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Exploring the Need for Sustainable Reform of Local Government to Build Administrative Capacity in Jamaica

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Walden University

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Walden University

College of Management and Technology

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Mario Antonio Perez Woode

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Abstract

Exploring the Need for Sustainable Reform of Local Government to Build

Administrative Capacity in Jamaica

by

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MBA, American Intercontinental University 2008

BBA, American Intercontinental University 2007

Doctoral Study Submitted in Partial Fulfillment

of

The Requirements for the Degree of

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Abstract

The lack of labor and financial resources in local Jamaican governments' corporation negatively impacts senior management government officials' sustainability efforts. Grounded in Buchanan's and Tullock's public choice theory, the purpose of this qualitative phenomenological study was to explore the lived experiences and perceptions of 20 randomly selected Jamaican senior management government officials from two local government corporations concerning the financial and human resource capacity issues. Data were collected using semistructured interviews, government documents, and public and government legislative data. The data were analyzed using the Smith and Osborn interpretative phenomenological analysis, and the Moustakas modified van Kaam 7-step analysis method. Three themes emerged: lack of financial resources, a lack of trained human resource personnel, and legislative disparity issues between local and central governments. Key recommendations for senior Jamaican management government officials are to assist with funding for community businesses, a reclassification of the staff in local government corporations, the establishment of a viable employee skill bank, and a clear line of demarcation between local and central governments. The implications for positive social change include the Jamaican local government corporation representative's potential to increase human and financial resources to encourage meaningful social development.

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Dedication

I dedicate this document to the many stakeholders of the local municipal corporations in Jamaica, especially the hard working group of employees and government representatives who have tried under considerable duress, to improve the quality of life of all those with whom they came in contact on a daily basis. I further dedicate this study to those individuals who, despite the meager resources, constantly strive to provide excellent service to the people they serve in a manner that is responsible, fair, and free from corruption. It would be remiss of me not to include my mother and Ms. Eloise Cheese; two women who greatly assisted in offering me hope to reach my goal. Finally, yet importantly, thanks to my wife and family who made innumerable sacrifices and endless cups of coffee while denying themselves of many pleasures to ensure my success in this project.

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Secondly, to the past and current government administrators, including elected local government officials and the hard working committed staff of the various local municipal corporations. I would further like to thank the various government agencies, nongovernmental organizations and those too numerous to mention. Your assistance in the production of this study has been superb and invaluable.

Thirdly, this project would not have happened without the faculty of Walden University, my many mentors and the input of the students in the various discussion groups. I would also like to thank the many participants who gave of their time in the interviewing process.

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Section 1: Foundation of the Study

The foundation of this study was rooted in the analysis of the 2009 *Final Report on Local Government Reform*, prepared by the Professor Nettleford led National Advisory Council (NAC) in the Ministry of Local Government (MLG), Jamaica. I examined Hughes (2009) *Vision 2030*, a template for the development of Jamaica, and the Nettleford (2009) *Final Report on Local Government Reform*. Within *Vision 2030*, there were identified goals that Jamaica will need to achieve by the year 2030 to attain first-world status (Hughes, 2009).

The Nettleford (2009) report specified a lack of sustainable growth and administrative capacity issues amongst local government authorities in Jamaica (Nettleford, 2009). Furthermore, the Nettleford report outlined the needs of the local administration reform and identified the means to effect the necessary changes. Moreover, the Nettleford report outlined the role played by the central government in the local government, and the need for sustainability in this process.

Background of the Problem

There are 14 local governmental authorities in Jamaica, including the municipalities of Portmore, Kingston, and St. Andrew (World Fact Book, 2016). Government employees and elected officials shared the responsibility for managing these local authorities (Nettleford, 2009). The evidence provided in the Nettleford report established the existence of administrative capacity issues amongst local governments. Administrative capacity is the availability of labor and financial resources and if those

resources are adequate to meet stakeholders' requirements (Surubaru, 2017; Terman & Feiock, 2015).

The local government provided goods and services, enacted legislation, and ensured compliance of business stakeholders to legislation under the *Local Governance Bill* (2015), the *Local Government Financial Management Act* (2015), and the *Local Government Unified Service and Employment Act* (2015) (Ministry of Justice (MOJ) Jamaica, 2015a; 2015b; & 2015c).

