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SEPTEMBER 2017



ANTI-CORRUPTION INNOVATIONS: STRENGTHENING JAMAICA'S INTEGRITY



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ANTI-CORRUPTION INNOVATIONS: STRENGTHENING JAMAICA'S INTEGRITY

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This study is made possible by the generous support of the American people through the United States Agency for International Development (USAID). The contents are the responsibility of CAPRI, and do not necessarily reflect the views of USAID or the United States Government.

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I. ACRONYMS

ACC	Anti-Corruption Commission
ASCYUDA	Automated System for Customs Data
BMZ	Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung
CIA	Central Intelligence Agency
CIAF	Citizen's Information and Accountability Forum
CFMP	Citizen Feedback Monitoring Program
CNN	Cable Network News
CPC	Commission for Prevention of Corruption
CPI	Corruption Perceptions Index
DFID	Department for International Development
DPP	Director of Public Prosecutions
GCB	Global Corruption Barometer
GCI	Global Competitive Index
IMF	International Monetary Fund
INCSR	International Narcotics Control Strategy Report
JCF	Jamaica Constabulary Force
JIS	Jamaica Information Service
LAPOP	Latin America Public Opinion Project
MOCA	Major Organised Crime and Anti-Corruption Agency
MP	Member of Parliament
NGO	Non-Governmental Organisation
NIA	National Integrity Action
OCG	Office of the Contractor General
PITB	Punjab Information Technology Board
PNB	Pay No Bribe
TI	Transparency International
UNDP	United Nations Development Program
USAID	United States Agency for International Development
WJP	World Justice Project

II. EXECUTIVE SUMMARY

Jamaica is a developing country with the largest population in the English-speaking Caribbean, of about 2.7 million persons.¹ The island's economy faces many challenges to growth, namely high crime and corruption, large-scale unemployment and underemployment, and a debt-to-GDP ratio that is precariously above 100%.² Corruption is often labelled the source of the country's woes and there is widespread agreement that addressing corruption will address the other challenges which continually confront the country.

A high perception of corruption in Jamaica exists, both locally and internationally. The country consistently performs poorly on global corruption indices, with other governance indicators citing corruption as a major problem for the country. Polls done domestically reveal similar views on corruption in the country with many locals regarding key institutions in the country as being highly corrupt.

The country suffers from systemic corruption as corruption is shown to exist at all levels of the society and pervades several public institutions, especially the police and customs. In this report, major causes of corruption in Jamaica were found to be that there is no real threat of prosecution, as a general reluctance to prosecute corruption cases has been displayed. Severe resource constraints within anti-corruption institutions result in narrow results, in addition to there being ample opportunities for corrupt activity to persist in public sector agencies. Moreover, weak political will continues to impede the fight against corruption, while cultural acceptance brings even more difficulty in addressing the issue.

This report reviewed innovations used to strengthen integrity in countries around the world, with a view to recommending one such innovation to strengthen Jamaica's own integrity. Having assessed the corruption situation in Jamaica and examined what the existing anti-corruption framework allows, it was found that any innovation implemented in the country must address certain contextual criteria. As corruption was seen to be pervasive across all levels of society, any innovation would have to engage all members of society to effect real change. Additionally, during consultation with several anti-corruption institutions on the island, it was found that a major downfall of the innovations they currently use is a lack of data collection which is necessary to assess their effectiveness. Consequently, initiatives used in Jamaica should allow for clear target-setting and quantification of results. Furthermore, given the resource constraints, and in general, the economic challenges facing the country, innovations should be cost-effective and sustainable. Notably, Jamaicans have a strong inclination to technology and innovation and thus, the initiative should also be technologically inspired as this may spur on the uptake by the public.

With those criteria in mind, the Citizen Feedback Monitoring Program (CFMP), an innovation used in Pakistan, was found to be the most suitable. The CFMP is a complaint system whereby the government is proactively reaching out to citizens after accessing public services, to seek feedback via recorded call and SMS. This program allows the government to collect highly targeted information so that key problem areas within state agencies can be appropriately and effectively addressed. The program is far-reaching, engaging the entire citizenry, and it is technologically driven. Furthermore, the program is relatively low cost to install and requires very little maintenance after initial set up: it is therefore sustainable. A summary of the recommendations made for its effective implementation are listed below.

SUMMARY OF RECOMMENDATIONS

1. Government to take the lead on implementation of CFMP.
2. Obtain best practice by liaising with the Pakistani Government throughout implementation.
3. Carry out long-term financial plan/assessment for CFMP.
4. Consult with stakeholders on the implementation of the program.
5. Set clear and specific targets to be achieved from implementation.
6. Set up monitoring and accountability systems.
7. Strengthen anti-corruption laws and institutions to facilitate effective implementation of the CFMP.
8. Begin with pilot project before application across all government agencies.

1 World Bank.
2 The World Fact book - CIA.

1: OVERVIEW

DEFINING CORRUPTION

Stories of corruption are found daily on the front cover of newspapers around the world. It is often held culpable for many societal ills, namely, civil unrest, stagnant or negative economic growth and increasing disparity among classes. However, for many, the concept of corruption is vast and can be somewhat difficult to grasp. So, what exactly is corruption?

Put simply, corruption is regarded as the abuse of entrusted power for private gain.^{3,4} Thus, when a public official (or officer) accepts or solicits a bribe, the power entrusted to that person is abused. Under this definition, a corrupt act need not result in financial gain for the public official⁵ – for instance, if the official awards a procurement contract to a close relative (nepotism) or uses his position to gain sexual favours. Corruption is also manifest through acts such as fraud, improper party financing and the theft of state assets. As such, corruption is a multi-faceted phenomenon and can be categorised as follows:⁶

Petty (Bureaucratic)

Petty corruption refers to abuse of entrusted power by low- and mid-level public officials in their interactions with citizens who often are trying to access basic goods and services in places like hospitals and other agencies.⁷

Grand (Political)

Political corruption is found at the highest levels of political authority, where politicians, government ministers, and senior civil servants manipulate policies, institutions and rules of procedure in the allocation of resources and financing.⁸ This enables leaders to benefit at the expense of the public good.

Corruption is also described as being either isolated or systemic corruption. Isolated corruption occurs where corruption is rare and consists of a few individual acts in the public service. Therefore, when corruption is isolated, non-corrupt behaviour is the norm in that society. Where corruption is pervasive, it is considered to be systemic. Systemic corruption exists when acts such as bribery are routine in dealings between the public sector and firms and individuals.⁹

SOURCES OF CORRUPTION

There are several circumstances which facilitate corrupt activity; however, the causes of corruption are always contextual and embedded in the policies of the country. Corruption looks different in all countries and therefore, requires varied responses depending on the context. Nonetheless, corruption tends to flourish when institutions are weak and accountability is lacking. According to the World Bank, “a defining characteristic of the environment in which corruption occurs is when there is a deviation between the formal and informal rules governing behaviour in the public sector”.¹⁰ Therefore, strengthening institutions to control corruption should be about shifting the emphasis back to, and upholding formal rules.

Complicated and onerous economic and legal systems also create opportunities for corrupt behaviour as individuals and businesses are tempted to pay bribes to elude the rigours of the system. The tax system is often a source of corruption when unclear and difficult to understand. It gives considerable leeway in interpretation to tax inspectors and auditors, which gives rise to depraved compromises between tax inspectors and taxpayers, thereby creating an incentive for corrupt behaviour.¹¹ Consequently, corruption is also linked to the amount of leverage a public official is allowed whilst operating in the public domain. More specifically, the discretion that official has in allocating those resources and the accountability that official faces for his decisions.¹²

CONSEQUENCES OF CORRUPTION

Be it a politician siphoning millions of public funds, or purposely promoting policies to aid big business allies over policies in need improvement, such as health care and education, or even a public servant accepting money for services which should normally be rendered for free – corruption is expensive and onerous on any society. No civilization is immune to isolated acts of corruption. However, as it becomes systemic, the state is less effective in carrying out its basic functions such as raising revenue and wealth redistribution. Consequently, many nations across the globe strive to combat corruption and forge good governance. Corruption stifles growth, both locally and internationally, thus, minimizing corruption can create a platform for greater economic success.

³ Transparency International.

⁴ There is unresolved debate on the parameters for a definition of corruption. However, the definition used is appropriate for the context and scope of this report.

⁵ IMF, May 2016.

⁶ Transparency International.

⁷ Transparency International.

⁸ Transparency International.

⁹ World Bank, 1997.

¹⁰ World Bank, 1997.

¹¹ World Bank, 2014.

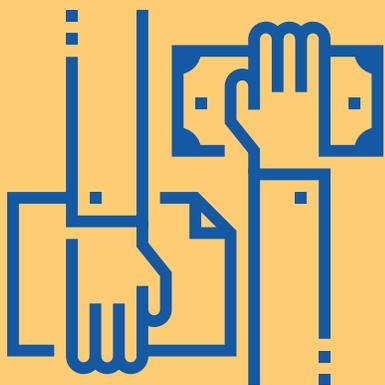
¹² R. Klitgaard, November, 1996.

Corruption also disrupts the rule of law, creates instability and inhibits social development.

Though difficult to quantify, the cost of corruption for the global economy is estimated to be sizeable. In fact, a recent estimate put the annual cost of bribery alone at about \$1.5 to \$2 trillion (roughly 2 percent of global GDP).¹³ With bribes constituting only one aspect of corruption, the overall economic and social cost is likely to be even greater.

In Kenya, the state loses around four billion US dollars to corruption every year – about 25 to 30 percent of the total state budget.¹⁴ In Brazil, the Petrobras scandal is the source of much political instability, public mistrust in government, civil unrest, and has contributed significantly to the country's recent economic woes. Consequently, entrenched corruption has caused these countries to perform badly on significant governance indicators like the Corruption Perception Index (CPI) The CPI is the most respected publication on the issue of corruption, carried out by global 'corruption watchdog' Transparency International (TI). TI has been scoring and ranking countries since 1995, based perceived levels of corruption in their public sector. Countries are given scores between 0 and 100 with 0 being "highly corrupt" and 100 being "very clean".¹⁵

A recent estimate put the annual cost of



BRIBERY

alone at about

**\$1.5 TO \$2
TRILLION**



**...roughly 2%
of global GDP**

Due to the high cost of corruption, many administrations around the world are increasingly committed to improving transparency and accountability within the public sector. Countries like Sweden and Switzerland usually perform well in governance indicators such as the CPI and the Global Competitive Index (GCI). They achieve economic success, owing to the governments' credible management of public funds and overall transparency and accountability in the public sector. It is therefore no surprise that six (6)¹⁶ out of the top ten countries ranked in the latest CPI 2016, also rank among the top ten in the latest GCI for 2016-2017.

