

VISION 2030 JAMAICA - NATIONAL DEVELOPMENT PLAN

POVERTY REDUCTION STRATEGIC PLAN

FINAL DRAFT

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VISION 2030 JAMAICA

POVERTY REDUCTION

SECTOR PLAN 2009 - 2030

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1.0 INTRODUCTION

The Poverty Reduction Strategic Plan addresses issues that impact on long-term national development. It is one of 31 sector plans that will contribute to the achievement of the National Vision, *“Jamaica the place of choice to live, work, raise families and do business”* articulated in the national Development Plan, *Vision 2030 Jamaica*. This Sector Plan was crafted around the following vision developed by the Task Force: *“Each person has the opportunity, capability and support needed to enjoy a sustainable and socially acceptable quality of life”*.

The Poverty Reduction Sector Plan is the result of extensive deliberations within the Poverty Reduction Task Force. This Task Force was constituted with wide inter-sectoral representation as one of thirty one Task Forces established to develop plans in various thematic areas. The approach used by the Task Force involved research into local and international experience, as well as broad discourse on definitional and theoretical issues, and implementation dynamics. As a critical cross-cutting issue, the dialogue on poverty has benefited from the inter-linkages among Task Forces through sharing of information and perspectives among the technical teams, and the representation of members on multiple Task Forces (Education, Training, Gender, Social Welfare, Social Security, Persons with Disabilities, Labour Market and others).

1.0.2 Poverty is multi-dimensional and complex, and is influenced by many factors, even as it has wide impact on others. Where poverty is defined as the state of being poor – unable to effectively meet basic human survival needs – the attempts to address it have to be focused and specific. The existence of poverty in a country’s population stymies the potential for economic growth and national development, as it reduces overall productivity, exerts pressure on Government resources, and often produces social instability. Where measures are successful in reducing the number of persons living in poverty, the entire society therefore benefits.

1.0.3 Poverty reduction i.e. a decrease in the proportion (and numbers) of persons whose basic human needs are not met is one of the key strategic areas of focus in social protection (See Introduction – Social Protection). It is that dimension of state social assistance that seeks to

provide sustainable solutions for impoverished households and individuals, by focusing on both demand and supply-side issues within the labour and capital markets. This entails examining strategies that improve human capabilities (education, health, public goods and employment); promoting access and opportunities in an equitable manner; responding to distinct needs of various vulnerable groups; and seeking to establish effective, consistent and inclusive service delivery.

2.0 Definition and Measurement

2.0.1 Definition

Jamaica has used a consumption based methodology for the definition and estimation of the incidence of poverty since 1989. All persons consuming below an estimated poverty line are deemed to be in poverty. This state of being poor is evidenced typically not only by an inability to procure the requisite means of subsistence, but also in deprivation of access to such public goods as basic education, healthcare, housing, transportation, safe environments and employment. While such an objective means of defining poverty is essential for the creation of policy, this must be understood in a context where the culture of the society

Box 1: Definition of Poverty

There is no consensus on the definition of poverty. The definitions so far range from the Uni-dimensional Income Approach to the Multi-dimensional UNDP (1996) Approach which looks at a wide range of human needs and potential. Most definitions appear to be based on income, consumption and capabilities or a combination of these three approaches. According to Dr. Jaslin Salmon, poverty is “a multidimensional social condition in which:

- The individual is incapacitated and/or incapable of independently procuring the requisite means of subsistence
- Able-bodied adults are unable to meet their basic consumption requirements as determined by the mean per capita consumption
- Individuals are deprived of access to such private and public resources as basic education, basic health-care, basic housing, roads, transportation, healthy environment, water and employment” (Salmon 1997:21).

The Planning Institute of Jamaica (PIOJ) – the agency responsible for calculating the level of poverty in Jamaica - uses the income approach to determine the level of poverty. According to Vanus James and Warren Benfield in making reference to the PIOJ’s Jamaica’s Policy Towards Poverty Eradication (1996) “an individual or household is considered privately poor if unable to attain a level of real consumption expenditure above an appropriate poverty line based on personal income and assets” (James & Benfield 1997:45). In 2007, the Adult Equivalent Poverty Line was increased to \$80,089.75 from \$74,349.47 in 2006, while for the reference family of five, the minimum required moved from \$281,000.75 in 2006 to \$302,696.07 in 2007 (PIOJ 2007:2.8).

James, Vanus and Warren Benfield. “Estimating Poverty in Jamaica: The PIOJ Approach”. Report on Poverty Symposium Defining and Measuring Poverty in Jamaica. The Planning Institute of Jamaica in Collaboration with the Dept. of Economics UWI Mona, (1997).

Salmon, Jaslin. “Towards a Definition of Poverty”. Report on Poverty Symposium Defining and Measuring Poverty in Jamaica. The Planning Institute of Jamaica in collaboration with The Department of Economics UWI Mona, (1997).

rooted in its history, often defines being ‘poor’ in a much broader and self-defined sense. Research studies and experience have shown that there are several qualitative dimensions to poverty. Although difficult to measure or standardize, they illustrate the complexity of the issue. Poverty is experienced by many households with respect to lack of access to goods and services, disempowerment in various forms, violence, poor educational outcomes, and questionable access to justice, for example. Poverty is also experienced in different ways by men and women, girls and boys, due to differential access and experience in the areas of education, reproductive rights, the labour market and in training curricula. A multi-dimensional, as opposed to the current uni-dimensional approach to poverty definition and measurement would explore the inclusion of some of these factors. One such is the Unsatisfied Basic Needs Approach currently being considered by policy-makers in Jamaica.

2.0.2 Measurement

The incidence of poverty is computed from the annual household-based Jamaica Survey of Living Conditions (JSLC). Based on a basket of goods and services, which include the minimum dietary allowances set by WHO/PAHO, a poverty line is estimated nationally and regionally for individuals and households. Consumption levels below the relevant poverty line are deemed inadequate to provide the minimum nutrition and associated basic necessities. An individual or household consuming below the relevant line is considered to be poor. By extension, those consuming just above the poverty line are also vulnerable to poverty. The consumption methodology is consistent with economic theory and international best practice, and is said to provide a more consistent picture of living standards, particularly in Jamaica’s context.