The local government in Jamaica faced the problem of inadequate financial and human resource capacity (Nettleford, 2009; Schoburgh, 2014). For example, the parish of Hanover is the smallest local government region in physical and demographic terms (Statistical Institute of Jamaica (STATINJA), 2013). Hanover representatives competed for state resources with Kingston and St. Andrew, which are of a similar size but had larger populations and more resources (Nettleford, 2009; STATINJA, 2013).

The municipal corporation of Portmore is an example of a geographically small municipality in Jamaica with a rapidly growing population and is the second most populated region (STATINJA, 2013). Portmore was the first municipality in Jamaica created independently of any geopolitical region and was the first to have an elected mayor (Osei, 2010). Portmore had similar financial and human resource capacity issues, as do all the local authorities in Jamaica (Osei, 2010).

Problem Statement

Jamaica's economy faces challenges to growth, including corruption, and unemployment (World Fact Book, 2016). Jamaica's economic growth rate in 2015 was

stagnant, averaging less than 1% per year for over 20 years (World Fact Book, 2016). With a debt to Gross Domestic Product (GDP) ratio of about 115%, debt servicing consumes a significant portion of the government's budget (World Fact Book, 2018). Jamaica's high GDP ratio may not allow the local government to build the capacity amongst its managers to deliver the critical infrastructure and social programs required to drive growth (World Fact Book, 2016). The general business problem is a lack of organizational capacity among public sector managers to provide sustainable business development. The specific business problem is some senior management in the local governments in Jamaica lack the availability of labor and financial resources to create sustainable business processes.

Purpose Statement

The purpose of this qualitative phenomenological design study was to explore labor and financial problems some senior members of the management of the local governments in Jamaica might have in implementing sustainable reform business processes. In the study, I explored how a lack of administrative capacity influences sustainable development (Asaduzzaman, et al., 2016; Waller & Genius, 2015). I interviewed 20 stakeholders of Jamaica's local governments, including policymakers and implementers. The purpose of these interviews was to understand individuals' perspectives and their lived experiences of the reform process (Moustakas, 1994). The goal of this study was to explore the phenomena participants experienced because of financial and human resource capacity issues in creating a sustainable business environment for local authorities in Jamaica. This new paradigm may become the avenue

for social change that will promote better governance and customer service to the stakeholders of the local government.

Nature of the Study

The three types of research methods I considered for my study were quantitative, qualitative, and mixed methods, which is a combination of both methodologies (Barnham, 2015). Quantitative research and a mixed method approach were not deemed suitable because these methods utilized a set of construct variables to provide a theoretical assessment of a research problem (Barnham, 2015). Utilizing a qualitative study of the local government in Jamaica allowed me, as the researcher, to gather the lived experiences of the participants in any reform program and provide insight into the administrative capacity issues facing managers of local governments in Jamaica (Moustakas, 1994).

In designing my study, I considered the following types of qualitative designs: (a) mini ethnography, (b) focus group, and (c) phenomenological. An ethnography study required the researcher to study the behavior of persons, describe the behavior, and record that behavior (Anteby & Bechky, 2016). An ethnography research design required extensive data gathering of one group and would be time consuming (Anteby & Bechky, 2016). My study required the personal perspective focus groups would not offer. Focus groups utilized by business researchers considered the issues using a process of discussion instead of individual responses (Chen et al., 2014). The use of a phenomenological design provided an in-depth process of a lived experience, which captures the why, when, and how of my research (Moustakas, 1994).

Moustakas defined phenomenological research as a shared lived experience. The phenomenon investigated in my study is (a) administrative capacity issues experienced by senior practitioners in local government and (b) how administrative capacity issues affected the changes in the local government of Jamaica due to the ongoing reform process. Phenomenological research offered answers to two questions: (a) what was the lived experience of the participants in the study? and (b) how did the participants experience the phenomenon?

Research Question

The basis of this research forms the rationale for local authorities achieving sustainable development by providing goods and services to meet the increasing demands of their stakeholders. The following research question addresses this issue:

Research Question: Through their lived experiences, what labor and financial resources have Jamaican local government managers identified to implement sustainable reform processes?

