

REVIEW OF THE PORTMORE MUNICIPAL COUNCIL

**REPORT SUBMITTED TO THE DEPARTMENT OF LOCAL
GOVERNMENT, OFFICE OF THE PRIME MINISTER JAMAICA**

BY

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Philip D. Osei
Lead Consultant

EXECUTIVE SUMMARY

The Government of Jamaica commissioned the Sir Arthur Lewis Institute of Social and Economic Studies to conduct an assessment of the Portmore Municipality experiment, six years after its inception. In the spirit of the Municipalities Act, 2003 and from usage and practice, a municipality is defined as a town or district that has its own local government. This means that the responsibility for meeting the cost of services, functions and operations will come from revenue generated by the residents in the communities. The Municipality of Portmore will, therefore, have autonomy in the effective management of the affairs of the area within its jurisdictionö (www.mlge.gov.jm. Accessed June 30, 2010). The Portmore Municipal Council (PMC) (made up of the Council and its administrative wing) was established and given the administrative autonomy as the local government of Portmore within the Parish of St Catherine. The PMC was given the following responsibilities:

- (a) The preparation and adoption of an annual budget and work plan for Portmore;
- (b) Maintenance and enhancement of the revenue base for Portmore;
- (c) Solid waste management (garbage collection and street cleaning, etc.);
- (d) Street lighting;
- (e) Code Enforcement, and
- (f) Beautification

A door-to-door survey of randomly selected citizens of Portmore (mostly heads of households who were 18 years and over) was conducted in March and April 2010 and the data from 1,211 questionnaires (respondents) were entered and analysed using the SPSS. The total population of Portmore was estimated at 200,000. In the qualitative review of the Municipal Council, 22 key stakeholders were interviewed, including the current Mayor, Deputy Mayor, Chief Administrative Manager, 5 (out of 11) Councillors, Finance and Human Resources Manager, Commercial Services Manager, Former Mayor, Former Secretary Manager, two Members of Parliament and the current and the former chairman of the Portmore Citizensø Advisory Council (PCAC), and other officers. Four town-hall meetings with break up focus group discussions were also conducted on 28th to 30th of April with assistance from the Social Development Commission of Portmore. The

participants came from Hellshire, Greater Portmore, Portmore proper and the PCAC. The study also made use of information from the Parish Development Symposium conducted on the 13th of March 2010, at which the municipality experience was reviewed and visioning of Portmore's development up to 2030 was ascertained.

The review of the municipality experience showed that the people of Portmore are generally very pleased with the conferment of a municipality status on their town since June 2003. They noted that they are pleased with having a municipal council of their own, to which they can make their requests and their concerns about municipal services known. The general feeling that emerged from the 22 elite interviews and the eighty-six (86) people who took part in the town-hall meetings was that the St Catherine Parish Council seemed distant from the problems of Portmore and that having a municipal council which includes the Portmore Citizens' Advisory Council was an advancement of local democracy.

There was a sense of achievement on the part of the citizens in that with very limited resources, the PMC established a delivery system that has enabled them to provide the necessary municipal services to the residents of Portmore. In the survey, there were 56% female respondents as against 44% male. Of the ten items measuring the *quality of life* within the Portmore Municipality, respondents were generally dissatisfied with six of them (or 60%), and only satisfied with 4 items (or 40%). Respondents were generally satisfied with the sense of safety within the municipality (62%), the quality of neighbourhoods (67%), the access to health services (50%) and the quality of library services (37%). However, respondents were generally dissatisfied with the recreational opportunities available within the municipality (60%), access to job opportunities (62%), the level of economic development (68%), consultations with service users by councillors (62%), timeliness of services (56%) and transparency within the municipality council (45%).

Of the seventeen service areas provided within the Portmore Municipality, respondents were generally dissatisfied with nine of them (or 53%), and satisfied with eight (or 47%). It is worth noting that respondents were generally dissatisfied with markets and slaughter

houses, even though revenue collection from these areas shows an increasing trend over the fiscal year 2003/2004 to 2008/2009. Individuals were also generally dissatisfied with the dissemination of information to the public about council services. This may also be another reason why individuals were not attending meetings put on by councillors. In response to the findings of the survey, the following recommendations are proposed:

1. The level of awareness of the Portmore Municipal Council programs and services was quite low in the survey. It is, thus, recommended that an awareness campaign be launched within municipal communities through newspapers, talk-back radio programmes and seminars in order to reach as wide an audience as possible, thereby making the municipal council more effective.
2. As the municipal council services are extended across Portmore, all Service Providers should develop a short and easy to understand customer service survey instruments for collecting feedbacks, on a regular basis, from clients about the services they receive, in order to provide those clients both a voice and a realization that their opinions are vital in decision making relating to municipal programs and services.
3. A serious attempt should be made by the Portmore Municipal Council to involve as many citizens as humanly possible, in its programs. In particular, special attention in this regard should be paid to females who, according to survey results, displayed much higher level of ignorance about municipal programs and, at the same time, higher level of dissatisfaction with municipal services, than males.

In the area of institution building, capacity development seemed to have been assisted by a strategy of twinning with the Cannock Chase District Council of Southern Staffordshire in the United Kingdom. But opinions are divided over the question whether the PMC has offered better services than the St Catherine Parish Council. The key reason for the lack of adequate advancement on service provision by Portmore was attributed to the PMC's lack of entitlement to a capital budget, an input to which all the other local government entities are entitled. There is also a view that Portmore's advancement has been held back by the inordinately long time that central government agencies have taken in responding to innovative business decisions, about which they have sought advice and support.

Throughout the interviews and town-hall meetings and focus group discussions, there were just a few dissenting views (three respondents in the elite interviews, to be precise) regarding why Portmore was granted municipality status. Further discussions with such people, however, revealed that they were not really against the autonomy that has been bestowed on Portmore, but what they viewed as the political expediency which brought the PMC into being. Those people thought that adequate time should have been allowed for preparation of office infrastructure before conferring municipality status. These arguments notwithstanding, the overwhelming majority of the citizens of Portmore felt that the model of municipality was good enough to be replicated to other parts of Jamaica, except that certain institutional amendments have to be made first. These amendments include the following:

1. That the institution of Directly Elected Mayor should be made stronger by allowing the occupant a casting vote in council;
2. That like the Councillors, the Mayor must be given a development fund since he/she is the only politician who has to account to all the citizens of Portmore. All the Councillors account to their divisions only, and they could therefore be re-elected for life, as long as they undertake their representational work seriously. The question was why should a Mayor be directly elected and given no clout and yet the council held the veto; and secondly, why should the mayor be denied the financial wherewithal to cause change or development in the municipality when accountability for development rested on him?
3. That the Jamaican Parliament should strongly consider giving the Portmore Municipal Council a capital budget like the other 13 local government entities since the PMC was set up to perform similar functions as the parish council or the Kingston and St Andrew Corporation.

From the study also, certain areas of management and administration were highlighted as requiring significant improvements. These include:

1. The need to institute a Results Oriented Management system to embed the strategic planning approach that has been adopted by the PMC. A Results Based Monitoring and Evaluation and cascading of departmental/unit objectives down to the level of the individual, will also be desirable.

2. Throughout the study, one value that the PMC, in its entire structure, seems to have missed is communication with its constituency. A related value is public education, which was also lacking. These twin values always go together in political analysis, and in management science also, these are the basis of responsiveness. The relevance of communication and responsiveness was perhaps captured more succinctly in the Layfield perspective on British Local Government Financing (1976), which has influenced local government and the practice of decentralisation in most Westminster Systems of Government, including local government in Jamaica. In the Layfield Report, one of the main hypotheses that were investigated by the Committee of Enquiry was that citizens will become enthusiastic in participating in local government when they are made to pay for local services through direct local taxes or fees; and when this is fulfilled in policy, local government autonomy will be enhanced). But in Portmore, this administrative doctrine seems to have been seriously hampered by the absence of a good public education culture that is ingrained in institutional practice. A lack of public education in Portmore has led to an uninformed electorate, a significant number of whom is not sure about the quality of services to expect from their municipal council, which in turn has abbreviated the practice of accountability.

3. There needs to be updated information and communications technology to help in public information and internal management. The completion of the PMC website could be hastened in order to plug the information gap existing between the Council and the public. Similarly, a local intranet will be needed to facilitate the sharing of information internally, and electronic

storage facilities could also be provided to ensure ease of retrieval of relevant information to support management decisions and research.

4. There is need for a revamped Portmore Citizensø Advisory Council. The PCAC seems to require strong leadership and substantial participation by citizen groups, instead of the present structure which seems to be dominated by service clubs and professional associations. This is what citizensø associations and ordinary citizens argued for in the focus group discussions that were held with them.
5. The PCAC, is akin to a Parish Development Committee (PDC) and as such, has resource needs like its counterparts. The new Local Government Act could take the resourcing of the PCAC into account in the revenue sharing formula that will be considered for sub-parish public participatory structures. Similarly, the PCAC can and should be encouraged to seek funding and twin with a successful PDC like Manchester and learn about fundraising, proposal writing and development planning so as to make them competent to give advice to the PMC (which is a fundamental statutory function of the PCAC).
6. Finally, the issue of the replicability of the municipality model was not unequivocal. The citizens of Portmore specifically asked for institutional amendments to be made to the Municipalities Act (noted above in this conclusion) before there is any initiative by the central authorities to extend the municipality model to other parts of the country. These requests, in our view, seem reasonable because the authorities at the Department of Local Government appreciated these demands during the Exit Consultation that was organised on August 31, 2010 to bring closure this study and noted that steps were already underway in the main local government reform process to look at the Mayorø and Chairmen of Committeesø voting issue. Aside all this, however, the main qualification

for replicability of the model could rest with the uniqueness of the human capacities of the residents of a town, the economic base of a town in its own consideration and in consideration to the town's position and contribution to a Parish. It is important to note that for most of the major towns and cities in Jamaica, their separation from the parish structure and differential treatment for purposes of turning them into a municipality may connote a serious consequence for the economic viability of the rest of the parish. Similarly, with the 'pay-your own-way' principle that seems to underpin municipality creation, the economic viability of towns may have to be checked properly before they are trumped by political enthusiasm.

PREFACE

On March 8, 2010 the Government of Jamaica contracted the Sir Arthur Lewis Institute of Social and Economic Studies to review the Portmore Municipal Council and assess the municipality experience, issuing from the conferment of municipal status on Portmore. By Portmore, it is meant the communities of Greater Portmore, Hellshire, and Portmore town.

The Terms of Reference specifically requested for the following:

1. An examination of institutional policy and organisational actions taken by the municipal council to achieve the objectives which are set out in the Charter of the Municipality of Portmore.
2. Conduct a citizensø survey (users survey) with a view to ascertaining the level of satisfaction of citizens with the services provided by the Portmore Municipal Council. Conduct town-hall meetings (with focus group discussions) with the residents of Portmore to garner information on how the citizens view the municipality experience on the whole. The survey was to be done to a margin of error of +/-3%.
3. Conduct elite interviews with key stakeholders from the Portmore Municipal Council, the Portmore Citizens Advisory Council (PCAC) and high level officials from the Department of Local Government.
4. Make recommendations to the Government of Jamaica regarding the usefulness and replicability of the municipality experience.

Operationalisation and conduct of the Research and Review

Between March 22 and April 30, 2010 SALISES initiated actions to perform the tasks assigned to it under the contract. A usersø survey of the residents of the municipality was conducted using the random sampling technique and based on an estimated population of 200,000. Ultimately, 1,211 respondents were interviewed by Graduate students from the University of the West Indies, using a structured survey instrument (see Appendix A). The data, so garnered, were entered and analysed using the Statistical Package for Social Scientists (SPSS). Broader interpretations and analysis of the survey results were also

offered based on theories and concepts in local government studies and local service delivery, and the knowledge and practice of local government and decentralisation in Jamaica, (as are expounded in chapter One of this report - Qualitative assessment of the internal management issues in the Portmore Municipal Council).

In the users' survey, the instrument was constructed to collect data from service users on their perceptions of service delivery in the municipality of Portmore. The survey instrument was composed of questions relating to the biographical information on respondents, their perceptions of the quality of life within the Portmore Municipality, their involvement in Municipal governance and their levels of satisfaction/dissatisfaction with service delivery in the municipality.

While the door-to-door survey was in progress, a series of elite interviews were conducted with key stakeholders from the Portmore Municipal Council, the Portmore Citizens Advisory Council (PCAC) and high level officials from the Department of Local Government. This was to ascertain information and knowledge for the qualitative review of the Municipal Council itself. In all, 22 people were interviewed including the current Mayor of Portmore, Deputy Mayor, Chief Administrative Manager, 5 Councillors, Finance and Human Resources Manager, Commercial Services Manager, Former Mayor, Former Secretary Manager, two Members of Parliament and current and former chairpersons of the Portmore Citizens' Advisory Council, and other officers (please see Appendix B).

Focus group discussions were conducted on the 28th, 29th and 30th of April in conjunction with the Social Development Commission. Five focus group discussions were held altogether: (i) one with a cross section of the administrative staff of the Portmore Municipal Council (mostly middle-level managers); (ii) and four with members of civil society groups, PCAC, churches, citizens' associations from the length and breadth of Portmore, professional associations, etc. In each of these five focus group discussions, the following resources were used: a facilitator, someone recording the entire discussions manually and electronically and someone to write a report of each of the five discussions. The total number of people who took part in the town-hall meetings was 86.

Evaluation of Financial Management and Financial Health of the PMC

This aspect of the evaluation focused on assessing the final accounts and revenue efforts of the PMC, providing information that can be used to improve the financial management capacity in the PMC and its constitutive departments. This was deemed important, as this capacity determines the extent to which financial management functions can be effectively devolved to the PMC and its departments. The evaluation of financial management capacity in the PMC thus entailed:

- (i) Performing a base assessment of the revenue sharing and financial management function among the centre, the St Catherine Parish Council and the PMC and its departments. This utilised the documentary analysis technique and elite interviews with selected managers of the PMC and the departments to ascertain information on personnel, equipment and other needs such as software;
- (ii) Assessing current capacity within each department, focusing on critical issues such as:
 - Qualification and experience of key personnel;
 - Availability and competence of support staff; and
 - Availability and efficacy of complementary inputs, for example, technology and advanced financial management systems.
 - Organisational coherence and coordination capacity in PMC dealings with the Inland Revenue, St Catherine Parish Council and the Department of Local Government in matters of asset determination, revenue base for Motor Vehicle Licences and Property Tax.

Exit consultation

In place of the normal technical review of draft reports by the commissioners of this evaluation study, the Department of Local Government (DLG) in conjunction with the

key stakeholders opted for an exit consultation as the mechanism by which feedback will be given to the consultant. This consultation was regarded as a participatory mechanism for giving a final critique to the report and to allow members of the stakeholder team room for discussion at length. It is important to note that the consultation was severely delayed by a number of factors including the social unrest which came in the wake of Christopher Coke's extradition to the United States of America. When it was finally convened on August 31, 2010, the attendance was very encouraging. Portmore was represented by the Mayor and the Chief Administrative Officer and the Portmore Citizens Advisory Council (PCAC) was represented by its Chairman and one founding member of the PCAC. The Department of Local Government at the Office of the Prime Minister was represented by the Director General, who also chaired the meeting. In addition to this, two Directors from the Local Government Administration and Community Service Unit; the Director of Local Government Planning and the Director of Revenue Mobilization and other key officials of the DLG attended and made contributions to the review of the draft report. The Minister of State responsible for Local Government at the Office of the Prime Minister, Honourable Robert Montague MP, much as he wished to be at the exit consultation, could not make it because he travelled on official duty.

CHAPTER ONE

Qualitative Assessment of Institutional Development and Organisational context of Service Delivery

Introduction

New perspectives on the status and functioning of local authorities has emerged from the long haul long government reform which begun in 1993. Among these perspectives is the democratic value of enhancing citizens involvement in local governance, which has taken on a palpable form in the political acceptance the concept of municipality and the enactment of laws and regulations in support of the new practice. In the spirit of the Municipalities Act of 2003 and from usage and practice of municipal governance in Jamaica, ðA municipality is defined as a town or district that has its own local governmentö (Department of Local Government, www.mlge.gov.jm). As the Department responsible for Local Government explains: ðThis means that the responsibility for meeting the cost of services, functions and operations will come from revenue generated by the residents in the communities. The Municipality of Portmore will, therefore, have autonomy in the effective management of the affairs of the area within its jurisdictionö (Department of Local Government, www.mlge.gov.jm).

Analytically, the above quotation represents a directive principle of Central Government policy towards present and future municipalities, and it reflects the doctrine that was established in the wake of the Report of the Layfield Committee of Enquiry on Local Government Finance in Britain in 1976. In the Layfield Report, one of the main hypotheses that were investigated was that citizens will become enthusiastic in participating in local government when they are made to pay for local services through direct local taxes or fees; and when this is fulfilled in policy, local government autonomy will be enhanced. The Portmore Municipal Council (PMC), made up of the Council and its administrative wing, was established and given the notional administrative autonomy

as the local government of the town of Portmore within the Parish of St Catherine. By June 2010 the PMC had been in existence for six years and its operations had impacted the citizens of Portmore in many different ways. This is the core issue around which the study was conceptualised by the government, drawing from the terms of reference elaborated above.

This chapter of the report delves into the mandate of the Portmore Municipal Council and the Charter that established it, and analyses the institutions that have been delivered by the Act and how the council has organised its affairs to provide the municipal services, for which the PMC was established in the first place. It is important to acknowledge at this juncture, the fact that the Portmore Municipal Council, as an institution, emerged out of the broader Local Government Reform which was started in 1993 with the tabling in Parliament of Ministry Paper 8/93 and subsequently Ministry Paper 7/2003. However, there is a long history of political developments at the level of national politics and grassroots organising which culminated in the conferment of municipality status. This dates back to the early 1990s.

Political activism drew to a crescendo in concert with rapid housing development in Portmore in the 1990s. However, it is important also to acknowledge, that the rapid development of housing in Portmore was no accident. Much of the housing developments were spurred by rural-urban migration and the immediate need of these internal migrants for reasonably priced homes which had proximity to the capital- where they can find jobs. Similarly, it had its roots in the spill-over of political violence in Downtown Kingston in the 1970s and the failure of the Kingston Vision 2020 plan for regeneration of the city, which yielded dismal results (Osei 2010: 65-91). Portmore was at once described as the fastest growing urban area in the Commonwealth Caribbean, and due to its nearness to Kingston and its ascribed function as a feeder of employees to the capital, Portmore became known as a "dormitory community". It literally meant that people only came to sleep in Portmore and went to work the whole day in Kingston. Rapid urbanisation led to the growth of a distinct community in Portmore whose dissatisfaction with local service rendered from Spanish Town led them to fight for a new governance and service delivery which involve the citizens integrally in the decision making process.

These, together with a series of local events, is said to have led to a coalition of local interests which culminated in the formation of the Portmore Joint Citizens Association (PJCA), one of whose leaders was George Lee, who became the first directly elected Mayor of Portmore.

There were other political developments, which can be summarised here, for brevity.

- In April 1994 the then Prime Minister, Mr P J Patterson established a Municipality Task Force with the mandate to study the political implications of transforming Portmore into a municipality and provide the requisite policy advice to the Ministry of Local Government;
- In 1996 the inconclusive study compelled Mr Patterson to prompt the Minister of Local Government, Mr Arnold Bertram to seek the advice of a private consultant on the necessary steps to be taken in the creation of the Portmore Municipality. The advice was that implementation could be staggered in two stages. Firstly, by creating a Portmore Municipal Consultative Committee (PMCC), which was to be an interim body with legal status to co-ordinate local functions and preside over the formulation of a development plan for the area; and secondly, the establishment of a Local Planning Secretariat through which the PMCC was to operate. The Local Planning Secretariat was to be supported by five sub-committees, viz., Strategic Planning, Public Relations and Community Development, Finance, Infrastructure and Amenities, and Environmental Management.
- In 1997 the Prime Minister announced that Portmore will be granted a municipal status, but it was not until 2003 when this policy materialised, under the leadership of a new Local Government Minister, Mrs Portia Simpson-Miller.
- In August 2000 the Framework Agreement for the Municipality (FAFM) delivered an institution called the Local Planning Authority, which was mandated to prepare an integrated development plan for Portmore (Schoburgh 2010: 09-110).

The Portmore Municipality Council (PMC) was, therefore, supposedly established in 2003 in response to the need for improved local public services and an enhanced avenue for public participation for its estimated 200,000 residents. The Municipality was carved out of the St Catherine Parish and given autonomy for local management, according to the policy devised by the government at the time. In a way, the PMC was also established as a vehicle for improving the responsiveness of public services at the local level. From the in-depth interviews conducted with key informants, information was ascertained which indicated that the PMC could not have been established due only to citizens' activism. The evidence shows that at the time in which the PMC was approved and a Municipalities Act enacted by Parliament to underpin it, there was a coincidence of interests between the citizens' advocacy groups and the Government of Jamaica. This assertion is in line with theories of agenda setting in public policy in which social issues or problems have to be converted into political problems for the issue to be legitimised and acted upon. At least, one interviewee indicated that the granting of the municipality status was rushed; an issue which would have affected the general readiness of human resources requirement and the financial resources to underpin the start up of a new bureaucracy (interview with a national political director).

