violence affects everything. For example, this office has to be equipped with an electronic surveillance system to enable us to stay here late at night. You lose a lot of productive time that you could be working late because of people’s sense of insecurity. *It is some of those conditions, the realisation that there are problems that motivates us to do some of our public service.*”

The Jamaica Social Investment Fund’s Mission Statement envisages “mobilising resources from Government and donors [to] channel these to small-scale, community based social and economic infrastructure and social service projects. Through a national partnership between central and local government and private and public organizations working at the local level, the JSIF will address the immediate demands of communities in a manner that is quick, efficient, effective, transparent and non-partisan.” Projects implemented fall under the broad headings of economic infrastructure, organisational strengthening, social infrastructure and social services.

According to Dr. Imani Tafari Ama, “Taken in conjunction with what the sample representatives revealed what the government is doing is substantively endorsed by what

corporate entities are doing to ameliorate the conditions of living for the socially disadvantaged.”

Though companies are involved in different activities the themes are similar. Education, for example, is a common denominator among the JPSCO, LASCO, Grace Kennedy and Company Ltd., Courts, the Multi-care Foundation and the NCB. As far as the NCB is concerned, they can make a strong statement for sustainable social development through the investment that they make in this area. Mrs. Ellington, of the individuals affiliated with the institution, stated:

Take our recently launched Jamaican Education Initiative ... one of the biggest problems that we face in this country is a lack of adequate education. We do a great deal and we have achieved – mind you, on limited resources – but we can always do more. A lot of students still can't afford basic education; our illiteracy rate is the highest in the Caribbean. So the initiative that we just launched speaks specifically to ultimately ensuring that all Jamaicans are able to get an education. We are committing that with every purchase that a customer makes from Keycard usage, we will donate 1% of that to education and this will not add a cost to the consumer. So we're not just looking at our bottom line and at our profit; we want to contribute to education.

Under the same programme, we have added two more subjects, - principles of business and principles of accounts - which students can take free. Being a banking entity, we would like to encourage early leanings towards business and entrepreneurship in the future generation of Jamaicans. Students who are so inclined but would not be able to afford taking the subjects can now take them because already the government pays for four subjects.

We also have a teachers' component to this where teachers can now access loans at more reasonable interest rates. Teachers' salaries are low and a lot of times they can't get loans. We are not dictating to them what they should do with the money – fix their house, buy a car or whatever – but as long as they qualify and meet the requirements, then they can access the loans. We also have an early literacy and mentoring programme and a reading programme so we will be looking at things like getting books donated to schools and getting successful role models into the country and into the schools to talk to and mentor students.

LASCO's social and community support also extends to the area of health via the marketing strategy adopted by the pharmacy owned by the company. Ms. Chin expanded that LASCO...

[s]upports HIV-AIDS patients. Through our pharmacy, we have brought a lot of pharmaceuticals to the market at considerably reduced prices. That has helped in allowing patients to be able to access the generic drugs at about a fifth of what it would normally cost. We negotiate the best prices with the suppliers and we pass on these savings to the consumer. Our philosophy is not to make a large

margin; we suffer from a low margin with the generic pharmaceuticals in order to bring more of the product to consumers. We're doing a lot of work with the Ministry of Health to tackle the problems of AIDS and HIV. We have a project where we select 30 HIV mothers to give anti-retroviral medication. So promoting the generic pharmaceuticals is another way of fulfilling our social responsibility. LASMED is our generic name under which we market these pharmaceuticals and we specialise in treatment areas: cancer, HIV, asthma and arthritis.

A close reading of the companies' annual reports also reveal that by paying attention to sector, age, gender and class specific needs, the complex problems of development are being tackled from resource-rationalised perspective.

Some workers are disgruntled by their company's expenditure on charitable giving. Mr. Ray of JPSCO suggested that applying principles of corporate social responsibility to their inter-community practices is not a panacea; many of the company's own employees do not comprehend the rationale behind this display of generosity. "Some grumble and say why you don't pay workers more instead of spending so much outside of the company," he said. "My view is that they have on blinkers; they only come in here everyday, do their job and go home. They have no idea of the impact what we do have on the wider community." He acknowledged however that "it [will] take time for our employees to understand why we're doing what we are doing.