Given the corrosive nature of corruption, this report seeks to identify innovative initiatives geared towards reducing corruption in Jamaica and promoting greater integrity. Over the years, legislation alone has not effectively addressed the issue of corruption. Despite a need for increased enforcement and strengthening of the legislative framework, corruption should be less problematic for the country given the extensive framework that exists. This underscores the need for several and varied approaches to tackle corruption. Employing creative ways to build more transparency, accountability and responsiveness into the interaction between citizens and governments, is essential to bolster the current anti-corruption framework. Hence, anti-corruption innovations used in countries around the world will be examined and assessed for applicability in the Jamaican framework. 'Innovation' in this context refers to the introduction of something new; a new idea, method or device.¹⁷ Thus, 'anti-corruption innovations' describes the introduction of new ideas and methods to combat corruption.

Section two describes the method and limitations of this study, followed by section three which examines the incidence of corruption in Jamaica. Section four looks at innovations used in some countries around the world to address the issue of corruption, while section five assesses the feasibility of adopting anti-corruption innovations from other countries in Jamaica. Finally, the sixth section of this report concludes with some recommendations for effective implementation of an appropriate anti-corruption innovation in Jamaica.

¹³ IMF, May 2016.

¹⁴ BMZ, 2014.

¹⁵ Transparency International.

¹⁶ Finland, Sweden, Netherlands, Switzerland, Singapore, Germany: CPI 2016; GCI 2016-2017.

¹⁷ Merriam-Webster Dictionary.

2: METHODOLOGY AND LIMITATIONS

Methodology

This report seeks to determine the applicability and effectiveness of the implementation of innovative anti-corruption mechanisms employed in countries around the world, for Jamaica. Given the nature of the investigation, the methodological approach to this report is a case study. Countries examined were chosen based on their use of innovation (not currently employed in Jamaica), to facilitate improvement in governance in the country, evidenced by improvement in global governance indices. It, therefore, requires the examination of anecdotal evidence embodied in a wide range of existing literature. Thus, the main data sources for this paper are secondary sources in the form of literature reviews, journal articles and country data from publicly available sources.

Representatives from stakeholder institutions – those responsible for addressing corruption in Jamaica – namely the Commission for the Prevention of Corruption; the Office of the Director of Public Prosecutions; the Office of the Contractor General; the Integrity Commission; the Major Organised Crime and Anti-Corruption Agency; and the National Integrity Action were interviewed between the period January 23rd to March 22nd, 2017. This was done to obtain a comprehensive representation of the corruption framework and to determine specifically where additional resources or innovations could be placed most strategically to support present and future anti-corruption objectives. However, the persons interviewed preferred that their identities remain anonymous.

Limitations

This research was limited by the shortcomings of cross-sectional data, namely published country data. More specifically, the governance indicators examined have not all been published for the current period, and for all the countries observed in this report. There was also limited literature on the topic for several countries, thereby, affecting the selection of countries examined in the report.

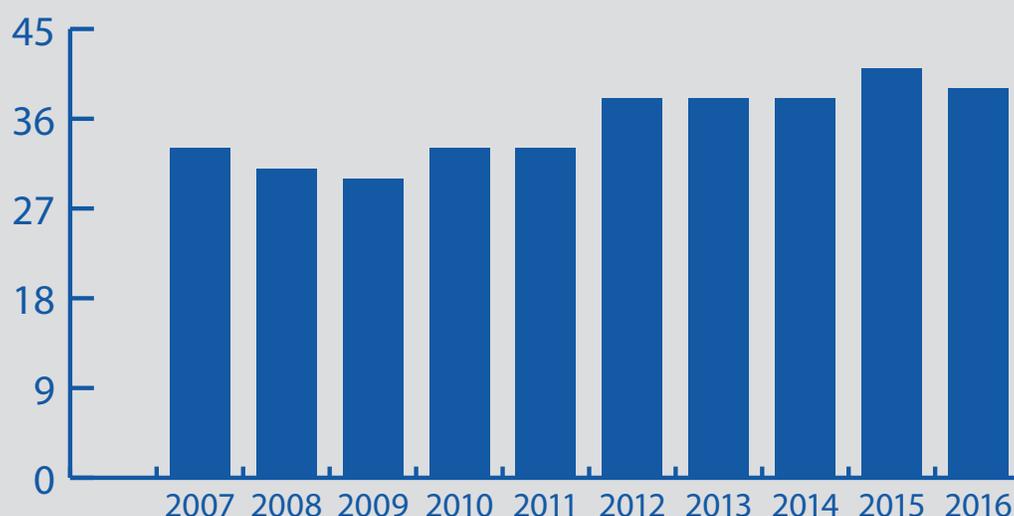


3: THE INCIDENCE OF CORRUPTION IN JAMAICA

I. PERCEPTION OF CORRUPTION IN JAMAICA USING GOVERNANCE INDICES AND POLLS

Over the past decade, the country has consistently registered low scores on the Corruption Perception Index (CPI) (see table 3.1 below), leaning towards the “highly corrupt” end of the spectrum and giving credence to the notion that corruption is indeed a serious problem. Jamaica saw a slight improvement in the previous CPI ranking (2015), increasing by 3 points to obtain its highest score yet (41), and jumping 16 places up the ranks. This came after registering a disappointing 38 points for the past three years (2012 to 2014). However, this apparent improvement was not sustained as the country dropped two points and 14 places in the latest CPI (2016), ranking 83rd among 176 countries. This indicates a high perception of corruption in Jamaica and that actual corruption may be a serious problem for the country.

Figure 3.1: CPI Scores for Jamaica 2007 – 2016*



Source: Transparency International

In the latest Rule of Law Index 2016 report released by The World Justice Project (WJP), Jamaica ranked 47 out of 113 countries globally and 12 out of 30 countries regionally, with a score of 0.57 out of 1 – moving up 3 places. According to the World Justice Project, “effective rule of law reduces corruption, combats poverty and disease, and protects people from injustices large and small”¹⁸ and is thus an important governance indicator. Performance is measured using 44 indicators across eight primary rule of law principles, namely; Constraints on Government Powers, Absence of Corruption, Open Government, Fundamental Rights, Order and Security, Regulatory Enforcement, Civil Justice, and Criminal Justice. Each country is scored and ranked globally against regional and income peers. Under the rule of law principle ‘Absence of Corruption’, Jamaica ranked 47/113 countries globally and 13/30 regionally.¹⁹

In other governance rankings like the latest Global Competitive Index (GCI) 2016/2017, Jamaica showed improvement, moving from a rank of 86 to 75 among 138 countries. However, in the index, corruption was cited as the fourth (of sixteen) most problematic factors for doing business in Jamaica.²⁰ Nonetheless, this rank is indicative of a slight improvement in recent years (see table 3.1 below). The country has also improved in other corruption-related indicators on the GCI. These are shown in table 3.2 below. However, the high perception of corruption remains problematic for the country and can have implications for trade.

¹⁸ WJP.

¹⁹ WJP Rule of Law Index 2016.

²⁰ GCI 2016–2017.

Table 3.1: Corruption Rank Amongst ‘Most Problematic Factors’, GCI

Year	Rank out of 16
2012-13	3 rd
2013-14	3 rd
2014-15	3 rd
2015-16	4 th
2016-17	4 th

Source: World Economic Forum, GCI 2012-13 – 2016-17

Table 3.2: Selected Indicators from the Global Competitive Index, Jamaica (2012-13 to 2016-17)

Indicators	2012-13 Score (1-7 best); Rank	2013-14 Score (1-7 best); Rank	2014-15 Score (1-7 best); Rank	2015-16 Score (1-7 best); Rank	2016-17 Score (1-7 best); Rank
Irregular payments and bribes	3.8; 78/144	3.7; 79/148	3.8; 75/144	3.7; 82/140	3.8; 77/138
Favouritism in Decision Making	2.5; 112/144	2.6; 107/148	2.8; 94/144	2.7; 102/140	2.8; 91/138
Transparency of government policy making	3.7; 118/144	3.8; 99/148	3.6; 109/144	3.8; 91/140	4.2; 65/138

Source: World Economic Forum, GCI 2012-13 – 2016-17

From the global indices referred to above, in the international community, Jamaica is perceived as a highly corrupt nation. This view is consistent with that of the Jamaican public who have expressed mistrust in key integrity systems of the nation. According to Transparency International’s Global Corruption Barometer (GCB) 2013, a worldwide public opinion survey on corruption, 74% of respondents in Jamaica felt that parliament was corrupt or extremely corrupt. The survey also reported that 86% and 85% of responders felt that the police and political parties, respectively, were corrupt or extremely corrupt. Forty-six per cent expressed similar views towards public officials and civil servants, while 47% responded that the judiciary was corrupt/extremely corrupt.²¹

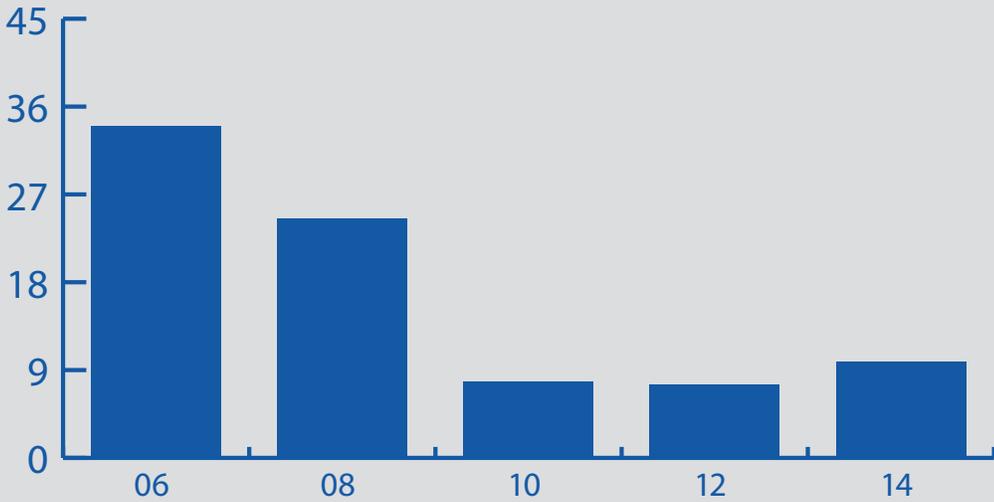
In another poll carried out by the Latin America Public Opinion Project (LAPOP) in 2014, 78.1% of Jamaicans surveyed expressed mistrust in their government, responding that the government was corrupt.²² Jamaican claims of corruption victimization as reported by LAPOP has declined considerably since 2006 (see figure 3.2 below). However, it has increased in 2014. The

²¹ Transparency International GCB, 2013.