Interview Questions

1. Given your lived experiences of years of public service, how do you define the sustainability of the Jamaican local government corporation in a business environment?
2. In your lived experiences, how can the Jamaican local government corporation where you live increase its administrative capacity to ensure business sustainability?

3. In your lived experience, describe the nexus between the goals of Vision 2030 and Jamaican local government reform in building human and financial resources amongst its managers.
4. In your lived experience, how will Vision 2030 help executives in local government build labor and financial resources to implement the reform process in Jamaican local government?
5. In your lived experiences, what has been done to achieve the goals of the Final Report of the National Advisory Council on Local Government Reform published by the Ministry of Local Government, November 2009?
6. Using your lived experiences how did the Final Report of the National Advisory Council on Local Government Reform, published by the Ministry of Local Government, November 2009, increased labor and financial resources of managers in Jamaican local government corporations?
7. Tell me about your lived experiences of the sustainable reform program of the Jamaican local government system.
8. Based on your lived experience, what have you done to increase labor and financial resources as a part of the management team in a Jamaican local government corporation?
9. Based on your lived experiences, how can the Jamaican local authority where you reside increase its labor and financial resources to market its delivery of services?
10. Based on your lived experiences, how can the Jamaican local government corporation increase its labor and financial resources amongst its managers to provide adequate

support to the development of business in communities, and what else can you add to these questions that will provide a greater understanding of your role in the reform process?

Conceptual Framework

The public choice theory is important in my study because this theory addresses issues facing public administrators in building capacity for a sustainable reform program. The public choice theory, postulated by Buchanan and Tullock (1999), offered the premise that government managers or policymakers created policies that reflected their self-interest rather than the interest of their constituents. Through the lens of the public choice theory, I queried whether capacity issues of local government are important to local government managers (Aligica, 2015; Buchanan & Tullock, 1999). Buchanan and Tullock's public choice theory provided a framework for the reformation of the local government and formed part of the rationality for a reform process in Jamaica.

My study of the local administration reform explored the public choice theory expounded by Buchanan and Tullock in 1999. Research conducted by Meadowcroft (2014), utilized the public choice theory and examined the role of different local government administrative structures that determined how these organizational structures affected stakeholders.

Meadowcroft (2014) determined that administrators of public offices would put their satisfaction above the satisfaction of their stakeholders. A lack of administrative capacity had been an integral part of Jamaica's political landscape from the country's independence in 1962 (Phillips, 2013).

Sustainable local government reform in Jamaica had the potential to mobilize the community, and irrespective of political persuasion, work for the betterment of the community (Phillips, 2013). Schwartz (2013) in researching participatory workplace models, utilized the public choice theory and provided insight into administrative capacity issues of business organizations. Moreover, Schwartz alluded to a reduction in the interest of the reform process.

Operational Definitions

In this section of my study, I will seek to specify terms that are operative to the reader who might not be familiar with such concepts of government. To the uninformed, these terms need clarification to create a level of certainty.

Administrative capacity: Administrative capacity is the process where an organization has enough resources such as financial and human resources required to achieve its goals (Surubaru, 2017; Terman & Feiock, 2015).

Parishes: Parishes are geographical and government administrative regions (STATINJA, 2013) in Jamaica. The Kingston and St Andrew Corporation (KSAC) includes the parishes of Kingston and St Andrew for the local government administrative purposes (STATINJA, 2013).

Sustainability: Sustainability refers to the ability of an organization to exploit resources that are self-generating and recyclable. Epstein (2008) defined sustainability as nine key areas, (a) governance, (b) ethics, (c) transparency, (d) business relations, (e) financial rewards, (f) community and financial participation, (g) customer satisfaction, (h) respectable human resources practices, and (i) protection of the environment.

Assumptions, Limitations, and Delimitations

Assumptions

The assumption for my study is those factors over which I have limited or no control. However, I assumed in conducting my research that a problem does exist (Leedy & Omrod, 2015). I assumed that participants of my study answered my interview questions without bias, honestly, and that they had time to respond to the questions and any other follow-up questions. In my study, it is assumed that the sample size is large enough to provide answers to the research question. I assumed my choice of a purposive sampling allowed me to have a pool of participants who had in-depth knowledge of the subject and provided a rich lived experience of the reform process in the local government corporations in Jamaica.