The Portmore Municipal Council- mandate and institutions

The Portmore Municipal Council has a legal foundation in the Municipalities Act (2003), but its pedigree could be traced to the reform policy, outlined in Ministry Papers 8/93 and 7/03, which established the pivotal link between local government and community development both aimed at 'empowering citizens to exercise greater self-management'. There are five important tenets that could be identified in the new practice of governance and participation in municipality affairs, and these include:

1. **Participation:** develop opportunities for citizens to become involved in the affairs of their community and in determining the social services and regulatory framework which will best satisfy their needs and expectations.
2. **Autonomy:** set up local governing structures to verify whether public resources and authority are utilized or exercised, to their advantage.

3. **Accountability:** Establish a citizensø monitoring mechanism to ensure the efficient use of resources in meeting the needs of the community, and to ensure that the management of the affairs of the municipality are conducted in a manner which is responsive to the needs and aspirations of the inhabitants of Portmore.
4. **Development:** facilitation of wealth creation and hence poverty reduction opportunities, by taking measures to achieve public order and provision of civic amenities to enhance the quality of life of the all the inhabitants of Portmore.
5. **Empowerment:** promote social cohesion and a sense of civic duty and responsibility among inhabitants and stakeholders in Portmore in order to facilitate collective action and commitment towards achieving the goal of a harmonious and stable community¹.

The Portmore Municipality Council (PMC) has been in place for six years, and it is important to note that it did not all start with a big bang, with an established council offices, equipment and well structured committee systems. We therefore traced the evolution of the council as an organisation, as we observed that it is by doing such historical comparative assessment will the achievements of the PMC be significantly highlighted. The rest of the chapter therefore examines the evolution of internal structures, central-local relations, relations with the St Catherine Parish Council, financial management, representation of the people and service delivery

The Municipalities Act under the authority of which the PMC was brought into being on 22 June 2003, also mandated that the PMC should oversee the economic, social and cultural affairs of the municipality and exercise the functions of a Local Planning Authority. The PMC was also given a gamut of responsibilities for municipal services including:

- (a) Regulation of solid waste management, in particular garbage collection and street sweeping;
- (b) Provide street lighting;
- (c) Exercise the functions of the Local Building Authority;

¹ Drawn from the Municipality Act 2003: The Charter of the Municipality of Portmore.

- (d) Implement programmes for beautification;
- (e) Perform functions related to disaster management, and
- (f) Provide municipal amenities and facilities.²

Portmore Municipal Council: Strategic Goals

In accordance with its mandate, the Portmore Municipality Council engaged in institutional capacity building, employing strategic management tools in planning for service delivery in the municipality. A corporate plan was developed which had four strategic themes that were to be operationalised and implemented through projects and normal administration. The first of these themes was related to the delivery of high quality services³, which incidentally, is the essence of this study. In pursuing these ends, the PMC received some technical support from the Commonwealth Office Good Practice Scheme ó a partnership between Cannock Chase Council (UK) and the Portmore Municipal Council. The PMC also benefited from support from the Canadian International Development Agency (CIDA).

STRATEGIC THEME: Delivering High Quality Services

Eight Strategic Objectives were outlined:

- PMC will be a leader in the provision of excellent and innovative services
- PMC will exceed our citizens' expectations.
- Constructing of a new Municipal Complex and One Stop Shop for public services and development of new website.
- Building a stronger and more accessible Municipal Council
- Creating a change by generating income to ensure better services
- Giving more to the citizens of Portmore through Property Tax
- PMC will work with the Community and Investors.
- Ensuring state of the art communications through a new website.

² The Municipality Act 2003: The Charter of the Municipality of Portmore.

³ Strategic Priorities for Portmore. Leaflet. Prepared for Portmore and was part funded by the Commonwealth Office Good Practice Scheme.

It is against this background, therefore, that the in-depth interviews, survey and focus group discussions were conducted to find out if in the view of the citizens, the results of service provision and representation in the municipality have matched their expectations.

Evolution and institutionalisation of internal structures

Eris Schoburgh (2010: 102), a local government scholar at the University of the West Indies, in a paper she presented to the Commonwealth Local Government Conference in the Bahamas in May 2009, argued that the Portmore Municipal Council is the product of modernising local government by fragmentation. Fragmentation, in her view, seems undesirable because it breaks up the existing parish based structure of local government. But this assertion seems to contradict her own advocacy for subsidiarity as the main principle of local governance at the National Advisory Council and at an early 2009 conference in Kingston, Jamaica⁴. From the empirical work conducted for this study, the people of Portmore may agree with her on the second thesis rather than the first. Subsidiarity, defined as the principle of locating governance and service responsibilities at the level of government where the appropriate competencies exist, was the underpinning doctrine in the evolution of a municipal council for Portmore. Twenty-two respondents in the elite interviews of key stakeholders and eighty-six persons who took part in the focus group discussions all agreed that Portmore deserved a local authority of its own. The reasons offered included the following:

- That the St Catherine Parish Council was inaccessible, but that the PMC is more contiguous;
- That the PMC is far better than the St Catherine Parish Council because citizens are now able to call and make complaints or requests.
- That under the St Catherine Parish Council there was difficulty in receiving results in comparison to the PMC that is more concentrated and easily accessible;

⁴ Local Governance and Intergovernmental Relations in the Caribbean: Examining the Past, Assessing the Present and Predicting the Future. University of the West Indies, Mona. Kingston, Jamaica. January 8-9, 2009.

- That the lives of citizens of Portmore have improved immensely since 2003 in terms of accessibility to services and that the St Catherine Parish Council was ineffective and showed very little consideration for the citizens of Portmore.
- That before 2003, there were no regulations in comparison to the present council that monitors the enforcement of regulations; even though there are some services that have improved and others have not. For example, there is no public health department that is attached to the PMC and there are no representatives from Spanish Town.

The reasons above reflect general perceptions and feelings of the people consulted concerning how they viewed the council and should be seen as distinct from the evaluation of their level of satisfaction with the services provided by the PMC, which is captured qualitatively in the focus group and quantitatively in the survey that was conducted (and reported in chapter two of this report).

The essence of a municipal council is that it is a local government entity charged with representation and provision of municipal services. A prerequisite of service provision is institutional structuration to establish a delivery system or in a more arcane terminology, to establish a bureaucracy. Even though citizensø activism for direct representation by way of local governance dates back to 1995 with the Portmore Joints Citizens Association, the conversion of citizensø grievances into a politically actionable issue begun in 2001 under Minister Arnold Bertram. As one respondent, who was also one of the pioneers who helped in establishing the PMC bureaucracy noted, under Bertram, the authorities at the Ministry of Local Government went through the law to do a temporary fix rather than a permanent fix. Residents were made to have a stake in the St Catherine Parish Council, where a Committee of Portmore was accommodated because the Standing Orders of the council allowed for the establishment of ad hoc committees. The interviewee informed that the committee consisted of councillors in Portmore, but this body was not fully embraced because it was perceived as an institution for citizens to behold, but which had no serious autonomy. Bureaucratically, the next step was a move to set up a secretariat in which Portmore was to be set up as a planning authority, receiving building plans whilst functioning under the Town and Country planning Act. This did not quite work out because of logistical problems and the change of minister to

Portia Simpson-Miller. However, the Portmore Committee had the responsibility to help fashion a piece of legislation that was fit for Portmore. The Municipalities Act of 2003 facilitated the process towards local self governance, the main institutions of which we now turn to evaluate.

Efforts towards establishing a delivery system

Section 3b of the Charter of the Municipality of Portmore empowers the mayor to ðact on behalf of the Municipal Council (i) in ensuring the execution of directives and decisions of the Council; [and] during all intervals between meetings of the Councilö. This function is not unique because it is also exercised by the ceremonial mayors, under the Parish Councils Act. Section 3c of the charter empowers the mayor to ðnominate for approval of the Council, the members and chairmen of the committees of the Municipal Councilö. Similarly, Section 3(1d) empowers the mayor to ðprepare and present for the approval of the Municipal Council, an annual estimate of the revenue and expenditure to fund and carry out the programmes and operations of the Councilö. At the practical level, the budget, as it is prepared by the technical officers of the administration, is debated and approved by the Finance Committee of the Council, and it is at this forum where any discretion in terms of pursuing a mayoral vision for local development can be supported or unpacked by the Finance Committee. The mayor, being *ex-officio*, has no vote in determining the final shape of the budget and the Council has the veto in these issues. In this case, the novel results that were expected of the directly elected mayor model have seemingly been deleteriously affected by institutional paralysis that was inadvertently built into model. Emerging from the study as well, are questions arising as to whether mayors have reached the point of using the budget as a tool of achieving a developmental vision for the municipality. The research evidence showed very little in terms of the budget being used in such a strategic way. However, as noted by a former Secretary Manager, local government budget have very little in them for the exercise of discretion.

However, there exists evidence of mayoral leadership in articulating new ways of doing development in which new commercial models and public-private partnerships have been

attempted, albeit without much luck of coming into fruition due to the debilitating bureaucratic red-tape at the central government institutions with whom they collaborate in these matters. Some of the projects include a Hospital Complex (a partnership between the PMC and CayJam Limited) and a Municipal Office Complex (known locally as the Ten Year Plan) and the Rodney Arm (Hip Strip) development project. There was also a proposal to develop a development company by the PMC, which hit a dead end because the Ministry of local Government itself deemed it a new development which has no precedent and therefore gave no encouragement to the PMC. There was also a general feeling that local innovation is stifled through inaction at the level of central government, especially by the delayed release of land in Portmore owned by notable central agencies.

Interestingly, the mayor has no power of appointment or hiring and firing of council administrative staff, as that is the function of the Local Government Services Commission, so his/her executive powers are as described above. However, Section 3 (2) provides that ÷where the Chief Administrative Manager fails to execute any directives or decisions of the Council issued to him, the Mayor shall take such steps as are necessary to ensure the execution of those directives or decisionsö.

On the whole, however, there is a sense that the PMC has made considerable achievements since its inception six years ago in that it has been able to establish an administration with very little support from central government, which had promised initial funding but turned its back towards the PMC when it was time to deliver what they promised. The administration (or delivery system) has succeeded in establishing specialised service delivery units including Finance and Human Resources, Commercial Services, Enforcement and Regulation, Building and Planning Department, Customer Services, and the Disaster Risk Planning and Coordination Unit. Similarly, the relevant Council Committees have been up and running and are serviced by the relevant functional service delivery units.

Assessing the directly elected mayor model of Portmore

There is considerable confusion surrounding the directly elected mayor model in Portmore and this is the reason for the varied interpretations of the model by those interviewed. Two legal frameworks give authority to Portmore: the Municipalities Act 2003 and the Charter of the Municipality of Portmore, which is an executive instrument granted by the Minister, pursuant to Section 3 of the Municipalities Act. A close examination of the provisions shows that the model is a 'directly elected mayor with Council' model. Two climates of opinion emerged from the interviews:

1. The first, suggested that the model was an executive mayor model in which the mayor should have control over budget and local policy, and
2. The second saw the existing mayor model as one in which provisions are made for what they called 'a lame duck mayor'. Proverbially, this has created a mayor who has control over 'nothing', what in Commonwealth Ghanaian constitutional law is referred to as a 'Simpa Panin' - an elder of the house who is powerless to intervene in anything or too weak to assert leadership and authority that can cause change and development.

In the present situation in the PMC where the mayor comes from JLP and the majority-in-council is PNP, the mayor is seen as being even weaker than the ceremonial mayor of the 13 Parishes. In the present provisions too, the mayor is an ex-officio of all council committees and he/she does not have a casting vote in the general council. The analysis given by the interviewees is that, at least, the ceremonial mayor commands the majority in council and can rely on his party members to support him/her on a motion, but the existing mayor is not a councillor and does not have such a facility. A different argument, however, is that the present scenario calls for a new kind of leadership, which is qualitatively different from the adversarial Westminster style. With all these arguments considered, the overwhelming perception of those consulted for the study is that the present provisions for a directly elected mayor was seen as less progressive and calls were

made for a review of the institution. The present arrangement leaves room for second guessing or side-stepping the council, because the mayor can disassociate himself from unpopular council decisions in public.

Central-local relations

In the in-depth interviews with majority of the key stakeholders (respondents: n=22), it was revealed that central-local relations have been seemingly cordial, while two respondents noted that the relationship has been skewed ó the PMC was described as ña step childø The respondents noted that the relationship with the Department of Local Government can be improved. The main complaint was about the length of time it takes to communicate with the Department because correspondence addressed to the director General has to pass through 4 or 5 people before it gets to him.

Mention was also made of the need to mainstream the communications between the Chairman of the PMC and the Minister. It was noted that being a political representative, the Mayor can only write to the Minister and not the Director General. The political representative is separate from the administration, reflecting the old administrative principle of political neutrality of the civil service.

The relationship with other central entities with whom the PMC does business could also be improved, as asserted by some of the respondents. Some of these agencies include NEPA, the Ministry of Water and Housing and the Inland Revenue Department. An observation was made in Council that in the distribution of help by the centre for support towards securing water for the parishes to assuage shortage, Portmore with a population of about three hundred thousand was not given any. This, according to some of the PMC members, instantiates the metaphor of the step child. The PMC also sees itself as having been overly disadvantaged by the non-availability of a capital budget made to it like any other local authority in the country.

Relations with the St Catherine Parish Council

In structuring the PMC in 2003, the GOJ deliberately tied the PMC to the St Catherine Parish Council. This action was probably to ensure the sanctity of the parish and to enforce the notion that Portmore was still very much part of the St Catherine Parish. Administratively, this linkage was expressed in some transitional arrangements. These arrangements were packaged in what is referred to as the Memorandum of Understanding for Co-operation and for the Provision of Certain Services. The MOU was made between the Municipality of Portmore and the St Catherine Parish Council and was signed on 11th September 2003 by the respective mayors, at that time Mr George Lee and Dr Raymoth Notice and witnessed by Mr Ian Reid and Mr Michael Morris respectively.

The protection of the sanctity of the parish took the form of the retention of four main functions and any other that will be specified in an Order from time to time by the Minister pursuant to Section 4 (13) of the Municipalities Act. The Parish Council was to continue to exercise responsibility for the following:

1. Animal Pounds and all other responsibilities under the Pound (Amendment) Act and Keeping of Animals (Amendment) Act along with the attendant regulations;
2. Cemeteries;
3. Poor Relief; and
4. Board of Health functions (excluding mosquito eradication) (MOU, p. 2).

In addition to this, as part of the transitional arrangements, the Parish Council was empowered to remit to Portmore the appropriate percentages of the Parish's entitlement under the Parochial Revenue Fund, and this was expected to be as specified by the Minister pursuant to Section 6B (3) of the parochial Rates and Finance Act. Under this arrangement, all property taxes collected within the boundary of Portmore, less 10 percent contribution to the Equalisation Fund was to be paid to Portmore by the parish council. Similarly, for fiscal year 2003/04 the PMC and St Catherine Parish Council agreed to divide up the proceeds from Motor Vehicle Licences evenly among the forty (40) councillors of the parish, with the municipality benefiting to the tune of 11/40th of

the collections. Furthermore, with the exception of Trade Licences, all revenues under the category of General Revenues payable to Portmore were to be collected by the Municipality Council, beginning from November 3, 2003. It was also agreed that beginning from September 2003 the Portmore Municipality will received twenty percent (20%) of revenues collected for Trade Licences, and that this was to continue in force until both parties agree otherwise. For Barbers and Hairdressers Licence collected in September and October of 2003, 15% was to be paid to Portmore; and 10% of the licences from Places of Amusement and 18 % of the Building and Subdivision fees, Billboards and Encroachment Fees was also to be paid to Portmore by the St Catherine Parish Council. The remuneration for all the services specified above was to be attached to the MOU. From the interviews with the Chief Administrative Officer of the PMC, it was gathered that the arrangements made under the MOU were successfully carried out and that the PMC has now weaned itself from most of those transitional services and are providing them on their own except Trade Licences.

Its was also noted by the councillors and senior administrative staff interviewed that the relations with St Catherine Parish Council had been cordial and that the PMC being an infant entity had benefited from lesson drawing and sharing of expertise with the parish council.

Financial management

This section of the report examines how the PMC collected and managed its revenues in the last six years. It is to be noted that due to the PMC's adherence to the central directive to bring their financial returns up-to-date, the final accounts for the six years under review were available for analysis.

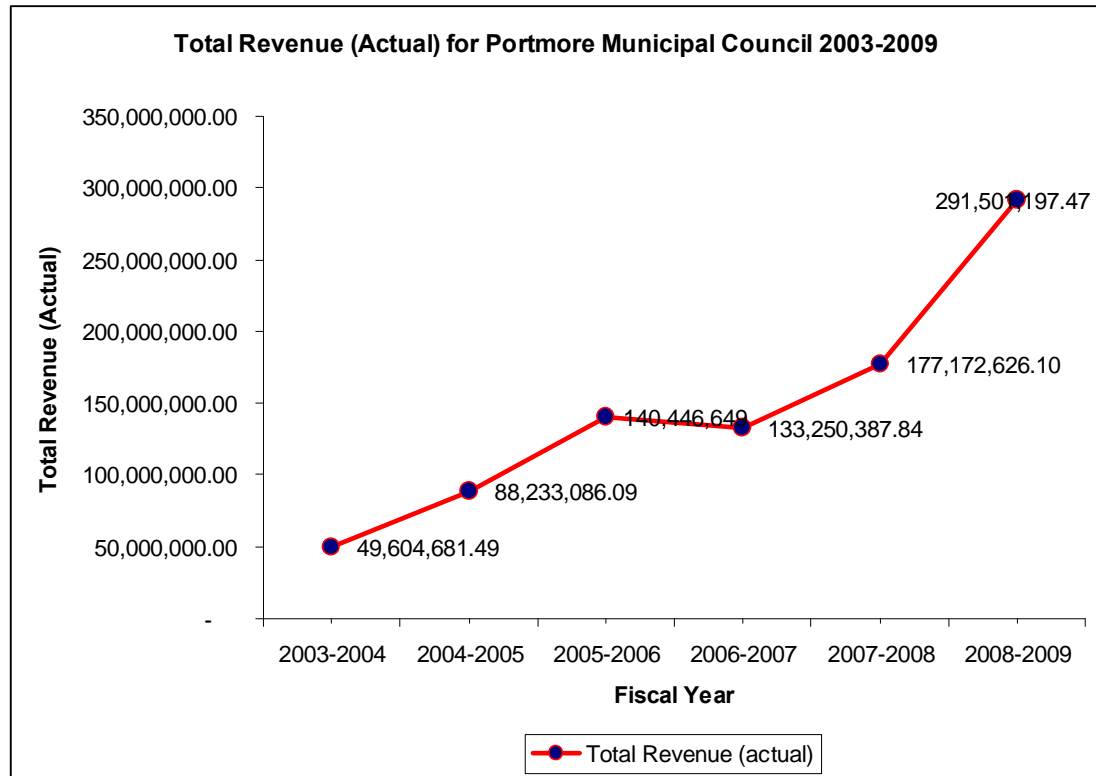
General Analysis of the Finances of the Portmore Municipal Council for Fiscal Years 2003/2004 to 2008/2009

Revenue collection in current prices exhibits an upward trend for the Portmore municipality for fiscal years 2003/2004 to 2008/2009. These findings are depicted in table 1 and chart 1 below.

Table 1: Total Revenue (Actual) for the Portmore Municipal Council for Fiscal Years 2003-2009.