²² LAPOP 2014.

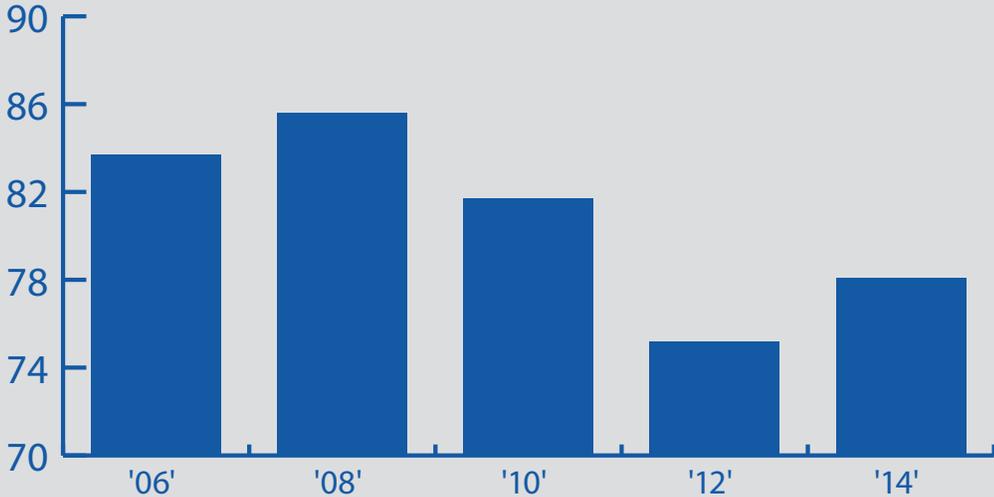
Furthermore, in instances where persons are prosecuted for corrupt activity, the penalties are negligible and therefore, do not have a deterrent effect.

Figure 3.2: Corruption Victimization (%) 2006-2014



Source: LAPOP Survey 2012; 2014

Figure 3.3: Corruption Perception of Government (%) 2006-2014

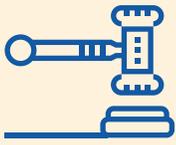


Source: LAPOP Survey 2012; 2014

perception of corruption however, despite the downward trend of corruption victimization, has declined marginally since 2012 and has remained notably high, increasing again in 2014 (see figure 3.3 above). This could suggest that a change in the perception of corruption results several years after a change in actual corruption.

II. CAUSES AND EXAMPLES OF CORRUPTION IN JAMAICA

While there are several factors that contribute to corruption in Jamaica, the next section seeks to identify the key enabling factors for corruption.



No Credible Threat of Prosecution

Jamaica has an extensive anti-corruption framework of laws and institutions, inclusive of international treaties. However, the existing institutional framework does not appear to significantly deter corrupt activities in the public sector. Why this apparent disconnect? Seemingly, the existing laws against corruption are not regularly and effectively enforced.

Often exhibited is what appears to be a reluctance to prosecute corruption-related cases. Thus, a very limited number of corruption cases, in particular, those involving high level officials, are prosecuted in Jamaica. In 2015, the DPP did not order an investigation of a former mayor for nepotism and impropriety in the award of public contracts until taken to court by the Contractor General.²³ A Committee of Experts from the Inter-American Convention Against Corruption has suggested that the country address the lack of prosecutions being carried out by the Office of the DPP for corruption and corruption related offences.²⁴

Further, in instances where persons are prosecuted for corrupt activity, the penalties are negligible and therefore, do not have a deterrent effect. This is evidenced by the low rate of compliance of public servants who are required to file statutory declarations of their assets, liabilities, and income, in accordance with the Corruption (Prevention) Act 2001. The latest report from the Commission for the Prevention of Corruption indicated that for the period ending December 2014, 36,042 declarations were to be received by the commission. However, as at March 31, 2015 only 18,134 were received for the said period, a compliance rate of only 50%. This low compliance rate is despite a series of sensitization programs put on by the Commission since 2007 to improve the compliance of public servants. However, with fines as low as J\$5,000 for non-compliance, the deterrent effect is minimal.²⁵ Further to addressing the lack of prosecution for corruption related cases, the Committee of Experts also recommended that the sanctions in place for breaches of the Corruption (Prevention) Act, be updated so they act as an effective deterrent.²⁶ Thus, when corruption is alleged but is not investigated, not prosecuted, or attracts negligible penalties, the public's perception of corruption is that it is a low risk, high reward activity and this encourages such acts.



Resource Constraints

Anti-corruption institutions are often constrained by limited resources in their fight against corruption. In a recent report, the US Department of State cited that an "overburdened, under-resourced, and dysfunctional judicial system"²⁷ was the most serious human rights issue in Jamaica. Another US report highlighted that the judiciary has a poor record of successfully prosecuting corruption cases and therefore lacked transparency.²⁸ This poor reputation of the judiciary was underscored as some 159 corruption cases were pending in the courts from 2008 to 2015.²⁹ The DPP however, defended these claims stating that consideration should be given to the resource deficiencies and the overload that exists within the judicial system.³⁰ In addition, in January 2017 the Chief Justice highlighted what she referred to as an 'urgent need' for more court rooms and human resources to deal with the backlog of cases in a timely manner.³¹ Furthermore, most of the personnel interviewed from the various anti-corruption institutions overwhelmingly resource constraints as their biggest barrier to being more effective. Consequently, with such constraints, these institutions can do little to stem the tide of corruption – both real and perceived.



Ample Opportunities for Corruption

Like several other Caribbean countries, the role of government in development is large in Jamaica and has thus, placed the public sector in somewhat of a monopolistic position. However, in the absence of a highly regulated system in the public sector, the result is a proliferation of opportunities for administrative discretion, particularly with public officials. Consequently public officials and officers have plenty of leeway in interpretation, and use undue influence, giving rise to opportunities for corruption. This is widely displayed in the police force, where there are many claims of victimization, solicitation of bribes from members of the public, and the use of undue influence. Since the reorganization of the JCF's Anti-Corruption Branch in 2008, with international support, 538 police personnel have resigned or been dismissed for corruption or ethical violations. Another 26 officers faced criminal corruption charges during 2015, with three officers barred from the force for corruption.³² Furthermore, in the Global Corruption Barometer (GCB) 2013, a notable 12% of respondents from Jamaica reported paying a bribe to the police.³³ Hence, the large number of police personnel sanctioned for corruption-

²³ Jamaica 2015 Human Rights Report.

²⁴ OAS, 2014.

²⁵ Annual Report Commission for Prevention of Corruption 2014-2015

²⁶ OAS, 2014

²⁷ Jamaica 2015 Human Rights Report.

²⁸ INCSR, 2016

²⁹ Jamaica 2015 Human Rights Report.

³⁰ Jamaica Gleaner, March 07, 2016

³¹ Jamaica Gleaner, January 12, 2017

³² INCSR, 2016

³³ Transparency International GCB, 2013.

related acts in Jamaica. Higher ranking police officers are also involved in corrupt activity. For example, in 2016, both a Sergeant and a Constable, were sent to prison on corruption charges – however, such high-profile arrests and prosecutions are rare in Jamaica. Similar activities exist within the Jamaica Customs Agency (JCA), resulting in several employees being brought before the courts in corruption-related charges.³⁴ Such activities have led to loss of revenue for the Government³⁵.

Low salaries for civil servants like the police officers and customs agents are a contributory factor to corruption. Low wages create incentives for them to engage in such activities as bribe solicitation, as they view it as a means of supplementing their income. Paulo Mauro of the IMF has contended that “when civil service pay is too low, civil servants may be obliged to use their positions to collect bribes as a way of making ends meet, particularly when the expected cost of being caught is low”.³⁶



Weak Political Will

The anti-corruption framework in Jamaica is extensive. However, its effectiveness is stymied by faint political will, that is, little commitment and support from key stakeholders³⁷ to proactively and diligently fight against corruption. After decades of calls by members of the public and private stakeholders to enact party financing laws to foster transparency and accountability of elected officials, The Representation of the People Act (2014) was passed in 2015 with six amendments passed and assented to in February 2016. However, this act is yet to come into enforcement. Similarly, the new government has recently declared its commitment to combat corruption (as have successive governments) and has brought legislation to the parliament to establish a single national anti-corruption institution. Though, this legislation has been pending before Parliament since 2008.³⁸ The Integrity Commission Act (2016) was subsequently passed in the lower house at the end of January 2017. However, this appeared to be reactive to Jamaica’s recent dip on the latest CPI ranking, which was released a few days earlier on January 25th. Such ‘reactions’ give the appearance that the leaders of the nation pass laws to quell public outcry, with no sincere commitment to address corruption in the country.

Thus, the country has not been short of anti-corruption laws and institutions, the strength and functioning of these institutions and the enforcement of laws has long been the issue. This highlights the fact that successive governments have not significantly addressed the flaws and deficiencies of the anti-corruption framework.



Widespread Acceptance

In Jamaica, there appears to be a general acceptance of corrupt behaviour, as for many, it is regarded as normal – just a way to get by. This is made manifest through the prominence of so-called ‘dons’ – typically a criminal gang leader with strong political ties, who assumes leadership of specific geographical areas (garrisons) in exchange for protection and political patronage.³⁹ With widespread acceptance in poor urban communities and tacit political recognition, the operation of ‘dons’ has been regarded a social norm. Christopher ‘Dudus’ Coke is a notorious example of a ‘don’ in Jamaica. His famous extradition request was met with notable resistance from high-ranking politicians – sparking speculations that Coke was in some form of ‘partnership’ with elected officials – as well as resistance from members of his community where he was revered as a ‘Robin Hood’ type hero.⁴⁰

This apparent acceptance of corruption in the Jamaican society has negatively altered the perception of youth in the country. In 2016 a youth survey was conducted by the Office of the Contractor General (OCG), involving 1,262 students from the primary and secondary level. It was done to determine whether or not youth perceive corruption as harmful to the society. Key findings showed that 43.7 % of the respondents were exposed to behaviour deemed corrupt to avoid a problem and 40.4 % agreed that telling the truth is not valued in Jamaica. In addition, 20 % engaged in some corrupt activity to pass an exam.⁴¹ Evidently, youth treat corruption with a significant degree of normalcy – a worrisome finding.