The value of the Gini Coefficient is computed from the consumption data in the JSLC, and depicts the relative income inequality across the consumption distribution. Measured at 0.3810 in 2005 compared with 0.3826 in 2004, the decline in the index indicated an improvement, which was also reflected in the decline in the incidence of poverty. However, in 2005 the richest ten per cent of the population had a share of 30.3 per cent of national consumption, while the poorest ten per cent had a share of 2.5 per cent. In effect the richest were almost fifteen times better off

than the poorest, in terms of consumption. When a trend is explored over the series of JSLC data, there appears to be no major overall improvement in inequality.

This Plan seeks to put forward poverty reduction strategies that address the multi-dimensional nature of the issue, for poor and vulnerable individuals, households, and communities, with a view to determining, developing and implementing sustainable actions that can promote equitable access and opportunities for the creation of economic assets, and eventual breaking of the cycle of poverty in families. A synopsis of the policy directions that have been taken prior to this Plan is followed by a brief Situational Analysis describing trends in poverty estimates and the experience of poverty programmes; lessons to be drawn on in formulating a long-term response, and the vision, goal, objectives and strategies for the short, medium and long term are then articulated.

3.0 Public Policy and Poverty: An Evolution

In examining prior development plans for Jamaica, the treatment of poverty can be described as progressive over time. Beginning with the post-independence ten year development plan 1957-1967, and successive five-year plans subsequently, the approach to addressing poverty has shifted and grown from mere palliative, welfare-driven programmes, to fostering human capital investment, strengthening social security and facilitating social stability. The Medium Term Socio-Economic Policy Framework (MTF) approach undertaken since 2004, is comprehensive, combining macro-economic, social, environmental and governance policy objectives. The MTF has created a platform for greater collaboration among donor/lender partners in undertaking analytical work, and in developing their respective country strategies; it also promotes greater alignment with GOJ's strategic priorities. The MTF will be a rolling three-year framework.

The need to prevent persons from falling back into poverty, the rights of persons with disabilities, and the drive to empower communities have all become areas of focus as the policy environment has changed. In general, the national planning process in relation to dealing with poverty as an issue has shown progressive broadening of attention to the needs of the poor, with shifts of focus from ameliorative to developmental, and from individual to community.

Some of the public policy decisions that have impacted on poverty are the introduction of a National Minimum Wage in 1979; introduction of the Micro Investment Development Agency (MIDA) to facilitate micro-enterprise creation; and macro-economic policies that have given strong support to a low-inflation economic model. These policies have contributed to increasing the levels of disposable income and consumption of the poor. The ongoing development of the rural economy through policies and projects that support small-scale producers, as well as encourage and facilitate large-scale infrastructure development and tourism, have all had varying impacts on employment and incomes.

4.0 Situational Analysis

Government strategy to reduce poverty was embodied in the National Poverty Eradication Policy document and the National Poverty Eradication Programme (NPEP) document, both developed in the mid-1990s. The focal areas were skills training, social infrastructure development, community-driven development, youth interventions and social assistance. Some 66 projects over a five-year span were initially included under the programme, spanning specific communities islandwide. The NPEP was coordinated out of the Office of the Prime Minister, and partners with other state and non-state agencies. This programme no longer exists and responsibility for the coordination of social interventions is now resident in the National Transformation Programme housed in the Office of the Prime Minister. Line Ministries and departments as well as NGOs that have been implementing programmes geared towards poverty reduction would continue these programmes.

Several NGOs are involved in poverty reduction activities at the community level, particularly in capacity building of institutions, training and empowerment. Some NGOs are supported by private sector and international donor agencies, and several work in tandem with Ministries and agencies. Community-based organizations (CBOs) have been an important linkage in the implementation of targeted initiatives, and have served to foster greater organization and mobilization within several communities.

International development partners (IDPs) continue to play key roles in poverty reduction, which has over time become for most a priority agenda item. Mobilization of international funding and

other resources, technical cooperation and various support services, have been the major contribution from these agencies. Policy-makers also have shared in a process of learning and sharing best practices, and have in many instances been guided by the expertise gained from international exposure to poverty issues. IDPs have been involved in poverty assessments, infrastructure projects, income transfer programmes, skills empowerment programmes and other initiatives.

The role of the Jamaican Diaspora also has been of critical importance, even where its contribution has not been a clearly structured one. At the household level, remittances from abroad have continued to be a cultural feature that has had socio-economic impact. Data from JSLC indicate that remittances are being received by between one third and one half of households across all quintiles. The Diaspora also has contributed in more structured ways through organizations providing charitable support to the social sector, and through economic investments. As a proportion of nominal GDP, remittances constituted 15.3 per cent in 2007.

Despite the declining trends in the poverty estimates (see Features of Poverty below), at the programme level there have been several challenges and constraints. Among the challenges to the NPEP have been administrative resource limitations, lack of consensus among programme partners, limited success in coordination, fragmented programmes, and poor monitoring and accountability. Issues that require attention include overall institutional responsibility, budget and resources, emerging population dynamics, equitable access to opportunities, and coordinated programming.

4.0.1 Determinants of poverty in Jamaica

The cyclical nature of poverty among households leads to similarity between causes and effects of poverty over time. Many of the factors impacting poverty have an inter-generational dynamic that re-creates the manifestations of poverty where they are not arrested. Major issues are:

- a. low educational attainment levels
- b. low income earning capability
- c. inability to access basic social services

- d. lack of economic opportunities leading to underemployment, unemployment and low wage employment
- e. poor rural development impacting the opportunities and livelihoods of rural households and
- f. high levels of risk due to natural hazards and poor environmental practices.

4.0.2 Features of Poverty

4.0.2.1 The Jamaica Survey of Living Conditions is the instrument used to measure household consumption and derive the estimates of poverty. Since these measurements began in 1989, a series of poverty data has been charted, and analysis indicates several key features of poverty in Jamaica. The survey also has supported the definition of poverty maps, the most recent set now being completed. Salient features arising from these investigations include:

- a. the incidence of poverty is consistently highest in the rural areas;
- b. pockets of urban poverty;
- c. poor households tend to have more adult females and more children;
- d. a greater proportion of households headed by females compared to males, is in poverty;
- e. there are no significant health (reported illnesses) disparities when compared with the non-poor population;
- f. Children are over-represented, making up more than half of those in poverty while constituting some 38 per cent of the population;
- g. The incidence of poverty among the elderly (60+ years) is higher than the national incidence.

These findings point to the continuing need for gender-sensitivity in policies, and programmes that specifically address priority population groupings, and target geographic areas.