Resource Allocation to CSR and the Benefits of such Investment to Corporations

Most company representatives responded that improvement in their corporate image is a principal return on their charitable investments. Tax benefits, and in some cases, exemption are tangible rewards. In other cases (e.g. Red Stripe), their philanthropy has borne fruits in improved sales and improved profit margins. The Multicare Foundation also enjoys the benefits of tax refunds for their philanthropic efforts. Mr. Grant, CEO Multicare Foundation, complained that they experience great difficulties in navigating what he described as a "tedious process", recommending that the relevant government officials should devote more energy to "shortening the refund process." He recommended ... improved voluntarism in leadership should continue to target the schools because presently the company has to pay resource persons by the hour to implement its project.

Maurice Reid, External Relations Manager JPSCO objected strongly to the suggestion that self-interest was a main motivator of corporate charitable efforts. He stated that JPSCO has spent "more than JA\$11 million" on their community involvement efforts.

"We are not doing it to build corporate image," he declared. "We separate corporate communications from community relations. We do it to establish and build community spirit, community cohesion. ... That's our responsibility. ...having done it, there are a number of results that will flow from it. For example, you have a reduction in crime, and

as a result, we benefit from our involvement in the improved circumstances but we are not building corporate image per se. It's a spin-off, yes, but we are there for building communities." Reid's boss F. Anthony Ray agreed with him. "We have not been blowing our trumpet," he said, "because we want to make sure that what we are doing we are doing well."

Stacey Chin of LASCO reported that, "the company donates over US\$50,000 to charities annually and now that its operations are being streamlined, it will make it easier to get our tax deductibles. Courts Jamaica devotes an entire sector of its operations to the process of supporting communities. To this end, the company invests over US\$20,000 annually, which improves their public standing, and encourages customers to trust them and therefore spend more money with the company.

Of course, as some respondents indicated, the altruistic and development concerns are offset by the tax benefits that they enjoy. However, the general criticisms put forward suggest that instead of the tedious procedures that currently plague the system, more streamlined measures should be put in place to provide incentives to companies that contribute to social and community development. Thus ensuring commercial participation in development becomes the rule of corporate praxis rather than the exception. Those managers, chief executive officers and marketing representatives interviewed indicated that business entities have an obligation to do what they can to alleviate the arduous living circumstances of the poor, which has long been assumed to be a responsibility that should be handled strictly by government.

Tax Benefits

JPSCO was established under a tax free agreement signed with the government of Jamaica for a number of years, "so in fact we do not pay tax. This was done to attract new investors in the company," Ray elaborated.

While companies like the JPSCO and Grace Kennedy are exempt from tax deductibles, others like the National Commercial Bank indicated that the tax benefits are part of their profits but not central to the strategies of community development that they practice.

Dr. Morgan complains that "Jamaica does not have the proper tax regime for charities and so forth. So we don't give with that in mind; it's too complicated. Unless they are specially designated charities, you can't claim it back." He continued, "The tax regime needs to be overhauled to encourage philanthropy.

Best Practices

LASCO's efforts according to Ms. Chin, is "the teacher and nurse of the year awards.

NCB commitment that with every purchase that a customer makes from Keycard usage, it will donate 1% of that to education and this will not add a cost to the consumer. This initiative has a hundred and fifty million dollar budget (\$150,000,000).⁸⁵

Blue Cross best practice is in the area of health, administered in creative ways tailored to the special needs of clients in a wide range of sectors and the efforts of its environmental health foundation limited. “Established by members of the Blue Cross of Jamaica board of trustees and friends as a non-governmental organisation on October 15, 1992, for the purpose of developing projects and programmes to assist primarily with the health and environmental needs of the people of Jamaica while enhancing blue cross of Jamaica’s corporate profile.”⁸⁶

⁸⁵ Jamaican dollar is currently trading at JA\$57 to US\$1.

⁸⁶ Environmental Health Foundation Limited: Helping People Live Healthier Lives, p. 1.

Appendix 4: Study on Civil Society in the Media

Media Review

The media review exercise aimed at gathering information on civil society activities as reported by both the electronic and print media. This exercise consisted of the content analysis of three newspapers (Observers, Gleaner and Star), and three radio stations (Kool FM, RJR, Irie FM). A team of three persons and a coordinator undertook the exercise for a four month period, from April 2005 to July 2005. The data collection and analysis was based on a proposed CIVICUS method and the review took up to seven hours per day. The content from the news items were classified and analysed according to respective indicators and information was placed in a standardized database. The observations from the media review informed the research on how the media presents the activities of civil society in Jamaica and how civil society is perceived.