Fiscal Year	Total Revenue (actual)
2003-2004	49,604,681.49
2004-2005	88,233,086.09
2005-2006	140,446,649
2006-2007	133,250,387.84
2007-2008	177,172,626.10
2008-2009	291,501,197.47

Chart 1: Trend in Total Revenue for Portmore Municipal Council for Fiscal years 2003-2009



Total revenue consists of grants from central government and own source revenues. Own source revenues of the parish council are divided into two groups:

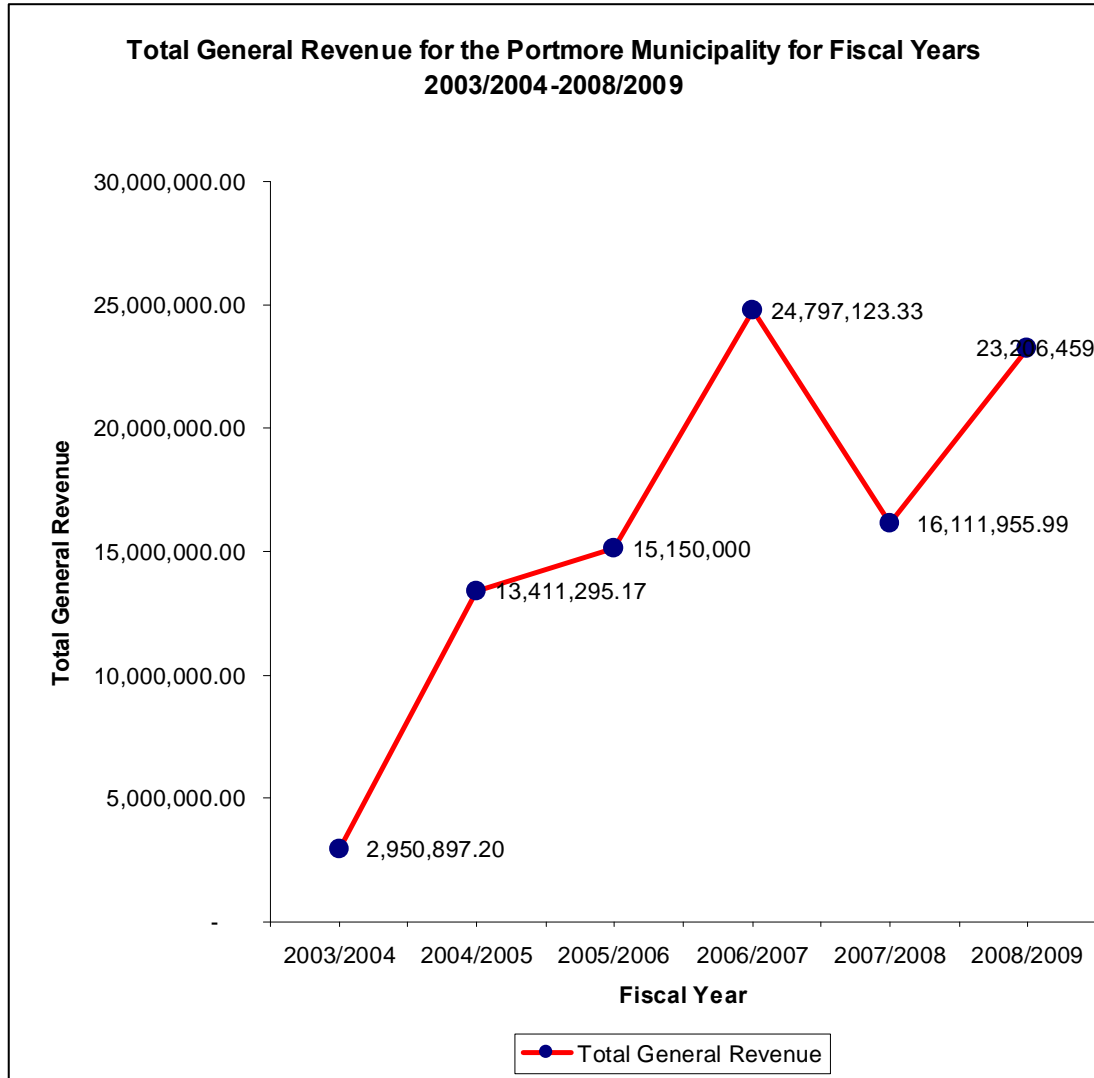
- 1) Revenue from commercial services such as market fees, cemetery fees, car parks and car and animal products.
- 2) General revenues such as building and subdivision fees, trade licences including barbers and hair dressers' licences, parking and tow away fees and fines.

Total general revenue in current prices for the Portmore municipality council with the exception of fiscal year 2007/2008, showed an upward trend for the fiscal years 2003/2004 to 2008/2009. These findings are depicted in table 2 and chart 2 below.

Table 2: Total General Revenue for the Portmore Municipality Council for Fiscal Years 2003/2004- 2008/2009

General Revenue	Fiscal Year					
	2003/2004	2004/2005	2005/2006	2006/2007	2007/2008	2008/2009
Trade Licences	145,288.16	333,838.05	500,000.00	567,777.99	546,577.68	842,939.17
Building and Subdivision Fees	2,273,312.85	10,478,418.07	12,000,000	21,305,523.90	12,108,770.64	15,338,124.99
Barbers and hairdressers Licence Fees	57,916.20	471,750.00	500,000.00	455,000.00	561,000.00	740,900.00
Places of Amusement	95,720.00	614,250.00	800,000.00	1,019,000.00	1,087,000.00	1,819,500.00
Billboard & Signs	72,209.99	543,650.00	1,000,000.00	1,157,000.00	1,122,000.00	2,528,150.00
Market Fees	306,450.00	272,130.00		41,200.00	62,900.00	69,000.00
Misc Income		131,622.95		-	146,988.76	216,504.84
Hoarding Fees					476,718.91	375,000.00
Rental & Leasing-Property						1,276,340.00
Pound Fees			100,000.00			
Numbering Fees			100,000.00			
Transportation Centre Interest from Investments		565,636.10		62,780.41		
Shop Licences			150,000.00			
Butchers' Licences						
Total	2,950,897.20	13,411,295.17	15,150,000	24,797,123.33	16,111,955.99	23,206,459

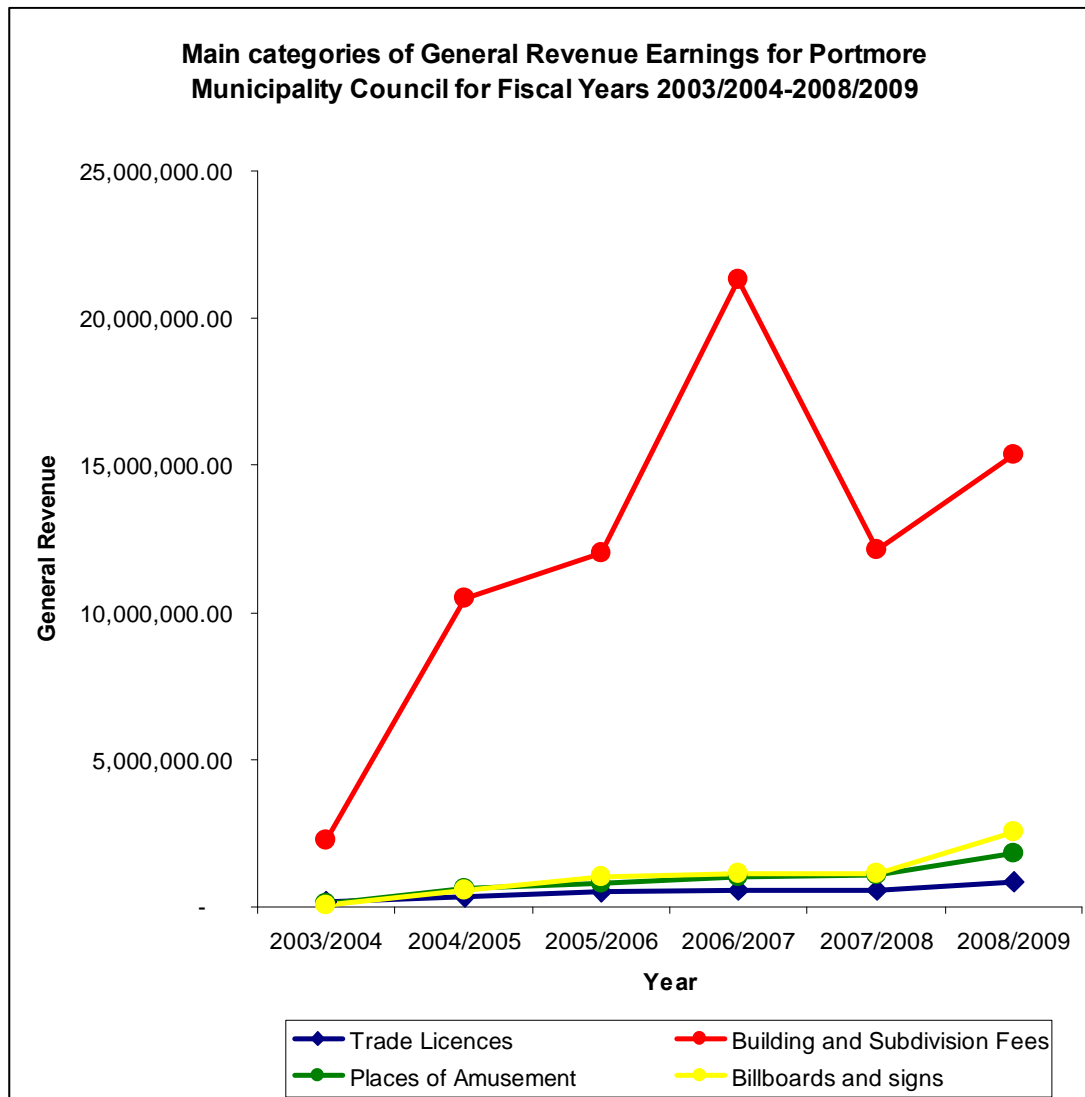
Chart 2: Trends in Total General Revenue for the Portmore Municipality for the Fiscal Years 2003/2004- 2008/2009



As shown in table 2 above the main areas of general revenue earnings for fiscal years 2003/2004 to 2008/2009 are buildings and subdivision fees, billboards and signs, places of amusement, and trade licences. However, other categories of general revenue earning have shown a steady increase such as market fees and barbers and hair dressers licence fees. The trends in the main categories of general revenue earnings are depicted in chart 3 below. There has been an upward trend in earnings from all four categories with the exception of fiscal year 2007/2008 where earnings from building and subdivision fees

which are the major earner of general revenue declined significantly. In addition, earnings from billboards and signs and trade licences also declined in fiscal year 2007/2008. The drastic reduction in total general revenue for fiscal year 2007/2008 was attributed to the vast reduction in revenue earnings from building and subdivision fees.

Chart 3: Trends in Main Categories of General Revenue Earnings for the Portmore Municipality Council for Fiscal Years 2003/2004-2008/2009



Parochial Revenue Fund

The parochial revenue fund consists of receipts from property tax, motor vehicle licence fees and the equalization fund. Equalization is cash payments made to parish councils with the objective of offsetting differences in available revenue to provide public services.

The parochial revenue fund in constant prices for the Portmore Municipal council exhibited an upward trend for fiscal years 2003/2004 to 2008/2009. As depicted in chart 4 and table 3 below, the parochial revenue fund seems to decline in fiscal year 2006/2007. However, it is worth noting that the parochial revenue fund for 2005/2006 is an estimate as actual revenue for 2005/2006 for this council was not available. As depicted in chart 4b below, as earnings from property tax and motor vehicle licence fees increase the equalization fund decreases.

Table 3: Parochial Revenue Fund for the Portmore Municipal Council for the Fiscal Year 2003/2004-2008/2009

Fiscal Year						
Parochial Revenue Fund	2003/2004	2004/2005	2005/2006	2006/2007	2007/2008	2008/2009
Receipts from Property Tax		1,395,792.00	34,333,200	13,159,187.97	56,437,263.26	87,946,801.19
Motor Vehicle Licence Fees	26,408,480.00	39,450,642	43,992,649	48,384,455.24	50,927,667.32	67,886,076.83
Equalization		8,760,000		8,357,550	8,633,357	3,000,000
Total	26,408,480.00	49,606,434	78,325,849	69,901,193.21	115,998,287.58	158,832,878.02

Chart 4a: Total Parochial Revenue Fund for the Portmore Municipal Council for Fiscal Year 2003/2004-2008/2009

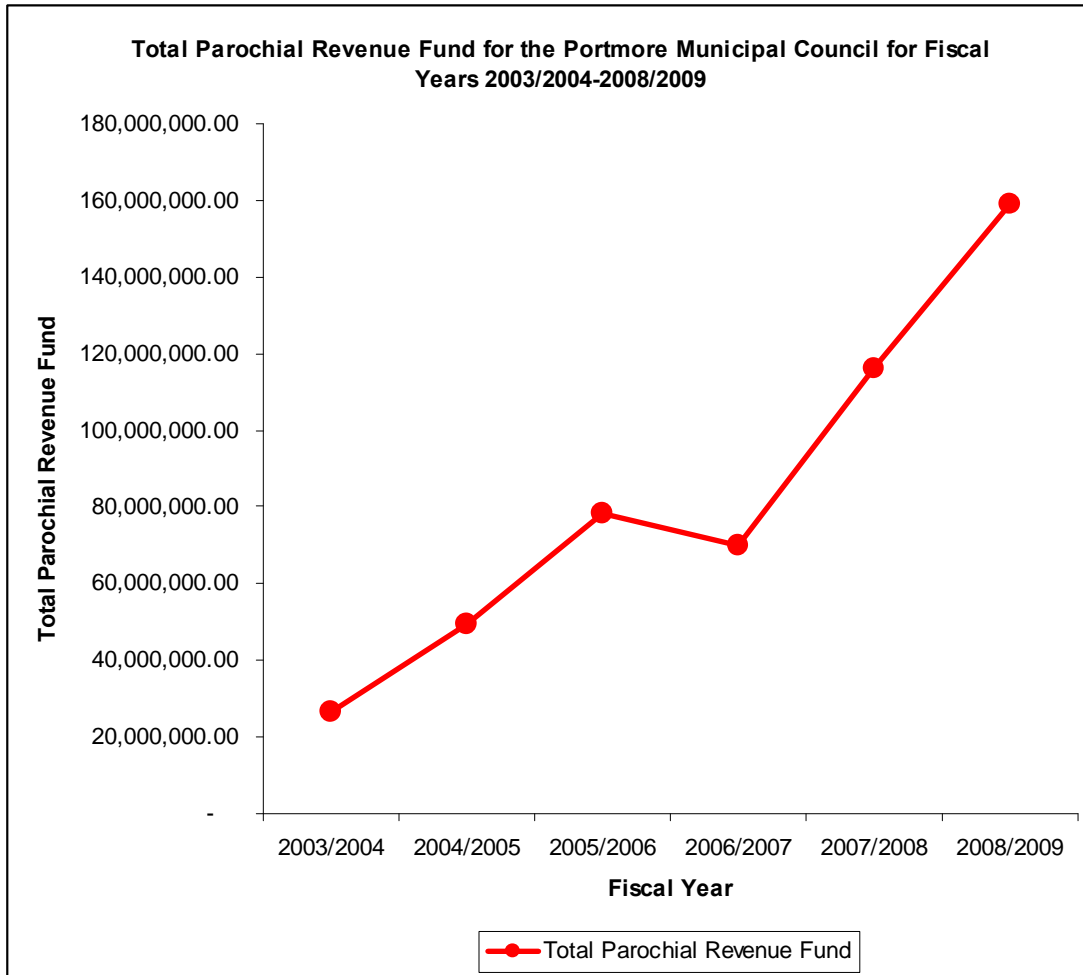
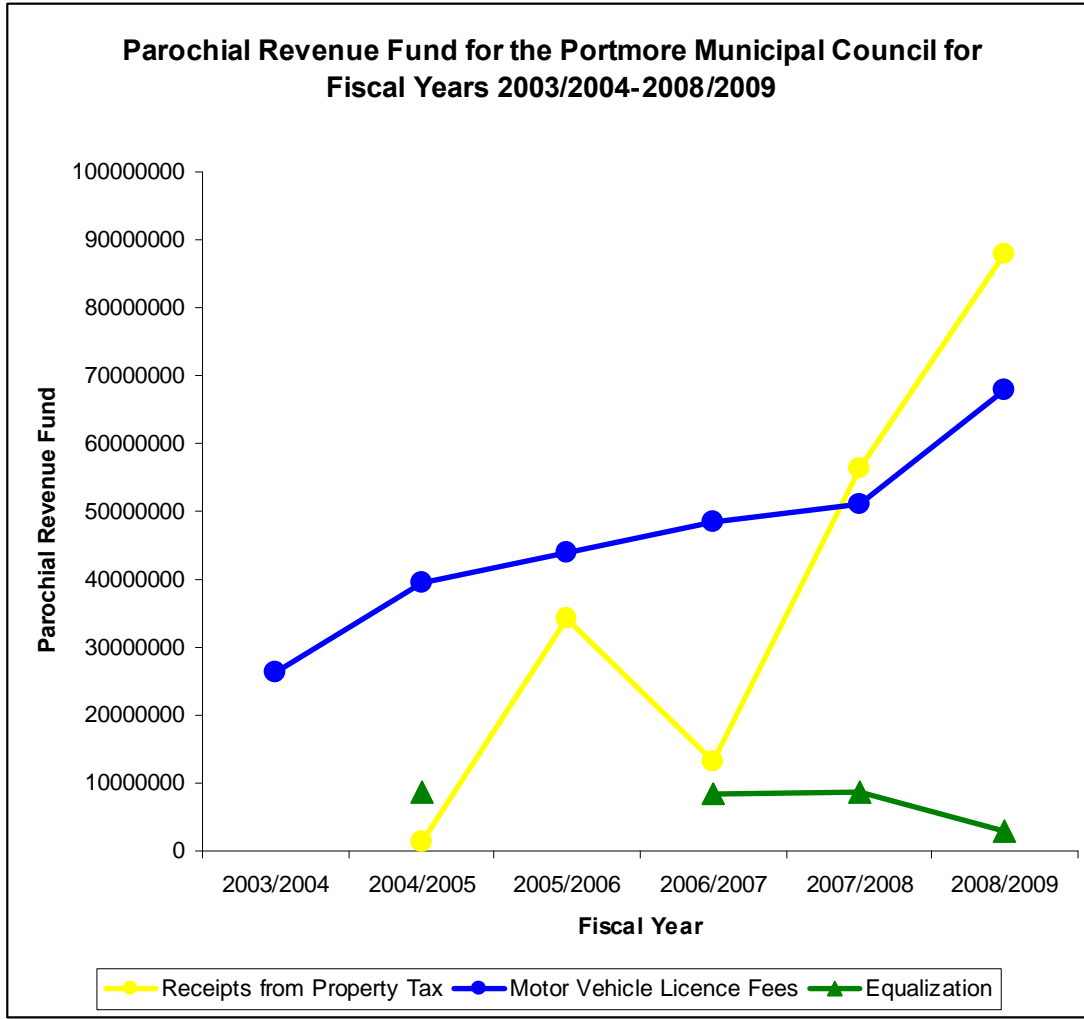


Chart 4b: Parochial Revenue Fund for the Portmore Municipal Council for Fiscal Year 2003/2004-2008/2009



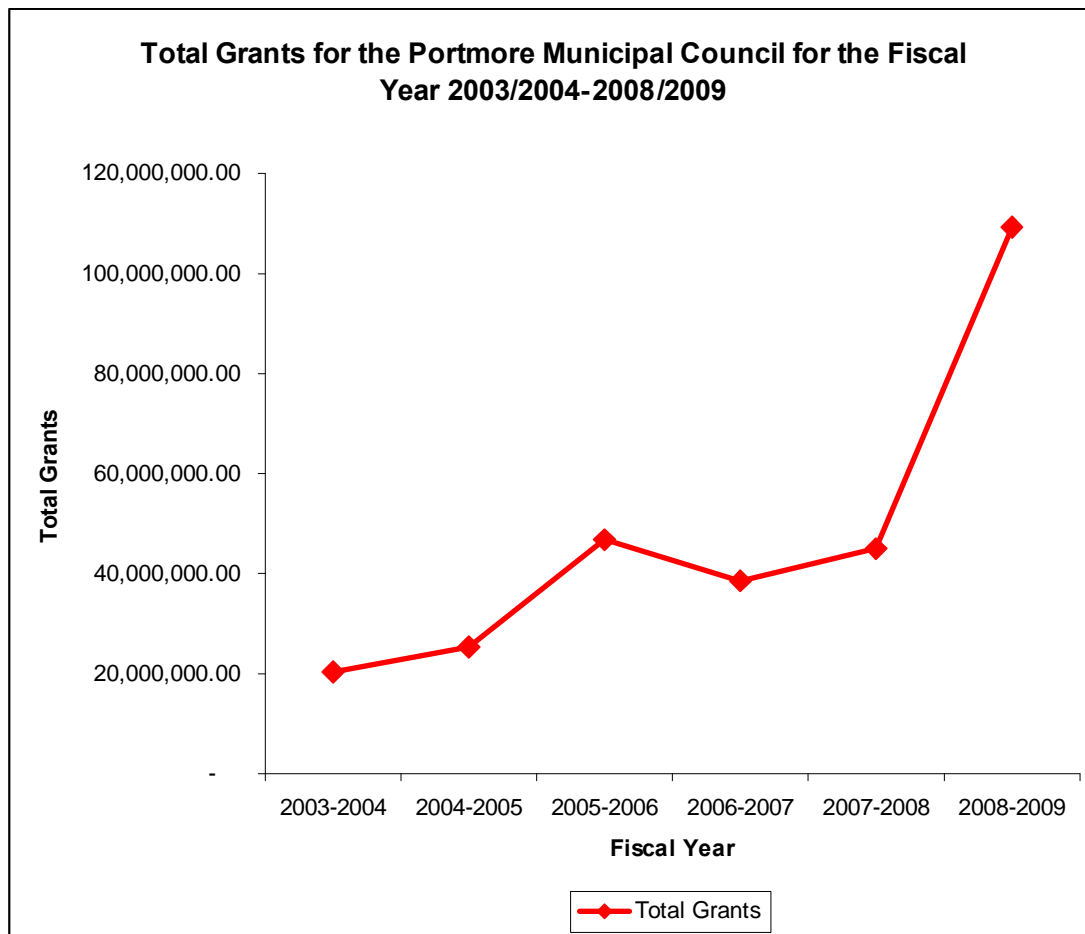
Grants

As depicted in table 4 and chart 5 below, total grants in current prices for the Portmore municipal council shows an upward trend for the fiscal years 2003/2004 to 2008/2009.