III. ECONOMIC AND SOCIAL COST OF CORRUPTION

Corruption can significantly deter economic development in a country and discourage both local and foreign investment. It is extremely difficult to measure the cost of corruption given its clandestine nature and the fact that in Jamaica, much of it is left uncovered. Additionally, it comes in various forms and is thus difficult to quantify. However, one report posits that the cost of corruption in Jamaica is equivalent to 90% of the public debt over the last 40 years.⁴²

³⁴ Jamaica Gleaner, October 23, 2015

³⁵ To enhance transparency and facilitate ease of transactions within the Jamaica Customs Agency, the Government implemented the Automated System for Customs Data (ASCYUDA) in 2015. ASCYUDA is a web-based system designed to transform the agency into a paperless operation using electronic documents.

³⁶ IMF, 1997

³⁷ Eastern Partnership - Council of Europe, April 2012.

³⁸ INCSR, 2015

³⁹ USAID, September 11, 2008.

⁴⁰ CNN, June 22, 2010

⁴¹ Jamaica Gleaner, January 29, 2017

⁴² NIA, 2013

In Jamaica, a portion of the vast economic cost of corruption is usually quite visible in public procurement. One very notable example of this is the project 'Operation Pride' launched in 1994, which aimed to address the widespread squatting situation in the country. However, hundreds of millions were lost due to alleged political interference and several irregularities highlighted by the Contractor General and Auditor General.⁴³ Consequently, the project did not significantly address the squatting situation in the country. In 2006, the Contractor General's Annual report revealed that approximately half of all contracts reviewed, valuing \$J2.7 billion, were awarded to unregistered contractors, while 23% were awarded without any evaluation from any public body.⁴⁴ Unfortunately, irregularities associated with the award of government contracts persist today. This is exhibited in the 2015 Special Report by the Contractor General, citing several instances of impropriety, nepotism and favouritism in the award of contracts in the parish of Hanover.⁴⁵ When government contracts are awarded without due diligence and there is an absence of meritocracy, there is misuse and mismanagement of public funds. It also reduces the quality of work and services and therefore, the country gets less output or value for money. This tends to stunt economic growth and development. In fact, Transparency International found that corruption can add as much as 50 per cent to a project's costs,⁴⁶ and can therefore amount to an enormous economic and social sacrifice for the Jamaican people as the country already faces severe economic challenges.

An e-procurement system is currently in its pilot phase, and seeks to promote transparency and reduce impropriety in the award of contracts on the island. With e-procurement systems meeting international standards of such like South Korea's, it means that the public can see what's going on. The Jamaican public can then hold their government, bidders and contractors accountable for their actions. However, the impact (if any) of this system on the procurement process in Jamaica is yet to be ascertained.

While an exact dollar amount is not known, corruption in procurement contracts creates a sizeable economic cost to the country. For decades Jamaica struggled, with low growth and a real per capita GDP increase at an average of just one percent per year over the past 30 years. It makes the Caribbean nation one of the slowest growing developing countries in the world.⁴⁷ Moreover, nepotism and favouritism in the award of contracts result in greater income inequality and poverty and other social ills as resource allocations favour a 'well-connected' minority.

As inequality and poverty are exacerbated by corruption, the country is continually faces high levels of crime, violence, unemployment and public frustration. Corruption in Jamaica has caused the public to lose faith in political leaders and institutions. In addition, corruption also reduces citizen engagement in politics, and this was evidenced by the record low voter turnout in the 2016 General Elections.⁴⁸ As citizens' trust in the existing integrity systems wanes, the Jamaican public becomes less cooperative with government policies.

Corruption in Jamaica appears to be a widespread phenomenon. Despite the existence of substantial legislation to address the various forms of corruption, it continues to erode the social, economic and political framework of the country. This is because the laws are not adequately enforced by the relevant institutions. Resource constraints remain a major barrier in the fight against corruption, in addition to a political will that is faint. Corrupt activity occurs at all levels of the society and consequently, requires the participation of all in society to adequately address the issue.

⁴³ NIA, 2013

⁴⁴ OCG Annual Report, 2006

⁴⁵ OCG: Special Report of Investigations March 2015

⁴⁶ Transparency International.

⁴⁷ World Bank

⁴⁸ Digital Information, the Gleaner, February 25, 2016



4: ANTI-CORRUPTION INNOVATIONS AROUND THE WORLD

Many countries around the world, including Jamaica, have already developed their legislative and institutional anti-corruption framework significantly. Consequently, in recent times, several countries have been pursuing more creative ways to address the problem in an ever-more dynamic and complex world. As such, these countries are increasingly using non-traditional approaches and including more technology in the process. This has given rise to several anti-corruption innovations around the world, some of which are highlighted later in this section.

No country is immune to corruption; however, conditions in some countries make them more susceptible than others. As highlighted in Section 1, corruption thrives in conditions of poor accountability and absence of transparency, which results when institutions are weak. Consequently, top performers in the latest CPI ranking (2016), Denmark and New Zealand, shared important characteristics. These included having higher degrees of press freedom, access to information about public expenditure, stronger standards of integrity for public officials, and independent judicial systems.⁴⁹

In contrast, the lowest ranked countries on this year's CPI were plagued by rogue and poorly functioning public institutions.⁵⁰ The lowest ranked countries Somalia and South Sudan are devastated by conflict. In such conditions, it is difficult for institutions to be strengthened, and therefore, these are perfect conditions for corruption to thrive.⁵¹

The most improved countries in this year's CPI can largely attribute their achievement to the establishment and strengthening of anti-corruption laws and institutions, which enhance the environment in their country for greater integrity. In Guyana, for example, the Government in 2016 established a State Asset Recovery Unit, which will soon become Guyana's anti-corruption agency.⁵² In 2016 Argentina passed new anti-corruption laws including one granting benefits to those who collaborate with the authorities in certain cases of corruption.⁵³

In this year's index, more countries declined than improved and about two thirds of the 176 countries ranked scored below 50 - which is considered a failing grade - with the average score being a paltry 43. Corruption is evidently a serious problem around the world, and urgent and sustained efforts need to be put forward to address this scourge.⁵⁴ Some of these efforts - anti-corruption innovations - are highlighted below.

Mitigating Strategies: Anti-Corruption Innovations

As mentioned above, the most improved countries on the corruption index owe this improvement principally to the enactment of basic anti-corruption laws and the establishment of anti-corruption institutions. However, many countries, including Jamaica, have already developed their legislative and institutional framework significantly. Consequently, in recent times, several countries have been pursuing more creative ways to address the problem in an ever-more dynamic and complex world. As such, these countries are increasingly using non-traditional approaches and including more technology in the process. This has given rise to several anti-corruption innovations around the world, some of which are highlighted below.

Online Anonymous Reporting Websites/Applications

INDIA

In India, corruption is especially prevalent in the judiciary, police, public services and public procurement. Petty corruption is especially widespread as facilitation payments. However, the country has been doing a lot to counter corruption including the crafting of a good legislative framework. However, there are low levels of enforcement and accountability, and integrity in state bodies is lacking.⁵⁵ Consequently, the citizens have become innovative in their approach to fighting corruption.

An anonymous website for whistle-blowers, India's www.ipaidabribe.com, has become a template for a movement that invites the public to aid in the fight against petty corruption by registering their reports on apps and online platforms, sparking the proliferation of other such sites in countries across the globe.⁵⁶ From Switzerland to Kenya, online platforms (usually anonymous) are springing up to confront issues of fraud, bribery and any other actions which enable and promote corruption. I Paid a Bribe is a citizen driven mechanism developed by the Janaagraha, a non-profit organization in India. The reports are categorised and used to make detailed and informed recommendations for improving systems and procedures in government, to ultimately reduce avenues for corruption. Names are not allowed to be published on the website as a measure to eliminate incentives for individuals to make false or malicious claims.

⁴⁹ Transparency International, 2017

⁵⁰ Transparency International, 2017.

⁵¹ Transparency international.

⁵² Kaieteur News, January 26, 2017.

⁵³ Risk and Compliance: Jan-Mar 2017 Issue.

⁵⁴ Transparency International, 2017.

⁵⁵ GAN Business Anti-Corruption Portal.

⁵⁶ The Guardian, May 19, 2015.

Since its beginnings in 2010, the platform has been met with an overwhelming public response with over 100,000 reports across more than 1000 cities in India to date. In addition, a mobile app has been introduced for increased accessibility.⁵⁷ Kenya, Pakistan, Hungary and Greece have duplicated the initiative and now have 'I Paid a Bribe' websites.

While India consistently records low scores on the CPI, it has slowly been making progress in recent years with a 2-point improvement in the latest index (see Table below). The country has also been improving in other governance indicators, jumping 16 places up the Global Competitive Index (GCI) from a rank of 55 in 2016 to 39th place in 2017.⁵⁸ In addition, the country has moved 3 places up the latest rule of law index to a rank of 66.⁵⁹

Table 4.1: India CPI 2007–2016*

Year	2016	2015	2014	2013	2012	2011	2010	2009	2008	2007
Scores	40	38	38	36	36	31	33	34	34	35

Source: Transparency International

SIERRA LEONE

Corruption in Sierra Leone poses a serious challenge to the country's socio-economic and political structures, with widespread petty corruption being particularly problematic. In fact, in Transparency International's Global Corruption Barometer 2013, the country had the highest number of respondents admitting to having paid a bribe - an alarming 84%.⁶⁰ Consequently, in 2016, the Government of Sierra Leone, in partnership with the UK Government, launched the 'Pay No Bribe' (PNB) initiative as part of its anti-corruption campaign. The Pay No Bribe platform is an innovative reporting mechanism for citizens to anonymously report incidents of petty corruption and bribery through a public website www.pnb.gov.sl. Inspired by India's ipaidabribe.com, PNB will allow people to see how much people are paying, for what and where the most issues are reported. The PNB is also facilitated by a toll-free hotline number, and a mobile app that can be downloaded and used without data charge. In addition, citizens without access to phones or internet are supported to make reports through civil society organisations across the country.⁶¹ This innovative reporting mechanism is implemented by the Anti-Corruption Commission (ACC), Sierra Leone's anti-corruption agency which has investigative and prosecutorial powers.