Appendix 5: CSI Scoring Matrix

1. STRUCTURE

Indicator	Description	Score 0	Score 1	Score 2	Score 3
1. 1. Breadth of citizen participation	How widespread is citizen involvement in civil society? What proportion of citizens engage in civil society activities?				
1.1.1. Non-partisan political action	What percentage of people have ever undertaken any form of non-partisan political action (e.g. written a letter to a newspaper, signed a petition, attended a demonstration)?			A significant proportion (31% to 65%).	
1.1.2 Charitable giving	What percentage of people donate to charity on a regular basis?				A large majority (more than 65%).
1.1.3 CSO membership	What percentage of people belong to at least one CSO?				A large majority (more than 65%).
1.1.4 Volunteering	What percentage of people undertake volunteer work on a regular basis (at least once a year)?				A majority (more than 50%).
1.1.5 Collective community action	What percentage of people have participated in a collective community action within the last year				A large majority (more than 65%)

Indicator	Description	Score 0	Score 1	Score 2	Score 3
	(e.g. attended a community meeting, participated in a community-organised event or a collective effort to solve a community problem)?				
1. 2. Depth of citizen participation	How deep/meaningful is citizen participation in CS? How frequently/extensively do people engage in CS activities?				
1 2.1 Charitable giving	How much (i.e. what percentage of personal income) do people who give to charity on a regular basis donate, on average, per year?		1% to 2%		
1.2.2 Volunteering	How many hours per month, on average, do volunteers devote to volunteer work?		2 to 5 hours		
1.2.3 CSO membership	What percentage of CSO members belong to more than one CSO?				A large majority (more than 65%)
1.3. Diversity of civil society participants	How diverse/representative is the civil society arena? Do all social groups participate equitably in civil society? Are any groups dominant or excluded?				
1.3.1 CSO membership	To what extent do CSOs represent all significant social groups (e.g. women, rural dwellers, poor people, and minorities)?				CSOs equitably represent all social groups. No group is noticeably under-represented.

Indicator	Description	Score 0	Score 1	Score 2	Score 3
1.3.2 CSO leadership	To what extent is there diversity in CSO leadership? To what extent does CSO leadership represent all significant social groups (e.g. women, rural dwellers, poor people, and minorities)?			Significant social groups are under-represented in CSO leadership roles.	
1.3.3 Distribution of CSOs	How are CSOs distributed throughout the country?				CSOs are present in all areas of the country.
1.4. Level of organisation	How well-organised is civil society? What kind of infrastructure exists for civil society?				
1.4.1 Existence of CSO umbrella bodies	What percentage of CSOs belong to a federation or umbrella body of related organizations?				A large majority (more than 70%)
1.4.2 Effectiveness of CSO umbrella bodies	How effective do CSO stakeholders judge existing federations or umbrella bodies to be in achieving their defined goals?				Effective
1.4.3 Self-regulation	Are there efforts among CSOs to self-regulate? How effective and enforceable are existing self-regulatory mechanisms? What				Mechanisms for CSO self-regulation are in place and function quite effectively. A discernible impact on CSO behaviour can

Indicator	Description	Score 0	Score 1	Score 2	Score 3
	percentage of CSOs abide by a collective code of conduct (or some other form of self-regulation)?				be detected.
1.4.4 Support infrastructure	What is the level of support infrastructure for civil society? How many civil society support organizations exist in the country? Are they effective?		There is very limited infrastructure for civil society.		
1.4.5 International linkages	What proportion of CSOs have international linkages (e.g. are members of international networks, participate in global events)?			A moderate number of (mainly national-level) CSOs have international linkages.	
1.5. Inter-relations	How strong / productive are relations among civil society actors?				
1.5.1 Communication	What is the extent of communication between CS actors?				Significant
1.5.2 Cooperation	How much do CS actors cooperate with each other on issues of common concern? Can examples of cross-sectoral CSO alliances/coalitions (around a specific issue or common concern) be identified?			CS actors on occasion cooperate with each other on issues of common concern. Some examples of cross-sectoral CSO alliances / coalitions can be identified / detected.	