Limitations

Limitations refer to potential study weaknesses, which cannot be addressed by the researcher. There are potential weaknesses and limitations in any qualitative research (Mbatu, 2016). The persons selected as participants for my study may lead to questions about any potential biases. There might be potential conflicts of interest and confidentiality issues (Mbatu, 2016). The limitations of the study are the lack of current peer reviewed literature on local government processes in Jamaica and the requirement to obtain information from the local government employees, politicians, and agencies. The demographics of Jamaica limited the information gathered because the organizational culture within governmental organizations engendered fear of offering information. Moreover, the persons interviewed may have given information to satisfy the agenda of a

political organization. I proposed to mitigate any potential bias by ensuring my participants were evenly distributed across the political spectrum.

Delimitations

Delimitations of a study are those areas over which the researcher had control (Foss & Hallberg, 2014). According to Foss and Hallberg (2014) delimitations are factors that identified the parameters necessary for the planning and management of the study. The parameters of study were bounded by data gathered from two Jamaican local government corporations. Furthermore, the study only applied to Jamaican local government corporations' senior managers. There were only 20 participants and responses by participants might not be reflective of the majority of the lived experiences of the other senior practitioners' in the other 12 Jamaican local government corporations that were not included in the study, A study of Jamaican local government authorities encompasses other fields and jurisdictions. In my study, I investigated the possibilities of other jurisdictions having similar issues and political structures, such as those countries that still have the Westminster system of government.

Significance of the Study

Contribution to Business Practice

Gaps remained in Schoburgh (2014), Schoburgh (2012) and Osei (2010) research on the local government and the local government policies in Jamaica Administrative capacity issues in business organizations such as the local government administration have the potential to weaken service deliverables (Nettleford, 2009).

The reform process outlined in the Nettleford (2009) reported on local government reform needed further analysis. Nettleford (2009) did not address successes or failures, nor did Nettleford fill gaps in the literature on local government reform in business processes. Furthermore, deficiencies in the literature were evident because Nettleford did not (a) define the term sustainable reform, (b) explain the applicability of the reform process in Jamaica, or (c) create a plan for implementing the reform process.

The lack of a reform process that focuses on building administrative capacity affected service deliverables in the Jamaican local government (Nettleford, 2009). Providing a reform template on how the local government should conduct itself, as a business, may generate the administrative capacity to meet its stakeholders' needs (MOJ, Jamaica, 2015a; 2015b; & 2015c). Hence, any reform plan should include strengthening of internal and external mechanisms to the business practices of building administrative capacity (Nettleford, 2009).

Implications for Social Change

In my study, I provided a contextual approach to local government in Jamaica using peer-reviewed literature and observations of the local administration processes. Jamaica experienced a fiscal crisis because of the global economic meltdown and issues created internally (World Fact Book, 2016). The burgeoning debt caused by previous administrations, and the lack of progress or growth for years, made the role of the central government in funding local government corporations untenable (Nettleford, 2009).

The reform of the local government met with bipartisan support from the two largest political parties (Nettleford, 2009). Implementation of the results from the study

may create an avenue for social change. Local government, being at the center of local economies, had the responsibility to build a sustainable environment for its stakeholders (Nettleford, 2009). Successful implementation of these policies may provide opportunities for wealth creation, and lead to a reduction in poverty and high crime rates. Successful implementation of social change in the local government in Jamaica may also provide a more dynamic Jamaican community while seeking to establish the goals of *Vision 2030* (Hughes, 2009).

A Review of the Professional and Academic Literature

The importance of sustainability and administrative capacity in an organization is important in researching business practices (Porter & Derry, 2012). Sustainable development should be an integral part of an organization's business model (Burrell & Roberts, 2014; Pojasek, 2012). Müller and Pflieger (2014) agreed with the importance of sustainable development in business organizations.

