CALL TO ACTION
Economic Growth Council Initiatives

Jamaica is blessed with an abundance of natural resources and human potential but somehow these have not been converted to sustainable economic growth for the majority of our independent experience. This has resulted in relative stagnation in standards of living for the majority of Jamaicans vis-à-vis our main trading partners.

The seeming inability to achieve appreciable levels of economic growth now threatens the social fabric of Jamaica and requires all well thinking Jamaicans to join together to achieve a breakthrough in this regard.

We are emboldened by our recent collective experience, where the application of societal resolve towards achieving fiscal sustainability has borne much fruit. Furthermore, we are convinced that building consensus around measures designed to catalyse growth will yield similar results.

Consistent with the Jamaican spirit, our disposition is not to let our historical experience constrain our aspirations. In that regard, we hope to mobilise energies around the goal of elevating our growth experience, above baseline projections, to 5% annual GDP growth in four years (“5 in 4”). As such, we seek your support for the implementation of the recommendations herein, designed to facilitate enterprise and to improve the productivity of labour, capital and technology.

There are many previous reports on an array of social and economic issues that remain on the shelf, unimplemented. In full recognition of this, the Economic Growth Council (“EGC”) has taken the unprecedented step of publishing our recommendations, in bullet form, in the format of a newspaper supplement to ensure wide distribution. This is motivated by our desire to ensure public participation and engagement in the consensus building and implementation processes. When civil society takes ownership of our problems, and the attendant solutions, change emerges.

We wish to thank the many patriotic Jamaicans from diverse stakeholder groups, including members of the diaspora, who shared their ideas, concerns and hopes and who sat with the EGC or with EGC members and gave of their energy and time. We also wish to thank the friends of Jamaica, the multilateral agencies and diplomatic missions who lent us their expertise.

This has been a reflective exercise and the eight Growth Initiatives that follow represent the fruits of our consultation. This publication does not bring to an end our consultation, however. We hope to memorialise the Growth Initiatives agreed to by the Government in a Declaration of Intent signed with the EGC, the private sector, the unions and civil society and thereafter, consistent with our Terms of Reference, to follow up on implementation and to report to the public on a periodic basis. We hope that the Declaration becomes a living document, updated with the addition of measures as required and agreed, and with the deletion of others as they are implemented.

In the final analysis this is a collective exercise and our success will depend on the level of your participation.

We look forward to hearing from you as we all work together towards “5 in 4”.

Hon. Michael Lee-Chin, O.J.
September 25, 2016
September 19, 2016

Hon. Michael Lee-Chin, OJ Chairman,
Economic Growth Council
Economic Growth Council Secretariat
Jamaica House
Kingston 10

Dear Mr. Lee-Chin,

Re: Economic Growth Council

The Private Sector Organisation of Jamaica (PSOJ), as the umbrella organization of private sector companies, associations and individuals, recognizes the importance of growth in our economy.

Having had discussions, and received reports from the Economic Growth Council (EGC), we wish to express support for the initiatives and policy changes recommended.

Where possible, we are committed to working closely with the EGC to ensure that obstacles that may hinder growth and development are highlighted as we strive to achieve a five percent Gross Domestic Product (GDP) growth by the year 2020.

We are indeed pleased with the direction of the EGC and fully embrace the eight (8) initiatives as we believe it is “a once in a lifetime opportunity” for the Jamaican government to achieve its mandate. We look forward to the positive impact of these initiatives from the combined efforts of the EGC and the government on the Jamaican economy and Jamaica’s future.

Sincerely yours,

The Private Sector Organisation of Jamaica
P.B. Scott - President

MSME Alliance (The)
Donovan Wignal - President

Small Business Association of Jamaica
Hugh Johnson - President

Insurance Association of Jamaica
Eric Hosin - President

Human Resource Management Association of Jamaica
Karl Williams - President

Realtors Association of Jamaica
Edwin Wint - President

Jamaica Used Car Dealers Association
Lynvalle Hamilton

Jamaica Security Dealers Association
Julian Mair - President
Jamaica’s poor track record of economic growth since our achievement of Independence is evidence that the many initiatives that we have attempted nationally have not borne fruit to any significant level. We cannot hope to keep doing what we have always done and anticipate different results. Accordingly, the all-hands-on-deck approach being proposed by the Economic Growth Council is one that we not only applaud but fully support.

The Jamaica Chamber of Commerce fully supports and is willing to work in partnership with the Economic Growth Council in order to achieve the proposed targets outlined in its growth initiatives. The Chamber believes that private sector businesses are the backbone of a thriving economy and it is imperative that solutions be found to the challenges they experience in doing business in Jamaica.

History will judge us harshly if we do not seize the opportunity to break out of the business-as-usual mode. Let us not go down that road. For our part, the membership of the Jamaica Chamber of Commerce expresses its commitment to playing our part.

The Jamaica Manufacturers’ Association (JMA) is fully aligned with the growth initiatives and policy recommendations proposed by the Economic Growth Council (EGC). This initiative is poised to accelerate Jamaica’s growth rate and engender results and accountability, by targeting economic and non-economic indicators. Whilst not exhaustive, the Association recognises that a systematic policy framework and implementation are critical to achieving a new growth paradigm. The JMA reaffirms our commitment to shape national reforms and to help track the implementation actions launched to spur sustainable growth, create jobs and ensure shared prosperity. We look forward to helping the Government establish an enabling environment for the private sector; the key driver for growth, and encourage broad-based support which is critical to the programme’s success.

September 20, 2016
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introduction

What is Economic Growth?

Economic growth refers to an increase in the market value of the goods and services produced by an economy in a period of time.

Economic growth is usually measured by changes in the Gross Domestic Product (GDP) of an economy. When GDP is divided by population size, the result: GDP per capita, is seen as a measure of the average annual income of that population. The GDP per capita is a useful measure to compare the relative performance of countries. A higher GDP per capita usually indicates a higher standard of living.

What has Jamaica’s annual historical economic growth been?

Over the period 1962 – 2015 Jamaica experienced an average annual economic growth of 1.6% per annum compared with average annual economic growth of 3.1 per cent for the global economy over the same period. This performance masks the relatively high GDP growth between the period 1962 – 1972.