4.0.3 Some Data-Prevalence of Poverty¹

The prevalence of poverty in Jamaica for 2007 was 9.9 per cent, a decrease of 4.4 percentage points over 2006 and 10.0 percentage points over 1997 (Table 1). Rural Areas have always recorded a higher prevalence of poverty than the other two geographic regions. The KMA has historically recorded the lowest prevalence of poverty. In 2004, the prevalence of poverty in

¹ All data are from Jamaica Survey of Living Conditions, various years.

Other Towns was lower than the KMA for the very first time. This has continued through to 2007. In general, there has been an overall downward trend in the prevalence of poverty, though regionally, the trend has been slower in Rural Areas and more notable in Other Towns. In recent years, consumption levels in Other Towns are perceived to have been boosted by expanded economic opportunities in the tourism, bauxite and construction industries.

Table 1. Prevalence of Poverty, 1994-2007 (%)

Region	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007
KMA	13.8	15.0	17.2	9.3	8.6	10.6	9.9	7.6	10.4	9.5	14.3	9.6	9.4	6.2
Other Towns	20.0	22.8	22.0	14.8	13.4	12.1	16.6	13.3	18.7	15.8	7.8	7.2	9.2	4
Rural Areas	28.8	37.0	32.8	27.4	19.5	22.0	25.1	24.1	25.1	24.2	22.1	21.1	19.8	15.3
Jamaica	22.8	27.5	26.1	19.9	15.9	16.9	18.7	16.9	19.7	19.1	16.9	14.8	14.3	9.9

Source: JSLC

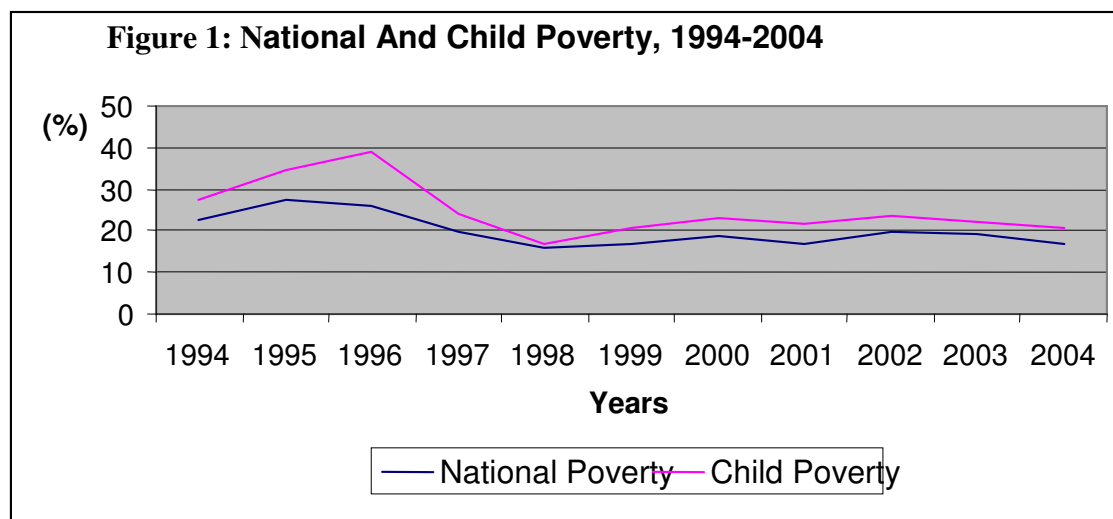
The level of child poverty² in 2004 was 20.6 per cent (Table 2), 1.5 percentage points lower than the previous year and 3.7 percentage points higher than the combined national average. The downward trend continued into 2007 when the prevalence was recorded as 11.97 per cent. As with the national figures, the prevalence of child poverty was greatest in the Rural Areas. The prevalence of child poverty moves in tandem with the general poverty figures, albeit at a higher level (Fig. 1).

Table 2. Prevalence of Child Poverty, 1994-2007 (%)

Region	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2006	2007
KMA	17.5	21.6	29.9	10.0	6.2	13.0	12.5	10.2	12.6	10.7	18.5	12.6	7.7
Other Towns	23.5	30.4	24.9	18.7	12.9	16.6	23.5	18.3	23.1	19.1	9.3	10.4	3.7
Rural Areas	33.6	43.6	49.7	32.9	20.8	26.0	28.8	29.3	28.9	27.3	25.8	23.1	17.97
Jamaica	27.2	34.4	38.9	24.0	17.0	20.6	23.0	21.8	23.5	22.1	20.6	17.4	11.97

Source: Poverty Among Jamaican Children (C. Smith, 2006, 2007 Survey of Living Conditions)

² Child poverty rate refers to the proportion out of all children 0-< 18 years who live in poor households.



The prevalence of poverty among adult males has generally been higher than among adult females over the years (see Table 3).

Table 3: Prevalence of Poverty by Sex of Adults (%)

	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007
Male	14.85	13.2	16.43	14.08	18.14	18.61	15.13	13.41	14.6	11.15
Female	13.46	14.93	15.77	13.55	16.8	15.97	13.97	12.99	13.9	8.75

A closer look at the poverty prevalence by age categories supports the finding that, when compared with the national averages, children and the elderly are over-represented among the poor.

Table 4: Prevalence of Poverty by Age (%)

Age	2000	2001	2002	2003	2004	2005	2006	2007
0-14	23.2	22.4	23.7	22.4	21	17.7	17.6	12.3
15-64	16.6	14.3	17.5	17.2	14.8	13.1	12.9	8.6
65+	16.5	13.3	19.8	19.3	15.3	15.5	12.1	10.8

In 2005 the prevalence of poverty among male headed households was 9.6 per cent compared with 11.9 per cent among female headed households. Although the prevalence has since fallen in both male and female headed households (the prevalence was 7.2 per cent and 8 per cent for male and female headed households respectively in 2007), male headed households consistently experienced a lower level of poverty than their female headed counterparts.

Table 5: Prevalence of Poverty By Sex of Head of Household (%)

	2000	2001	2002	2003	2004	2005	2006	2007
Male	12.86	10.11	13.97	14.01	11.89	9.62	9.9	7.2
Female	13.21	12.1	14.84	15.73	12	11.87	10.75	8

Toilet Facilities

The data that follows presents quintile comparisons, with the lowest quintile representing the poorest consumption group (Table 6). Using the water closet (WC) as the best standard for toilet facility, there appears to be a direct relationship between use of this facility and consumption quintile (Table 6). The percentage of each quintile that has access to this facility has increased over time.