Table 4: Total Grants for the Portmore Municipal Council for the Fiscal Years 2003/2004-2008/2009

Fiscal Year	Total Grants
2003-2004	20,245,304.29
2004-2005	25,215,356.92
2005-2006	46,872,000.00
2006-2007	38,552,071.30
2007-2008	45,062,382.53
2008-2009	109,461,860.45

Chart 5: Trends in Total Grants for the Portmore Municipal Council for the Fiscal Years 2003/2004 to 2008/2009



The potential for making additional earnings for the PMC has not been maximised due to the lack of a capital budget, which has slowed down projects such as the upgrading of the bus terminal and other business proposals.

Representation of the people

In this section, we examine the structures of representation, looking at how the mayor, councillors and the Portmore Citizensø Advisory Council have performed their roles and represented the people of Portmore. The evidence presented here reflects the information gathered through the elite interviews of the key stakeholders (councillors, administration staff, reformers from the centre, past and present PCAC members) and rank and file

citizens of Portmore who took part in the town-hall meeting and the Parish Development Symposium and visioning exercise on March 13, 2010 and the focus group discussions.

At this juncture, it is important to reiterate that the study found out that there was agreement across the board among all the people consulted that citizensø action played a significant role in getting the GOJ to respond and create a municipal council for Portmore instead of a city council as had been attempted by Minister Arnold Bertram. It is also a poignant point that the level of citizensø activism in 2003 was such that the GOJ made a concession to them by including the umbrella PCAC in the governance structure of the PMC. Therefore, whereas the Parish Development Committees which were created under the reform policy- Ministry Paper 8/93 languished for lack of effective recognition under the law, the PCAC was legally recognised, and as such, its long term role in the governance of Portmore was assured because it is an institution that the PMC was empowered under Section 7 of the Charter of the Municipality of Portmore to established within sixty days of its inauguration.

The PCAC is empowered under Section 7 (3b) to ñnominate persons to sit on committees of the Municipal Councilö, and ñmake recommendations in respect of the policies, programmes and plans of the Municipalityö. The participatory role of the PCAC is further strengthened by the provisions made in Section 7 (3c-f) which empowers the advisory council to receive and review Annual Reports on the performance of the Municipality and be apprised of proposals for the annual budget of revenue and expenditure of the Municipality. It is also empowered to establish a sub-committee of the Advisory Council to be known as the Municipality of Portmore Public Accounts Committee (MPPAC). The role of the MPPAC are as follows:

- I. ñReview the accounts and transactions of the Municipality;
- II. Examine any audit reports; and
- III. Request officers of the Municipality to explain any matters which the committee may require elaborationö (Section 7 (3f).

The PCAC is also to be consulted in relation to the preparation and implementation of plans for the strategic and sustainable development of the Municipality. And because of

its powerful role, members of the PCAC are expected to serve for two years, and they shall be eligible for re-appointment.

What has happened in practice is that the PCAC has not maximised its potential. The self account given to the research team during the in-depth interviews with past and present executives indicated that the Advisory Council was strong in the period before June 2003 when the PMC was established and in 2005-2006 when the PCAC was galvanised by the toll issue that was associated with the construction of the Portmore leg of the Highway 2000. The PCAC's public accounts committee role only started in 2007, but the effectiveness of this function, were informed, has been bedevilled by the lack of a secretariat and general lack of resources. Yet, the interview with one of the past chairmen revealed that the PCAC was able to raise funds to support the campaign and litigation that were associated with the Toll Road imbroglio. This means that the potential is there to be harnessed, when the PCAC grasps the nettle and improve its organisation.

In the focus group discussions with citizens of the Municipality, the participants were asked the question 'has the PMC and the PCAC improved the quality of life of Portmore residents?' The review of representation was sometimes critical and damning. The citizens were critical of the PCAC not being more involved in voicing the problems of the citizens. The PCAC was noted as being ineffective. Some even went to the extent of asking that the PMC should revisit its vision and mission statements and see if they are aligned to the goals they have been pursuing, especially in the area of fogging and dealing with the mosquito menace in the municipality.

An important question in the elite interviews with the councillors and mayor was 'how have you organised yourself to represent the people of Portmore?' A continuum can be constructed, which has two polar answers. To one extreme, there is no special requirement for councillors to meet their constituents on a regular basis, and to the other a sense of commitment to meet the people regularly. In between, however, the practice has been that every councillor has devised his/her own strategy of interacting with the people and there is no standardisation or uniformity. There seems to be no infrastructural bases for facilitating regular meetings (or surgery) with the constituents. It is understood that

apart from the constituency offices of the main political parties, there is nowhere else for councillors to meet the citizens and listen to their problems and grievances. In this way, representation of the people could be severely compromised as citizens of different political party persuasions may be intimidated when compelled by circumstances to see the councillor.

Service delivery

The central pillar of the municipality experiment is service delivery. This is one area of the functions of the municipal council where the respondents in the in-depth interviews noted that the council has made its most success. Highlights from a mayoral address to a Strategic Planning Retreat of the PMC in August 2004 noted that the process of securing management control by the PMC from the St Catherine Parish Council was particularly arduous, and it took three months to reach an agreement on functional distribution and revenue sharing as outline in the MOU that has been discussed above. The first mayor, George Lee reportedly noted that it was not until April 2004 that the PMC fully took over the management of Portmore, and even at that point, the PMC did not have a budget or the staff. The senior officers of the council administration and the current mayor, Keith Hinds all indicated in the interviews that to have been able to establish the delivery system or bureaucracy is the strongest achievement that Portmore has made.

In the post April 2004 period, the Services Commission approved (6+5) key operational management posts including Chief Administrative Manager, Cashier, City Engineer, Records Clerk, Human Resources Manager, Driver, and Accounting Clerk. Securing the above posts is said to have allowed the council to better develop good and effective policies and be in an operational mode to respond to citizens' concerns and to undertake policy implementation.

The staff were said to be young and energetic, dedicated and committed, and the political directorate was made up of a good combination of intellectual, focused and informed persons (Morgan 2004: 3). It was also acknowledged that the Ministry personnel

provided useful guidance and minimised the negative impact of the learning curve. Compared to the present situation under the leadership of Mayor Keith Hinds in 2010, the political divide at that time was noted to be not over-pronounced on issues related to the development and management of Portmore and service delivery (Morgan 2004: 3).

There are a number of initiatives that the PMC undertook by way of enhancing its capacity.

- The PMC undertook two (2) strategic planning exercises and drew up a Corporate Plan 2008-2011. Portmore developed a mission, which was to “improve dramatically the performance and competitiveness of our clients through the application of innovative management ideas and solutions”.
- Portmore also engaged in twinning up with Local Government Authorities in the United Kingdom, in particular, Cannock Chase District Council of Southern Staffordshire in England. This strategic partnership was partly supported by the Commonwealth Office Good Practice Scheme and funded by the UK Department for International Development (DFID). Among other things, the Good Practice project brought together local authorities from South Africa, India, and Ghana and so it was significant that Portmore represented Jamaica in engaging in a range of practical activities aimed at reducing poverty and improving the quality and impact on people’s lives of local government services.
- The Portmore-Cannock Chase partnership is said to have helped raise awareness of citizens in the area of property tax and that even though the PMC was not directly the collector of this tax, the project team were able to identify a number of ways in which Portmore could have greater involvement in the process by working with relevant agencies and departments of government and thereby taking a proactive role in the collection of property tax (Commonwealth Local Government Forum 2008: 2). The PMC lobbied for and managed to persuade the Ministry of Finance to establish an Inland Revenue Collectorate in Portmore (see photo in appendix), which allegedly operates flexible hours and opens on

Saturdays to facilitate the payment of taxes by the citizens. However, it is still a moot point, whether the lessons drawn have actually translated into higher levels of property tax collection. The provenance of this point lies in a Department of Local Government league table of the local authorities in the area of property tax collection in which Portmore placed tenth (10th) out of 14. Portmore collected only 36 percent of its potential.

- In terms of establishing enforcement capacity, the PMC appointed Municipal Police Force and worked with the St Catherine Parish Council to train them. Portmore was built mostly as a residential community and so zoning was not approached with any serious rigour. It is when a municipality council was established that the reality of illegal vending and squatting were fully acknowledged. The enforcement area of service has thus been one of the most active at the PMC, and it is the area where council decisions have been most unpopular. For instance, while still conducting this study on April 26, 2010 there was a street demonstration in front of the council offices, mounted by a squatting community against having been served a notice by the Council to move.
- What about the issue of monitoring and evaluation? What management approach has underpinned the PMC's service delivery and general management of council policy? It cannot be taken for granted that because there is a strategic plan, there will be an underpinning performance management framework and driven by a results based culture. The research showed that a performance based management or results oriented management was not being practised. This is not to say that monitoring of various activities and services were altogether absent. A database (using Microsoft Access) for monitoring submitted development plans and subdivisions has been installed and used to good effect by the PMC. Similarly, an electronic based Complaints Register has been maintained by the Customer Service Unit of the PMC since 2007. However, Units and Divisions of the Administration may have workplans, but this is not further decentralised to the individual level. Management is therefore not broken down to the level of

individual workplans and no monitoring officer has been appointed at the corporate level. And even though reports are written for presentation to council, there is no culture of preparing annual reports. An important function of the PCAC to receive and assess annual reports has therefore not been fulfilled.

- Disaster risk reduction planning is also an area of service that Portmore boasts about. The PMC managed to prepare a public information poster on which shelters and escape routes have been mapped out and distributed to households in Portmore. Portmore is prone to floods and could experience sea surges in hurricanes. The PMC has appointed a Disaster Co-ordinator, who has overseen training in 'Emergency Operations Centre Management' and Shelters and Shelter Management for Portmore. As such, the seriousness with which the disaster risk planning and prevention function has been addressed is commendable. However, some of the drains were seen to be overgrown and dumping of electronic and household waste were also found in some of the drains during a reconnaissance of the town conducted with a senior officer of the PMC in April 2010. The mitigating factor here has been explained in terms of the lack of capital budget for the PMC to complete the construction of drains in the town.

From the Exit Consultation organised on August 31, 2010 the new Director General of the DLG made an intervention which is worth reiterating. He acknowledged that the PMC's development initiatives can be further supported by the construction of an interactive website, a call centre backed up by a good database, and a new communications strategy and policy. Furthermore, in terms of business development for revenue generation and overall development of the municipality, it was indicated that the DLG can build its capacity in that area so as to be capable of offering advice and support to the PMC. A procedural manual, of the nature of the type that has been developed for the DLG and Local Government Administration can be developed over time, for Portmore.

In conclusion, it could be seen from the foregoing analysis that the PMC took its responsibility seriously, and has thus made important institutional achievements since its

inception, especially in establishing delivery systems for municipal services. The municipal council has found innovative ways to circumvent its lack of a capital budget and has developed interesting project proposals, which unfortunately have stalled because of the delay of responses from central government agencies. The PMC has also organised its apparatus to collect revenues due to it and conducted enforcement operations to an appreciable degree by use of a municipal police force. Representation of the people by the Councillors has been carried out, but not to a uniform and minimum set of standards and this is an area that could be strengthened. The PMC officials acknowledged that the support and sharing of resource offered by the St Catherine Parish Council was relevant in helping the PMC to establish its administrative systems.

In terms of replication of the municipality model, there were strong opinions expressed almost by all the stakeholders interviewed, that the model has merit especially as it offers institutional mechanisms for participatory governance at the municipal level. And from the professional opinion of the consultant, the institutions delivered by the Municipalities Act also enhance and reinforce the democratic value which underpins the creation of the Municipal Council itself. The opinions expressed by the stakeholders reflected a consensus that the model can be replicated, but with two modifications: (1) to the voting right of the Mayor and the chairpersons of the Council Committees, who as the law stands presently, do not have a casting vote, an issue which generated a lot of conflict in summer 2010 between the PMC and the Office of the Prime Minister; and (2) change of budgetary allocation policy to give the PMC a capital budget like the other local authorities in the country.

CHAPTER TWO

The Portmore Municipality Experience: Citizens' Survey

Introduction

This survey was conducted during the month of April, 2010, among residents of Portmore Municipality as part of the Government of Jamaica's commissioned mid-term review of the municipality experience. Randomly selected were 1,211 respondents from the Municipality, who were interviewed using a structured survey instrument.

Statistically, for Jamaica's population of 2.6 million people a sample size of 1,111 respondents, randomly selected, would provide a margin of error of plus or minus three percent (+/-3%). Thus, for even a bigger sample size of 1,211 respondents randomly selected from the Portmore Municipality, with a population of about 200,000 people, the margin of error would be plus/minus two and a half percent (+/-2.5%), implying that the results derived from this sample represent the total population of Portmore Municipality from which it was drawn by 95%.

Section 1: Background Information on Respondents

Chart 1: Gender Distribution of Respondents

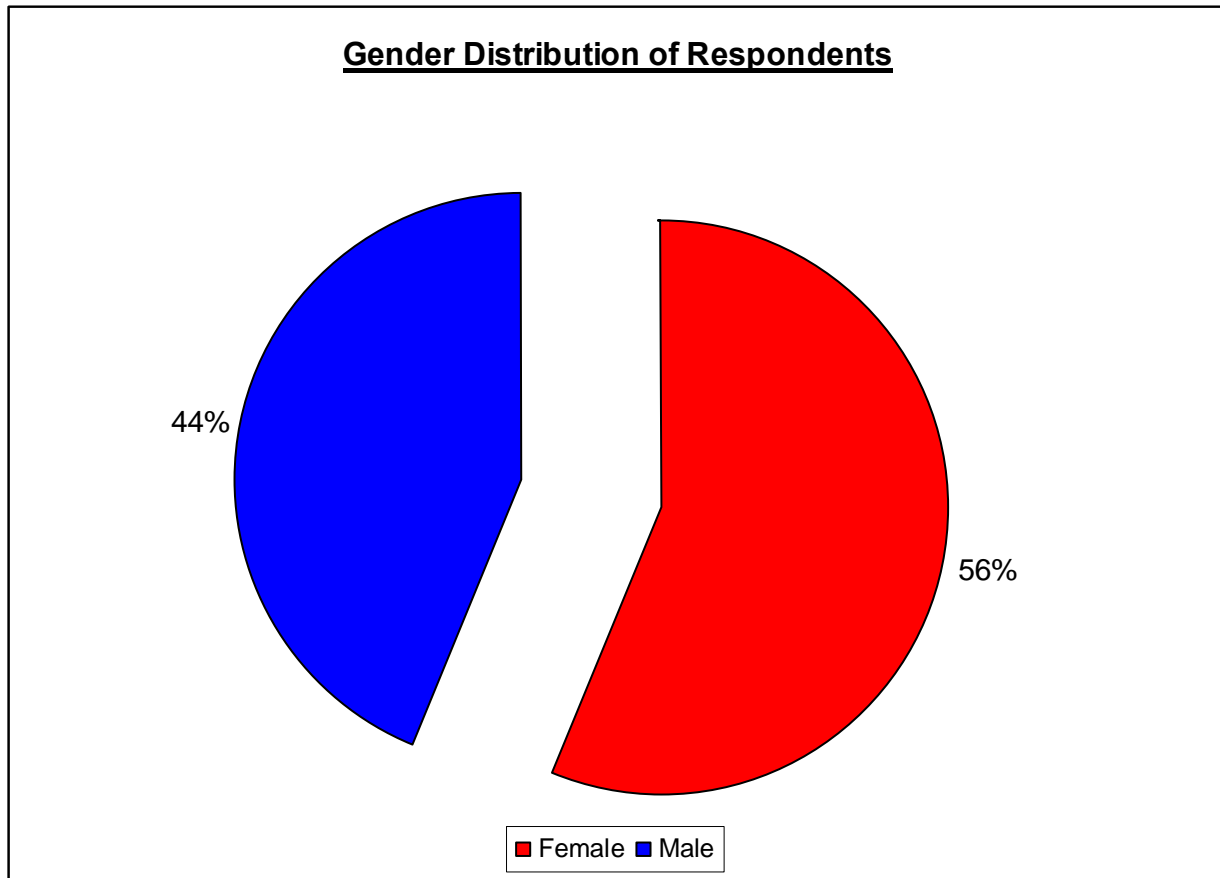


Table 1: Age Distribution of Respondents

Age category	Frequency	Percentage
Less than 20 years	0024	02%
20-30 years	0232	19%
31-40 years	0335	28%
41-50 years	0274	23%
51-60 years	0181	15%
Over 60 years	0162	13%
Total	1208	100%

As indicated in Table 1 above more than fifty percent (51%) of respondents were between the age group 31-40 and 41-50 combined. Thirteen percent (13%) of respondents were senior citizens (over 60 years) while only a mere two percent of respondents were teens (less than 20 years).

Table 2: Educational levels of Respondents

Level of education	Frequency	Percentage
No formal education	0019	02%
Primary education	0239	20%
Secondary education	0572	47%
Post-secondary (tertiary)	0165	14%
University	0212	17%
Total	1207	100%

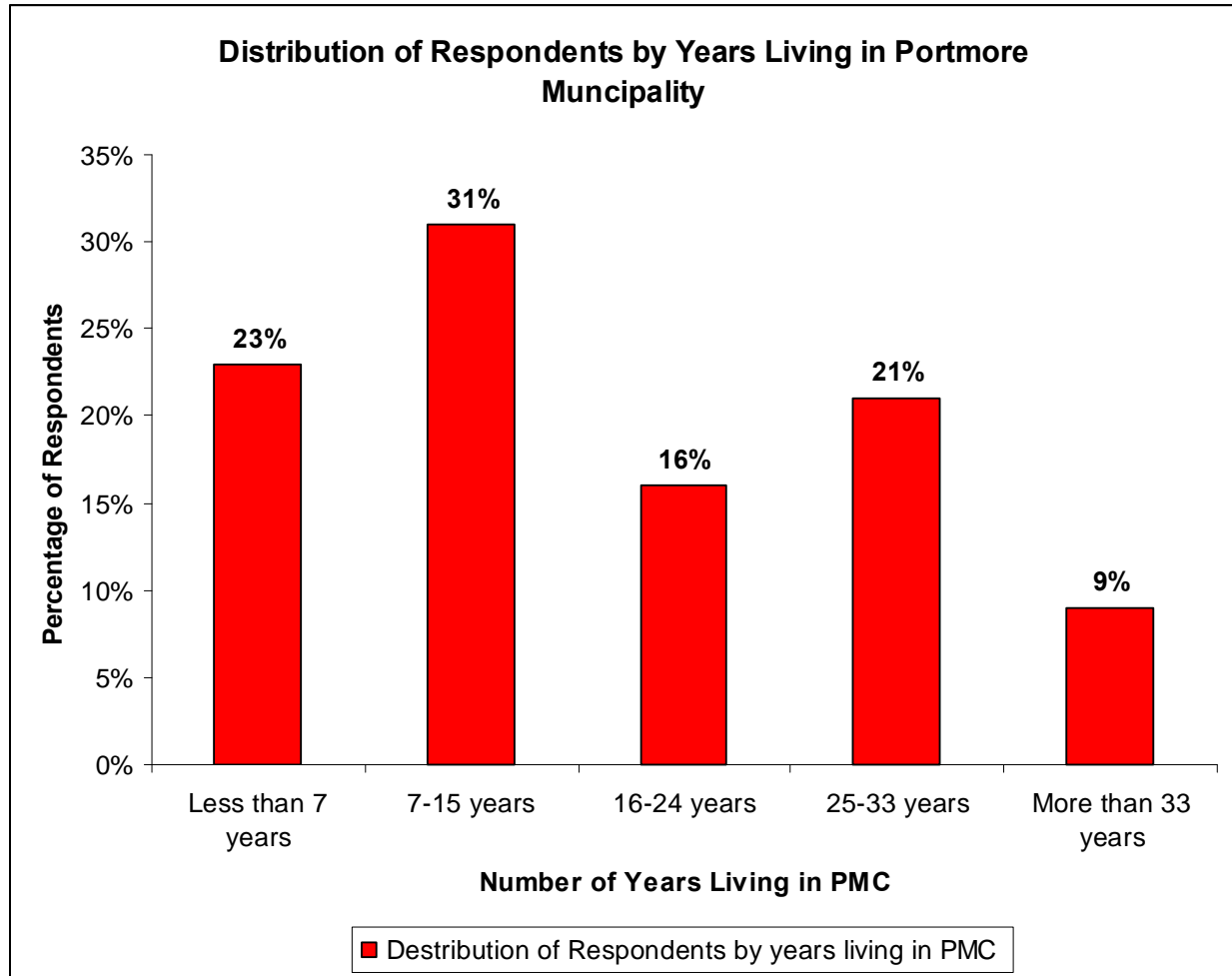
Table 2 above shows the educational levels of respondents. Approximately half of individuals that responded to this question had secondary level education. Thirty-one percent of respondents had post secondary or university education while a sheer two percent had no formal education.

Table 3: Marital Status of Respondents

Marital status	Frequency	Percentage
Single	0687	57%
Married	0410	34%
Common law	0058	05%
Other	0049	04%
Total	1204	100%

As indicated in Table 4, majority of respondents were single (57%). This relationship status was more pronounced among female (62%) than among male respondents (51%). On the other hand, 34 percent of respondents were married.

Chart 2: Distribution of Respondents by Number of Years Living in Portmore Municipal Council



The results in chart 2 indicate that only 23% of respondents have lived in Portmore for less than 7 years, implying that 77% of the respondents have been there since the establishment of the municipality in 2003. Therefore, the latter respondents should be quite knowledgeable about and should be able to critique Portmore as a municipality.