Indicator	Description	Score 0	Score 1	Score 2	Score 3
1.6. Resources	To what extent do CSOs have adequate resources to achieve their goals?				
1.6.1 Resources	How adequate is the level of financial organisational, human and/or technological resources for CSOs?		On average, CSOs have inadequate resources to achieve their goals.		

2. ENVIRONMENT

Indicator	Description	Score 0	Score 1	Score 2	Score 3
2.1. Political context	What is the political situation in the country and its impact on civil society?				
2.1.1. Political rights	How strong are the restrictions on citizens' political rights (e.g. to participate freely in political processes, elect political leaders through free and fair elections, freely organise in political parties)?				People have the full freedom and choice to exercise their political rights and meaningfully participate in political processes.
2.1.2 Political competition	What are the main characteristics of the party system in terms of number of parties, ideological spectrum, institutionalisation and party competition?		Small number of parties based on personalism, clientelism or appealing to identity politics.		
2.1.3. Rule of law	To what extent is the rule			There is a moderate	

Indicator	Description	Score 0	Score 1	Score 2	Score 3
	of law entrenched in the country?			level of confidence in the law. Violations of the law by citizens and the state are not uncommon.	
2.1.4. Corruption	What is the level of perceived corruption in the public sector?			Moderate	
2.1.5. State effectiveness	To what extent is the state able to fulfil its defined functions?				State bureaucracy is fully functional and perceived to work in the public's interests.
2.1.6. Decentralisation	To what extent is government expenditure devolved to sub-national authorities?				Sub-national share of government expenditure is more than 49.9%.
2.2. Basic freedoms & rights	To what extent are basic freedoms ensured by law and in practice?				
2.2.1. Civil liberties	To what extent are civil liberties (e.g. freedom of expression, association, assembly) ensured by law and in practice?				Civil liberties are fully ensured by law and in practice.
2.2.2. Information rights	To what extent is public access to information guaranteed by law? How accessible are government documents to the public?			Legislation regarding public access to information is in place, but in practice, it is difficult to obtain government documents.	

Indicator	Description	Score 0	Score 1	Score 2	Score 3
2.2.3. Press freedoms	To what extent are press freedoms ensured by law and in practice?				Freedom of the press is fully ensured by law and in practice.
2.3. Socio-economic context	What is the socio-economic situation in the country and its impact on civil society?				
Description		Score 0	Score 1	Score 2	Score 3
How much do socio-economic conditions in the country represent a barrier to the effective functioning of civil society?				Social & economic conditions somewhat limit the effective functioning of civil society. One or two of the conditions indicated are present.	
2.4. Socio-cultural context	To what extent are socio-cultural norms and attitudes conducive or detrimental to civil society?				
2.4.1. Trust	How much do members of society trust one another?			There is a moderate level of trust among members of society. (e.g. 31% to 50% of people score on the WVS trust indicator).	
2.4.2. Tolerance	How tolerant are members of society?				Society is characterised by a high level of tolerance (e.g. indicator less than 1.0).

2.4.3. Public spiritedness	How strong is the sense of public spiritedness among members of society?			Moderate level of public spiritedness (e.g. indicator between 1.5 and 2.5)	
2.5. Legal environment	To what extent is the existing legal environment enabling or disabling to civil society?				
2.5.1. CSO registration	How supportive is the CSO registration process? Is the process (1) simple, (2) quick, (3) inexpensive, (4) fairly and (5) consistently applied?			The CSO registration process can be judged as relatively supportive. One quality characteristic is absent.	
2.5.2. Allowable advocacy activities	To what extent are CSOs free to engage in advocacy / criticize government?				CSOs are permitted to freely engage in advocacy and criticism of government.
2.5.3. Tax laws favourable to CSOs	How favourable is the tax system to CSOs? How narrow/broad is the range of CSOs that are eligible for tax exemptions, if any? How significant are these exemptions?			The tax system contains some incentives favouring CSOs. Only a narrow range of CSOs is excluded from tax exemptions or preferences and/or. exemptions or preferences are available from some taxes and some activities.	
2.5.4. Tax benefits	How broadly available are			Tax benefits are	