Table 6: Use of Water Closet By Quintile, 1994, 1999, 2004 & 2007 (%)

Year	Q1	Q2	Q3	Q4	Q5
1994	13	33.7	39.5	54.6	73.2
1999	22.8	35.1	53.4	62.2	79.3
2004	33.5	43.1	57	65.9	80.5
2007	29.8	46.4	60.7	68.3	81.8

With electricity being the preferred standard for lighting, data show a direct relationship between the use of electricity and quintile level (Table 7). As with use of WC, there has been an increase in the percentage of each quintile that use electricity for lighting over time.

Table 7: Use of Electricity for Lightning By Quintile, 1994, 1999, 2004 & 2007 (%)

Year	Q1	Q2	Q3	Q4	Q5
1994	38.4	57.7	66	75.2	87.1
1999	56.5	72.1	82	84.2	90.7
2004	73.2	89.2	86.6	91.2	93.6
2007	73.6	88.7	91.6	92.0	96.1

Data from the JSLC highlight two important findings.

- Access to safe water³ is lowest in the Rural Areas and in the lowest quintile.
- Access to piped (treated) water, is also lowest in the Rural Areas and in the lowest quintile. Over the past ten years, data show a decline in overall access to piped water in all quintiles (Table 8). This may partly be explained by a decline in the availability of public standpipes, which would typically have impacted on a number of households.

Table 8: Use of Piped Water as Source of Drinking Water by Quintile, 1994, 1999, 2004 & 2007

Year	Q1	Q2	Q3	Q4	Q5
1994	71.9	73	79.2	84.7	88.7
1999	66.7	72.1	82.1	87.2	90.5
2004	62.7	67	72.3	76.6	85.9

³ Safe water is defined by the UN as including piped (treated) water, rainwater, wells and springs.

2007 60.0 69.6 72.3 78.0 86.7

The additional Tables below look at access to these amenities from the perspective of the poor and non-poor (i.e. those households below and those above the poverty line).

Table 9: Use of Water closet by Poor and Non-Poor (%)

Year	Poor	Non-Poor
1994	22.69	55.52
1999	27.17	62.33
2004	37.05	66.65
2006	31.51	69.52
2007	24.68	67.04

Table 10: Used of Piped Water as Source of Drinking Water (%)

Year	Poor	Non-Poor
1994	73.29	83.26
1999	69.78	85.08
2004	64.92	79.34
2006	58.55	76.3
2007	62.55	77.67

Table 11: Use of Electricity as Source of Lighting (%)

Year	Poor	Non-Poor
1994	43.23	75.27
1999	52.64	84.34
2004	71.07	91.36
2006	73.26	91.89
2007	67.89	92.13

With the exception of piped water, as noted above, access to the basic amenities within poor households has improved over time. However, in terms of the distribution across all households, JSLC data indicate that the poor constitute less than 10 per cent of those having access to these amenities over time.

Rural Poverty

Poverty throughout most of Latin America and the Caribbean has persistently been more of a rural than urban phenomena. The Inter American Development Bank (IDB), in reference to the

Latin American and Caribbean Region, notes that “*in relative terms, poverty can be said to be a rural phenomenon throughout most of the region. Over 60% of the poor in Mexico, Central America and the Andean countries are in rural areas*”⁴. From this perspective the greater prevalence of poverty in the rural areas of Jamaica as opposed to the urban areas, is typical of the Region. However, the proportion of the poor in rural Jamaica is markedly higher than the average cited by the Bank for the region. In this regard, in 2007, over 71 per cent of the poor were living in rural Jamaica compared with 19.9 per cent in the KMA and 8.9 per cent in Other Towns.

The factors that have contributed to this are varied. Some of the more notable include low employment opportunities due to the concentration of industries around the large urban centres and declines in large scale agriculture such as citrus, banana, cocoa and sugar cane; lower levels of education in our rural populations compared to those in the urban centres partly due to the relative sparseness of educational and training opportunities when compared to the large urban centres, absence of basic amenities such as piped water and electricity in some rural communities and the drift of trained and educated individuals from rural areas into urban centres.

The downturn in the Bauxite Industry, since 2008, may result in a worsening of the situation in areas such as Manchester and St. Elizabeth which are partly supported by this Industry. This clearly suggests that efforts at poverty reduction should place greater emphasis on rural areas.

5.0 Lessons Learned from Research, Local and International Experience

The Task Force examining Poverty Reduction has looked extensively at the experience of policy formulation and implementation in Jamaica and across the developing countries. Below are some of the major lessons that have been drawn from the assessments, which give guidance to the formulation of this long-term Plan.

⁴ Rural Poverty Reduction, Bank Strategy Paper, 1998, Inter American Development Bank (IDB).

1. Social and economic development have a symbiotic relationship; poverty reduction will not be sustained without equitable economic growth; social development must embrace macro-economic stability and growth.
2. Defining a national policy and programme for addressing poverty (1996) was progressive; however, the institutional framework, programme design and content, accountability mechanisms and operational methodologies must be given careful consideration, and consensus must be sought from all stakeholders.
3. Though urban poverty is critical, in relative terms poverty is still a rural phenomenon. Strategies to address rural poverty must acknowledge the diversity of circumstances that create and maintain rural poverty and the heterogeneity of poverty conditions even within a country.
4. Urban poverty in particular has been linked to rising levels of criminal activity. Poverty reduction models must respond to at-risk youth, especially males.
5. Extensive research is required to understand poverty issues and derive practical interventions; the very definition and measurement of poverty must be objective, even while context-driven. A poverty reduction strategy must be preceded by comprehensive impact assessment of the parameters of poverty to be addressed, including the ramifications for the wider society. In turn, a programme of ongoing research is critical to evidence-based policies.
6. National policy to reduce poverty must look beyond alleviation; options must address social inclusion, social security and economic empowerment to enable families to break away from a cycle of poverty.
7. The planning process must be aligned with the process of determining Government resources and expenditure, including the process of identifying external resources.

8. Poverty reduction requires a holistic approach involving education, health, employment, soft skills etc.
9. Promotion and support of micro-enterprise through micro-credit options and business development services is required to give some poor households a ‘jump’ on sustainable income generation. There must be initiatives however to lift the quality of products and services, develop markets, improve the use of technology, and gain competitive edge.
10. In addressing social infrastructure needs within communities, the demand-driven approach while promoting ownership and accountability, has tended to bias resources towards communities that are more organized and mobilized; these have often not been the most needy communities.
11. Within the same context as at 10 above, community engagement that embraces a holistic approach to development projects, so that there is simultaneous investment in several critical aspects of community infrastructure and economic life, stands a greater chance of a sustainable impact.
12. Poverty initiatives that dovetail into community development must recognize the heterogeneity and diversity even within a defined community. Approaches therefore have to be multi-dimensional.
13. The family remains a critical unit for initial interventions, and the dynamics of the family contexts in Jamaica must be harnessed in a positive way to be able to respond to the needs of children and youth.