Section 2: Economic Status of Respondents

Indicators for measuring the economic status of respondents include the following: (i) occupation, whereby respondents were requested to state what they do regularly, each of which was later matched with one of the six occupational categories indicated in Table 4 below; (ii) main economic activity of each respondent; and (iii) weekly income of each respondent.

Table 4: Occupational categories of Respondents

Category	Frequency	Percentage
Unskilled	156	17%
Semi-skilled	248	26%
Skilled	406	43%
Highly skilled	099	11%
Lower professional and managerial	017	02%
Higher professional and managerial	010	01%
Total	886	100%

The majority of respondents within the Portmore area were skilled (43%). This was more pronounced among males, as 50 percent of male respondents were in the skilled occupational category compared to 38 percent of females. Seventeen percent of respondents were unskilled compared to a meagre one percent of respondents that were in the higher professional and managerial occupational category. These findings are depicted in table 4 above.

Table 5: What is your Main Economic Activity?

Economic activity	Frequency	Percentage
Working full time	0446	37%
Working part time	0069	06%
Self- employed	0232	19%
At school	0029	02%
Unemployed	0323	27%
Retired	0085	07%
Incapacitated	0023	02%
Total	1207	100%

As depicted in table 5 above, the majority of respondents (37%) were working full-time. This was a little more pronounced among females, as 37 percent were working full-time compared to their male counterpart where 36 percent were working full-time. Twenty-seven percent (27%) of respondents were unemployed while seven percent were retired. Female respondents were also more pronounced among the unemployed (32%) than males (21%). Males were more dominant among the self-employed (23%) than females (16%).

Table 6: Weekly Incomes of Respondents

Income in Jamaican Dollars	Frequency	Percentage
Less than 10,000.00	423	48%
10,000.00 ó 20,000.00	284	32%
21,000.00 ó 30,000.00	097	11%
31,000.00 ó 40,000.00	042	05%
41,000.00 ó 50,000.00	020	02%
More than 50,000.00	020	02%
Total	886	100%

As represented in table 6 above, the bulk of respondents (48%) earned less than J\$10,000 per week. This was more pronounced among female respondents (52%) than male (42%). Only a mere two percent of individuals earned more than J\$50,000 per week.

Section 3: Respondents' Perceptions on Quality of Life in Portmore Municipality

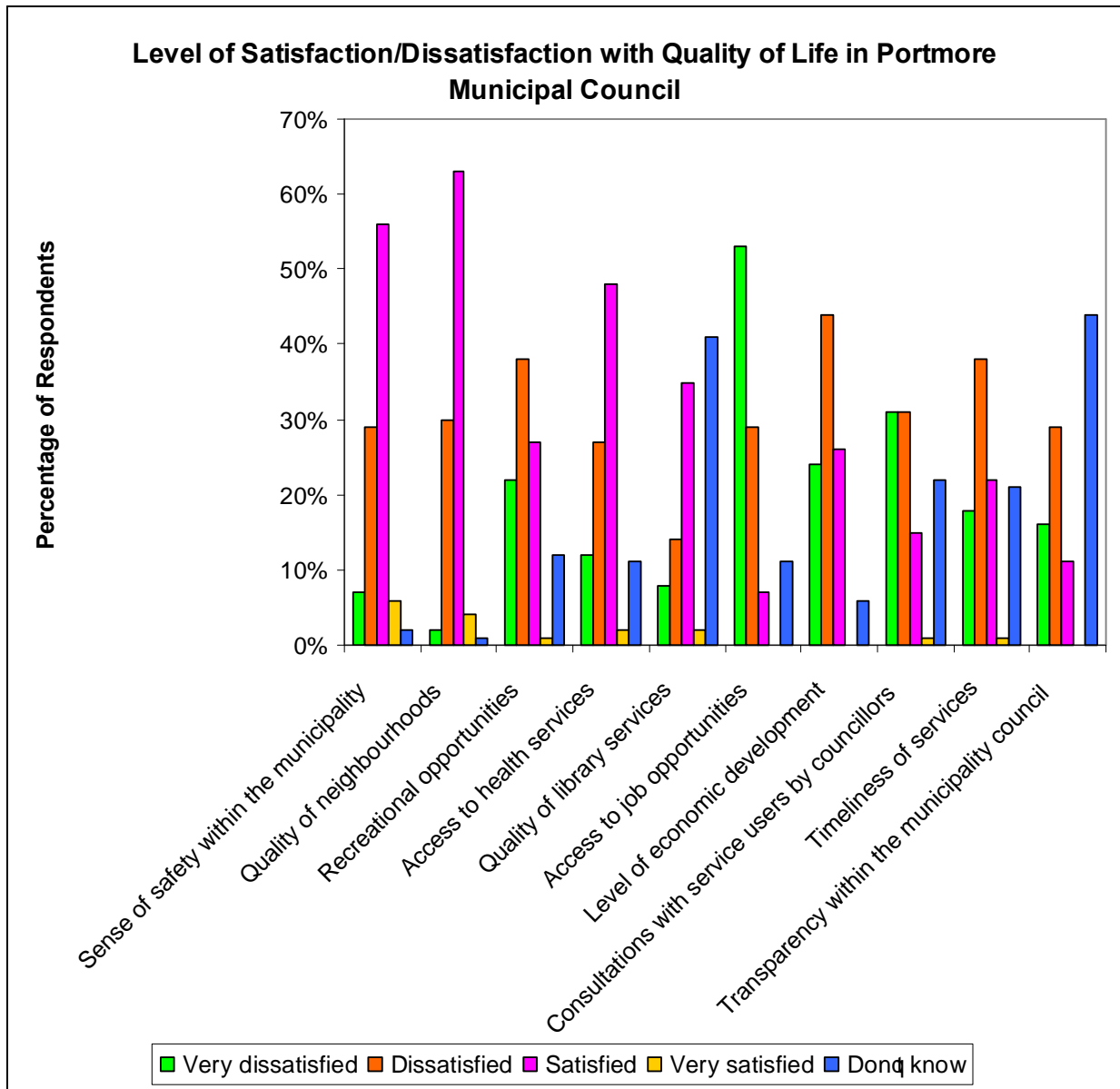
Respondents were provided with a list of items measuring the quality of life within the Portmore Municipality, and were requested to indicate their levels of satisfaction or dissatisfaction with each of them. Table 7 shows the rating of those items by respondents.

Table 7: Respondents Levels of Satisfaction/Dissatisfaction with Quality of Life in Portmore Municipality

Quality of life in Portmore	Levels of satisfaction/dissatisfaction				
	Very dissatisfied	Dissatisfied	Satisfied	Very satisfied	Don't know
Sense of safety within the municipality	07% (n=1204)	29%	56%	06%	02%
Quality of neighbourhoods	02% (n=1196)	30%	63%	04%	01%
Recreational opportunities	22% (n=1201)	38%	27%	01%	12%
Access to health services	12% (n=1206)	27%	48%	02%	11%
Quality of library services	08% (n=1177)	14%	35%	02%	41%
Access to job opportunities	53% (n=1191)	29%	07%	00%	11%
Level of economic development	24% (n=1192)	44%	26%	00%	06%
Consultations with service users by councillors	31% (n=1200)	31%	15%	01%	22%
Timeliness of services	18% (n=1197)	38%	22%	01%	21%
Transparency within the municipality council	16% (n=1199)	29%	11%	00%	44%

For ease of analysis, the percentage values of the categories 'satisfied' and 'very satisfied' were combined to reflect overall levels of satisfaction in the analysis of each item. Similarly, the percentage values of the categories 'dissatisfied' and 'very dissatisfied' were combined to reflect overall levels of dissatisfaction in the analysis of each item. As indicated in Table 7, of the ten items measuring the quality of life within the Portmore Municipality, respondents were generally dissatisfied with six of them (or 60%), and only satisfied with 4 items (or 40%). Respondents were generally satisfied with the sense of safety with the municipality (62%), the quality of neighbourhoods (67%), the access to health services (50%) and the quality of library services (37%). However, respondents were generally dissatisfied with the recreational opportunities available within the municipality (60%), access to job opportunities (62%), the level of economic development (68%), consultations with service users by councillors (62%), timeliness of services (56%) and transparency within the municipality council (45%). These findings are also depicted in chart 3 below.

Chart 3: Respondents Levels of Satisfaction/Dissatisfaction with Quality of Life in Portmore Municipality



Cross-tabulations and levels of significance, using chi-square (χ^2) tests, were computed on the relationship between levels of satisfaction/dissatisfaction and gender. The chi-square results of only those relationships which are significant ($p < .05$ or higher) will be reported. Tables 8 through 17 show how the ten items were rated by both male and female respondents.

Table 8: Respondents' Level of Satisfaction with the Sense of Safety within the Portmore Municipality, by Gender

Level of satisfaction/dissatisfaction	Female	Male
Very dissatisfied	047 (07%)	037 (07%)
Dissatisfied	213 (32%)	142 (27%)
Satisfied	359 (53%)	315 (60%)
Very satisfied	043 (06%)	026 (05%)
Don't know	014 (02%)	008 (01%)
Total	676 (100%)	528 (100%)

Results in Table 8 indicate that generally, male respondents were slightly more satisfied (65%) than females (59%), with the sense of safety within the Portmore Municipality.

Table 9: Respondents' Level of Satisfaction with the Quality of Neighbourhood within the Portmore Municipality, by Gender

Level of satisfaction/dissatisfaction	Female	Male
Very dissatisfied	021 (03%)	013 (03%)
Dissatisfied	200 (30%)	141 (27%)
Satisfied	406 (61%)	351 (67%)
Very satisfied	034 (05%)	018 (03%)
Don't know	008 (01%)	004 (00%)
Total	669 (100%)	527 (100%)

As depicted in table 9 above, more males (70%, n=527) than female (66%, n=669) were generally satisfied with the quality of neighbourhoods within the Portmore Municipality.

Table 10: Respondents' Level of Satisfaction with Recreational Opportunities within the Portmore Municipality, by Gender

Level of satisfaction/dissatisfaction	Female	Male
Very dissatisfied	157 (23%)	108 (20%)
Dissatisfied	260 (39%)	196 (37%)
Satisfied	165 (24%)	155 (30%)
Very satisfied	005 (01%)	006 (01%)
Don't know	088 (13%)	061 (12%)
Total	675 (100%)	526 (100%)

According to results in Table 10, of the majority of respondents who were generally dissatisfied with recreational opportunities, female were slightly more (62%, n=675) than males (57%, n=526).

Table 11: Respondents' Level of Satisfaction with Access to Health Services within the Portmore Municipality, by Gender

Level of satisfaction/dissatisfaction	Female	Male
Very dissatisfied	092 (13%)	053 (10%)
Dissatisfied	165 (24%)	160 (30%)
Satisfied	329 (49%)	244 (46%)
Very satisfied	025 (04%)	005 (01%)
Don't know	066 (10%)	067 (13%)
Total	677 (100%)	529 (100%)

Significant (p<.001)

As depicted in table 11 female respondents were generally more satisfied with access to health service within the Portmore Municipality (53%, n=677) than male respondents (47%, n=529).

Table 12: Respondents' Level of Satisfaction with Quality of Library Services within the Portmore Municipality, by Gender

Level of satisfaction/dissatisfaction	Female	Male
Very dissatisfied	043 (06%)	051 (10%)
Dissatisfied	103 (16%)	065 (13%)
Satisfied	251 (38%)	157 (30%)
Very satisfied	012 (02%)	010 (02%)
Don't know	258 (38%)	230 (45%)
Total	664 (100)	513 (100%)

Significant (<.01)

As shown in table 12, females were generally more satisfied (40%) than males (32%) with the quality of library services within the Portmore Municipality. However, male respondents were slightly more dissatisfied than their female counterpart.

Table 13: Respondents' Level of Satisfaction with Access to Job Opportunities within the Portmore Municipality by Gender

Level of satisfaction/dissatisfaction	Female	Male
Very dissatisfied	366 (55%)	267 (52%)
Dissatisfied	168 (25%)	173 (33%)
Satisfied	048 (07%)	031 (06%)
Very satisfied	001 (00%)	001 (00%)
Don't know	089 (13%)	047 (09%)
Total	672 (100%)	519 (100%)

Significant (p<.01)

As depicted in table 13 above, most respondents were generally dissatisfied with access to job opportunities within the Portmore Municipality, with males being slightly more dissatisfied (85%, n=519) than females (80%, n= 672).

Table 14: Respondents' Level of Satisfaction with Level of Economic Development within the Portmore Municipality, by Gender

Level of satisfaction/dissatisfaction	Female	Male
Very dissatisfied	176 (26%)	111 (21%)
Dissatisfied	280 (42%)	249 (48%)
Satisfied	164 (25%)	140 (27%)
Very satisfied	003 (00%)	001 (00%)
Don't know	047 (07%)	021 (04%)
Total	670 (100%)	522 (100%)

Significant (<.02)

Results in Table 14 indicate that the level of dissatisfaction with the level of economic development within the Portmore Municipality was more or less equal among female respondents (68%, n=670) and male respondents (69%, n=522).

Table 15: Respondents' Level of Satisfaction with Consultations with Service Users by Councillors within the Portmore Municipality, by Gender

Level of satisfaction/dissatisfaction	Female	Male
Very dissatisfied	221 (33%)	152 (29%)
Dissatisfied	189 (28%)	187 (36%)
Satisfied	104 (15%)	075 (14%)
Very satisfied	005 (01%)	001 (00%)
Don't know	155 (23%)	111 (21%)
Total	674 (100%)	526 (100%)

Significant (p<.05)

As shown in table 15, male respondents were generally more dissatisfied with councillors' consultations with service users (65%, n=526) than female respondents 61%, n=674).

Table 16: Respondents’ Level of Satisfaction with Timeliness of Services within the Portmore Municipality by Gender

Level of satisfaction/dissatisfaction	Female	Male
Very dissatisfied	136 (20%)	085 (16%)
Dissatisfied	244 (36%)	210 (41%)
Satisfied	145 (22%)	121 (23%)
Very satisfied	006 (01%)	000 (00%)
Don’t know	145 (21%)	105 (20%)
Total	676 (100%)	521 (100%)

Results in Table 16 indicate that the level of dissatisfaction with timeliness of services within the Portmore Municipality was more or less equal among female respondents (56%, n=676) and male respondents (57%, n=521)

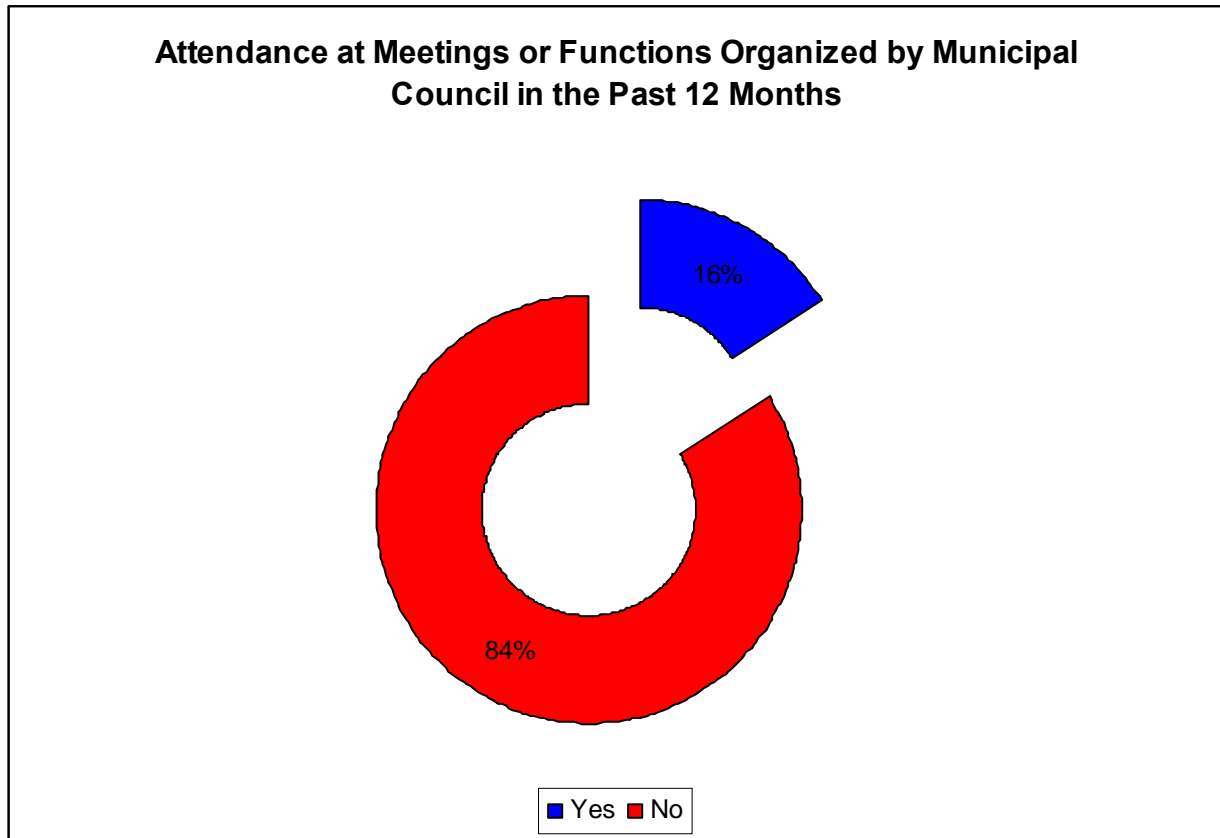
Table 17: Respondents’ Level of Satisfaction with Transparency within the Municipality Council, by Gender

Level of satisfaction/dissatisfaction	Female	Male
Very dissatisfied	117 (17%)	073 (14%)
Dissatisfied	177 (26%)	167 (32%)
Satisfied	073 (11%)	062 (12%)
Very satisfied	000 (00%)	001 (00%)
Don’t know	309 (46%)	220 (42%)
Total	676 (100%)	523 (100%)

As depicted in table 17, male respondents were generally more dissatisfied (46%) than females (43%) with transparency within the Portmore Municipality.

Section 4: Involvement in Municipality Governance: Respondents were asked a series of questions about their level of involvement in the governance in Portmore Municipality. Below are results of responses from respondents.

Chart 4: Have you attended a function or other meeting organized by the municipal council in the past 12 months?



As depicted in chart 4 above, most (84%) of respondents did not attend meetings or functions organized the Portmore municipality council within the past twelve months.

It is worth noting and as depicted in chart 5 below, only a mere seven percent of respondents believe that the municipal council pays a lot of attention to what people ask for in these meetings. This may be one of the reasons why respondents do not attend. Twenty-seven percent of respondents said that the councillors paid no attention at all while 24 percent said councillors paid very little attention to what people ask for in meetings.

Chart 5: To what degree do you think municipal councillors pay attention to what people ask for in such meetings?