In more recent times, Jamaica has been on a trajectory of decreasing real GDP growth decade after decade. See Figure 1 and Table 1 below. Over the last 20 years real GDP averaged 0.5% per annum and over the last 10 years GDP growth was 0.2% per annum. GDP per capita was $137.90 USD in 2015. Jamaica consistently ranks among the slowest growing developing country in the world.

![GDP Growth Rates](image)

<table>
<thead>
<tr>
<th>Period</th>
<th>Average Real Annual GDP Growth Rate (%)</th>
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<tbody>
<tr>
<td>1961 to 1970</td>
<td>5.31</td>
</tr>
<tr>
<td>1971 to 1980</td>
<td>-0.66</td>
</tr>
<tr>
<td>1981 to 1990</td>
<td>2.59</td>
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<tr>
<td>1991 to 2000</td>
<td>0.85</td>
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<tr>
<td>2001 to 2010</td>
<td>0.65</td>
</tr>
<tr>
<td>2011 to 2015</td>
<td>0.51</td>
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Table 1: Jamaica – Average Economic Growth Rates by Decade 1961-2015

Real GDP growth was 1.0% for FY2015/16 and projected to increase to 1.7% for FY 2016/2017. Jamaicans cannot accept these levels of economic growth as the norm. As such, we ask all Jamaicans to join together to achieve the growth target of 5% real GDP by FY2019/20.

Why does Economic Growth Matter?

Economic growth contributes to the ongoing improvement of living standards and the well-being of the country. Economic growth expands opportunity for all and is the most powerful weapon for reducing poverty, improving the quality of life of Jamaicans and for making Jamaica the place of choice to live, work, raise families and do business.

Decades of very low or no economic growth have had a devastating impact on Jamaica resulting in stagnating levels of real income, high unemployment, rising prevalence of poverty, large scale migration of Jamaicans and loss of capital. Some even attribute our high levels of crime and violence to the persistent inability to expand economic opportunity. Jamaica has become a place where 80% of our young people want to migrate from.

On the contrary, economic growth provides the increase in resources that can support progressively higher levels of investment in infrastructure, as well as higher levels of spending on social services including health, education, security and social protection.

Economic growth allows for investment in sustainable environmental management that can maximize economic returns from the use of natural resources over time, while strengthening the resilience of the built and natural environment and reducing the human and economic costs and losses from the impact of disasters and of climate change.

Economic growth matters as sustained levels of economic growth will allow more and more Jamaicans to realize their dreams, hopes and aspirations right here in Jamaica.

Why has sustained economic growth been elusive?

Sustained economic growth is not easily achieved. A World Bank research showed that out of 117 developing countries with populations of more than half a million, only 18 countries can be defined as having had a successful growth experience in the 1990s, meaning that they had sustained per capita growth of at least one per cent during the 1980s.

Both developed and developing countries are struggling with the issue of how to grow their economies and create more jobs.

The factors that continue to inhibit investment and growth are multifaceted and nuanced. Numerous diagnostic studies and reports have discussed and outlined what are considered the main constraints to economic growth in Jamaica.

In the EGC’s extensive consultations with diverse stakeholders there was unanimous agreement around the main retardants to Jamaica’s economic growth. They are summarised as follows in no special order of priority:

- Crime and violence
- Corruption
- Access to financing
- Taxation/tax compliance cost
- Poor human capital and entrepreneurship
- Difficult doing business environment /loss of competitiveness
The Economic Growth Council Initiatives

- High cost of energy
- Political tribalism
- Competition from the informal sector
- Poor capital allocation of our financial assets and underutilisation of productive capacity
- Macroeconomic instability
- Inefficient Government bureaucracy

The roles of Government and private sector in generating economic growth

Simply put, we believe that the role of the Government in the process of economic growth is to provide the enabling environment that facilitates local and international private enterprise in the process of the domestic production of goods and services. We further believe that Government policy should be steered in the direction of increasing the competitiveness of the Jamaican economy through the provision of public goods that make labour, capital, and technology more productive in the Jamaican context.

The Economic Growth Council

Prime Minister, the Most Hon. Andrew Holness appointed the Economic Growth Council to consult widely and to advise the Cabinet on a collection of broad platform policies and reforms that would facilitate economic growth. These Growth Initiatives are intended to facilitate the removal of various obstacles to economic growth and shake the “trunk of the tree” with the potential to positively impact thousands of businesses and millions of Jamaicans.

According to the Chairman of the EGC, Mr. Michael Lee-Chin; “Our job has been to question, listen, review, read and consult with a view to nurturing consensus on prioritisation for impact. This is a reflective process and our proposals reflect the collective views of fellow Jamaicans across groups, the confederation of trade unions, the Opposition, public sector agencies, ministries of government, members of academia, the media, diplomatic missions, and multilateral development agencies among other stakeholders. It also draws from studies and work in the area over the years.

In the words of Ambassador Dr. Nigel Clarke, Deputy Chairman of the EGC, “The good news is that the solutions to Jamaica’s problems are not unknown. They lie in copious reports, studies, commission findings, ministry papers, and executive plans that lie in the ‘filing cabinets of government’. We have reviewed many

“Weour job has been to question, listen, review, read and consult with a view to nurturing consensus on prioritisation for impact. This is a reflective process and our proposals reflect the collective views of fellow Jamaicans across the private, public and voluntary sectors.””

The Economic Growth Council presented its recommendations to a meeting of the Cabinet on Monday, September 12th. The report updated the Cabinet on its work to date and outlined a set of Growth Initiatives along with specific policy proposals, to achieve higher levels of growth in the Jamaican economy.

The report draws from inputs gained from over 80 consultative meetings held with stakeholders over the past four months. These groupings included various business unimplemented recommendations and included the most impactful of these.”

The Growth Initiatives translate into numerous specific policy proposals, which have been recommended to the Cabinet for consideration and which the Council aims to communicate through this publication. The Council will continue its ongoing consultation with stakeholders and the wider community in order to facilitate the full participation and ownership of the initiatives by the citizens of Jamaica.

Adam Stewart, Deputy Chairman and
CEO of the Sandals/ATL Group and a member of the EGC said, “The Growth Initiatives recommended by the EGC are not exhaustive, and are not intended to replace government or to be a parallel form of government. They cannot solve all of Jamaica’s problems. However, they represent a critical and important subset of what needs to be done to achieve economic growth.”

The eight (8) Growth Initiatives are outlined in the sections that follow.