for philanthropy	tax deductions or credits, or other tax benefits, to encourage individual and corporate giving?			available for a fairly broad set of purposes or types of organizations.	
2.6. State-civil society relations	What is the nature and quality of relations between civil society and the state?				
2.6.1. Autonomy	To what extent can civil society exist and function independently of the state? To what extent are CSOs free to operate without excessive government interference? Is government oversight reasonably designed and limited to protect legitimate public interests?			The state accepts the existence of an independent civil society but CSOs are subject to occasional unwarranted government interference.	
2.6.2. Dialogue	To what extent does the state dialogue with civil society? How inclusive and institutionalized are the terms and rules of engagement, if they exist?			The state dialogues with a relatively broad range of CSOs but on a largely ad hoc basis.	
2.6.3 Cooperation / support	How narrow/broad is the range of CSOs that receive state resources (in the form of grants, contracts, etc.)?			A moderate range of CSOs receives state resources.	
2.7. Private sector-civil society relations	What is the nature and quality of relations between civil society and the private sector?				
2.7.1. Private	What is the general				Generally supportive

sector attitude	attitude of the private sector towards civil society actors?				
2.7.2 Corporate social responsibility	How developed are notions and actions of corporate social responsibility?				Major companies take effective measures to protect against negative social and environmental impacts.
2.7.3. Corporate philanthropy	How narrow/broad is the range of CSOs that receive support from the private sector?				The private sector channels resources to a large range of CSOs.

3. VALUES

Indicator	Description	Score 0	Score 1	Score 2	Score 3
3.1. Democracy	To what extent do civil society actors practice and promote democracy?				
3.1.1 Democratic practices within CSOs	To what extent do CSOs practice internal democracy? How much control do members have over decision-making? Are leaders selected through democratic elections?				A large majority of CSOs (i.e. more than 75%) practice internal democracy (e.g. members have significant control over decision-making; leaders are selected through democratic elections).
3.1.2 CS actions to promote democracy	How much does CS actively promote democracy at a societal				CS is a driving force in promoting a democratic society.

Indicator	Description	Score 0	Score 1	Score 2	Score 3
	level?				CS activities in this area enjoy broad-based support and / or strong public visibility.
3.2. Transparency	To what extent do civil society actors practice and promote transparency?				
3.2.1 Corruption within civil society	How widespread is corruption within CS?			There are occasional instances of corrupt behaviour within CS.	
3.2.2 Financial transparency of CSOs	How many CSOs are financially transparent? What percentage of CSOs make their financial accounts publicly available?				A large majority of CSOs (more than 65%) make their financial accounts publicly available.
3.2.3 CS actions to promote transparency	How much does CS actively promote government and corporate transparency?				CS is a driving force in demanding government and corporate transparency. CS activities in this area enjoy broad-based support and / or strong public visibility.
3.3. Tolerance	To what extent do civil society actors and organizations practice and promote tolerance?				
3.3.1 Tolerance within the CS arena	To what extent is CS a tolerant arena?				Civil society is an open arena where the expression of <i>all</i>

Indicator	Description	Score 0	Score 1	Score 2	Score 3
					viewpoints is actively encouraged. Intolerant behaviour are strongly denounced by civil society at large.
3.3.2 CS actions to promote tolerance	How much does CS actively promote tolerance at a societal level?				CS is a driving force in promoting a tolerant society. CS activities in this area enjoy broad-based support and / or strong public visibility.
3.4. Non-violence	To what extent do civil society actors practice and promote non-violence?				
3.4.1 Non-violence within the CS arena	How widespread is the use of violent means (such as damage to property or personal violence) among CS actors to express their interests in the public sphere?				There is a high level of consensus within CS regarding the principle of non-violence. Acts of violence by CS actors are extremely rare and strongly denounced.
3.4.2 CS actions to promote non-violence and peace	How much does CS actively promote a non-violent society? For example, how much does civil society support the non-violent resolution of				CS is a driving force in promoting a non-violent society. CS actions in this area enjoy broad-based support and / or

Indicator	Description	Score 0	Score 1	Score 2	Score 3
	social conflicts and peace? Address issues of violence against women, child abuse, violence among youths etc.?				strong public visibility
3.5. Gender equity	A. To what extent do civil society actors practice and promote gender equity?				
3.5.1 Gender equity within the CS arena	To what extent is civil society a gender equitable arena?				Women are equitably represented as leaders and members of CS. .
3.5.2 Gender equitable practices within CSOs	How much do CSOs practice gender equity? What percentage of CSOs with paid employees have policies in place to ensure gender equity?				A large majority (more than 65%)
3.5.3 CS actions to promote gender equity	How much does CS actively promote gender equity at the societal level?				CS is a driving force in promoting a gender equitable society. CS activities in this area enjoy broad-based support and / or strong public visibility.
3.6. Poverty eradication	To what extent do civil society actors promote poverty eradication?				
3.6.1 CS actions to eradicate poverty	To what extent does CS actively seek to eradicate poverty?			A number of CS activities in this area can be detected.	