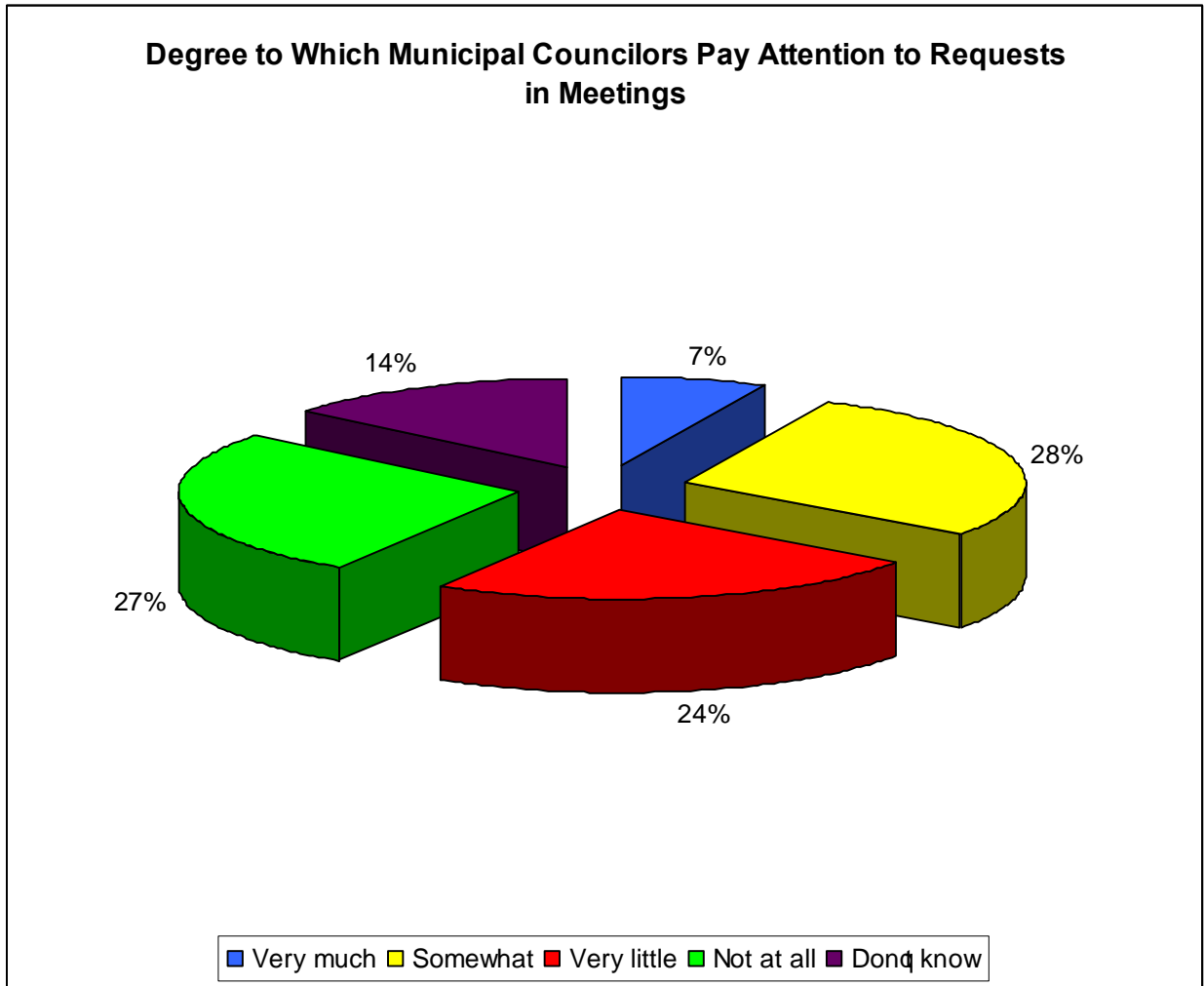
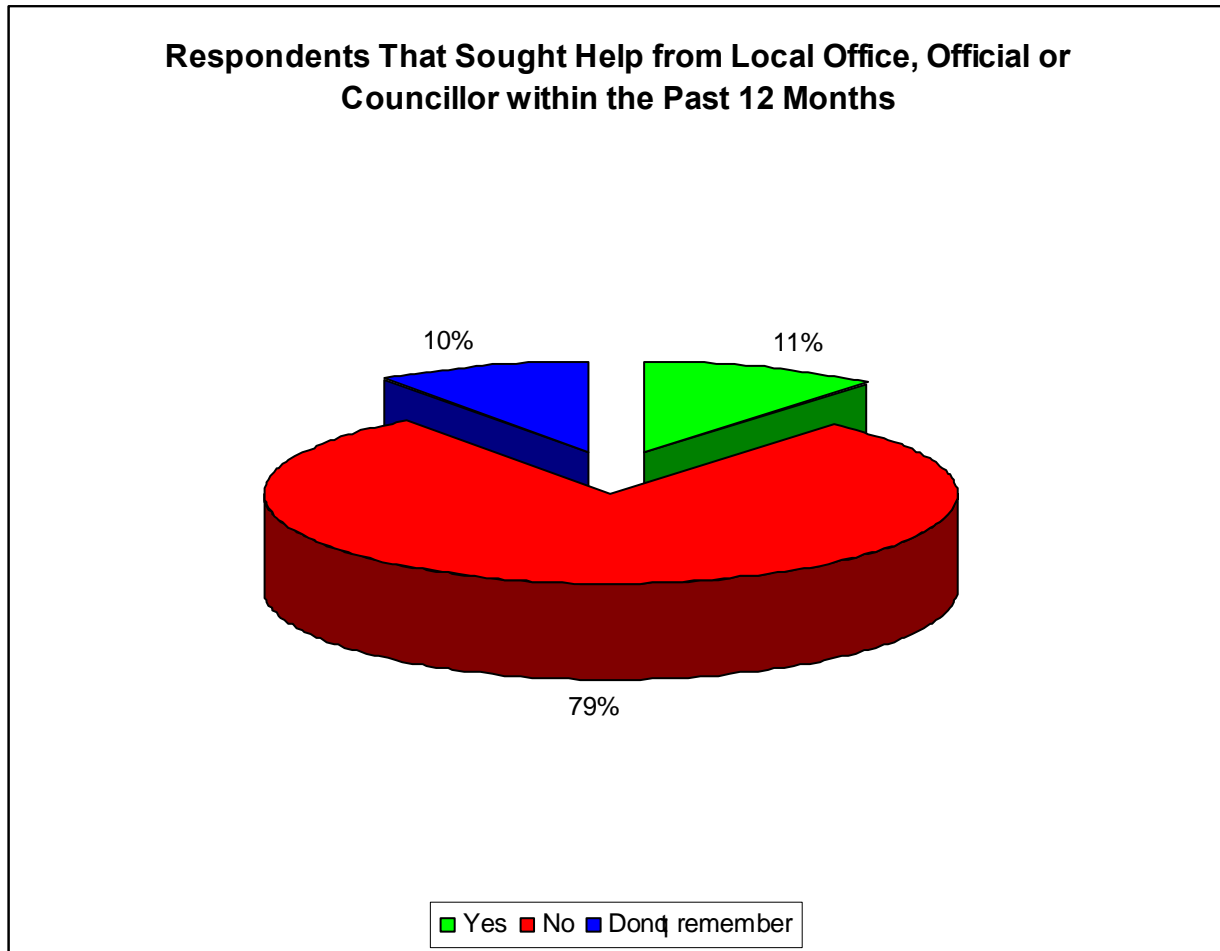


Chart 6: Have you sought help from a local office or presented a request to any local office, official or municipal councillor within the last 12 months?



As depicted in chart 6 above, most of the respondents (79%) did not seek help from a local office, official or councillor within the past 12 months. However, when asked how well they or their neighbours were treated when they sought help, 14 percent said well or very well and eight percent said badly or very badly combined. These findings are depicted in table 18.

Table18: How have they treated you or your neighbours when you have had dealings with the municipal council?

Responses	Frequency	Percentage
Very well	023	03%
Well	111	11%
Neither well nor badly	107	11%
Badly	040	04%
Very badly	037	04%
Don't know	657	67%
Total	975	100%

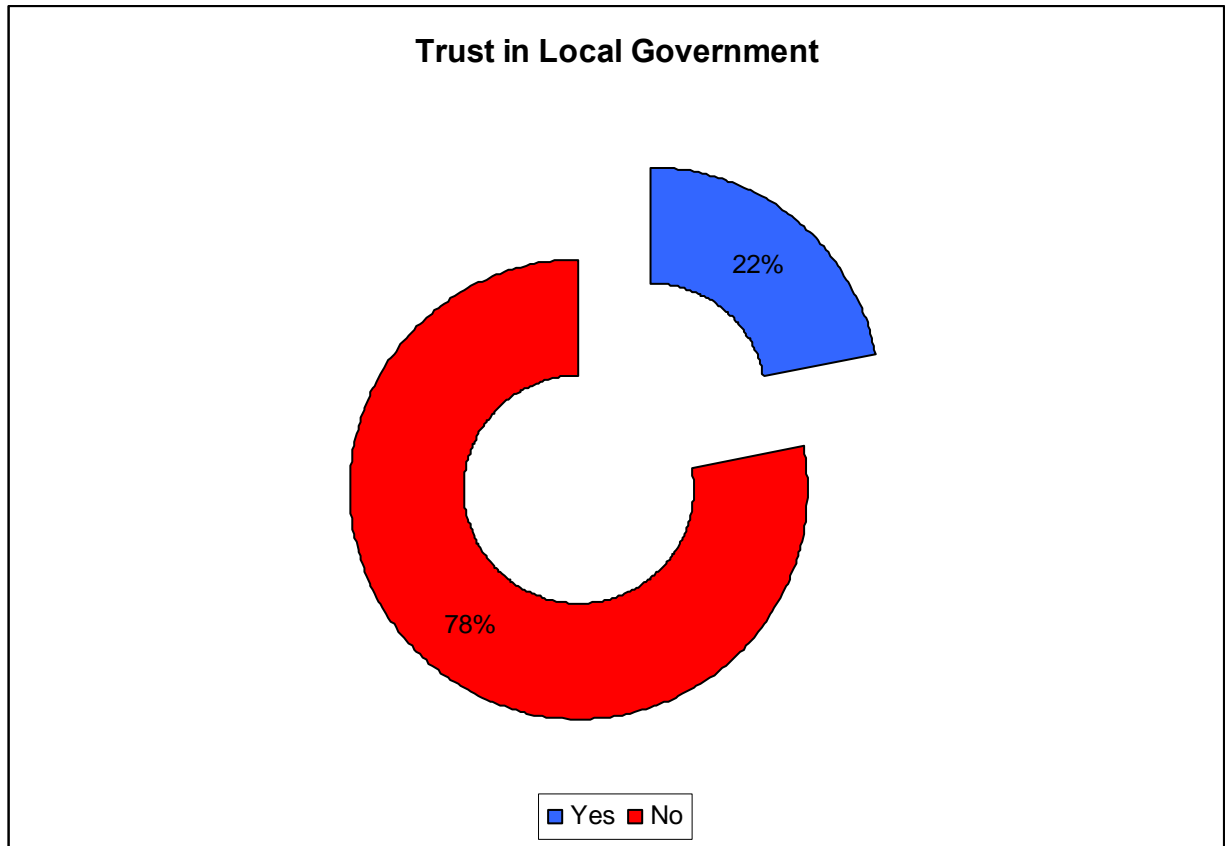
Table 19: Have you ever volunteered work to this municipal council?

Responses	Frequency	Percentage
Yes	255	22%
No	931	78%
Total	1186	100%

Based on information depicted in table 19 above, the majority of respondents said that they never volunteered work to the Portmore municipal council. These findings as well as the fact that not many respondents attending meetings or functions put on by the council suggest that individuals are not very actively participating in activities that have to do with the running of the municipal council.

It is worth noting, as depicted in chart 7 below, 78 percent of respondents said that they did not trust the local government. This may be one reason why individuals are not actively participating in activities to do with the municipal council.

Table 7: Do you have trust in local government?



Though the bulk of respondents said they did not trust local government reforms, the majority of these individuals either knew very little or nothing about local government reforms in Jamaica. These findings are depicted in chart 8.

Chart 8: How much do you know about local government reforms in Jamaica?

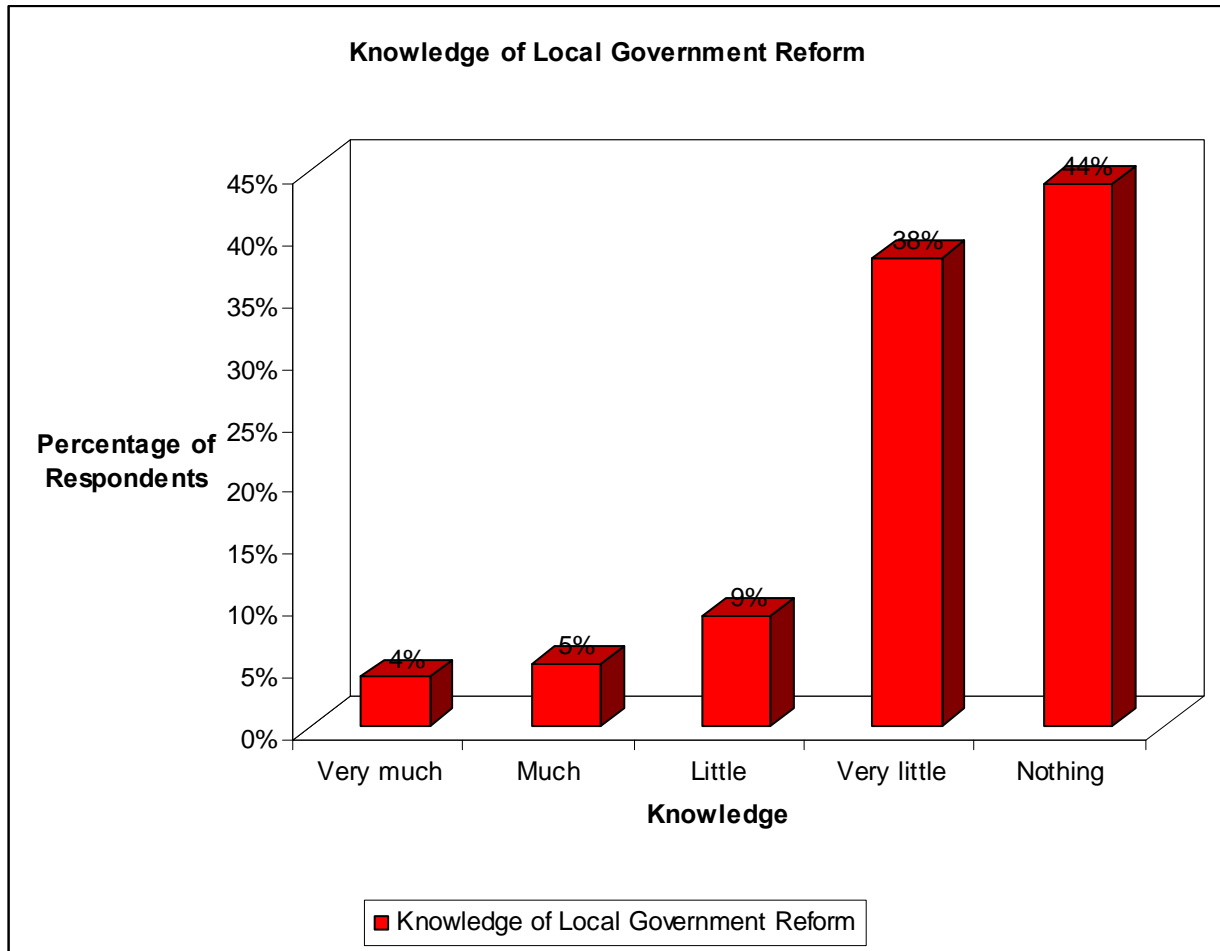
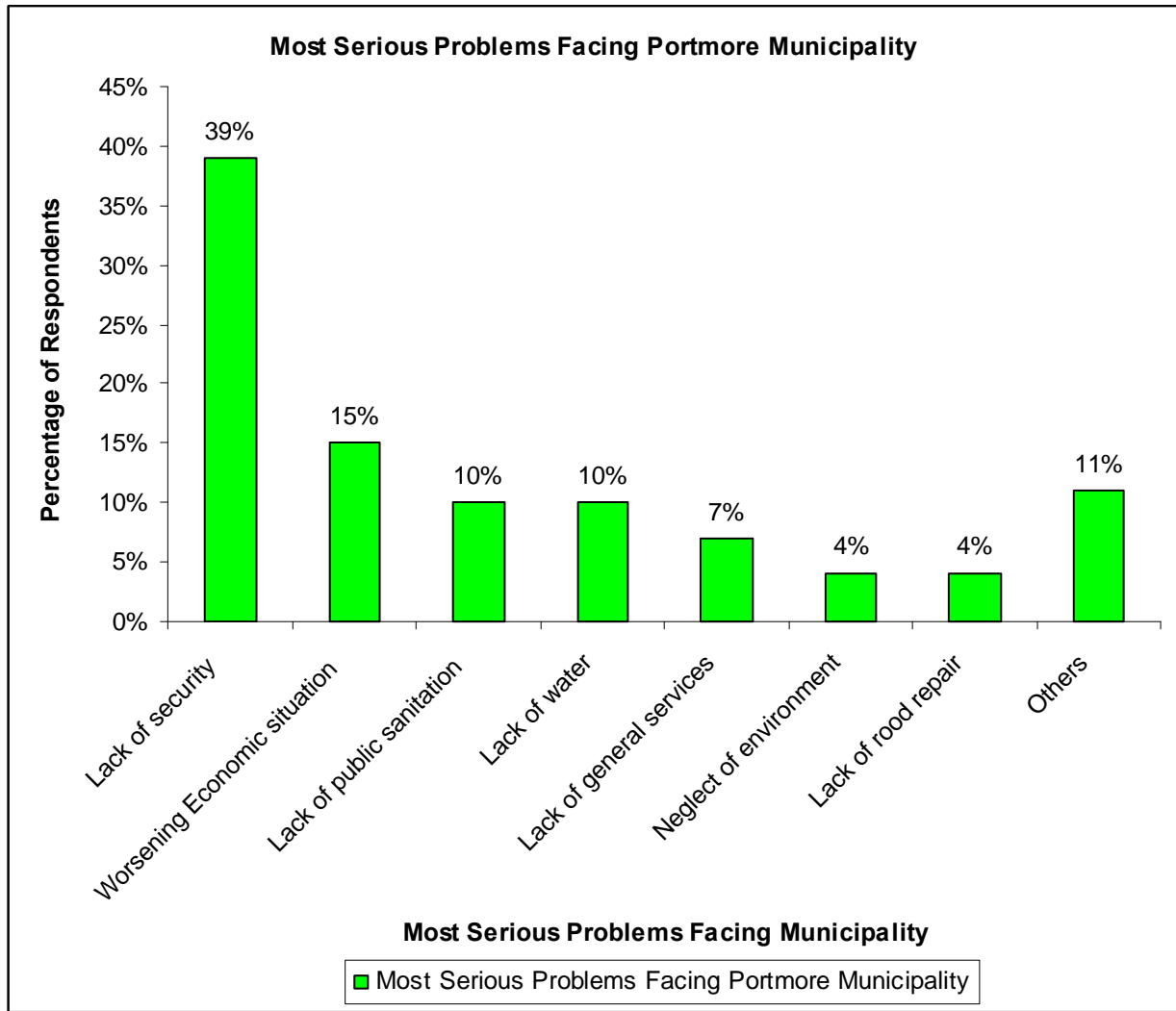


Chart 9: In your opinion what is the most serious problem at present in this municipality?



According to chart 9 above, the majority of respondents said lack of security was the most serious problem facing the municipality. When asked how much has the municipal council done to solve the problems they mentioned, most respondents (57%) said the municipal council did nothing, as shown Table 20.

Table 20: How much has the Municipal council done to solve the problem you mentioned?

Responses	Frequency	Percentage
A lot	005	00%
Some	074	06%
Little	199	17%
Nothing	679	57%
Don't know	190	16%
Not Applicable	041	04%
Total	1188	100%

Table 21: How much trust do you have that Municipal Council employees are responsive to citizens' needs?

Responses	Frequency	Percentage
A lot	022	02%
Some	145	12%
Little	319	27%
Nothing	372	32%
Don't know	315	27%
Total	1173	100%

As shown in Table 21 above, many respondents believed that municipal council employees are either not responsive to citizens' needs (32%) or are just a little responsive to citizens' needs (27%). This may be another reason why respondents did not participate nor had trust in municipal council.

As depicted in table 22 below, the majority of respondents said that they had no influence over what the municipal council does.

Table 22: How much influence do you think you have on what the municipal council does?

Responses	Frequency	Percentage
A lot	037	03%
Some	121	10%
Little	292	25%
None	517	43%
Don't know	224	19%
Total	1191	100%

However, when asked how interested do they think the municipal council is in people's participation in the work of the municipality, Most individuals said the council was not at all interested or had little or somewhat interested. These results are depicted in table 23 below.

Table 23: How interested do you think the municipal council is in the people's participation in the work of the municipality?

Responses	Frequency	Percentage
Very interested	052	04%
Somewhat interested	264	22%
Little interested	305	26%
Not at all interested	342	29%
Don't know	231	19%
Total	1194	100%

Table 24: In your view, how courteous are Municipal council employees when dealing with citizens?

Responses	Frequency	Percentage
Courteous	278	37%
Little courtesy	285	37%
Not at all courteous	199	26%
Total	761	100%

As depicted in table 24 above, the majority of respondents said that the municipal council employees were either courteous or little courteous.