**MAINTAIN MACRO-ECONOMIC STABILITY AND PURSUE DEBT REDUCTION**

- Macro-economic stability is a pre-requisite for economic growth. The stability we enjoy today has been hard earned but remains fragile. High debt poses a systemic risk to the Jamaican economy and so Jamaica needs to continue the process of fiscal consolidation with a view to achieving debt sustainability. Economic growth and fiscal responsibility are not mutually exclusive. The priority proposals from our consultations include:
  - Enter into a successor arrangement with the International Monetary Fund that continues the process of economic reform designed to maintain economic stability, reduce public debt to sustainable levels and generate stronger economic growth.
  - Enhance the credibility of the exchange rate regime. We support flexible exchange rates that are based on the competitiveness of the Jamaican economy vis-à-vis its trading partners. However, exchange rates that seem to move only in one direction defy the definition of “flexible” and on that basis we submit that the credibility of the regime needs to be enhanced.
  - Pursue debt for assets swaps as a means of accelerating Jamaica’s rate of debt reduction by 2 to 3 percentage points in the medium term. Jamaica has assets that can be sold and the proceeds used to pay down debt. Doing so would further de-risk the economy, improve confidence, and be growth inducing especially if such assets and operations can be put to more efficient use in the private sector.

**IMPROVE CITIZEN SECURITY AND PUBLIC SAFETY**

- Jamaica has one of the highest per capita levels of homicide and violent crime in the world. As Prof. Anthony Clayton has said, at recent homicide rates, “Jamaica has the equivalent of a 9/11 every week.” This has deterred investment, destroyed capital formation and discouraged business development. The cost of crime and corruption to Jamaica includes low life expectancy, injuries and costly health care, the higher cost of doing business in a low-trust society, losses to theft and extortion, business closures, capital flight, the emigration of skilled workers and the loss of foreign investment. A number of studies have shown that if the rate of crime and violence was reduced to international norms Jamaica’s baseline of economic growth would increase by between two and five percentage points.

- Improving citizen security is therefore the single most important growth-inducing reform that Jamaica can undertake. There must be a substantial and sustained improvement in security and justice before people will feel safe to live, work and invest in Jamaica. We are convinced that this is achievable in the medium term. Progress will require a comprehensive approach, including institutional reform (starting with the police and the justice system), a vigorous and unrelenting drive to eradicate corruption, and bold and decisive action to finally deal with social exclusion.

- There have been far too many partial, uncoordinated and reactive responses to crime that sometimes lacked analysis and perspective, most of which have failed. Piecemeal measures are NOT going to bring about the durable and substantial improvements required. Jamaica’s problems with crime and corruption have deep roots in our society, culture and politics. Solving them will require courage, resolution and a coherent and carefully integrated strategy.

- We have included priority proposals from our consultations below. These must be appropriately planned, integrated and sequenced. These recommended reforms can only work properly as a package, within the context of a sustained programme, and not in isolation.

**Remove profit from crime**

- Career criminals are not in the business of trafficking narcotics or extortion per se, they are in the business of making money. Most successful career criminals are adaptive, flexible, and ready to switch into more lucrative forms of crime as they emerge. The only way that these criminal organizations can be degraded or permanently dismantled is by ‘taking the profit from crime’. Policy proposals include:
  - Separate the Major Organised Crime and Anti-Corruption Agency (MOCA) from the Jamaica Constabulary Force (JCF); establish it with its own budget, powers of arrest and prosecutorial powers, to form the nucleus of a new national law enforcement agency (similar to the FBI in the United States) with strong operational autonomy.
  - Extend the Proceeds of Crime legislation to include lawyers, accountants, bankers and real estate brokers, with appropriate provisions to protect attorney-client privileges.
  - Streamline the procedure of Asset Forfeiture making it automatic and not subject to delay pending on conviction of offences related to organised crime.
  - Enact legislation to allow proceeds of seized assets to be used by law enforcement in improving their capabilities and in addressing underlying social ills in the most crime-affected communities.
  - Merge the Corruption Prevention Commission, the Integrity Commission and the Office of the Contractor General into a single Anti-Corruption Agency with independent prosecutorial powers.
  - Introduce a special court with the necessary technical support and expertise to hear serious and complex cases of organised crime, fraud and money laundering.
  - Strengthen the witness protection programme, and accelerate measures to allow witnesses to pre-record their statements and give evidence via video-links.

**Reorganise the police force**

- It was Law 8 of 1867 that brought the Jamaica Constabulary Force (JCF) into existence as a consequence of the Morant Bay Rebellion. The Act was last substantially amended in 1935. While there have been other amendments since, there has been no substantial amendment that fundamentally changes how the Force was originally conceptualized in 1867. The JCF was originally conceived in paramilitary terms in response to threats to the state. It now needs to complete the process of transformation into a modern police service with a primary focus on citizen security. This requires a strong program of reform, reorganization and technological upgrades that will allow the JCF to achieve its three most important objectives; public reassurance and trust, responding efficiently to calls
for service, and effectiveness against crime. The priority proposals from our consultations include:

- Review and update the Constabulary Force Act. These amendments should be based on a clear understanding as to what a modern police service is, how it operates, how it thinks, what assets it needs and how those assets are deployed. This new philosophy must be based on the concept of Citizen Security, with the Jamaican citizens seen as the ‘customers’ for policing services.
- Amendments should also facilitate the maintenance and administration of internal discipline in the JCF by
  - Allowing for the routine use of polygraphs along with a comprehensive policy framework to formalise and rationalise its use.
  - Allowing for drug and alcohol testing in prescribed circumstances.
  - Allowing for internal disciplinary action to run parallel to any criminal process.
  - Allowing for use of duly seized assets for upgrading the capabilities of the police.
- It is important to address the degradation of the civic environment, aggressive anti-social behaviour and incivilities, all of which encourage public anxiety about crime and social disintegration. Amendments should therefore also include a review of vagrancy and other provisions and empower the JCF to deal with vagrants, people who illegally occupy public spaces for business or other purposes, and intimidating or threatening behaviour in public, with the goal of restoring safe, civic spaces.
- Merge the Police Civilian Oversight Authority and the Police Service Commission. This would allow, for example, that detailed knowledge of an officer’s behaviour and performance (currently held by the Police Civilian Oversight Authority) to be reflected in the system of appointments to senior ranks (controlled by the Police Service Commission), which will ensure that the best candidates are promoted into the senior positions. It will require a minor constitutional amendment to augment the Police Service Commission in this regard.
- Ensure that the JCF is staffed at full establishment. The Jamaica Constabulary Force has an approved total establishment of 14,091, yet the JCF today comprises only 11,219. Given the capacity of the existing training facilities and the rate of resignations in the police force, the gap will take far too long to fill at the current rate. Given the high incidence of crime and violence, the JCF needs to be at full complement to fulfill its obligations.
- As the size of the JCF increases to establishment levels, reallocate resources to preventative, community policing, and maintain a highly-visible presence in troubled communities with police conducting slow patrols and engaging with the community to deter criminals and reassure citizens.
- Assess the current deployment of police stations with a view to significant rationalisation and redeployment of assets, with the closure of redundant stations and a significant increase in deployments in areas such as Westmoreland, St James, St Catherine and Clarendon. All new stations should be based on modern designs, so that police stations become more accessible and welcoming to the public.
- Commit to a more mobile strategy, with fewer officers in stations and more patrols on the street.
- The JCF remains over-centralized, which has weakened the provision of service in other sections of Jamaica. There is a need to devolve management capacity as well as assets to the Geographical Divisions, along with appropriate levels of authority.
- The main paramilitary unit of the JCF, the Mobile Reserve, currently accepts as entrants fresh graduates from the police academy with little practical experience and untested levels of emotional and psychological development. We strongly endorse recommendations to ensure that officers are recruited to the Mobile Reserve only after serving at least two years in another Division, including experience in front-line policing, and are evaluated for their psychological and emotional maturity and ability to handle stressful situations.
- Create a permanent division of the Mobile Reserve stationed in Western Jamaica.
- Address the problems with vehicle fleet management. At present, many of the JCF vehicles are unusable, due to lack of routine maintenance, while the average age of the fleet is so high that most of them would be regarded as unfit for use by the London police. The JCF must use a modern fleet management system, ensure that vehicles are assigned to front-line stations, and consider outsourcing some elements of the fleet.
- Install radio transmitters or GPS tracking devices in every police vehicle, so that the dispatchers can ‘see’ where the vehicles are and deploy them accordingly.
  - Build Area-based Command and Control Centres and ensure that all systems are computerised so that incidents, responses, developments and deployments across the country can be properly monitored and controlled in real time.
  - Establish a policy framework, standards and legislation for the deployment of CCTV camera systems in major urban centres and commercial districts, and ensure that such CCTV ecosystems are accompanied by appropriate protocol for monitoring, response and apprehension as required.
  - Introduce Body Cameras for all police officers on high-risk operations or on patrols in troubled communities.
  - Build area-based modern remand centres to hold detainees pending release, bail or transfer. Staff these remand centres with warders, so that sworn police officers can be reassigned to more urgent duties, and make better use of technology (e.g. security cameras and remote-operated doors) to reduce staffing requirements and operational costs. This releases police officers to perform higher value duties.
  - Divert the approximately J$500 million per year in annual rental expenditure paid by the JCF towards financing the construction of dedicated, purpose
Economic Growth Council Initiatives

• Increase the capacity of the police to investigate crimes including cyber crimes.

• Most reported incidents are still recorded in Station Diaries. This means that real-time searching and cross-reference across stations and divisions is not possible, which drastically reduces and compromises the intelligence yield from these data. We recommend rapid replacement of station diaries with computer-based systems.

• Improve crime-scene management, management of the chain of evidence and forensics, with more mobile facilities, and increase the number of government pathologists.

• Improve the surveillance capability of the security forces in both physical and cyber domains.

• Temporarily ban the importation of motorcycles below 500cc rating. Require that riders of motorcycles wear registered helmets and vests that have visible identification numbers that match the registration.

Accelerate reform of the justice system

• The slow pace of the administration of justice is a major obstacle that must be overcome.

• As cases meander through our court system, over years, witnesses lose interest, their memories fade and they become vulnerable to cross-examination. Strong cases are weakened, justice is not served and our collective security is compromised.

• The efficiency of our judicial system is as crucially dependent on the administrative management of the court system as it is on the adequacy and quality of the specialist professionals who comprise the system. Greater attention must be placed on the administration and management of the justice system with higher levels of accountability.

• In 2013, there was a backlog of over 400,000 charges in the court system, 205,000 of which were in Resident Magistrates Courts and 160,000 of which were traffic-related violations. This overloads and congests the system to the point where even serious cases can stretch over many years. Justice only deters crime if the punishment is swift, certain and severe, but the dysfunctional state of the justice system in Jamaica today means that punishment is neither swift nor certain. This means that there is little deterrent to crime. It also creates market opportunities for corruption and nefarious practices. If crime and violence are to be significantly reduced in Jamaica, the justice system needs to be drastically overhauled and reformed. The priority proposals that arise from our consultations to date include:

• Strengthen the management of the chain of evidence. Strengthen protocols for the preparation and recording of witness statements, police reports and management of evidence from the crime scene to the police storage facility, the forensic laboratory and the court so that all parties can be confident that the witness statements are authentic, the facts in the police report have been accurately recorded and the evidence presented is the same evidence taken from the crime scene.

• Implement efficient electronic record keeping for case files including witness statements and electronic tagging for physical evidence to improve the efficiency, transparency, security and integrity of the records.

• Courts in Jamaica end at 4pm, which is clearly sub-optimal given the large backlog of cases. The fixed court infrastructure lies idle for much of the day. It is recommended that ways are found for the court system to extend opening hours beyond 4pm.

• The ease with which adjournments are obtained allows attorneys to ‘game’ the system, and contributes to the inordinate time it takes to complete cases. It is recommended that clear guidelines are established for adjournments, with a low maximum number of permissible adjournments per trial.

• Finalise plea bargaining legislation.

• Implement the procedures that will allow for the admissibility of evidence given remotely by way of video-link.

• Reform the management of traffic violations to reduce the burden on the court system and address the high levels of non-compliance - simplify the procedure of enforcement, make most fines automatic and make more effective use of evidence from traffic cameras.

• Address the backlog and dysfunctionality at court houses through the digitisation and electronic storage of court documents and information.