PNB allows the ACC to collect data and map corruption trends. The anti-corruption agency will share this information each month with relevant government ministries, departments and agencies, who will be expected to use this data to address corruption at source, be it through administrative action or systems and policy reforms. Subsequently, the ACC will regularly publish data reports, highlighting trends among public services, as well as progressive action taken by ministries and other areas of Government.⁶² This initiative is one of the first of its kind to be adopted by a government.

Sierra Leone improved by a point in the latest CPI and was also able to move up three places on the rule of law index to a rank of 95.⁶³ The country also climbed the ranks in the latest GCI from 137th in the previous year, to 132nd.⁶⁴

Table 4.2: Sierra Leone CPI 2007–2016*

Year	2016	2015	2014	2013	2012	2011	2010	2009	2008	2007
Score	30	29	31	30	31	25	24	22	19	21

Source: Transparency International

Political and Campaign Financing Database

In Argentina, graft is widespread and this has been displayed recently as the country saw an unprecedented wave of corruption charges in 2016 against several high-profile individuals, even former government officials. Moreover, the former President Cristina Fernández de Kirchner (2007-15) is now under investigation for corruption charges.⁶⁵

With such pervasive corruption in politics, citizens of Argentina have responded to help address this situation. 'Dinero y Política'

⁵⁷ I Paid a Bribe India.

⁵⁸ GCI 2016-2017.

⁵⁹ WJP Rule of Law Index 2016.

⁶⁰ Transparency International: GCB, 2013.

⁶¹ Pay No Bribe Sierra Leone.

⁶² DFID, September 27, 2016.

⁶³ WJP Rule of Law Index 2016.

⁶⁴ GCI 2016-2017.

⁶⁵ The Telegraph, December 27, 2016.

is a citizen-driven initiative which aims to enhance transparency in the financing of politics. The website presents data on political party finances so that citizens can access and understand vital information such as who is behind the candidates and how the political parties are financed. Furthermore, they can discover possible conflicts of interest, who the officials represent and what are the commitments that influence their decisions. Dinero y Política, launched in 2009, has become a point of reference for information regarding political and campaign financing and offers data from national elections dating back to 2007.⁶⁶

Argentinian law requires that political groups participating in elections for national offices develop a report detailing the income received and the expenses incurred for the duration of the campaign. Once published, Dinero y Política extracts, organizes and presents the information to the public in a way that is friendlier for exploration and analysis.⁶⁷

All the strides made in 2016 in Argentina to strengthen the anti-corruption legislative framework, along with such initiatives as Dinero y Política, have seen the country improve by a significant 4 points from last year's CPI and jump 12 places up the ranking to 95. Similarly, the country jumped 12 places up the Rule of Law Index now at 51st out of 113 countries,⁶⁸ and moved up 2 places in the latest GCI ranking to 104th.⁶⁹

Table 4.3: Argentina CPI 2007–2016*

Year	2016	2015	2014	2013	2012	2011	2010	2009	2008	2007
Score	36	32	34	34	35	30	29	29	29	29

Source: Transparency International

Joint Advocacy Initiative

In the Czech Republic, petty corruption is rarely encountered in the daily lives of most citizens. Nonetheless, bribes or 'gifts' are occasionally needed to be used to speed up public administrative processes. Grand corruption, however, is a major issue for the country, with patronage and nepotism considered especially problematic.⁷⁰ Citizens of the Czech Republic were fed up with a public sector marred by corruption. As such, an innovative approach was taken to address the issue.

A 'Joint Advocacy' initiative was utilized in the Czech Republic – an approach that combines the traditional with the contemporary.⁷¹ In 2013, non-governmental organizations (NGOs) in the nation coordinated their efforts in support of nine measures which would minimize the incidence of corruption. They invited citizens to write to their representative Members of Parliament (MPs) and ask that they pledge support for implementation of the nine specific anti-corruption measures into legislation. The campaign Rekonstrukce Státu, or the Reconstruction of State, holds MPs accountable for their pledges by posting their positions on the campaign website. The website is a useful tool for reaching out to citizens as it contains clear explanations of the nine laws, illustrated by hard-hitting graphics that track the status of each legislation. In addition, it contains a photo gallery of the politicians who have pledged support for the Reconstruction of State, allowing citizens to see which MPs still need to be persuaded to participate. It therefore places significant pressure on said MP's to accede to calls by the public to support the anti-corruption measures. This approach proved successful as the campaign resulted in five of the nine laws being passed within three years.⁷²

This initiative was instrumental in the country's move towards increased transparency and accountability in the public sector, evidenced by its improvement on the CPI since employing this initiative in 2013. This is marked by the considerable leap in its standing on the 2015 CPI. The country also moved up 2 places into a rank of 17 on the rule of law index⁷³ and held its rank of 31 in the GCI 2017.⁷⁴

Table 4.4: Czech Republic CPI 2007–2016*

Year	2016	2015	2014	2013	2012	2011	2010	2009	2008	2007
Score	55	56	51	48	49	44	46	49	52	52

Source: Transparency International

⁶⁶ Dinero y Política.

⁶⁷ Dinero y Política.

⁶⁸ WJP Rule of Law Index 2016

⁶⁹ GCI 2016-2017.

⁷⁰ GAN Business Anti-Corruption Portal.

⁷¹ Mazák, Jaromír, 2014.

⁷² Reconstruction of State.

⁷³ WJP Rule of Law Index 2016.

⁷⁴ GCI 2016-2017.

Pakistan - Citizens' Information and Accountability Forum

Corruption in Pakistan is considered to be pervasive in all sectors and institutions despite existing legal and institutional frameworks. Petty corruption, particularly in the form of bribery is common place and particularly prevalent in law enforcement, procurement and the provision of public services, though facilitation payments and gifts, are in fact, prohibited. Political will is said to be absent in the fight against corruption.⁷⁵

In this context, an initiative of the Government of Punjab, and the Punjab Information Technology Board (PITB) - the Citizen Feedback Monitoring Program (CFMP) was launched in 2008. The CFMP is a feedback gathering mechanism that seeks feedback from citizens who utilize public services (driving license issuance, property registration etc.) by following up with a robocall and automatic SMS. Citizens can then report any problems encountered, such as bribery solicitation for example. This is facilitated by obtaining contact details of citizens utilizing services in government agencies. The government can collect incredibly targeted information about where corruption still lies as the collected feedback is then analysed in real time with the intent of identifying problem areas and assisting relevant officials in taking evidence-based corrective measures. To date the feedback gathering system has since received numerous feedback leading to over 16,000 actions taken to date; including the dismissal of public officers, imposition of penalties and system reforms.⁷⁶

Other innovations are used in Pakistan that engage the public to address corruption. The UNDP in 2014 launched its first ever social innovation initiative in Asia and the Pacific. Initiatives were judged on their applicability and ability to sustain themselves beyond seed-funding. The winning initiative that emerged from Pakistan (subsequently launched) is a 'Citizen's Information and Accountability Forum' (CIAF). The Forum is a citizen-led group that reviews development plans and budgets, in accordance with the Rights to Information laws recently enacted in Pakistan. The CIAF uses the law to request and gain access to relevant public documents and hold government officials accountable at public hearings which it organizes. The forum also conducts monthly meetings and site inspections to check the progress of publicly funded projects and raise any issues with the relevant authority.⁷⁷

The initiative therefore, encourages citizens to exercise their rights and use them to unmask corrupt practices in budgeting and spending on development projects, thereby, promoting government accountability. Ultimately, the forum intends to change how development planning occurs at the district level, allowing citizens greater say and scrutiny in public expenditures.

Pakistan has been showing steady improvement on the corruption index with a 2-point improvement in the latest CPI. In addition, the country has moved up the ranks in the latest GCI from 126th in the previous, to 122nd,⁷⁸ and moved three places up the rule of law index to 106th.⁷⁹

Table 4.5: Pakistan CPI 2007–2016*

Year	2016	2015	2014	2013	2012	2011	2010	2009	2008	2007
Score	32	30	29	28	27	25	23	24	25	24

Source: Transparency International

The impact of innovation in some countries can be seen more readily than in others, like the Czech Republic for example, where the innovation employed resulted in the passing of five laws in three years. Impact, however, varies according to the nature and objectives of the innovation. Thus, in the case of Czech Republic, the objective to promote the passing of legislation produces more tangible results, and is thus easier to measure than the impact of the CIAF in Pakistan for example, where periodic public fora are used to hold government accountable. Furthermore, several factors contribute to the strength of a country's integrity and perception of corruption. These include (among others) independence of the judiciary, legislation, access to information and press freedom. It is therefore difficult to quantify the extent to which each of these factors (or an innovation) has contributed to changes related to governance and corruption. Moreover, changes in corruption perception is usually realized with a lag of several years. For these reasons, the impact of each innovation was not immediately identifiable in all cases.

⁷⁵ GAN Business Anti-Corruption Portal.

⁷⁶ Citizen Feedback Monitoring Program.

⁷⁷ UNDP, 2014.

⁷⁸ GCI 2016-2017.

⁷⁹ WJP Rule of Law Index 2016.

5: TACKLING CORRUPTION – APPLICABILITY OF INTERNATIONAL EFFORTS IN JAMAICA

I. AN EXAMINATION OF JAMAICA'S CURRENT ANTI-CORRUPTION FRAMEWORK

Jamaica's anti-corruption model comprises an extensive network of legislation pointed at specific areas of corruption, as well as an institutional framework consisting of several anti-corruption bodies. The major laws and institutions which make up the anti-corruption framework are highlighted below.

1. Legislation

The Corruption (Prevention) Act (2001) which requires public servants to furnish to the Commission for the Prevention of Corruption statutory declarations of their assets, liabilities and incomes on an annual basis. The Act criminalizes acts of corruption and imposes penalties for breaches of its provisions.

The Parliament (Integrity of Members) Act (1973) requires Parliamentarians to furnish statutory declarations of their assets, liabilities and incomes on an annual basis to the Integrity Commission and imposes penalties for non-compliance.

The Access to Information Act (2002) grants to the public a general right of access to official documents held by public authorities, subject to exemptions. The objects of the Act are to strengthen government accountability, transparency and public participation in national decision-making.

The Public Bodies Management and Accountability Act (2001) mandates the publication and audit of the revenues and expenditures of public bodies.

The Financial Administration and Audit Act (1959) governs the management of government accounts by relevant accounting and accountable officers.

The Contractor General Act (1983) establishes the post of the Contractor General; The Contractor General (Amendment) Act (1999) provides for the establishment of an independent National Contracts Commission (NCC) to evaluate and register government contractors.

The Protected Disclosures Act (2011), also known as the 'Whistle Blower Act', provides for the protection of employees who make reports of criminal acts including acts of corruption in good faith.