In my study, I used the definition of corporate sustainability by Epstein (2008). Epstein (2008) defined sustainability in nine key areas. These areas are governance, ethics, transparency, business relations between stakeholders, financial rewards, community and economic relationship, customer satisfaction, human resources practices, and the environment. I presented the literature using the headings of Epstein's definition of sustainability.

Research in the field of sustainable development and capacity issues of management provided an in-depth analysis of trends in the organizational culture of the Jamaican local government. The study included interviews with 25 members of the

governance structure of the local government, peer-reviewed literature (see Table 1), and information from Jamaican governmental agencies.

The study literature review was in keeping with the Walden University standards for literature review-based requirements of 85% of literature are within 5 years of graduation (see Table 1). The literature focused on applicable knowledge from other practitioners in the field of business sustainability and administrative capacity building.

Table 1: Literature Review Source Content

Literature Review Content	Total #	# Less than 5 years old at graduation date	% Total peer-reviewed less than 5 years old at graduation date
Peer-reviewed Journals	169	144	85.20%
Books	3	0	
Non peer reviewed Journals/Articles	6	1	
Government Document/Legislation	24	9	
Total	196	152 plus government documents	90.82%

Governance

Epstein (2008) and Hemphill (2013) defined sustainable governance as the ability of an organization to manage resources efficiently to produce a perspective that allows greater responsibility among stakeholders. One definition of governance is adherence to social responsibility by the organization to its stakeholders (Hemphill, 2013).

Examination of government policies should be multitiered with vertical and horizontal approaches (Krause et al., 2016). The European local government models are at the

forefront of sustainable management, and while there are different cultural outcomes due to the vast geopolitical region, there are many similarities in their strategic development models (Steurer & Hametner, 2013).

The framework of the Rio Accord of 2012 outlined sustainable development and the need for governance models to meet the requirements for global sustainability (as cited in Karlsson-Vinkhuyzen, 2013). The governance structures created by stakeholders will define an organization and the role it played in a global environment (da Cruz et al., 2016). Ethical governance structures are necessary because they relate to an organization's reporting mechanism (deAlmedia, 2014). Sustainable governance practices are important in a business organization, and so are capacity issues along the organization's supply chain (Rutherford & Jaglin, 2015). Gimenez and Sierra (2013) posited that the perception that weakness in the governance models of the supply chain is a capacity issue in the organization's business model.

Governance standards included the General Reporting Index (GRI) used to create standardized accounting practices to prevent the many instances of abuse and unethical practices before the financial meltdown of the 2000s (Alwan, 2012). One method that can be used to measure governance standards as either petty or grand corruption is the Rose-Ackerman's typology (Rama, 2012). Rose-Ackerman's typology method quantified not only perceptions of corruption but actual corruption practices in business organizations (Rama, 2012).

Some local governments or sub national organizations are not involved in the international governance decision-making process (Happaerts, 2012). However, these

subnational organizations embarked on governance policies that reflected the global environment (Happaerts, 2012). Representatives of the International Standards Organization (ISO) 26000:2010, provided a new paradigm of social responsibility for businesses (Hemphill, 2013). The ISO 26000:2010 social responsibility standards had broader-based stakeholder input (Hemphill, 2013). ISO 26000:2010 provided a platform for macro, small, medium, and micro enterprises to create social responsibility frameworks in contrast to standards set by the *Coalition for Environmentally Responsible Economies* (Ceres) principles (Barkemeyer et al, 2014).

The Ceres principles created after the 1989 Exxon Valdez oil spill, provided 10 key performance indicators (KPI) to measure a business social responsibility in environmental protection, resource conservation, risk reduction, product safety, and public access to information and accountability. Park and Perry (2013) used the Ceres principle as a model in their study of government and the new bureaucrat. Park and Perry addressed the work of Goodsell (1983) on the role of the government bureaucrat. Park and Perry concluded that three main cohorts make up government bureaucrats (a) representative bureaucracy, (b) the bureaucratic information monopoly, and (c) the bureaucratic voting model.