BOX 2: Attempting to Identify “Basic Goods and Services”	
Reference	Categories – Basic Goods and Services
The Millennium Development Goals (MDGs) and Pro-Poor Policies (Poverty Group, United Nations Development Programme-UNDP)	<ul style="list-style-type: none"> ➤ Basic services are public goods ➤ Primary education ➤ Basic survival – food, ➤ Health care services shelter, clothing
PIOJ Health Desk	Basic health services: <ul style="list-style-type: none"> ➤ Primary care ➤ Preventive health services e.g.

BOX 2: Attempting to Identify “Basic Goods and Services”	
Reference	Categories – Basic Goods and Services
	<ul style="list-style-type: none"> immunization ➤ Public health services e.g. vector control, surveillance, sanitation ➤ Services for acute illnesses and emergencies
MDGs	<ul style="list-style-type: none"> ➤ Food (extreme poverty and hunger) ➤ Education (primary) ➤ Health (infant, maternal, HIV)
Jamaica Survey of Living Conditions 1998 poverty chapter defines the elements of the minimum basket of goods and services (PIOJ/STATIN)	<ul style="list-style-type: none"> ➤ Clothing and footwear ➤ Transportation ➤ Health care ➤ Education ➤ Personal expenses <p>N.B. These are the non-food items in the minimum basket</p>
Jamaica Survey of Living Conditions (typical modules). Here we examine what are the main aspects of living conditions and well-being that are tracked by the survey.	<ul style="list-style-type: none"> ➤ Water ➤ Sanitation ➤ Health services ➤ Education ➤ Food (nutrition) ➤ Housing ➤ Public assistance
Unsatisfied Basic Needs Approach – UNDP website e.g. Human Development Report 2006 – Water for Development	<ul style="list-style-type: none"> ➤ Water ➤ sanitation
UNDP – Mapping Living Conditions in Lebanon- UBN approach	<ul style="list-style-type: none"> ➤ Income ➤ Education ➤ Housing ➤ Water and sewerage ➤ Means of heating (Fuel)
PIOJ Poverty Mapping – stakeholder consultations on ranking of well-being indicators (Draft Report 2007)	<ul style="list-style-type: none"> ➤ Housing ➤ Income (employment) ➤ Education ➤ Water ➤ Sanitation ➤ Fuel

6.0 Strategic Vision and Planning Framework for Poverty Reduction Sector Plan

As indicated in the introduction, the Plan seeks to achieve sustainable Poverty reduction i.e. a decrease in the proportion (and numbers) of persons whose basic human needs are not met.

The vision statement for the society with respect to poverty tries to succinctly capture this as follows:

“Each person has the opportunity, capability and support needed to enjoy a sustainable and socially acceptable quality of life”

Strategic Approach

To achieve this, the Plan targets improving the human capabilities (education, health, public goods and employment) and opportunities to find sustainable livelihoods, facilitating access to basic goods and services (having regard to varying vulnerabilities and gender), and the establishment of effective, consistent and inclusive service delivery. The Framework below summarises the goals and outcomes in the Plan. This is followed by a table of indicators and targets detailed framework that identifies the goals, outcomes, strategies, actions and responsible entities.

Table 12 Summary of the Plan

Goal	Outcomes
<i>Incidence and manifestations of poverty reduced in line with established targets</i>	Improved Evidence-Based Mechanisms for Measuring and Monitoring Poverty
	Equitable access to basic goods and services
	Responsive public policy in place
	Economic opportunities for sustainable livelihoods created and/or expanded
	Social inclusion of the poor promoted

Sector Indicators and Targets

The proposed indicators and targets for the Poverty Reduction Sector Plan over the period 2009 - 2030 are presented in Table 13 below.

Table 13: Poverty Reduction Sector Plan – Indicators and Targets

Sector Indicators	Baseline	Targets			Comments
	2007 or Most Current	2012	2015	2030	
1. Prevalence of Poverty	14.3	12.1	10.5	9.0	
2. % of families that graduate from social welfare programmes					
3 Mean consumption of single parents in quintiles 4 & 5					

7.0 Implementation Framework and Action Plan for the Poverty Reduction Sector Plan

7.1 Implementation Framework

The implementation of the Poverty Reduction Sector Plan is an essential component of the implementation, monitoring and evaluation framework for the Vision 2030 Jamaica – National Development Plan. The Plan is implemented at the sectoral level by ministries, departments and agencies (MDAs) of Government as well as non-state stakeholders including the private sector, NGOs and CBOs. The involvement of stakeholders is fundamental to the successful implementation of Vision 2030 Jamaica, the National Development Plan and the Sector Plan.

7.1.1 Accountability for Implementation and Coordination

The Cabinet, as the principal body with responsibility for policy and the direction of the Government, has ultimate responsibility for implementation of the Vision 2030 Jamaica National Development Plan (NDP). Each ministry and

Components of Vision 2030 Jamaica

The Vision 2030 Jamaica National Development Plan has three (3) components:

1. **Integrated National Development Plan:**
The integrated National Development Plan presents the overall plan for Vision 2030 Jamaica, integrating all 31 sector plans into a single comprehensive plan for long-term national development. The integrated National Development Plan presents the National Vision, the four National Goals and fifteen National Outcomes, and the National Strategies required to achieve the national goals and outcomes.
2. **Medium Term Socio-Economic Policy Framework (MTF):**
The Medium Term Socio-Economic Policy Framework (MTF), is a 3-yearly plan which summarizes the national priorities and targets for the country and identifies the key actions to achieve those targets over each 3-year period from FY2009/2010 to FY2029/2030.
3. **Thirty-one (31) Sector Plans:**
At the sectoral level Vision 2030 Jamaica will be implemented through the strategic frameworks and action plans for each sector as contained in the respective sector plans. Vision 2030 Jamaica includes a total of thirty-one (31) sector plans covering the main economic, social, environmental and governance sectors relevant to national development.

agency will be accountable for implementing the NDP through various policies, programmes and interventions that are aligned with the strategies and actions of the NDP and the sector plans. A robust results-based monitoring and evaluation system will be established to ensure that goals and outcomes of the Plan are achieved. This system will build on existing national and sectoral monitoring and evaluation frameworks and will be highly participatory.