The Integrity Commission Act (2016) was passed at the end of January 2017, in the lower house of Parliament and will establish a single anti-corruption agency (the Integrity Commission) Therefore, the act will repeal the Parliament (Integrity of Members) Act, retain certain provisions of the Contractor-General Act and the Corruption Prevention Act. The act provides for enhanced penalties for corruption-related offences set out in the Corruption Prevention Act and this may help to improve the compliance rate as it relates to the filing of statutory declarations.

Adding to the list of legislation above, Jamaica signed the United Nations Convention against Corruption (UNCAC) on September 16, 2005 and ratified it on March 5, 2008. The Convention entered force for Jamaica on April 5, 2008.⁸⁰ Jamaica incorporated provisions of the Convention into domestic law through the Corruption (Prevention) Act (CPA) already in 2001 and therefore, had implementing legislation in place before it ratified the Convention. The nation is also party to the Inter-American Convention against Corruption and was reviewed by its Committee of Experts (MESICIC).

2. Institutions

The Commission for the Prevention of Corruption (CPC)

Established by the Corruption (Prevention) Act 2001, the Commission receives and keeps on record statutory declarations of public servants. It also investigates complaints regarding acts of corruption and conducts investigations into acts of corruption on its own initiative.

The Office of the Contractor General (OCG)

The Contractor General is charged with ensuring transparency and integrity in the procurement of goods and services by the State.

⁸⁰ UNODC.

The Integrity Commission

The Commission will subsume the functions and powers of the CPC, the Integrity Commission, and OCG. The Commission will receive statutory declarations furnished by both Parliamentarians and Public officials. In addition, the Integrity Commission will have investigatory, information-sharing, and prosecutorial powers.⁸¹ With the establishment of the Divisions and Directors of Administration, Investigation and Corruption Prosecution, the new Integrity Commission will remedy some of the deficiencies of the CPC and the OCG alluded to in section three of this report.

Anti-Corruption Branch (ACB)/ Major Organized Crime and Anti-Corruption Agency (MOCA)

The Anti-Corruption Branch (ACB) of the Joint Constabulary Force (JCF), was responsible for the prevention and reduction of corruption and unethical behavior within the JCF. The ACB subsequently merged with the Major Organized Crime and Anti-Corruption Agency which was formed in August 2014. MOCA is now an elite Agency focusing on tackling corruption in the public sector and bringing high-value criminal targets to justice. It works with international partners and brings to bear the country's best intelligence assets, investigators, and prosecutors.

The Financial Investigations Division (FID)

The FID collects, requests and analyses information pertaining to financial crimes. Once there is reasonable suspicion of a financial crime, it investigates or initiates investigations. The Division also advises the Minister on matters of policy relating to the issue.

Director of Public Prosecutions

Criminal matters, including corruption offences are prosecuted by the Director of Public Prosecutions (DPP) in the exercise of her powers under section 94 of the Constitution. Under section 94 (6) that in the exercise of the powers the DPP shall not be subject to the direction or control of any other person or authority.

The Auditor General

The Auditor General must ensure that all money expended and charged to an appropriation account has been applied to the purpose for which the provision was made by Parliament. In addition, she must ensure that any payment of public money conforms to the authority which governs it, and has been incurred with due regard to the avoidance of waste and extravagance.

Other Institutions

Civil society's voice against corruption is made stronger through the activities of the National Integrity Action (NIA). The NIA is a non-profit organization which was registered in March of 2011. This organization was formed with the objective to fight corruption in Jamaica, while remaining independent and free from political affiliation. The NIA is the local Transparency International Chapter for Jamaica.

II. DO CURRENT LAWS FACILITATE THE ADOPTION OF ANTI-CORRUPTION INNOVATIONS?

Anonymous Online Reporting Websites/Applications

Online platforms like ipaidabribe.com are also referred to as whistle-blower sites. Jamaica's Protected Disclosure Act 2011, essentially whistle-blower legislation, encourages and facilitates disclosures of improper or corrupt conduct in public offices to a 'designated authority' and protects employees who make such disclosures from being subjected to occupational detriment. This piece of legislation provides for the protection of public officers only, and consequently, other members of the public, including the relatives of the whistle-blower, are not insulated under this act. Additionally, the claim must be reported through the appropriate channels specified in the act and thus, any disclosures made outside of this specified framework is not a protected disclosure. In contrast, ipaidabribe.com is an anonymous platform which means that such protection under the law may not be required. However, the state is not bound by any law to act upon or even consider any such claims made on these platforms, once it is not a specified reporting framework used by the state.

On the other hand, in article III of the Inter-American Convention against Corruption, which Jamaica is party to, countries agree to consider the applicability of measures within their own institutional systems to: "create, maintain and strengthen oversight bodies with a view to implementing modern mechanisms for preventing, detecting, punishing and eradicating corrupt acts"⁸² Such 'modern mechanisms' can be interpreted as innovations like anonymous web platforms mentioned above. Thus, the government is able to create and use such platforms to invite reports from members of the public on any acts of corruption visible in the public service. These can be investigated and punished by a government agency if necessary.

Also in article III, the Parties agree to consider "mechanisms to encourage participation by civil society and nongovernmental organizations in efforts to prevent corruption". Thus, such a platform to combat corruption, driven by an NGO or other form of civil society, should not just receive attention from the government, but should be encouraged.

⁸¹ Ministry of Justice, Jamaica.

⁸² http://www.oas.org/en/sla/dil/inter_american_treaties_B-58_against_Corruption.asp

Political and Campaign Financing Database

Per the Representation of the People (Amendment) Act 2016, every registered political party and candidate is required to submit a Financial Disclosure Report “detailing its or his income and expenditure, and all contributions received during the reporting period.” These reports are to be published by the Electoral Commission. Thus, like Argentine law, there is provision for a political and campaign finance database like *Dinero y Politico* in Jamaica.

Joint-Advocacy Initiative

A joint advocacy initiative like that displayed by the Czech Republic, is encouraged under Section 2 of the Access to Information Act, reinforcing fundamental principles such as government accountability and more appropriate to this initiative, public participation in the decision-making process.

Citizens’ Information and Accountability Forum (CIAF)

An initiative like the Citizens’ Information and Accountability Forum (CIAF) is a quintessential demonstration of the rights laid out in the Access to Information Act 2002. Per section 2, the act was established to “enhance governmental accountability; transparency; and public participation in national decision-making”, which is what the forum aims to achieve. Furthermore, where a public authority refuses to give access to such documents as requested by members of the public, the onus is on that authority to justify such actions.

Citizen Feedback Monitoring Program (CFMP)

One of the principal objectives of the Integrity Commission Act (2016) is to “promote and strengthen measures for the prevention, detection, investigation and prosecution of acts of corruption.” The CFMP is one such measure and is therefore, facilitated by this act. However, to encourage individuals to give honest feedback, there should be a safe and facilitating environment. Therefore, for effective utilization of this feedback program, the Protected Disclosures Act (2011) should be strengthened – extending protection to all members of the public. Especially since persons’ identities do not remain anonymous under the CFMP, there is vulnerability to reprisals and recrimination. Additionally, a provision to make the CFMP a ‘designated authority’ according to the act should be made.

Assessing the Applicability of Global Anti-corruption Platforms in Jamaica

On examination of the corruption situation in Jamaica, in conjunction with the extensive anti-corruption framework, it is clear that the laws and institutions have not been highly effective. The institutions which enforce the legislation have not been driven by strong political will and they have been under-resourced and structurally deficient. Furthermore, there is insufficient partnership between the government and citizenry in the fight against corruption.

To address these deficiencies, the government and other relevant stakeholders must display genuine commitment to the fight against corruption. This is not only exhibited through the establishment of laws and institutions, but it is also necessary to address the weaknesses in the current framework. Like several administrations in countries around the world, the government of Jamaica has to allocate resources to a range of competing concerns. It is the duty of the government to prioritise its allocations and ensure they are used efficiently so that existing institutions can function effectively. Targets and goals may be set, but for them to be realized, ample resources need to be added.

Better engagement with the public is needed. Public education and awareness campaigns are not sufficient on their own to impact change and minimize corruption. Enhanced engagement should also be reflected in an increase in anti-corruption initiatives which engage both the citizenry and the state. Partnership between the government and the citizens is necessary as the effects of corruption are felt by all in society, and as such, requires the efforts of all involved to remedy the situation.

Additionally, as new anti-corruption initiatives arise, they should sufficiently address the evolution of society – changes in communication, administrative processes and technological advancement. Jamaicans have a high tendency towards innovation and technology. This is manifest in the high smartphone penetration in the country. In 2015, Digicel reported that it had one million smartphone users on its mobile network that account for over 45 per cent of its overall subscriber base in Jamaica. This is a remarkable uptake of the technology given that Jamaica has a population of fewer than three million persons. Additionally, according to the latest Global Competitive Index, the mobile telephone subscriptions per 100 population in Jamaica is 111.5, which is relatively high.⁸³ Taking these facts into consideration, one would perceive that to solve issues such as corruption in this country, innovation – in one form or another – should be involved.

With a high inclination towards innovation, Jamaica has in fact, utilized much innovation in its fight against corruption. The major anti-corruption innovations employed are as follows: -The JCF and MOCA, as a major anti-corruption initiative, offer a toll free hotline - 1-800-CORRUPT, which promises anonymity to callers who report corrupt acts.

- The MOCA ‘TalkTime’ mobile application is a user-friendly tool presented by the Major Organised Crime and Anti-Corruption Agency, facilitating the mobile and anonymous reporting of corruption.

⁸³ GCI, 2016-17

- The OCG has an anonymous online reporting form on its website for any impropriety or irregularity in the procurement, award or termination of government contracts, permits and licenses. The OCG also launched a Youth Engagement and Awareness Program involving a debate competition and song and jingle competition to highlight and promote awareness of corruption.
- The NIA also has an anonymous online reporting form on its website for the public to report any acts of corruption.

All these initiatives have potential to expose and reduce corruption in Jamaica. However, there was no indication of a systematic data collection system for either of these measures. Though this is necessary for the evaluation of their effectiveness. Therefore, clear targets cannot be set for a measure of success. Consequently, without proper data collection and targets which allow for quantification, the question remains – just how effective are these innovations in the fight against corruption? Accordingly, data collection is necessary and will allow for more precise and efficient use of scarce resources. Gains will become increasingly quantifiable and it is also useful to set clear targets and determine whether or not the anti-corruption mechanism is in fact working.