Thoroughly address social exclusion

• This is a key dimension. Reforms to policing or justice cannot, in isolation, solve the problems of social exclusion. Children exposed to violence, the murder of family members, or sexual, emotional and psychological abuse, experience high levels of trauma and stress. Without appropriate social intervention, behavioral problems often emerge which create conditions favorable for gang recruitment and further acts of violence and anti-social behaviour, in a retaliatory cycle.

• Every school in troubled areas must be mandated to develop a programme with the trained personnel to deal with maladaptive behaviour, post-traumatic stress, depression and the consequences of psychological, emotional and sexual abuse of children.

• Implement a Clear, Hold, Build strategy in identifying and addressing violent communities, granting land titles where the infrastructure and regularize these communities, granting land titles where appropriate.

Strengthen border control and maintain territorial integrity

• Jamaica is an island with an open coastline 1,022 kilometers long and a maritime exclusion zone of 275,000 square kilometers which is 25 times the
size of our land mass. Jamaica needs to maintain security in this zone for a number of reasons.

- Firstly, all marine resources in this zone belong to Jamaica. Secondly, guns are a weapon of choice in Jamaica yet none are manufactured here. We have no land borders and therefore most guns enter by sea.

- The EGC supports recommendations to broaden maritime domain awareness and control. Acquire surveillance aircraft and offshore patrol vessels to improve the awareness of the security forces of all vessels that come into our maritime space. Security forces should be able to locate, identify, intercept, prosecute all vessels in our maritime space which, among other things, will allow us to stem the flow of illegal weapons. These same tools that provide border security also strengthen territorial integrity reducing the illegal trade in narcotics and human trafficking as well as enabling better environmental management, search and rescue and disaster recovery.

- Implement integrated border control policy. Enact integrated immigration, customs, port authority, maritime police, cruise ship integrated border security policy.

Resources

- This package of reform measures will require more resources to be applied to the appropriate ministries. We are of the view that resources within public bodies are the property of the Jamaican people and must be marshaled and repurposed towards resolution of the most pressing problems faced by the Jamaican people. This is especially the case when those problems conspire to immobilize communities, stifle opportunity and threaten fundamental freedoms.

- Based on this outlook we are convinced that the resources can be made available from a combination of resources available in ministry-controlled public bodies complemented by resources from central government.

**IMPROVE ACCESS TO FINANCE**

Finance is the oxygen of business. Small and medium sized businesses have too hard a problem accessing debt and equity financing. Some of the problems lie with regulatory constraints, competition, and over burdensome taxation. Arguably, aspects of the regulatory framework for the financial sector impede risk taking, which vibrant economies require, rather than promoting the prudent management of risk. Improving access to finance expands economic opportunity, improves business competition and creates a more meritocratic and fair society. The policy proposals that have emerged from our consultations include:

- Engage in financial sector regulatory review with a view to assessing regulations that impact access to finance and thus growth.

- Pursue amendments to legislation to allow for inventory and receivables to be recognised as security under the Bank of Jamaica (BOJ) Regulations.

- Pursue regulatory reform with a view to unlocking the ability of pension funds to invest in broader categories of investable assets

- Reduce the minimum capital test (MCT) requirement for insurance companies – which is 250% in Jamaica while in developed countries such as Canada the rate is 150%. This would unlock tens of billions of investable funds that could be diversified away from government bonds and invested in productive activities.

- Undertake measures to promote factoring and lease financing mechanisms.

- Expand the scale and range of financing and capacity development programmes for MSMEs, including through the DBJ partial credit guarantee programme, technical assistance voucher programme and factoring and leasing mechanisms.

- Strengthen the Venture Capital and Angel Investor Eco-System.

- Expand the role of the Credit Bureaus in public rating companies, to facilitate the determination of the level of risk that will be applied to privately issued debt by these companies.

- Develop new housing finance solutions for lower income households, including consideration of housing microfinance.

- Strengthen the operation of the secured transactions framework by the development of a secondary market for repossessed assets.

- Increase the scope and pace of land titling efforts and promote measures to strengthen the use of land tenure rights as collateral.

- Pursue assessment of use of unclaimed funds in the banking and insurance sectors to fund MSMEs.

- Undertake and publish a study on banking competition and pursue policies to increase competition in the banking industry in the medium term.

- Bring taxation on the financial services sector into line with other sectors of the economy.

**PURSUE BUREAUCRATIC REFORM TO IMPROVE THE BUSINESS ENVIRONMENT**

- Economic growth is usually led by the growth of small businesses. Enterprises that employ less than 10 persons are crucial to the growth of our economy but our processes make it difficult for them to start, to function and to grow.

- When one thinks about the inadequacies of the public bureaucracy, one needs to do so from the perspective of the firm that has 5, or 7 or 9 employees and ask how much time does it take for them to procure the licenses, the approvals, to pay the tax, to obtain the judgement. One will clearly see that our system works against these firms by imposing an unbearable burden through bureaucratic inefficiency. While larger companies, though hindered, survive the system, for smaller firms our lumbering bureaucracy is an existential threat. This can, and has to, change.

- Businesses have to interface with government in the process of production and sale of goods and services. Across all sectors in Jamaica, businesses complain that such interface is often excessively time-consuming, inefficient and burdensome and this acts as a deterrent to maximization of investment, output and job creation.

- An environment where businesses find it straightforward, simple and predictable to comply with regulations, fulfill requirements for licenses and obtain approvals for plans is an environment that is likely to induce greater economic activity. That is the kind of bureaucratic environment that we need. As such, all aspects of the interface between Government and business are in need of reform to improve effectiveness, efficiency and customer service.

- If we are serious about reform in this arena we need to review the interface institution by institution.

- Our consultations, which have not yet covered all aspects of the government/business interface, have so far yielded the following proposals which are not exhaustive. These will be followed up with refinements and further proposals on a quarterly basis, institution by institution:
Development and Building Application Approvals

- The process of reform of the land development approval process has been in train for the better part of a decade yet much remains undone. Inter-agency rivalry and vested interests conspire to frustrate the national effort. The public must demand better outcomes. If we could really streamline the development approval process without compromising on standards, we would attract a much larger influx of development initiatives, much of it local which would have a major growth inducing effect.

- Consistent with previous plans, promulgate amendments to the Town & Country Planning Act to allow for the electronic submission of applications and documents to facilitate parallel processing through an upgraded AMANDA system.