Indicator	Description	Score 0	Score 1	Score 2	Score 3
				Broad-based support and / or public visibility of such initiatives, however, are lacking.	
3.7. Environmental sustainability	To what extent do civil society actors practice and promote environmental sustainability?				
3.7.1 CS actions to sustain the environment	How much does CS actively seek to sustain the environment?			A number of CS activities in this area can be detected. Broad-based support and / or public visibility of such initiatives, however, are lacking.	

4. IMPACT

Indicator	Description	Score 0	Score 1	Score 2	Score 3
4.1. Influencing public policy	How active and successful is civil society in influencing public policy?				
4.1.1 –4. 1.4	How active and successful is civil society in influencing public policy? (Assessment based on four pre-identified priority issue areas).			A moderate level of CSO activity can be detected and / or CSO goals are partially achieved.	

Indicator	Description	Score 0	Score 1	Score 2	Score 3
4.2. Holding state & private corporations accountable	How active and successful is civil society in holding the state and private corporations accountable?				
4.2.1. Holding state accountable	How active and successful is civil society in monitoring state performance and holding the state accountable?			Civil society is active in this area, but impact is limited.	
4.2.2. Holding private corporations accountable	How active and successful is civil society in holding private corporations accountable?			Civil society is active in this area, but impact is limited.	
4.3. Responding to social interests	How much are civil society actors responding to social interests?				
4.3.1 Responsiveness	How effectively do civil society actors respond to priority social concerns?				Civil society actors are very effective in taking up the crucial concerns of the population.
4.3.2 Public Trust	What percentage of the population has trust in civil society actors?			A small majority (51% – 75%)	
4.4. Empower-ing citizens	How active and successful is civil society in empowering citizens, especially traditionally marginalised groups, to shape decisions that affect their lives?				
4.4.1 Informing/educating citizens	How active and successful is civil society in informing and educating				Civil society plays an important role. Examples of

Indicator	Description	Score 0	Score 1	Score 2	Score 3
	citizens on public issues?				significant success / impact can be detected.
4.4.2 Building capacity for collective action	How active and successful is civil society in building the capacity of people to organise themselves, mobilise resources and work together to solve common problems?				Civil society plays an important role. Examples of significant success / impact can be detected.
4.4.3 Empowering marginalized people	How active and successful is civil society in empowering marginalized people?				Civil society plays an important role. Examples of significant success / impact can be detected.
4.4.4. Empowering women	How active and successful is civil society in empowering women, i.e. to give them real choice and control over their lives?				Civil society plays an important role. Examples of significant success / impact can be detected.
4.4.5. Building social capital	To what extent does civil society build social capital among its members? How do levels of trust, tolerance and public spiritedness of members of CS compare to those of non-members?				Civil Society does contribute strongly to building social capital in society.
4.4.6 Supporting	How active and successful				Civil society plays an

Indicator	Description	Score 0	Score 1	Score 2	Score 3
livelihoods	is civil society in creating / supporting employment and/or income-generating opportunities (especially for poor people and women)?				important role. Examples of significant success / impact can be detected.
4.5. Meeting societal needs	How active and successful is civil society in meeting societal needs, especially those of poor people and other marginalised groups?				
4.5.1 Lobbying for state service provision	How active and successful is civil society in lobbying the government to meet pressing societal needs?			Civil society is active in this area, but impact is limited.	
4.5.2 Meeting pressing societal needs directly	How active and successful is civil society in directly meeting pressing societal needs (through service delivery or the promotion of self-help initiatives)?			Civil society is active in this area, but impact is limited.	
4.5.3 Meeting needs of marginalised groups	To what extent are CSOs more or less effective than the state in delivering services to marginalised groups?		CSOs are as effective as the state.		

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