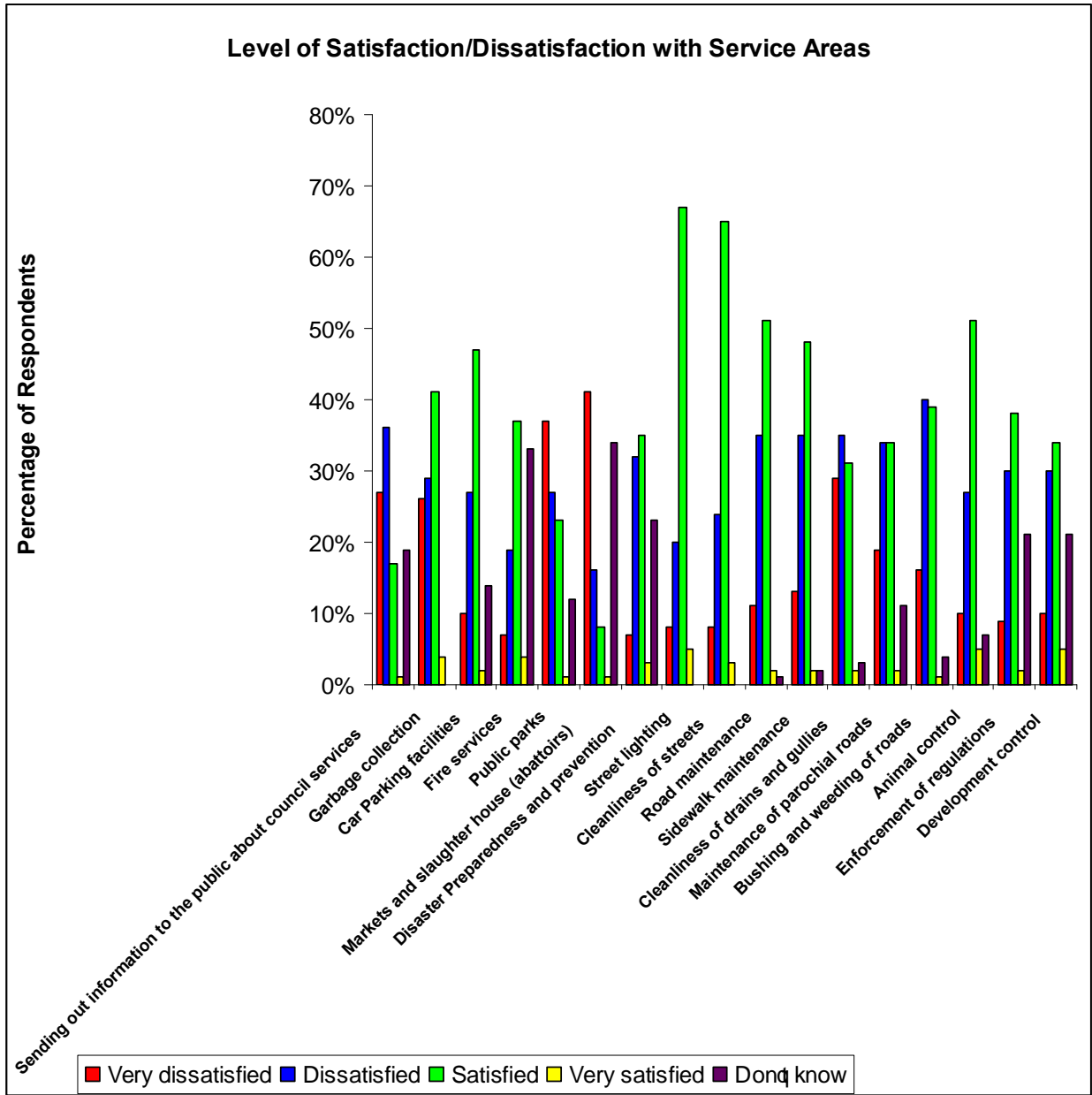
Section 5: Level of Satisfaction with the Overall Service Areas

Respondents were given a list of service areas and requested to indicate their levels of satisfaction/dissatisfaction with each, as indicated in Table 25.

Table 25: Respondents' Level of Satisfaction/Dissatisfaction with Service Areas

Service areas	Levels of satisfaction/dissatisfaction				
	Very dissatisfied	Dis-satisfied	Satisfied	Very satisfied	Don't know
Sending out information to the public about council services	27% (n=1198)	36%	17%	01%	19%
Garbage collection	26% (n=1202)	29%	41%	04%	00%
Car Parking facilities	10% (n=1183)	27%	47%	02%	14%
Fire services	07% (n=1195)	19%	37%	04%	33%
Public parks	37% (n=1179)	27%	23%	01%	12%
Markets and slaughter house (abattoirs)	41% (n=1193)	16%	08%	01%	34%
Disaster Preparedness and prevention	07% (n=1191)	32%	35%	03%	23%
Street lighting	08% (n=1199)	20%	67%	05%	00%
Cleanliness of streets	08% (n=1204)	24%	65%	03%	00%
Road maintenance	11% (n=1200)	35%	51%	02%	01%
Sidewalk maintenance	13% (n=1192)	35%	48%	02%	02%
Cleanliness of drains and gullies	29% (n=1197)	35%	31%	02%	03%
Maintenance of parochial roads	19% (n=1199)	34%	34%	02%	11%
Bushing and weeding of roads	16% (n=1196)	40%	39%	01%	04%
Animal control	10% (n=1195)	27%	51%	05%	07%
Enforcement of regulations	09% (n=1195)	30%	38%	02%	21%
Development control	10% (n=1193)	30%	34%	05%	21%

Chart 10: Respondents' Level of Satisfaction/Dissatisfaction with Service Areas



For ease of analysis, the percentage values of the categories 'satisfied' and 'very satisfied' were combined to reflect overall levels of satisfaction in the analysis of each service area. Similarly, the percentage values of the categories 'dissatisfied' and 'very dissatisfied' were combined to reflect overall levels of dissatisfaction in the analysis of each service area. As indicated in Table 25 and chart 10, of the seventeen service areas provided within the Portmore Municipality, respondents were generally dissatisfied with nine of them (or 53%), and satisfied with eight (or 47%). It is worth noting that

respondents were generally dissatisfied with markets and slaughter houses when revenue collection from these areas shows an increasing trend over the fiscal year 203/2004 to 2008/2009.

Individuals were also generally dissatisfied with sending out of information to the public about council services. This may also be another reason why individuals were not attending meetings put on by councillors.

Cross-tabulations and levels of significance, using chi-square (χ^2) tests, were computed on the relationship between levels of satisfaction/dissatisfaction with services areas and gender. The chi-square results of only those relationships which are significant ($p < .05$ or higher) will be reported. Tables 26 through 42 show how the seventeen service areas were rated by both male and female respondents.

Table 26: Respondents' Level of Satisfaction with Portmore Municipality Council on Sending out Information to the Public about Council Services by Gender

Level of satisfaction/dissatisfaction	Female	Male
Very dissatisfied	196 (29%)	124 (23%)
Dissatisfied	232 (35%)	205 (39%)
Satisfied	092 (14%)	109 (21%)
Very satisfied	006 (01%)	006 (01%)
Don't know	145 (21%)	083 (16%)
Total	671 (100%)	527 (100%)

Significant ($p < .001$)

Results in Table 26 indicate that female respondents were slightly more dissatisfied (64%, $n=671$) than males (62%, $n=527$), with Portmore Municipality Council on sending out information to the public about council services.

Table 27: Respondents' Level of Satisfaction with Portmore Municipality Council on Garbage Collection, by Gender

Level of satisfaction/dissatisfaction	Female	Male
Very dissatisfied	188 (28%)	128 (24%)
Dissatisfied	195 (29%)	149 (28%)
Satisfied	262 (39%)	229 (44%)
Very satisfied	024 (03%)	020 (04%)
Don't know	005 (001)	002 (00%)
Total	674 (100%)	528 (100%)

Results in Table 27 indicate that majority of respondents were generally dissatisfied with Portmore Municipality Council on garbage collection. Along gender lines, female respondents were slightly more dissatisfied (57%, n=674) than males (52%, n=528)

Table 28: Respondents' Level of Satisfaction with Portmore Municipality Council on Car Parking Facilities, by Gender

Level of satisfaction/dissatisfaction	Female	Male
Very dissatisfied	065 (10%)	051 (10%)
Dissatisfied	179 (27%)	138 (27%)
Satisfied	299 (45%)	256 (50%)
Very satisfied	014 (02%)	012 (02%)
Don't know	110 (16%)	059 (11%)
Total	667 (100%)	516 (100%)

Results in Table 28 indicate that along gender lines, male respondents were slightly more satisfied (52%, n=516) than females (47%, n=667).

Table 29: Respondents’ Level of Satisfaction with Portmore Municipality Council on Fire Services by Gender

Level of satisfaction/dissatisfaction	Female	Male
Very dissatisfied	039 (06%)	046 (09%)
Dissatisfied	122 (18%)	103 (20%)
Satisfied	242 (36%)	204 (39%)
Very satisfied	023 (03%)	019 (04%)
Don’t know	243 (36%)	154 (29%)
Total	669 (100%)	516 (100%)

As depicted in table 29 above, along gender lines male respondents were generally more satisfied than their female counterparts with the municipality council on fire services.

Table 30: Respondents’ Level of Satisfaction with Portmore Municipality Council on Public Parks, by Gender

Level of satisfaction/dissatisfaction	Female	Male
Very dissatisfied	236 (36%)	195 (37%)
Dissatisfied	178 (27%)	146 (28%)
Satisfied	152 (23%)	115 (22%)
Very satisfied	011 (02%)	006 (01%)
Don’t know	080 (12%)	060 (12%)
Total	657 (100%)	522 (100%)

Results in Table 30 indicate that majority of respondents were generally dissatisfied with Portmore Municipality Council on public parks. Along gender lines, male respondents were slightly more dissatisfied (65%, n=522) than females (63%, n=657)

Table 31: Respondents' Level of Satisfaction with Portmore Municipality Council on Markets and Slaughter Houses, by Gender

Level of satisfaction/dissatisfaction	Female	Male
Very dissatisfied	293 (44%)	197 (38%)
Dissatisfied	098 (14%)	097 (19%)
Satisfied	051 (08%)	044 (08%)
Very satisfied	002 (00%)	004 (01%)
Don't know	227 (34%)	180 (34%)
Total	657 (100%)	522 (100%)

As depicted in table 31 above, both male and female respondents were generally very dissatisfied with the Portmore municipal council on markets and slaughter houses. However, more females were dissatisfied with the council on this matter than their male counterpart.

Table 32: Respondents' Level of Satisfaction with Portmore Municipality Council on Disaster Preparedness and Prevention, by Gender

Level of satisfaction/dissatisfaction	Female	Male
Very dissatisfied	059 (09%)	044 (08%)
Dissatisfied	216 (32%)	159 (30%)
Satisfied	211 (32%)	209 (40%)
Very satisfied	013 (02%)	014 (03%)
Don't know	169 (25%)	097 (19%)
Total	668 (100%)	523 (100%)

Significant (p<.01)

Results in table 32 show that male respondents were generally more satisfied (43%) than their female counterparts (34%). However, (41%) of females were dissatisfied compared to 38% of male respondents.

Table 33: Respondents' Level of Satisfaction with Portmore Municipality Council on Street Lighting, by Gender

Level of satisfaction/dissatisfaction	Female	Male
Very dissatisfied	061 (09%)	038 (07%)
Dissatisfied	153 (23%)	082 (16%)
Satisfied	429 (63%)	373 (71%)
Very satisfied	027 (04%)	029 (05%)
Don't know	004 (01%)	003 (01%)
Total	674 (100%)	525 (100%)

Significant (p<.01)

Results in Table 33 indicate that most of the respondents were generally satisfied with Portmore Municipality Council on street lighting. Along gender lines, male respondents were more satisfied (76%) than females (67%).

Table 34: Respondents' Level of Satisfaction with Portmore Municipality Council on Cleanliness of Streets by Gender

Level of satisfaction/dissatisfaction	Female	Male
Very dissatisfied	057 (08%)	037 (07%)
Dissatisfied	166 (25%)	117 (22%)
Satisfied	432 (64%)	352 (67%)
Very satisfied	016 (02%)	021 (04%)
Don't know	004 (01%)	002 (00%)
Total	675 (100%)	529 (100%)

Results in Table 34 indicate that most of respondents were generally satisfied with Portmore Municipality Council on cleanliness of streets. Along gender lines, more male respondents were satisfied (71%, n=529) than females (66%)

Table 35: Respondents' Level of Satisfaction with Portmore Municipality Council on Road Maintenance by Gender

Level of satisfaction/dissatisfaction	Female	Male
Very dissatisfied	070 (10%)	057 (11%)
Dissatisfied	241 (36%)	177 (34%)
Satisfied	344 (51%)	269 (51%)
Very satisfied	007 (01%)	020 (04%)
Don't know	011 (02%)	004 (01%)
Total	673 (100%)	527 (100%)

Significant (p<.01)

Results in Table 35 indicate that a simple majority of respondents were generally satisfied with Portmore Municipality Council on road maintenance. Along gender lines, more male respondents were satisfied (54%) than females (52%).

Table 36: Respondents' Level of Satisfaction with Portmore Municipality Council on Sidewalk Maintenance by Gender

Level of satisfaction/dissatisfaction	Female	Male
Very dissatisfied	089 (13%)	063 (12%)
Dissatisfied	237 (35%)	178 (34%)
Satisfied	320 (48%)	257 (49%)
Very satisfied	008 (01%)	018 (04%)
Don't know	016 (03%)	006 (01%)
Total	670 (100%)	522 (100%)

Significant (p<.04)

Results in Table 36 indicate that a simple majority of respondents were generally satisfied with Portmore Municipality Council on sidewalk maintenance. Along gender lines, more male respondents were satisfied (53%) than females (49%).

Table 37: Respondents' Level of Satisfaction with Portmore Municipality Council on Cleanliness of Drains and Gullies, by Gender

Level of satisfaction/dissatisfaction	Female	Male
Very dissatisfied	200 (30%)	143 (27%)
Dissatisfied	245 (36%)	177 (34%)
Satisfied	191 (29%)	182 (34%)
Very satisfied	009 (01%)	010 (02%)
Don't know	026 (04%)	014 (03%)
Total	671 (100%)	526 (100%)

Results in Table 37 indicate that most of the respondents were generally dissatisfied with Portmore Municipality Council on cleanliness of drains and gullies. Along gender lines, more female respondents were dissatisfied (66%) than males (61).

Table 38: Respondents' Level of Satisfaction with Portmore Municipality Council on Maintenance of Parochial Roads by Gender

Level of satisfaction/dissatisfaction	Female	Male
Very dissatisfied	126 (19%)	097 (19%)
Dissatisfied	247 (37%)	165 (31%)
Satisfied	210 (31%)	196 (37%)
Very satisfied	011 (02%)	011 (02%)
Don't know	078 (11%)	058 (11%)
Total	672 (100%)	527 (100%)

Results in Table 38 indicate that a simple majority of respondents were generally dissatisfied with Portmore Municipality Council on maintenance of parochial roads. Along gender lines, more female respondents were dissatisfied (56%) than males (50%).

Table 39: Respondents' Level of Satisfaction with Portmore Municipality Council on Bushing and Weeding of Roads by Gender

Level of satisfaction/dissatisfaction	Female	Male
Very dissatisfied	116 (17%)	076 (14%)
Dissatisfied	288 (43%)	192 (37%)
Satisfied	231 (34%)	237 (45%)
Very satisfied	010 (02%)	007 (01%)
Don't know	026 (04%)	013 (03%)
Total	671 (100%)	525 (100%)

Significant (p<.005)

Results in Table 39 indicate that majority of respondents were generally dissatisfied with Portmore Municipality Council on bushing and weeding of roads. Along gender lines, more female respondents were dissatisfied (60%) than males (51%).

Table 40: Respondents' Level of Satisfaction with Portmore Municipality Council on Animal Control by Gender

Level of satisfaction/dissatisfaction	Female	Male
Very dissatisfied	071 (11%)	043 (08%)
Dissatisfied	192 (29%)	130 (25%)
Satisfied	322 (48%)	294 (56%)
Very satisfied	030 (04%)	025 (05%)
Don't know	056 (08%)	032 (06%)
Total	671 (100%)	524 (100%)

Significant (p<.05)

Results in Table 40 indicate that majority of respondents were generally satisfied with Portmore Municipality Council on animal control. Along gender lines, more male respondents were satisfied (61%) than females (52%).

Table 41: Respondents' Level of Satisfaction with Portmore Municipality Council on Enforcement of Regulations by Gender

Level of satisfaction/dissatisfaction	Female	Male
Very dissatisfied	059 (09%)	048 (09%)
Dissatisfied	216 (32%)	148 (28%)
Satisfied	227 (34%)	224 (43%)
Very satisfied	008 (01%)	011 (02%)
Don't know	162 (24%)	092 (18%)
Total	672 (100%)	523 (100%)

Significant (p<.004)

Results in table 41 indicates that while female respondents were more dissatisfied (41%) than satisfied (35%) with Portmore Municipality Council on enforcement of regulations, male respondents were more satisfied (45%, n=523) than dissatisfied (37%) with the same service.

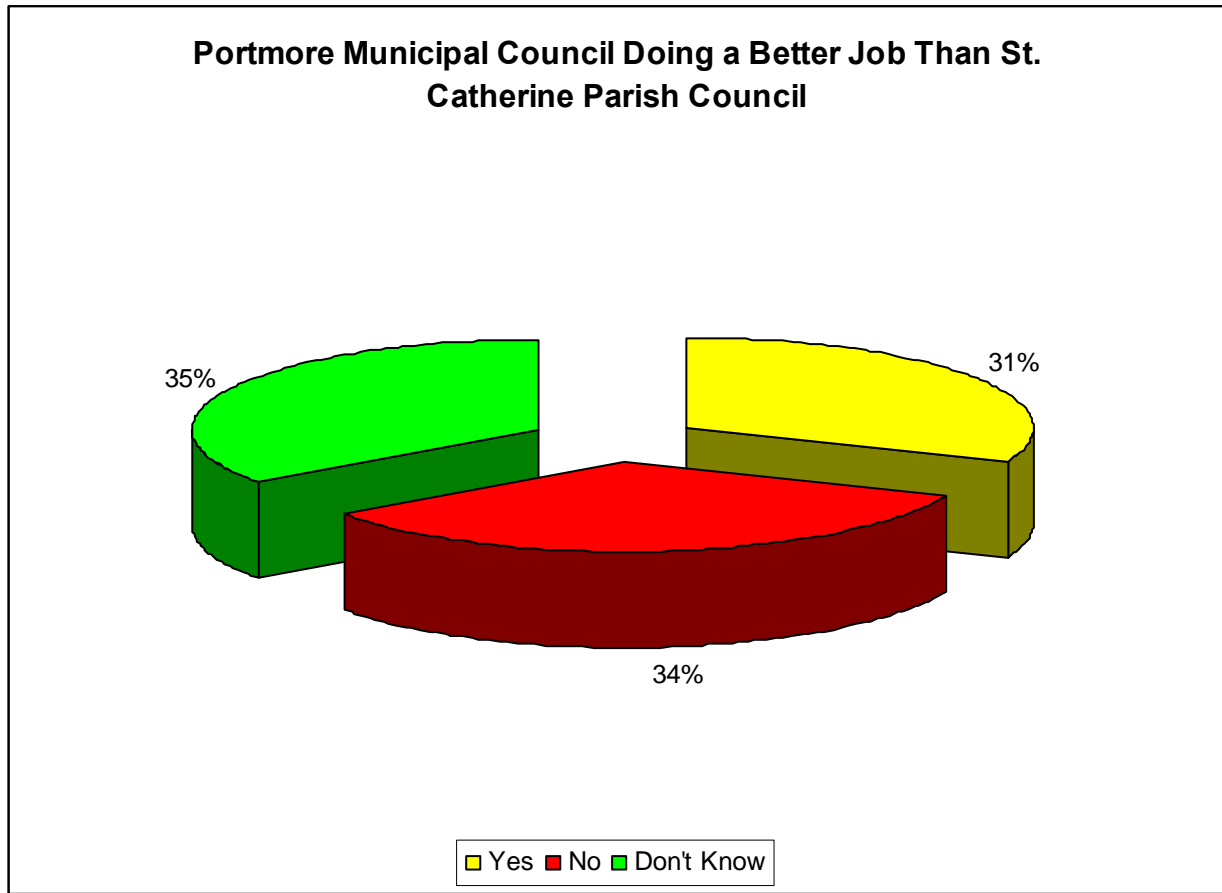
Table 42: Respondents' Level of Satisfaction with Portmore Municipality Council on Development Control by Gender

Level of satisfaction/dissatisfaction	Female	Male
Very dissatisfied	065 (10%)	049 (09%)
Dissatisfied	216 (32%)	154 (29%)
Satisfied	198 (30%)	202 (39%)
Very satisfied	029 (04%)	026 (05%)
Don't know	162 (24%)	092 (18%)
Total	670 (100%)	523 (100%)

Significant (p<.007)

As depicted in table 42 above, females were generally more dissatisfied (42%) than they were satisfied (34%) with the municipality council on development control. On the other hand, males were more satisfied (44%) than they were dissatisfied (38%).

Chart 11: On the whole, do you think that the Portmore Municipality Council is doing a better job than the St Catherine Parish Council did for Portmore?



As depicted in chart 11 above, a significant number of respondents did not know whether or not the Portmore Municipality Council is doing a better job than the St Catherine Parish Council did for Portmore: 36% of female respondents and 33% of males. Of those who knew, males were generally more supportive by answering 'yes' (35%) than females (28%).

Section 6: Summary and Recommendation arising out of the survey

6.1: Summary of survey findings

Despite their seniority (51% of respondents were 41 years and over, and 77% of them had been residents of Portmore since it became a municipality), respondents' involvement in the governance of the municipality has been very marginal, at best. As indicated in section 4 of this survey report, only 16% of the respondents (n=1209) had attended a function or meeting organized by the municipal council during the previous year; only 11% had sought help from the municipal council or councillors; only 22% of the

respondents had ever volunteered work to the municipal council; only 16% of respondents had ever participated in any local event; and only 22% of respondents had trust in local government.

On the basis of the survey findings, possible explanations for this high level of apathy among municipality residents seem to be mainly three-fold. First, the Portmore Municipal Council does not seem to have been effective in mobilizing citizens to get involved in its programs. Asked about how much influence they had on what the municipal council does, 43% of the respondents (n=1191) said "none". Similarly, asked about how much council employees are responsive to citizens' needs, 32% of the respondents said "nothing" and another 27% said "little".

Second, and probably because of the first explanation above, Portmore Municipality residents know either "very little" (38%) or "nothing" (44%, n=1197) about local government reforms, and most of them (78%, n=1126) "have no trust in local government".

Third, and probably due to the combination of the above two, Portmore Municipality residents are more dissatisfied than they are satisfied with both the quality of life within the municipality (see results of section 3 of this report) and the services provided therein by the municipal council (results of section 5 of this report).