- Consistent with previous plans, we advocate for mandatory use of the development approval/building application electronic platform AMANDA or a comparable system at the Parish Council and all referral agencies by end of FY2016/2017 to fulfill all their responsibilities in the building application approval process. This should include visibility into the system by the applicant and the agencies on the status of an application at any given time.

- All building applications should be submitted electronically and the entire commenting and approval processes handled electronically.

- The technical capacity should be built within the local authorities in Disaster Risk Assessments and other areas such that routine matters in these areas can be handled by the local authority and thus reduce the number of commenting agency approvals required.

- Implement professional certification system to reduce delays caused by substandard applications and work.

- Standardise processes and procedures in all parish councils and commenting agencies.

- Harmonise fee policy and structure across Parish Councils and establish a system of only one fee to be paid by developer/investor. Such fee would include the charges of the individual agencies.

- Complete development of a National Spatial Plan to provide a strategic spatial framework to guide national development and investment decision making. The Plan will ensure the optimal use of the nation’s land and marine resources and outline the framework for their effective use and management.

- Table the Local Improvement Act to allow for the electronic submission of applications and documents to facilitate parallel processing through the AMANDA system.

- Enact the new Building Act.

- Complete Development Orders for all parishes and Portmore.

- Strengthen awareness and use of The Corruption (Prevention) Act. The Act makes soliciting or receiving a bribe by a public servant a criminal offence and also makes the offering or payment of a bribe to a public servant a criminal offence.

- Strengthen awareness and use of the Protected Disclosures (Whistle Blower) Act. The purpose of the Act is to establish procedures to facilitate the disclosure by an employee, to the relevant authorities, of any information regarding any conduct of an employer or fellow employee, which is believed to constitute improper conduct. It also provides for the protection of any person making these disclosures.

- The suggestion was made by both private and public stakeholders that ‘sting’ operations should be set up to help reduce corruption in the building application process.

- Strengthen internal audit system and establish a functioning sanction/reward system.

- Provide required fiscal, technical and legislative support to implement and enforce all actions in the Development Approval Review Process Implementation Management Plan.

Interface with the Courts

- Businesses interface with the courts routinely, for simple land sub-divisions to contract disputes. Experience suggests that the court system is inefficient and can be improved. The delays in the process of enforcing contracts and settling disputes imposes undue costs on business and contributes to an uncompetitive environment.

- We support existing plans to improve processes to enforce contracts which include (i) mandatory filing of commercial matters in the commercial division of the court and (ii) extending the hours of the courts to facilitate processing of more matters.

- Cap the time to pass judgements on cases in civil courts to six months.

- Implement online platform to track status of legislation from the Chief Parliamentary Counsel.

- Embark on a project to digitize court records

Business start-ups

- Implement on-line system for business registration and incorporation of companies to reduce the turnaround time for applications to two business days.

Paying Taxes

- The 2016 World Bank’s “Doing Business Report” suggests that for businesses to comply with Jamaica’s tax laws it take 45 days each year to pay taxes compared to 15 days for top performing countries. The process of paying taxes in Jamaica is too burdensome and this acts as a disincentive to formalization, a disincentive to compliance and for small businesses who do comply, the process contributes negatively to their competitiveness.

- Economic growth is usually led by the growth of small businesses. Enterprises
that employ less than 10 persons are crucial to our economy but our processes make it difficult for them to start, to function and to grow.

- Many of the places in towns across Jamaica where taxes are to be paid were built long ago for a different Jamaica. They have inadequate parking spaces and they have inadequate space inside. Starting from scratch today you would not locate tax collecting agencies in those areas.
- We propose reviewing the location of tax collection agencies across Jamaica with a view to addressing shortages in parking and internal customer service space.
- Embark on strategic process engineering review to reduce the time spent on paying taxes from 45 days to 15 days which is the average of the top performing countries.
- Upgrade Information Technology systems to improve electronic filing and processing.
- This is an area that the EGC will continue to focus on with additional proposals.

**Port Community System**

- Jamaica is a very open economy where trade amounts to as much as 70% of GDP. However, Jamaica has a complex, inefficient and bureaucratic trade environment that reduces competitiveness. Manual, unstandardized processes that lead to inconsistent and long cargo processing and clearance times divert cargo movement opportunities away from Jamaica and add to the cost of doing business in Jamaica. Much could be gained by decisively correcting this.
- The strategies to address this are understood and have been in train but, like much else, implementation has been behind schedule. Jamaica should fully implement a Port Community System that electronically integrates and streamlines export and import procedures and that will serve as Jamaica’s central hub for trade and logistics information processing.
- In addition, strategies should be implemented that improve documentary and border compliance and fees to international standards.

**Procurement**

- Government is a major factor in the Jamaican economy. Government spending has an impact on growth and projects undertaken by the Government have an impact on competitiveness, efficiency, service delivery, all of which impact economic growth.
- The slow pace of implementation of Government projects is often due to an archaic, multi-layered and sometimes redundant procurement process and this saps the vibrancy of the economy and contributes to missed opportunities.
- The public procurement system must be comprehensively overhauled without expanding opportunities for corruption or bias in the procurement process.
- We recommend acceleration of the completion of the Public Procurement Regulations and of the Handbook of Public Sector Procurement Procedures.

**Licensing, permitting and approval agencies**

- Many businesses rely on government agencies for licenses, permits, quotas, and approvals in the production and sale of goods and services. These are often not glamorous activities and the public is largely unaware of these processes and how insensitive they sometimes are to the needs of business.
- Inefficiency of these processes create expanded opportunities for bribes, corruption and rent-seeking behavior which increase the cost of business, lead to an inefficient allocation of resources and all together reduce the competitiveness of the Jamaican economy.
- The EGC recommends a comprehensive review of the licensing, permitting and regulatory approval processes in the fisheries, veterinary, agricultural, commodity, pharmaceutical, health, quality control standard among other divisions of government.

**STIMULATE GREATER ASSET UTILISATION**

Increasing the utilisation of dormant and under-utilised assets would have a major impact on employment and growth. The Urban Development Corporation and the Factories Corporation of Jamaica, for example, collectively own approximately J$100 billion of assets on which they earn a relatively modest return. Most of these assets do not contribute to jobs or employment. Implementing mechanisms that promote greater utilization of these assets could generate employment and induce economic growth.