Other initiatives currently used includes a toll-free hotline, 1-800-CORRUPT from MOCA. The hotline promises anonymity to callers who report corrupt acts. It has been reported, however, that calls to this hotline have been declining substantially in recent years⁸⁴. The decline in reports may be an indication of a need to shift the approach used to obtain reports on corruption from members of the public. Increased reports may be facilitated by an approach which does not solely rely on members of the public to feel motivated to reach out to anti-corruption agencies. Instead, being proactive and reaching out directly to citizens inviting them to make reports, may generate a greater and sustained number of reports.

Having previously evaluated that there is legislation to support the implementation of each innovation identified and looked at what is required and appropriate for the local situation, in identifying a suitable innovation to address the issue of corruption in Jamaica, it is then necessary to examine the benefits and challenges which arise with the implementation of each of these anti-corruption innovations. These benefits and challenges are summarized in table 5.1.

Table 5.1: Benefits and Challenges of Anti-Corruption Innovations

Innovation	Benefits	Challenges
Online Anonymous Reporting Platform/Application	<ul style="list-style-type: none"> - Increases public awareness of corruption and its nature. - Gives the public a forum to report claims of corruption without fear of being made known to others. - Allows for data collection which can be used to gain a snapshot of the extent of, and areas where corruption occurs. - Can promote public debates on the issue which could gain the attention of the government. - Mobile applications enhance the convenience and ease of making reports. 	<ul style="list-style-type: none"> - Claims cannot be verified as names and contact details are omitted. - Requires robust public awareness campaign to ensure sufficient utilization of the facility. - May require high initial cost to set up website and/or application, along with considerable maintenance cost. - Government not required to take action if the initiative is not one of the state.
Citizens' Information and Accountability Forum	<ul style="list-style-type: none"> - Highly practical. - Not costly to sustain. - Enhances communication between government and citizens. - Facilitates increased public participation in government decision-making. - Raises corruption awareness and public education. 	<ul style="list-style-type: none"> - Challenge in getting a sizeable number from the public to participate. - Difficulty in keeping up the momentum. - Difficulty in setting clear targets.

⁸⁴ Jamaica Gleaner, June 15, 2017.

Innovation	Benefits	Challenges
Citizen Feedback Monitoring Program	<ul style="list-style-type: none"> - Increase accountability of government agencies. - Gives the public an opportunity to give feedback. - Allows for data collection - Low cost tool with little capital outlay and low operating cost – once system is set up there is little or no maintenance. 	<ul style="list-style-type: none"> - Citizens may fear that they can be identified.
Political and Campaign Financing Database	<ul style="list-style-type: none"> - Enhances transparency in campaign financing. - Increase public confidence in elected officials. - Information presented to the public is more user-friendly. 	<ul style="list-style-type: none"> - The database may be limited to what the political parties disclose. - Tackles limited aspect of corruption. - Difficult in setting specific targets.
Joint Advocacy Initiative	<ul style="list-style-type: none"> - Gives a forum where the public can air their concerns to the government. - Places direct pressure on public officials to accede to public demand for changes in systems and policies. - If used effectively, can facilitate enhanced communication between state and civil society. 	<ul style="list-style-type: none"> - Government not required to take any action. - Potential for partisan abuse. - Difficulty in setting clear targets.

Taking all considerations into account, any anti-corruption innovation implemented in Jamaica should meet the following four criteria:

- technologically driven;
- engage all members of society;
- allows for clear and specific target-setting and quantification of results;
- cost-effective and sustainable.

The evidence shows that the Citizen Feedback Monitoring Program used in Pakistan is the most applicable for the Jamaican context, striking the greatest balance amongst the criteria set out above. The platform allows for data collection and thus clear and specific targets can be set. This will allow for more precise and efficient use of limited resources; gains will become increasingly quantifiable and it is also useful to determine whether the mechanism is effective. Furthermore, the ability to collect data through the CFMP, allows for the mapping of corruption trends, thereby exposing key problem areas. This facilitates the use of evidence-based corrective measures to address, not only corruption, but also poor service from government agencies.

The CFMP directly engages the wider citizenry and, is therefore, far-reaching and gives citizens a greater voice. In addition, the innovation is technologically driven, and therefore, addresses the evolution of the Jamaican society – changes in communication, administrative processes and technological advancement.

With citizens being contacted via their mobile phones, this enhances convenience and ease of making reports for the Jamaican public, as there is such a high utilization of smartphones in the country. Moreover, government initiating contact with the citizens may encourage increased participation by the public in tackling corruption as it indicates that their feedback is valued. Government accountability to citizens is also enhanced and this can rebuild their trust in key public institutions.

The CFMP is also relatively sustainable as after the system is implemented, there is little to no maintenance required throughout its operation. Thus, it can be sustained well past initial funding. Cost-effectiveness and sustainability are particularly important to Jamaica as the country faces resource constraints.

The CFMP focuses on addressing petty corruption. However, corruption, even on a small scale is a major drag on economic growth and social well-being. Grand corruption more often captures the attention of the media, but 'small-time' corrupt officials can be equally injurious to the country's development efforts. This is largely because citizens more often encounter petty corruption in their daily lives. Moreover, these low and mid-level officials involved in petty corruption often climb the ranks of the public sector,

becoming higher ranking government officials and even politicians. Thus, if corruption is not addressed at the lower levels, petty corruption becomes grand corruption as the official now has greater authority over the issuance of public goods and services. This enables him to benefit at a larger expense of the public good.

Corruption in Jamaica therefore needs to be addressed at the source and not allowed to escalate into 'grand' issues. Ultimately, lasting reform is a matter of empowering citizens and other stakeholders to insist on basic rights, depend upon the rule of law, and hold those in authority accountable.

6: CONCLUSION AND RECOMMENDATIONS

CONCLUSION

Corruption in Jamaica appears to be widespread in the public sector. Despite the existence of ample legislation to address the various forms of corruption, it continues to erode the social, economic and political framework of the country. This is because the current anti-corruption legislations are not adequately enforced by the relevant institutions. Resource constraints remain a major barrier in the fight against corruption, in addition to a political will that is pale. In addition, the slow and low rate of prosecution for corruption-related offences remains a concern. Nevertheless, corrupt activity occurs at all levels of the society and consequently, requires the participation of all in society for any anti-corruption initiative to be successful.

Evidently, for any anti-corruption initiative to effectively address the situation in a country, it must not only be contextual, but there must also be an effective legislative and institutional framework, underpinned by strong political will, to support it. Even so, with the passing of the new Integrity Act, the fight against corruption is expected to be strengthened as the act remedies some deficiencies which existed in the Corruption Prevention Act as it increases the penalties for corruption-related acts, for example. In addition, the Integrity Act empowers the Integrity Commission to prosecute, bringing some relief to the Office of the Contractor General regarding the limited investigation and prosecution of its referrals to the DPP. Some legislation, like the Whistle-blower Act, however, ought to be enhanced to facilitate the effective implementation of anti-corruption initiatives, particularly those which require disclosures from members of the wider public.

The way forward for the country requires increased partnership and accountability between the government and citizenry. Therefore, new anti-corruption initiatives should facilitate this partnership, in addition to being inspired by changes in the Jamaican society, like the way they communicate for example, and technological progress. Those in authority are required to become increasingly committed in the fight against corruption. Moreover, anti-corruption initiatives in Jamaica should also facilitate data collection so that effectiveness of the mechanism can be evaluated. The lack of data collection is a major shortfall of current innovations employed to fight corruption in Jamaica. Consequently, the Citizen Feedback Monitoring Program (CFMP) used by Pakistan was selected as the most appropriate out of all innovations examined in this report, as it most satisfactorily, addresses all the issues highlighted.

RECOMMENDATIONS FOR EFFECTIVE IMPLEMENTATION OF THE CFMP

1. Government to take the lead

It is particularly important that the Government of Jamaica recognises the value of the CFMP and takes ownership of it. Not only is it a good display of political will, but the government also has the authority to integrate the CFMP into formal reporting streams. As seen in Pakistan, implementation of this initiative by the government has led to a number of system reforms having identified several weaknesses in the public service.

The CFMP is a good initiative for the newly established anti-corruption agency, the Integrity Commission, to implement as a means of engaging the public in the fight against corruption. Its implementation will also strengthen the work of other anti-corruption institutions in Jamaica, like MOCA for example, as the CFMP will expose more areas of corruption for their investigation.

The government stands to benefit from utilization of the CFMP, as this will demonstrate a government taking steps to improve governance and reduce corruption, thereby making the country more attractive to foreign donors and even private investment. This is particularly important for Jamaica as the country relies on much foreign aid and investment. Furthermore, the government may improve its international standings across governance indices.

2. Obtain best practices

To implement a system like the CFMP in Pakistan, it is necessary for the Government of Jamaica to liaise with the Pakistani

Government. This will facilitate a more comprehensive understanding of costs, implementation, maintenance, and in general how their good practices can be replicated in Jamaica. Technical know-how, especially in implementation and maintenance of such a system may also be transferred through consultation with the Punjab Information Technology Board, who partnered with the Government of Pakistan to implement the system.

3. Long-term financial planning/assessment

Prior to implementation of the innovation, a detailed long-term financial plan should be done to confirm that the innovation is sustainable well past its initial funding. It is especially important if the initial implementation is aid-funded. The plan should allow for clear sources of funding to be identified and helps to determine if additional sources of funding are required. It ensures that adequate resources are available for proper function and maximum effectiveness of the CFMP and that the desired results will be obtained from its implementation.

4. Consult with stakeholders

Successful implementation can only be achieved if all key stakeholders feel that they are part of the strategy from its early development. Hence, consultations and awareness campaigns should be carried out with relevant government agencies, donors, and citizens.

Citizens need to be made aware and educated on the CFMP to ensure maximum utilization and effectiveness. Donors should be convinced of the potential benefits for the country, and in turn, be encouraged to fund the initiative. Relevant government agencies where the CFMP will be applied, like the tax offices and police service for example, should be properly educated on how the system works to ensure correct and uniformed application.

5. Set clear and specific objectives

Clear and specific targets should be set on implementation of the feedback program. Given that the system allows for categorized data collection, setting and arriving at targets become easier and this ought to be exploited. Specific targets allow for better measurement and evaluation of the CFMP's effectiveness in addressing corruption. Furthermore, these targets direct strategy, and thus, allow for the more efficient use of limited resources. An example of a clear and specific objective of the CFMP is that the feedback is gathered from 100,000 persons by the end of year one.