6.2 Recommendations

Recommendation 1: The level of awareness of the Portmore Municipal Council programs and services was quite low in the survey. It is, thus, recommended that an awareness campaign be launched within municipal communities through newspapers, talk-back radio programmes and seminars in order to reach as wide an audience as possible, thereby making the municipal council more effective.

Recommendation 2: As the municipal council services are extended across Portmore, all Service Providers should develop a short and easy to understand customer service survey instruments for collecting feedbacks, on a regular basis, from clients about the services they receive, in order to provide those clients both a voice and a realization that their opinions are vital in decision making relating to municipal programs and services.

Recommendation 3: A serious attempt should be made by the Portmore Municipal Council to involve as many citizens as humanly possible, in its programs. In particular,

special attention in this regard should be paid to females who, according to survey results, displayed much higher level of ignorance about municipal programs and, at the same time, higher level of dissatisfaction with municipal services, than males.

CHAPTER THREE

CONCLUSIONS

The terms of reference for this assignment requested for an evaluation of the Portmore Municipal Council and the municipality experience. Multiple evaluation methods were used including a review of documentary evidence, elite interviews with key informants/stakeholders, design and administration of a survey of 1,211 of the about 200,000 residents of Portmore (with a margin of error of +/-2.5%), town hall meetings and focus group discussions with a cross-section of the citizens of Portmore. Observations were also made in a form of reconnaissance of the town, especially infrastructure such as roads and potential municipal project sites and drains.

The review of the municipality experience showed that the people of Portmore are generally very pleased with the conferment of a municipality status on their town since June 2003. They noted that they are pleased with having a municipal council of their own, to which they can make their requests and their concerns about municipal services known. The general feeling that emerged from the 22 elite interviews and the eighty-six (86) people who took part in the town-hall meetings was that the St Catherine Parish Council seemed distant from the problems of Portmore and that having a municipal council which includes the Portmore Citizensø Advisory Council was an advancement of local democracy.

There was a sense of achievement on the part of the citizens in that with very limited resources, the PMC established a delivery system that has enabled them to provide the necessary municipal services to the residents of Portmore. In the survey, there were 56% female respondents as against 44% male. Of the ten items measuring the *quality of life* within the Portmore Municipality, respondents were generally dissatisfied with six of them (or 60%), and only satisfied with 4 items (or 40%) . Respondents were generally satisfied with the sense of safety within the municipality (62%), the quality of neighbourhoods (67%), the access to health services (50%) and the quality of library services (37%). However, respondents were generally dissatisfied with the recreational opportunities available within the municipality (60%), access to job opportunities (62%),

the level of economic development (68%), consultations with service users by councillors (62%), timeliness of services (56%) and transparency within the municipality council (45%).

Of the seventeen service areas provided within the Portmore Municipality, respondents were generally dissatisfied with nine of them (or 53%), and satisfied with eight (or 47%). It is worth noting that respondents were generally dissatisfied with markets and slaughter houses, even though revenue collection from these areas shows an increasing trend over the fiscal year 2003/2004 to 2008/2009. Individuals were also generally dissatisfied with the dissemination of information to the public about council services. This may also be another reason why individuals were not attending meetings put on by councillors. In response to the findings of the survey, the following recommendations are proposed:

1. The level of awareness of the Portmore Municipal Council programs and services was quite low in the survey. It is, thus, recommended that an awareness campaign be launched within municipal communities through newspapers, talk-back radio programmes and seminars in order to reach as wide an audience as possible, thereby making the municipal council more effective.
2. As the municipal council services are extended across Portmore, all Service Providers should develop a short and easy to understand customer service survey instruments for collecting feedbacks, on a regular basis, from clients about the services they receive, in order to provide those clients both a voice and a realization that their opinions are vital in decision making relating to municipal programs and services.
3. A serious attempt should be made by the Portmore Municipal Council to involve as many citizens as humanly possible, in its programs. In particular, special attention in this regard should be paid to females who, according to survey results, displayed much higher level of ignorance about municipal programs and, at the same time, higher level of dissatisfaction with municipal services, than males.

In the area of institution building, capacity development seemed to have been assisted by a strategy of twinning with the Cannock Chase District Council of Southern Staffordshire

in the United Kingdom. But opinions are divided over the question whether the PMC has offered better services than the St Catherine Parish Council. The key reason for the lack of adequate advancement on service provision by Portmore was attributed to the PMC's lack of entitlement to a capital budget, an input to which all the other local government entities are entitled. There is also a view that Portmore's advancement has been held back by the inordinately long time that central government agencies have taken in responding to innovative business decisions, about which they have sought advice and support.

Throughout the interviews and town-hall meetings and focus group discussions, there were just a few dissenting views (three respondents in the elite interviews, to be precise) regarding why Portmore was granted municipality status. Further discussions with such people, however, revealed that they were not really against the autonomy that has been bestowed on Portmore, but what they viewed as the political expediency which brought the PMC into being. Those people thought that adequate time should have been allowed for preparation of office infrastructure before conferring municipality status. These arguments notwithstanding, the overwhelming majority of the citizens of Portmore felt that the model of municipality was good enough to be replicated to other parts of Jamaica, except that certain institutional amendments have to be made first. These amendments include the following:

4. That the institution of Directly Elected Mayor should be made stronger by allowing the occupant a casting vote in council, and the same privilege should be extended to the chairman of the Committees of the Council;
5. That like the Councillors, the Mayor must be given a development fund since he/she is the only politician who has to account to all the citizens of Portmore. All the Councillors account to their divisions only, and they could therefore be re-elected for life, as long as they undertake their representational work seriously. The question was why should a Mayor be directly elected and given no clout and yet the council held the veto; and secondly, why should the mayor be denied the financial wherewithal to cause change or development in the municipality when accountability for development rested on him?

6. That the Jamaican Parliament should strongly consider giving the Portmore Municipal Council a capital budget like the other 13 local government entities since the PMC was set up to perform similar functions as the parish council or the Kingston and St Andrew Corporation.

From the study also, certain areas of management and administration were highlighted as requiring significant improvements. These include:

7. The need to institute a Results Oriented Management System to embed the strategic planning approach that has been adopted by the PMC. And in a bid to close the gap between strategic planning and strategic management, a Results Based Monitoring and Evaluation and cascading of departmental/unit objectives down to the level of the individual, will also be desirable.
8. Throughout the study, one value that the PMC, in its entire structure, seems to have missed is regular communication with its constituency. A related value is public education, which was also lacking. These twin values always go together in political analysis, and in management science also, these are the basis of responsiveness. The relevance of communication and responsiveness was perhaps captured more succinctly in the Layfield perspective on British Local Government Financing (1976), which has influenced local government and the practice of decentralisation in most Westminster Systems of Government, including local government in Jamaica. In the Layfield Report, one of the main hypotheses that were investigated by the Committee of Enquiry was that citizens will become enthusiastic in participating in local government when they are made to pay for local services through direct local taxes or fees; and when this is fulfilled in policy, local government autonomy will be enhanced). But in Portmore, this administrative doctrine seems to have been seriously hampered by the absence of a good public education culture that is ingrained in institutional practice. A lack of public education in Portmore has led to an uninformed electorate, a significant number of whom is not sure about the quality of services to expect from their municipal council, which in turn has abbreviated the practice of accountability.

9. There needs to be updated information and communications technology to help in public information and internal management. The completion of the PMC website could be hastened in order to plug the information gap existing between the Council and the public. Similarly, a local intranet will be needed to facilitate the sharing of information internally, and electronic storage facilities could also be provided to ensure ease of retrieval of relevant information to support management decisions and research.
10. There is need for a revamped Portmore Citizensø Advisory Council. The PCAC seems to require strong leadership and substantial participation by citizen groups, instead of the present structure which seems to be dominated by service clubs and professional associations. This is what citizensø associations and ordinary citizens argued for in the focus group discussions that were held with them.
11. The PCAC, is akin to a Parish Development Committee (PDC) and as such, has resource needs like its counterparts. The new Local Government Act could take the resourcing of the PCAC into account in the revenue sharing formula that will be considered for sub-parish public participatory structures. Similarly, the PCAC can and should be encouraged to seek funding and twin with a successful PDC like Manchester and learn about fundraising, proposal writing and development planning so as to make them competent to give advice to the PMC (which is a fundamental statutory function of the PCAC).
12. Finally, the issue of the replicability of the municipality model was not unequivocal. The citizens of Portmore specifically asked for institutional amendments to be made to the Municipalities Act (noted above in this conclusion) before there is any initiative by the central authorities to extend the municipality model to other parts of the country. These requests, in our view, seem reasonable because the authorities at the Department of Local Government appreciated these demands during the Exit Consultation that was organised on August 31, 2010 to bring closure this study and noted that steps were already underway in the main

local government reform process to look at the Mayor's and Chairmen of Committees' voting issue. Aside all this, however, the main qualification for replicability of the model could rest with the uniqueness of the human capacities of the residents of a town, the economic base of a town in its own consideration and in consideration to the town's position and contribution to a Parish. It is important to note that for most of the major towns and cities in Jamaica, their separation from the parish structure and differential treatment for purposes of turning them into a municipality may connote a serious consequence for the economic viability of the rest of the parish. Similarly, with the 'pay-your own-way' principle that seems to underpin municipality creation, the economic viability of towns may have to be checked properly before they are trumped by political enthusiasm.

APPENDICES

APPENDIX A

SURVEY INSTRUMENT

A CITIZENS' SURVEY OF THE PORTMORE MUNICIPALITY

NAME OF INTERVIEWER: _____ **TELEPHONE:** _____

INTERVIEW DATE: _____ **LOCATION OF INTERVIEW:** _____

Suggested Introduction: My name is _____ and I am conducting a survey on behalf of the Sir Arthur Lewis Institute of Social and Economic Studies of the University of the West Indies. Since 2003, the Portmore Municipality was created by the Municipalities Act (2003) to facilitate better accountability and responsiveness to the citizens of Portmore. The Sir Arthur Lewis Institute has been hired to establish how citizens of Portmore Municipality perceive the current level and effectiveness of services being delivered by the Portmore Municipal Council. Your full cooperation will be appreciated. All results will be presented in an anonymous statistical form and, hence, full confidentiality is assured.

SECTION 1: DEMOGRAPHIC INFORMATION

First we would like to ask you a few questions about yourself:

- 1. Interviewer, (record the gender of respondent):**
 - (1) Female
 - (2) Male
- 2. How old are you _____ years (INTERVIEWER: Record then circle):**
 - (1) Less the 20; (2) 20-30; (3) 31-40; (4) 41-50; (5) 51-60; (6) Over 60
- 3. How long have lived in this community? _____ years**
- 4. What is the highest level of education attained by you?**
 - (1) No formal education
 - (2) Primary school
 - (3) Secondary school
 - (4) Post-secondary School
 - (5) University degree
 - (6) Other, please specify _____
- 5. What is your main economic activity at the moment?**
 - (1) Working full time
 - (2) Working part time

- (3) Self-employed
- (4) At school
- (5) Unemployed
- (6) Incapacitated
- (7) Other, please specify _____

6. What is your marital status?

- (1) Single
- (2) Married
- (3) Other _____

7. What is your main occupation? _____

(Interviewer: Please write the occupation and circle relevantly after)

- (1) **Unskilled** (watchmen, fish vendors, gardeners, labourers, peddlars, domestic workers etc)
- (2) **Semi-skilled** (waiters, postmen, higglers, cooks, farmers with 2-9 acres, port workers, etc)
- (3) **Skilled** (Carpenters, policemen, nurses, trained teachers, hair-dressers, mechanics, etc)
- (4) **Highly skilled** (Farmers with 50-99 acres, junior officers in army and police, ministers of religion, graduate teachers, medium sized businesses, principals of primary schools, nursing sisters, etc)
- (5) **Lower Professional & Managerial** (Senior officers of army and police, principals of secondary schools, university lecturers, heads of large religious denominations, etc)
- (6) **Higher Professional & Managerial** (Directors and Managers of large enterprises, lawyers, doctors, engineers, permanent secretaries, ministers of government, senior lecturers and professors etc)

8. What is your Weekly income in Jamaican dollars? _____

- 1) Less than 10,000.
- 2) 10, 000-20, 000
- 3) 21, 000-30, 000
- 4) 31, 000 ó 40,000
- 5) 41,000 -50,000
- 6, More than 50,000

Section 2: Municipal Quality of Life

9. Based on your experience within the Portmore Municipality, please indicate your level of satisfaction/dissatisfaction with the following items relating to the quality of life in this municipality:

Item	Level of dissatisfaction/satisfaction				
	Very dissatisfied	Dissatisfied	Satisfied	Very satisfied	Don't know
Sense of safety within the municipality	1	2	3	4	5
Quality of neighbourhoods	1	2	3	4	5
Recreational opportunities	1	2	3	4	5
Access to health services	1	2	3	4	5
Quality of library services	1	2	3	4	5
Access to job opportunities	1	2	3	4	5
Level of economic development	1	2	3	4	5
Consultations with service users by councillors	1	2	3	4	5
Timeliness of services	1	2	3	4	5
Transparency within the municipality council	1	2	3	4	5

Section 3: Involvement in Municipal Governance

Now let's talk about your involvement in Municipal governance

10. Have you attended a function or other meeting organized by the municipal council in the past 12 months? (1) Yes (2) No (Don't remember) ----> Go to question 12
11. To what degree do you think municipal councillors pay attention to what people ask for in such meetings? (Read Options) (1) Very much (2) Somewhat (3) Very little (4) Not at all (5) Don't Know
12. Have you sought help from or presented a request to any local office, official or municipal councillor within the last 12 months? (1) Yes (2) No (3) Don't remember
13. How have they treated you or your neighbours when you have had dealings with the municipal council? (1) Very well (2) Well (3) Neither well nor badly (4) Badly (5) Very badly (6) Don't
14. Have you ever volunteered work to this municipal council? (1) Yes (2) No
15. Have you ever participated in any local political event? (1) Yes (2) No
16. Do you have trust in local government? (1) Yes (2) No
17. How much do you know about local government reforms in Jamaica? (1) very much (2) Much (3) little (4) Very little (5) Nothing
18. In your opinion what is the most serious problem at present in this municipality? [Don't read the responses, and accept Only a single response]

- (00) None
- (01) Lack of water
- (02) Lack of road repair
- (03) Lack of Security, delinquency
- (04) Lack of public sanitation
- (05) Lack of services
- (06) The economic situation, lack of funds, aid
- (07) Poor administration
- (08) Neglect of the environment
- (09) Other, please specify _____
- (10) DK/Don't remember

19. How much has the Municipal council done to solve the problem you mentioned? (1) A lot (2) Some (3) Little (4) Nothing (5) Don't know (6) N/A

20. How much trust do you have that Municipal Council employees are responsive to citizens' needs? **[Read Options]** (1) A lot (2) Some (3) Little (4) None (5) Don't know

21. How much influence do you think you have on what the municipal council does? Would you say: (1) A lot (2) Some (3) Little (4) None (5) Don't know

22. How interested do you think the municipal council is in the people's participation in the work of the municipality? **[Read Options]** (1) Very interested (2) Somewhat interested (3) Little interested (4) Not at all interested (5) Don't know

23. In your view, how courteous are Municipal council employees when dealing with citizens?
(1) courteous (2) little courtesy (3) not at all courteous

SECTION 4: LEVELS OF SATISFACTION WITH OVERALL SERVICE AREAS

23. Based on your experience with services being delivered by the Portmore Municipal Council, please indicate your level of satisfaction/dissatisfaction with the following services areas:

Level of satisfaction

Service areas	Very dissatisfied	Dissatisfied	Satisfied	Very satisfied	Don't know
Sending out information to the public about council services	1	2	3	4	5
Garbage collection	1	2	3	4	5
Car Parking facilities	1	2	3	4	5
Fire services	1	2	3	4	5
Public parks	1	2	3	4	5
Markets and slaughter house (abattoirs)	1	2	3	4	5
Disaster Preparedness and prevention	1	2	3	4	5
Street lighting	1	2	3	4	5
Cleanliness of streets	1	2	3	4	5
Road maintenance	1	2	2	4	5
Sidewalk maintenance	1	2	3	4	5
Cleanliness of drains and gullies	1	2	3	4	5
Maintenance of parochial roads	1	2	3	4	5
Bushing and weeding of roads	1	2	3	4	5
Animal control	1	2	3	4	5
Enforcement of regulations	1	2	3	4	5
Development control	1	2	3	4	5

23. On the whole, do you think that the Portmore Municipality Council is doing a better job than the St Catherine Parish Council did for Portmore? (a) Yes (b) No.

That completes our interview. Thank you very much.

APPENDIX B

INTERVIEW SCHEDULE FOR ELITE INTERVIEW WITH THE COUNCILORS OF THE PORTMORE MUNICIPALITY COUNCIL, 30 MARCH 2010

1. Are you happy with having a Municipal Council in Portmore? If yes, then why? If no, then why?
2. What would you say are the achievements of your municipal council in the past six years?

CENTRAL-LOCAL RELATIONS

3. In terms of availability of resources to establish and institutionalize the municipality, would you say that the basic infrastructure was made available by the Central Government?
4. What about financial availability from the Central Government? Do you have any views on its adequacy?
5. How would you characterize the relationship between your municipal council and the Central Government, (Central Government includes the Department of Local Government and the Office of the Prime Minister), [PROBE] Has the relationship been supportive, uncertain or less congenial?
6. What about the Municipal Council's working relations with other Central Government agencies, Ministries and Departments with whom you collaborate and transact business on behalf of the people? [Some of these agencies may include NEPA and the Ministry of Housing and Water and the Contractor-General Department, and Parliament].

WORKING RELATIONS WITH THE ST CATHERINE PARISH COUNCIL

7. How would you characterize the relationship between your Municipal Council and the St Catherine Parish Council, give a general comment on the level of collaboration?
8. What about the sharing of expertise between the two entities?
9. Do you see any signs of strong competition with the St Catherine Parish Council? In which areas of service or revenue extraction?
10. How have the financial arrangements for transfer of resources from St Catherine Parish Council worked out?

REPRESENTATION OF THE PEOPLE

11. What facilities are available to you for organizing, meeting, informing and representing the people of your division?
12. Is this facility adequate to facilitate effective representation? If not, why not?
13. How regularly do you meet your people at the division?
14. Give me an idea about how many hours you devote to meeting your constituents in a week?
15. How would you characterize your relationship with the Portmore Citizens' Advisory Council?
16. Do you consult the people of your division on important policy issues? Give examples of instances when you consulted them, and indicate their response?
17. Are you pleased with the service you provide to your division? What are the challenges and how do you think that they can be solved?
18. Do you think that the structure and functioning of the Committee System is adequate?
19. On the whole, do you think that the municipal administration has been implementing effectively the decisions you reach in Council? If not, what are some of the challenges? If yes, how can this be improved?
20. How would you rate the relationship between the Municipal Councilors and the Municipal Administration?
21. How do you see the Leadership being provided by the Executive Mayor?
22. If you were asked to summarise the municipality experience and its effectiveness in service delivery, would you say that the Portmore Municipal Council is better placed than the ordinary Parish Council to serve the people?
23. Would you advocate for Central Government to establish more Municipal Councils in the country?

APPENDIX C

List of Participants (Elite Interviews)

Interview #	Name & Position	Appointment Scheduled	Date Interviewed
1	Winston Wright Portmore Citizens Advisory Council (PCAC)- Chairperson	April 8 th	April 8 th
2	David Parkes Chief Administrative Manager (PMC)	April 8 th	April 8 th
3	Keith Hinds His Worship, the Mayor (PMC)	April 8 th	April 8 th
4	Carol McClean Representative of the PCAC-Portmore Joint Citizen Association (umbrella group of the PCAC)	April 12 th	April 12 th
5	Alric Campbell Councillor	None	April 13 th
6	Shane Dalling Councillor	April 13 th	April 13 th
7	Claudia Martin Compliance and Enforcement Manager	April 15 th	April 15 th
8	Colin Fagan Member of Parliament	April 16 th	April 16 th
9	George Egbert Emmanuel Lee Former Mayor	April 15 th	April 18 th
10	Fitz Jackson Member of Parliament	April 19 th	April 19 th
11	Owen Saunderson Deputy Mayor (PMC)	April 19 th	April 19 th
12	Barrington Soares (Reverend) Former PCAC Chairman	April 20 th	April 20 th
13	Ian Reid Former Secretary Manager (PMC)	None	April 20 th
14	Janet Beale Administrative Assistant	None	April 8-19

15	Allison Creighton Assistant to Mayor	None	April 19th
16	Andrew Wheatley (Dr.) Mayor (St. Catherine Parish Council)	April 21 st	April 21st
17	Kemar Bogle Acting Disaster Co-ordinator at the PMC	April 23rd	April 28th
18	Andre Griffiths Director of Planning (PMC)	April 23rd	April 28th
19	Yvonne McCormack Councillor	April 21st	April 29th
20	Keith Miller Senior Consultant, Department of Local Government	April 23rd	April 27th
21	Wilma Johnson-Bailey Commercial Services Manager	None	April 8th
22	Courtney Campbell Director of Corporate Services	April 15th	April 15th

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