Public Sector Transformation holds huge scope for improving the efficiency of government. Several functions provided by the Government of Jamaica could, arguably, be better performed by the private sector thereby improving resource allocation. Having a robust, socially responsible mechanism to accelerate privatisations and asset sales could have a meaningful growth effect.

In addition many agencies and departments of government perform similar and sometimes overlapping functions. Greater asset utilization is promoted if, in such cases, the Government merges those agencies and departments thereby achieving efficiencies and economies of scale. These efficiency gains would allow the Government to sustain funding of the security, health and education agenda all of which are growth inducing as they build human capital.

- However, the privatization and transaction model more generally, with independent ad-hoc enterprise teams led by part-time chairpersons, staffed with non-dedicated resources from the Attorney General Chambers and Ministry of Finance, with the Development Bank of Jamaica (“DBJ”) as the Secretariat is simply not scalable. This model can handle one or two privatisations/public-private partnerships a year but cannot readily be scaled to handle, for example, twenty over four years.
- There is a great need to overhaul the mechanism by which privatisations, public-private partnerships and similar transactions are undertaken to achieve scale and speed.
- We therefore recommend increasing the number of Account Executives at the DBJ handling privatisations, public-private partnerships and transactional matters.
- Have dedicated resources at the Attorney General’s chambers and at the Ministry of Finance for special direction and expertise who only work on privatisations, public-private partnerships and transactional matters.
- Set up and empower single, permanently staffed enterprise team to handle multiple privatisations and public-private partnership transactions.
- Outsource “Enterprise Teams” to for-profit firms staffed by permanent persons who compete for the mandate.
- Implement Public Sector Transformation pursuing gains in public sector efficiency, reducing duplication and achieving scale.
- Identify $30 billion of UDC/FCJ assets that can be sold for development purposes with proviso that the assets return to the government if full financing is not finalized by a certain period and if development does not commence within a specific period. The amount of $30 billion is not scientific. However the point is to engage in a transformational process of increasing the utilization of assets by selling a significant proportion of what is now dormant.
• Ensure such divestment is broad-based and socially responsible. Use capital markets and undertake measures to ensure significant pension fund and segregated insurance fund participation in asset sales and privatisations so that the people of Jamaica have continued participation.

BUILD HUMAN CAPITAL

• Human capital is too often an undervalued component in the conversation on growth, yet it is one of the key drivers of economic growth.
• In its 2011 Jamaica Country Economic Memorandum: Unlocking Growth, the World Bank, noted that one of the main cause of low productivity is “Deficiencies in human capital and entrepreneurship due inter alia to quality deficiencies in education and training and high migration rates for tertiary graduates and skilled workers”.
• In 2013 69% of the labour force had no training [STATIN 2013]. We need to focus on policies and strategies that nurture human capital development and provide education and skills training that match the needs of our economy.

Pursue Labour Market Reform

• The EGC recommends timely completion of the work of the Labour Market Reform Commission (LMRC) and implementation of the recommendations of the LMRC.
• The Government of Jamaica established a Labour Market Reform Commission in 2015 as part of the effort to strengthen the Jamaican economy, particularly through the creation of an enabling business environment while ensuring decent work for all. The LMRC is focused on five thematic areas, Education and Training; Productivity, Innovation and Technology; Labour Policies and Legislation; Social Protection; and Industrial Relations.
• Ensure the timely completion of the work of the five committees of the Commission and the implementation of the recommendations of the LMRC.
• Ensure educational and training programmes are aligned to labour market information and intelligence to arrest the mismatch between the competencies demanded by industry/employers and those supplied by the education and training system.
• Create a national repository of labour market information and intelligence.
• Create an inclusive mechanism to allow for the sharing of education and training information and intelligence by institutions.

Implement a growth-oriented, open-door, immigration policy

• The EGC recommends that Jamaica implement a growth-oriented, open-door, immigration policy.
• Jamaica does not have enough qualified persons to meet in the short term its growth agenda objectives. In this dynamic and competitive global environment, Jamaica cannot afford to put on hold these objectives until it upgrades its workforce to meet these demands.
• As it pursues a focused national education and training programme, Jamaica needs to explore additional ways to meet its labour needs and upgrade its workforce.
• Many countries have skillfully used their immigration policies to manage their labour requirements in order to grow their economies – attract investments, transfer knowledge, increase professional and skills training and increase job opportunities.
• The presence and availability of certain immigrants could encourage new industries and companies to invest and set up business in Jamaica with the assurance of the availability of the requisite professionals and skills set required.
• A growth-oriented immigration policy would allow a greater number of immigrants with advanced education and skills to legally enter, work and stay in Jamaica.
• These immigrants would not be displacing Jamaica workers. They will in the short term fill gaps in our labour market as they bring professional training and skills which are either limited in quantity or not available in Jamaica.

Immigration reform should be part of the growth agenda. It is an immediate and powerful way to increase economic growth and innovation, create broader job opportunities and increase Jamaica’s competitiveness and attractiveness as an investment destination.

• Develop a targeted open door growth-oriented immigration policy to facilitate the entry into the country of persons who have the skills, education, work experience and financial resources to make an immediate economic contribution.
• Among other things, the policy should seek to (i) modify and expand the existing visa programs to facilitate the entry of experienced, talented and entrepreneurial foreigners to work and live in Jamaica for extended periods; (ii) make it easier for such persons to work in Jamaica without the need for ongoing renewal of work permits and in specific instances without a work permit; (iii) revamp the eligibility categories, the time required and the criteria for attaining permanent residence or citizenship for such persons; (iv) create a more welcoming and less bureaucratic experience for such persons at all ports of entry.
• Amend the various laws related to immigration and work permits including the Aliens Act, 1946 and the Foreign Nationals and Commonwealth Citizens (Employment) Act, 1964 to allow for a targeted growth-oriented open door immigration policy.

Harness the power of the diaspora

• The diaspora represents a very powerful reservoir of capital, relationships, skills and expertise that remains largely untapped. Replicating and leveraging diaspora engagement models that have been successfully pioneered by India, Ireland, New Zealand, Australia and Chile among other countries would allow Jamaica to more constructively organize and harness the power of the diaspora for economic growth and social development.
• Jamaica has the second highest Diaspora population among all Caribbean islands (behind the Dominican Republic) with particularly large numbers of skilled emigrants among the ranks living abroad. Studies have found that the persistent cultural affinity and patriotism of the Diaspora can motivate individuals to contribute to
the development of their home country.