7.1.2 Resource Allocation for Implementation

Vision 2030 Jamaica places great emphasis on ensuring that resource allocation mechanisms are successfully aligned and integrated with the implementation phase of the National Development Plan and sector plans. The requirements to ensure resource allocation for implementation will include alignment of organizational plans in the public sector, private sector and civil society with the National Development Plan, MTF and sector plans; coherence between the various agency plans with the National Budget; rationalization of the prioritisation process for public sector expenditure; and increased coordination between corporate planners, project managers and financial officers across ministries and agencies.

7.2 Action Plan

The Action Plan represents the main framework for the implementation of the Poverty Reduction Sector Plan for Vision 2030 Jamaica. The tracking of implementation of this Plan will take place through the Action Plan as well as the framework of sector indicators and targets.

The Action Plan contains the following elements:

- i. Sector Goals
- ii. Sector Outcomes
- iii. Sector Strategies
- iv. Sector Actions
- v. Responsible Agencies
- vi. Timeframe

Action Plan

GOAL: Incidence and manifestations of poverty reduced in line with established targets.

OUTCOMES	STRATEGIES	ACTIONS	LEAD/IMPLEMENTING AGENCY(IES)	TIMEFRAME
1: Improved Evidence-Based Mechanisms for Measuring and Monitoring Poverty	1.1 Improve measurement and identification methodologies; be sensitive to new methodologies.	<i>Undertake and maintain ongoing research on poverty-related issues, including periodic poverty mapping exercise at defined community levels, qualitative research, and new methodologies. {1,2,3,4}</i>	PIOJ	Years 1-4
	1.2 Enhance data collection methodologies			
	1.3 Employ evidence-based research as basis for poverty measurement and monitoring	<i>Establish repository for poverty research findings (within a national repository for all research on Jamaica). {4}.</i>	PIOJ	Year 5
	1.4 Strengthen organizational capacity (to monitor poverty trends)	<i>Enhance organizational capacity and (appropriately updated) physical capacity (hardware, software, equipment) for JSLC, poverty mapping, and other research. {1,4}</i>	PIOJ	Year 2 - 5
2: Equitable access to basic goods and services	2.1 Design and implement policies, projects and programmes that target identified priority	<i>Improve rural public transportation – bus and taxi service {3,6}</i> <i>Modernize rural road</i>	Ministry w/r Transport Ministry w/r Transport, NWA	Ongoing from year 1

OUTCOMES	STRATEGIES	ACTIONS	LEAD/ IMPLEMENTING AGENCY(IES)	TIMEFRAME
	population groups and geographic areas.	<i>networks, including major and minor roads {6}</i>	Management Institute for National Development	Training in year 2-4
	2.2 Create more client-responsive services (age, disability, gender etc...) that provide “real” access for the poor.	<i>Programme of training for public officers in service delivery as part of orientation in the public sector {2}</i>	Min. w/r Transport	Year 5 onward
	2.3 Promote sustainable community development initiatives	<i>System of transport subsidy for rural poor children and elderly, to support access to services. {1.2}</i>	Min. w/r/Agriculture, Jamaica Agricultural Society, Banana Producers, Livestock Association	Year 2 onward
	2.4 Ensure access to affordable housing, and electricity	<i>Address marketing and infrastructure constraints on rural production (e.g. transport, cost of freight) {1,3,6}</i>	Min. w/r Health	2020
	2.5 Ensure access to safe water and sanitation facilities	<i>Appropriately resourced public health facilities in proximity of all densely populated areas. {1,2,6}</i>	Min. w/r/ Health	Year 1
	2.6 Provide adequate physical infrastructure including roads, public transportation	<i>Free primary health care for all, within public sector {1.2}</i> <i>Increase housing solutions for low income, in cities and regional areas to accommodate anticipated climate</i>	Min. w/r Housing, NHT, NHDC	Year 15 - 30
	2.7 Promote a culture of information-sharing.			

OUTCOMES	STRATEGIES	ACTIONS	LEAD/ IMPLEMENTING AGENCY(IES)	TIMEFRAME
		<i>change {4,6}</i>		
		<i>Electrification offered islandwide; tax relief for alternative household fuel {1,3,4,6}</i>	Rural Electrification Programme, Min. w/r/ Finance	Year 2 onward
		<i>Water and sanitation projects put in place in inner-city and other communities on scheduled basis {3,5,6}</i>	National Water Commission, National Works Agency, JSIF	Starting year 3
		<i>Public information channels strengthened by technology, marketing expertise in public agencies and relevant NGOs {1,2,7}</i>	Jamaica Information Service	Year 2 on
	2.8 Ensure access to basic foods providing recommended dietary allowance	<i>Create inclusive and non-discriminatory access to venture capital. {1,2,3}</i>	Min. w/r Finance	Year 3 onward
	2.9 Ensure access to quality secondary education	<i>Promote food security; ensure low-cost basic food items available {8}</i>	Min. w/r Industry and Commerce	Year 1 onward
	2.10 Ensure access to quality primary health care	<i>Universal access to secondary education through appropriate policy actions {9}</i>	Min. w/r Education	2012
		<i>Universal access to primary health care in public sector</i>	Min. w/r Health	Ongoing – already being

OUTCOMES	STRATEGIES	ACTIONS	LEAD/ IMPLEMENTING AGENCY(IES)	TIMEFRAME
		<i>through appropriate policy actions. {10}</i>		implemented

OUTCOMES	STRATEGIES	ACTIONS	LEAD/ IMPLEMENTING AGENCY(IES)	TIMEFRAME
3: Responsive public policy in place	3.1 Mainstream poverty concerns in all public policies	a. <i>Continue and strengthen public sector modernization programmes. {5,6}</i>	OPM	Year 3 onward
	3.2 Mainstream gender concerns in poverty policy			
	3.3 Establish an Accountability framework for poverty reduction	b. <i>Revise National Poverty Eradication Programme and Policy documents {2,3,4,7,9,10,11, 12}</i>	PIOJ	Years 1-3
	3.4 Ensure structured national policy and plan of action for poverty reduction			
	3.5 Ensure adequate public services to serve the poor	c. <i>Ministerial portfolio responsibility for poverty reduction identified; institutional responsibility assigned; human, budgetary and other resources strengthened for monitoring policy and programmes {1,3,10,12,13,}</i>	Cabinet Office	Year 1-3
	3.6 Promote macro monitoring and evaluation of the service of public agencies, to support overall national goals and joined-up government. (See Governance Sector Plan)			
	3.7 Promote macro-economic policies that protect real incomes of the poor.			
	3.8 Formalize asset ownership among the poor			
	3.9 Continue to establish and enforce minimum wage and promote policies that support decent work (The term “decent work” broadly refers to full and satisfying employment and originated in the International Labour Organisation)	d. <i>Indexing of incomes of the working poor and other vulnerable groups to inflation rate. {7}</i>	Min. w/r Finance	2015 - 2030
			Min. w/r Finance	