6. Set up monitoring and accountability systems

A special monitoring unit within the Integrity Commission should be implemented to ensure that the authority responsible for addressing the complaints, not only hear such complaints but also take action. This monitoring unit may act as a watchdog committee applying pressure on the government authorities responsible for addressing the major problem areas identified. With the implementation of such an innovation, a system must be in place to translate a complaint into effective action - this is, ultimately, the desired results of citizens when they report corruption through these mechanisms.

Any anti-corruption initiative should intrinsically be transparent. With the implementation of the CFMP, data on public feedback and actions taken as a result, should be published or otherwise be communicated to the Jamaican public. At a minimum, this should be done on a quarterly basis. This will ensure that there is transparency and a system of accountability is in place.

7. Strengthen anti-corruption laws and institutions

Anti-Corruption laws like the Protected Disclosures Act (2011) for example, need to be strengthened if the CFMP is going to be effective. Such an initiative which asks members of the public to make disclosures without remaining anonymous, requires some form of insulation to protect all persons who give feedback. At present, the whistle-blower legislation only provides protection for public servants within limited and prescribed frameworks specified in the act. To encourage disclosures of improper conduct through the CFMP, the program should be included as one of the prescribed frameworks within which disclosures are protected. The law should indeed extend immunity to all members of society.

Resource constraints and other structural deficiencies should be addressed in existing anti-corruption institutions in order to yield optimal results from the implementation of the CFMP in Jamaica. Thus, in the face of resource constraints, the government should aggressively seek and leverage donor aid – both financial and technical – to provide support to existing anti-corruption institutions. It will be useful, for example, to use aid to construct more courtrooms to help alleviate the backlog in the judicial system, especially since a proliferation of new cases may arise from the application of the feedback monitoring program.

8. Begin with a pilot project

Prior to the island-wide application of the system, it should be implemented as a pilot project within one government agency, perhaps, the Jamaica Customs Agency. Applying the system on a smaller scale will facilitate learning about what works and what does not, without the risk of a large project. It also provides an opportunity to discover and validate the benefits of the CFMP. Furthermore, from the pilot project, success stories can be generated which can be used to provide some impetus.

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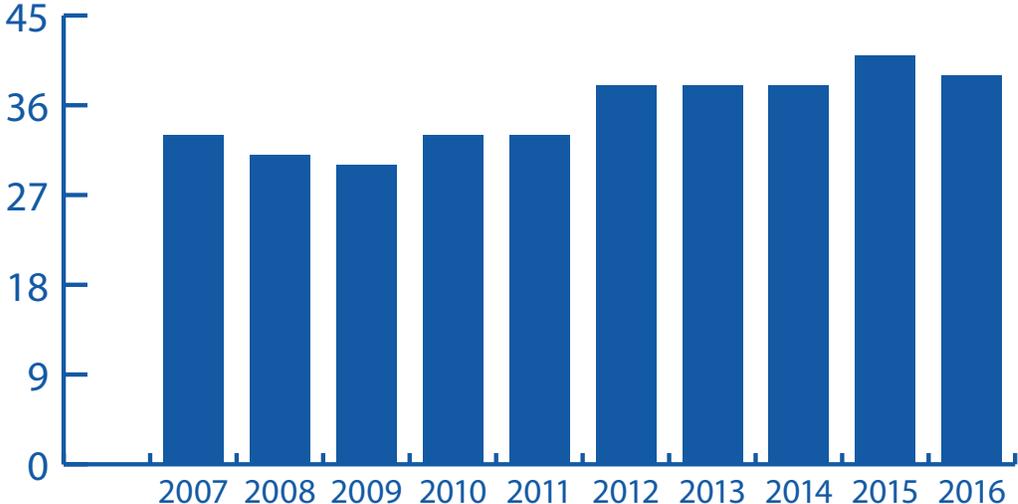
APPENDIX I: STAKEHOLDER INTERVIEW QUESTIONS

1. In your opinion, what is/are the main drivers (sources) of corruption in Jamaica?
2. On paper, it would seem that Jamaica has a pretty formidable anti-corruption framework – extensive legislative and institutional framework. However, it appears that the issue of corruption remains an uphill battle for the country.

Why do you think this is?
3. What would you say are the major barriers to functioning more effectively?
4. Do you believe that the government is doing all that they can to combat corruption? (If no)What more would you like to see from the government?
5. Countries around the world have become very innovative in the fight against corruption. For example, crowdsourcing corruption using web platforms and apps (ipaidabribe.com). In your opinion, given the framework that already exists, what would you say is the best mechanism to combat corruption in Jamaica?

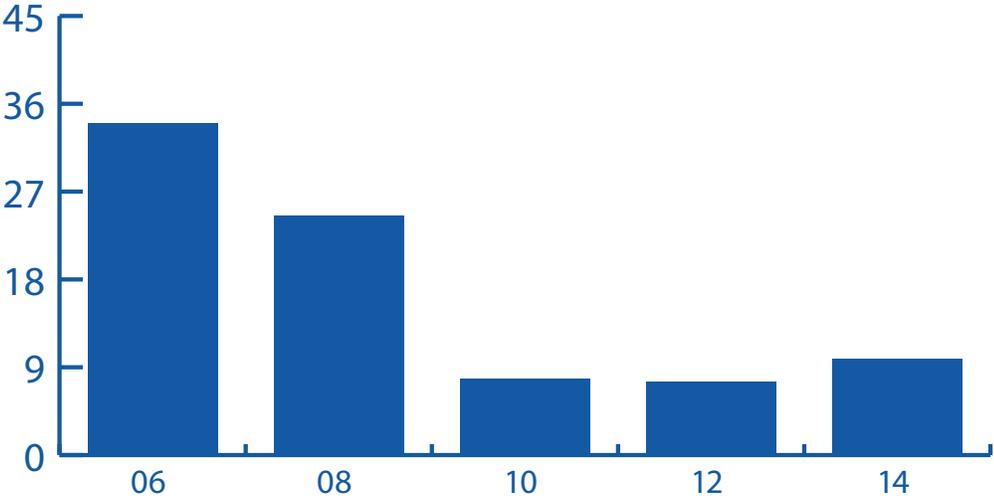
APPENDIX II: TABLES AND CHARTS

Figure 3.1: CPI Scores for Jamaica 2007 - 2016



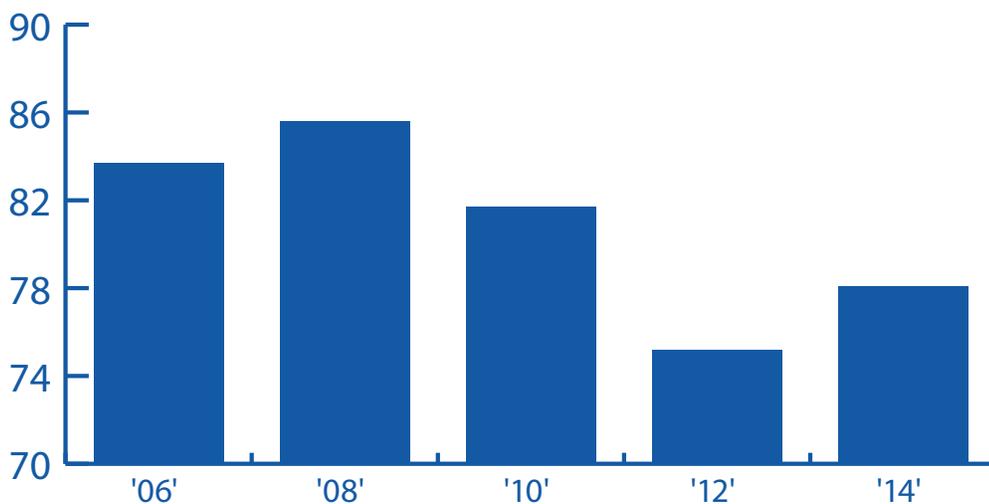
Source: Transparency International

Figure 3.2: Corruption Victimization (%) 2006-2014



Source: LAPOP Survey 2012; 2014

Figure 3.3: Corruption Perception of Government (%) 2006-2014



Source : LAPOP Survey 2012; 2014

Table 3.1: Corruption Rank Amongst ‘Most Problematic Factors’, GCI

Year	Rank out of 16
2012-13	3rd
2013-14	3rd
2014-15	3rd
2015-16	4th
2016-17	4th

Source: World Economic Forum, GCI 2012-13 – 2016-17

Table 3.2: Selected Indicators from the Global Competitive Index, Jamaica (2012-13 to 2016-17)

Indicators	2012-13 Score (1-7 best); Rank	2013-14 Score (1-7 best); Rank	2014-15 Score (1-7 best); Rank	2015-16 Score (1-7 best); Rank	2016-17 Score (1-7 best); Rank
Irregular payments and bribes	3.8; 78/144	3.7; 79/148	3.8; 75/144	3.7; 82/140	3.8; 77/138
Favouritism in Decision Making	2.5; 112/144	2.6; 107/148	2.8; 94/144	2.7; 102/140	2.8; 91/138
Transparency of government policy making	3.7; 118/144	3.8; 99/148	3.6; 109/144	3.8; 91/140	4.2; 65/138

Source: World Economic Forum, GCI 2012-13 – 2016-17

Table 4.1: India CPI 2007-2016*

Year	2016	2015	2014	2013	2012	2011	2010	2009	2008	2007
Scores	40	38	38	36	36	31	33	34	34	35

Source: Transparency International

Table 4.2: Sierra Leone CPI 2007-2016*

Year	2016	2015	2014	2013	2012	2011	2010	2009	2008	2007
Score	30	29	31	30	31	25	24	22	19	21

Source: Transparency International

Table 4.3: Argentina CPI 2007-2016*

Year	2016	2015	2014	2013	2012	2011	2010	2009	2008	2007
Score	36	32	34	34	35	30	29	29	29	29

Source: Transparency International

Table 4.3: Argentina CPI 2007-2016*

Year	2016	2015	2014	2013	2012	2011	2010	2009	2008	2007
Score	36	32	34	34	35	30	29	29	29	29

Source: Transparency International

Table 4.4: Czech Republic CPI 2007-2016*

Year	2016	2015	2014	2013	2012	2011	2010	2009	2008	2007
Score	55	56	51	48	49	44	46	49	52	52

Source: Transparency International

Table 4.5: Pakistan CPI 2007 – 2016*

Year	2016	2015	2014	2013	2012	2011	2010	2009	2008	2007
Score	32	30	29	28	27	25	23	24	25	24

Source: Transparency International

NOTES



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