• The Jamaican Diaspora is large (estimated: 3 million in the first generation) and sent a record US$2.2 billion in remittances to the country in 2015, almost 16% of GDP and the largest source of foreign exchange in the island. In addition to remittances, the Diaspora has contributed significantly to tourism, philanthropy (primarily to education and health), overseas purchases of Jamaican exports, and supporting overseas organizations through food festivals, carnivals, and parades.

• The Diaspora can play a greater role in private and public investment, trade, knowledge transfer, and in providing mentorship and strategic guidance to local businesses and entrepreneurs. The most effective method used to facilitate Diaspora engagement in other countries has been the use of international networks as a critical mechanism to enable interaction and a connection between members of the Diaspora and individuals and companies in the home country.

• The EGC recommends the following diaspora engagement policies geared towards enabling and facilitating a greater commitment of diaspora resources and energy to the economic and social growth of Jamaica:

  • Re-purpose the Jamaica Diaspora Foundation as “Global Connect Jamaica” as a Public-Private Partnership to facilitate and encourage the Jamaican Diaspora to invest in Jamaica. Global Connect Jamaica (“GloJam”) would be an international organization and network whose central purpose would be to (1) connect Jamaicans in the Diaspora, (2) promote “Brand Jamaica” globally, (3) contribute to Jamaica’s growth and development by attracting investment to Jamaica, and (4) “pair” leading entrepreneurs, executives and professionals in the Diaspora with local businesses and entrepreneurs in Jamaica seeking to expand. GloJam would have the Prime Minister as the Patron and be headed by a Board comprised of prominent Jamaicans both in the Diaspora and resident in Jamaica.

  • Establish a special financing agency under GloJam to issue “Diaspora Bond” targeted at Jamaicans in the Diaspora and to mobilise diaspora resources for investment in Jamaica. This agency would be modeled on the Israel Bonds organization, a FINRA-regulated entity headquartered in New York, whose sole client is the state of Israel. Israel Bonds has 150+ employees in 20 offices, mostly in New York, Florida, and other cities with large Jewish populations and issues over US$1 billion in retail bonds (e.g., Jubilee Bonds and Bar Mitzvah Bonds) at low interest rates. The initial purpose would be to use proceeds from the bonds solely to re-finance existing higher cost debt (to avoid growing the debt stock) and eventually to use this as a sustainable mechanism to raise lower-cost debt capital from the Diaspora. Proceeds from the refinancing savings would be used primarily to fund specific projects and not for recurring expenses.

• Amend the Immigration Act to facilitate the issuance of a special “Global Jamaican” Immigration Card for members of the Jamaican Diaspora. This is similar to what several countries have done for their Diaspora populations who no longer have their home country citizenship. All persons born in Jamaica or of Jamaican parentage or heritage would be eligible to hold the card and would provide all the benefits of Jamaican passport holders (except the right to vote), and allows the cardholders the right to stay for an extended period in Jamaica. The purpose would be to encourage the diaspora to return, get involved, and invest in Jamaica.

• Establish a “Fast Track/One Stop” coordinating agency of all the major government agencies to address all Diaspora and investor requests and initiatives, and to ensure. This coordinating agency would include representatives from JAMPRO; Administrator General Department; National Housing Trust; Companies Office of Jamaica; Jamaica Customs Agency; National Insurance Scheme; Passport, Immigration & Citizen Agency; National Land Agency; Planning institute of Jamaica; Registrar General Department; Tax Administration Jamaica; and the Trade Board. The entity would establish a 24-hour “hotline” to address investor concerns and requests and would be focused on reducing bureaucratic obstacles.

• Work with the Ministry of Foreign Affairs and Foreign Trade to more than double the number of Honorary Consuls from Jamaica worldwide, primarily in the US, UK and Canada. Honorary Consuls serve a dual role to both: (a) promote trade and investment with, and (b) safeguard Jamaicans living in the cities they represent. The first objective would be the most important and it would target cities in the UK, Canada, and the US which are not represented now (there are only 2 in Canada, 2 in the UK and 7 in the US). Other countries such as Brazil, Spain and France have over 200 Honorary-Consuls, who are really Investment Ambassadors. These Honorary Consuls do not have a cost as they are not paid. GloJam should target wealthy “friends of Jamaica” in the Diaspora or successful Jamaicans as Honorary Consuls.

Catalyze the Implementation of Strategic Projects

• Strategic projects are critically important. As Jamaica’s experience has shown, by themselves these projects do not necessarily lead to economic growth at a national level. These projects can, however, transform towns and communities and increase competitiveness. There are currently underway a series of strategic projects primarily private sector driven or through public-private partnerships. The timely implementation of these projects is important to meeting the 5% growth target in 2020. Some of these projects are listed below.

  • Realisation of the potential of the Caymanas Special Economic Zone and other Special Economic Zone projects
  • Renewal and Redevelopment of Downtown Kingston
  • BPO/Outsourcing Sector projects
  • Development of various Integrated Resort Development Projects
  • Upgrading and expansion of Agro Parks and agro-processing projects
  • Facilitate the implementation of major tourism projects
  • Construction of the Montego Bay bypass and other road projects
  • Water supply and distribution projects
  • Renewable energy projects
  • Mining projects

Implementation of Growth Initiatives

The EGC’s focus will be on a method of implementation that encourages the Government of Jamaica to enter into an action oriented Declaration of Intent (“Declaration”) with the EGC, private sector groups, unions, and civil society. This would underscore the Government’s commitment to the specific policies that fall under each Growth Initiative, consistent with the Terms of Reference of the EGC. This approach will provide for there to be a transparent process of monitoring and reporting on implementation, and for the Declaration to be a “living document”, updated on a periodic basis.

Success in this endeavour will require public engagement and interest. Evidence and experience suggest that what gets measured gets done. The EGC will play its role in keeping the public updated, consistent with its Terms of Reference and looks forward to continued consultation, feedback and dialogue as we work together as a society to improve our collective standard of living by achieving “5% growth in 4 years”.

Economic Growth Council Initiatives
### Economic Growth Council Initiatives

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Chairman, Economic Growth Council  
Chairman, National Commercial Bank

**Ambassador Dr. Nigel Clarke**  
Vice Chairman, Economic Growth Council  
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