OUTCOMES	STRATEGIES	ACTIONS	LEAD/ IMPLEMENTING AGENCY(IES)	TIMEFRAME
4: Economic opportunities for sustainable livelihoods created and/or expanded	4.1 Promote human capital development Promote and support entrepreneurship	a. <i>Welfare to work programme instituted for poor Households {1,2,3,6,8,9}</i>	Min. w/r Labour, Social Security	Year 1-2
	4.2 Design and implement social service programmes that support poor households to seek and retain employment	b. <i>Access to credit (incl. affordable micro financing) and business support services (market development, productivity, etc.) provided {2,</i>	Min w/r Finance HEART, JBDC,	Years 1-2
	4.3 Give high priority to rural development projects			
	4.4 Utilize Public works projects (eg. bridges, schools, gullies etc.) to boost employment of poor persons	c. <i>Apprenticeship programmes in conjunction with private sector, esp. for tradesmen {1,6,9}</i>	HEART, NCTVET, Private sector	Years 1-2
	4.5 Create and strengthen economic opportunities for persons with disabilities			
	4.6 Develop appropriate mechanism for transition and absorption of displaced industry workers e.g sugar, bananas	d. <i>Widen scope of vocational training programmes and prior learning certification programmes {1,6}</i>	Min.w/r Industry and Commerce, JIPO	Years 1-3
	4.7 Promote asset creation among the poor			
	4.8 Apply gender-specific responses in identifying access and opportunity gaps and targeting resources.	e. <i>Introduce technological innovations to small farmers at low cost</i>	Min. w/r Agriculture	Years 1-3
	.	f.		28
		g. <i>them {2,4,6,7,8,9}</i>		Ongoing

OUTCOMES	STRATEGIES	ACTIONS	LEAD/ IMPLEMENTING AGENCY(IES)	TIMEFRAME
5. Social inclusion of the poor promoted	5.1 Implement the commitment to participatory approaches to policy and decision-making re poverty reduction	a. <i>Poverty Monitoring Council or Board with wide stakeholder participation established {1, 3, 8}</i>	OPM, PIOJ	Years 1-3
	5.2 Build social cohesiveness			
	5.3 Foster multi-sector partnerships between state and non-state sectors to address the needs of poor communities	b. <i>Foster social consciousness through various means (values and attitudes) (Culture and Values Sector Plan)</i>	Ministry of Culture and Sport/Fresh Start	Ongoing beginning in year 1
	5.4 Partner with relevant stakeholders to prevent inner-city violence	c. <i>Extensive public education campaign on values, attitudes (flag Culture and Values Sector Plan) {2}</i>	Ministry of Culture and Sport/Fresh Start, MOE, JIS	Beginning year 1
	5.5 Facilitate equitable treatment for all within the justice system.	d. <i>Training of personnel in justice system on human and social rights of all citizens {5}</i>	Ministry of Justice, Ministry of National Security, Justice Training Institute	Beginning year 2
		e. <i>Implement Justice Reform agenda esp. with respect to access and equity. For</i>	Ministry of Justice, Ministry of Social Security	Beginning year 1

OUTCOMES	STRATEGIES	ACTIONS	LEAD/ IMPLEMENTING AGENCY(IES)	TIMEFRAME
	5.6 Ensure appropriate and accessible information channels exist to engage the poor	<i>those socially excluded. {5}</i> f. <i>Comprehensive Inner City Renewal Programmes in place {3,4,7,9}</i>	UDC	Year 4 onward
	5.7 Deepen and expand linkages with the Diaspora	g. <i>Encourage family support systems {2,4}</i>	Church, Media, Ministry of Labour and Social Security	Year 1
	5.8 Provide opportunities and mechanisms to encourage participation in governance	h. <i>Strengthen community support systems through capacity building of NGOs, CBOs. {3,4,5,6,8,9}</i>	SDC	Year 2 onward
	5.9 Value and use input of socially excluded groups in decision-making	i. <i>Mainstream principles and policies on good governance in schools' curriculum. {4,6,9}</i>	Min w/r Education	Year 4 onward

N.B. 1. The {} brackets denote which strategies are addressed by the particular action.
2. w/r means 'with responsibility for'.

8.0 Monitoring & Evaluation Framework for the Poverty Reduction Sector Plan

8.1 Monitoring and Evaluation Framework

8.1.1 Institutional Arrangements

A number of institutions and agencies, including the following, will be involved in the monitoring and evaluation framework for the National Development Plan and the Poverty Reduction Sector Plan:

1. **Parliament:** The Vision 2030 Jamaica Annual Progress Report, will be presented to the Parliament for deliberations and discussion.
2. The **Economic Development Committee (EDC)** is a committee of Cabinet chaired by the Prime Minister. The EDC will review progress and emerging policy implications on the implementation of Vision 2030 Jamaica and the relevant sector plans.
3. **The National Planning Council (NPC)** is a consultative and advisory body which brings together top decision-makers in the Government, private sector, labour and civil society. It is proposed that the NPC accommodates discussion on the Plan at least once every quarter as a national consultative forum on the implementation of Vision 2030 Jamaica.
4. The **Vision 2030 Jamaica Technical Monitoring Committee (TMC)**, or Steering Committee, is to be chaired by the Office of the Prime Minister and will provide oversight for the technical coordination and monitoring of the Plan and reporting on the progress of implementation.
5. The **Vision 2030 Jamaica Technical Secretariat** to be institutionalized within the PIOJ will play a leading role in coordinating implementation, analyzing social and economic data and information, consolidating sectoral information into comprehensive reports on Vision 2030 Jamaica's achievements and results, maintaining liaisons with sectoral focal

points in MDAs, and supporting the establishment and operation of Thematic Working Groups.

6. **Ministries, Departments and Agencies (MDAs)** represent very important bodies within the implementation, monitoring and evaluation system. They are the Sectoral Focal Points that will provide data/information on a timely basis on the selected sector indicators and action plans, and be responsible for the timely preparation of sector reports that will feed into the Vision 2030 Jamaica Annual Progress Report. For the Poverty Reduction Sector Plan, the main MDAs comprising the relevant Sectoral Focal Point will include the Planning Institute of Jamaica, The Ministry of Labour and Social Security and the Office of the Prime Minister.
7. **Thematic Working Groups (TWGs)** are consultative bodies aimed at providing multi-stakeholder participation in improving the coordination, planning, implementation and monitoring of programmes and projects relevant to the NDP and sector plans, including the Poverty Reduction Sector Plan. TWGs will be chaired by Permanent Secretaries or senior Government officials and shall comprise technical representatives of MDAs, National Focal Points, the private sector, Civil Society Organizations and International Development Partners. TWGs will meet a minimum of twice annually.

8.2 Indicator Framework and Data Sources

Appropriate indicators are the basic building blocks of monitoring and evaluation systems. A series of results-based monitoring policy matrices will be used to monitor and track progress towards achieving the targets for the NDP and sector plans, including the Poverty Reduction Sector Plan. The performance monitoring and evaluation framework will be heavily dependent on line/sector ministries for quality and timely sectoral data and monitoring progress.

The results-based performance matrices at the national and sector levels comprise:

- At the national level, 60 proposed indicators aligned to the 15 National Outcomes
- At the sector level, a range of proposed indicators aligned to the sector goals and outcomes

- Baseline values for 2007 or the most recent past year
- Targets which outline the proposed values for the national and sector indicators for the years 2012, 2015 and 2030
- Data sources which identify the MDAs or institutions that are primarily responsible for the collection of data to measure and report on national and sector indicators
- Sources of targets
- Links to existing local and international monitoring frameworks such as the MDGs

Some gaps still exist within the performance matrix and a process of review to validate the proposed indicators and targets is being undertaken. This process is very technical and time consuming and requires significant cooperation and support from stakeholders and partners. The performance monitoring and evaluation framework will be heavily dependent on ministries for quality and timely sectoral data and monitoring progress. The system will benefit from our existing and relatively large and reliable statistical databases within the Statistical Institute of Jamaica (STATIN) and the PIOJ.

8.3 Reporting

The timely preparation and submission of progress reports and other monitoring and evaluation outputs form an integral part of the monitoring process.

The main reports/outputs of the performance monitoring system are listed below.

1. **The Vision 2030 Jamaica Annual Progress Report** will be the main output of the performance monitoring and evaluation system.
2. **The annual sectoral reports** compiled by the Sectoral Focal Points for submission to the Vision 2030 Jamaica Technical Monitoring Committee. These will be integrated into the Annual Progress Report.
3. **Other products** of the performance monitoring system include issues/sector briefs and research reports.

8.1.4 Capacity Development

There is recognition that building and strengthening technical and institutional capacity for the effective implementation, monitoring and evaluation of the NDP and the Poverty Reduction Sector Plan is critical for success. This calls for substantial resources, partnership and long-term commitment to training MDA staff. Training needs will have to be identified at all levels of the system; a reorientation of work processes, instruments, procedures and systems development will have to be undertaken; and staffing and institutional arrangements will need to be put in place. Partnership with the Management Institute for National Development (MIND) and other institutions will also be required to provide training in critical areas such as results-based project management and analysis, monitoring and evaluation, and data management to public sector staff and others.

LIST OF ACRONYMS

CBO	-	Community Based Organisation
EDC	-	Economic Development Council
GDP	-	Gross Domestic Product
IDB	-	Inter American Development Bank
IDP	-	International Development Partner
JSIF	-	Jamaica Social Investment Fund
JSLC	-	Jamaica Survey of Living Conditions
KMA	-	Kingston Metropolitan Area
MDAs	-	Ministries, Departments and Agencies
MDG	-	Millennium Development Goal
MIDA	-	Micro Investment Development Agency
MTF	-	Medium Term Socio-Economic Policy Framework
NDP	-	National Development Plan
NGO	-	Non-Government Organization
NHT	-	National Housing Trust
NHDC	-	National Housing Development Agency (now Housing Agency of Jamaica Ltd)
NPC	-	National Planning Council
NPEP	-	National Poverty Eradication Programme
PAHO	-	Pan-American Health Organization
STATIN	-	Statistical Institute of Jamaica
TMC	-	Technical Monitoring Committee
TWG	-	Thematic Working Group
WC	-	Water Closet
WHO	-	World Health Organization

APPENDIX 1

LIST OF TASK FORCE MEMBERS

Dr. Michael Witter	Task Force Chair - Department of Economics, UWI
Dr. Eva Lewis Fuller	Director, Health Promotion and Protection Division, MOH
Mr. Frank Whyllie	General Manager, Jamaica Business Loans Ltd.
Mr. Juan Carlos Espinola	Representative, United Nations Development Programme
Mr. K'andamawe	Consultant
Mr. Michael Prescod	Former Director, Public Sector Reform Unit
Mr. Michael Thorny	Association of Development Agencies (ADA)
Mr. Reginald Budhan	Permanent Secretary, Ministry of Industry Investment and Commerce
Mr. Steadman Noble	Programme Officer, Jamaica Social Policy Evaluation Project
Mrs. Collette Roberts -Risden	Director, Ministry of Labour and Social Security
Mrs. Lolita Knibb-Phillips	Ministry of Culture Youth and Sport, Possibility Programme (formerly Coordinator, National Poverty Eradication Programme)
Mrs. Lorna Sampson	Senior Project Analyst, Ministry of Finance and Planning
Mrs. Sybil Rickets	Consultant
Mrs. Tamsin Ayliffe	Representative, Department for International Development (DFID)
Ms. Joan Grant -Cummings	Environmental Foundation of Jamaica
Ms. Kim-Marie Spence	Social Development Manager, Inner City Housing Project
Ms. Lorna Sampson	Senior Project Analyst, Ministry of Finance and Planning
Ms. Shakierah Fuller	Jamaica Social Investment Fund
Ms. Suzette Irvin	Youth Information Specialist, National Centre for Youth Development
Rev. Dave Spence	Jamaica Council of Churches
Charles Clayton	NDP Social Sector Specialist , Planning Institute of Jamaica
Pauline Morrison	Planning Institute of Jamaica

Christopher Smith

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