According to Park and Perry (2012), these three streams of bureaucracy defined the role of local bureaucrats and sought to identify bureaucrats as average individuals with the same concerns as nongovernmental or private service workers. Cumming et al. (2016) defined ethical governance as an approach that uses concepts of westernized democracy standards. For instance, one such concept is the Ibrahim Index. The Ibrahim

Index sets parameters of (a) safety and security, (b) the rule of law transparency and corruption, (c) participation and human rights, (d) sustainable economic activity, and (e) human development (Farrington, 2009). The use of the Ibrahim Index allowed various monitoring agencies to quantify levels of governance (Letza, 2017).

In 2002, representatives of the Carter Foundation examined the role of the Integrity Act (Ministry of Justice (MOJ), Jamaica, 1973, amended 2004,) and Access to Information Act (MOJ, Jamaica, 2003a; The Carter Centre, 2002). In their findings, the representatives of the Carter Foundation purported that the two pieces of legislation, if properly implemented and monitored, would provide a regime of transparency and governance (The Carter Centre, 2002). The Integrity Act included the requirements of senior civil servants and parliamentarians to declare their assets and earnings, which would substantially reduce corruption as a factor in the governance of Jamaica (MOJ, Jamaica, 1973 amended 2004). Further examination of the Access to Information Act allowed individuals and organizations to obtain information previously withheld (MOJ, Jamaica, 2003a). Greater transparency generates the possibility of removing some of the encumbrances encountered because of the Official Secrets Act (1911; The Carter Centre, 2002).

The Jamaican local government business model originated from the British local government structure, which embodies a bureaucratic type of governance. The bureaucratic process may explain how the central government in Kingston has responsibility for the local government bodies in the decision-making process (Nettleford, 2009). There needs to be an investigation of the concepts of centralization

and decentralization and those who argue for or against these concepts and how it will affect administrative capacity issues (MOJ, Jamaica, 2015a). The Local Governance Bill provided a balance between the central government and local government by ensuring greater administrative capacity and the creation of a local government bounded by a corporate business structure issues (MOJ, Jamaica, 2015a).

A lack of administrative capacity can lead to an increase in corruption practices at the local level (Tromme, 2016). Normann and Vasström (2012), in their work on rural governance, outlined the relationships between local government and governance structures, especially in rural communities and the development of the administrative capacity building process. In outlining the issues associated with this type of relationship, the Nettleford (2009) report established that, due to the lack of autonomy in the decision making process, the current relationship between the central and the local government created administrative capacity issues.

A plethora of administrative capacity issues outlined in the Nettleford report did not allow the local authorities to respond expeditiously in the face of threats, opportunities, external market forces, or stakeholders' needs (Nettleford, 2009). The Local Governance Bill, the Local Government Financial and Financial Management Act, and the Local Government Unified Service and Employment Act provided that platform for local government in Jamaica to increase its administrative capacity (MOJ, Jamaica, 2016a, 2016b, 2016c). Themudo (2013) found the perception that civil society exerts positive pressure might not be entirely true. In an examination of the role of civil society,

Themudo concluded that continual pressure from civil groups influenced the administrative capabilities of the local authority.

The Local Governance Bill (2015), the Local Government Financial and Financial Management Act (2015), and the Local Government Unified Service and Employment Act (2015) defined the role of local authorities in Jamaica (MOJ, Jamaica, 2015a, 2015b, 2015c). The members of the local government corporation, except the Portmore Municipal Corporation, selected the mayors. Portmore is the only municipal corporation that had a directly elected mayor (Nettleford, 2009; Osei, 2010). This lack of a directly elected mayor is one of the capacity issues that remained a focus of the local government reform program (Nettleford, 2009). The mayors of local government authorities in other jurisdictions in Jamaica directly align with the political party that has the majority of the elected councilors and is not reflective of their mandate (Nettleford, 2009). Each local corporation may set out its by-laws, which the minister, who has responsibility for the local government portfolio, then approves (Nettleford, 2009).

There is some obscurity related to the role of the local authorities in Jamaica in its relationship with the central government, and as a result, the functions of the two intermingled, which led to some confusion (Nettleford, 2009). It is essential to note that the local authority had this role reduced for years, and is often viewed as being ineffective (Nettleford, 2009). An ineffective local authority with administrative capacity issues ran the risk of paralyzing the entire governance structure in an administrative region (Asaduzzaman et al, 2016; Nettleford, 2009).

The local government in Jamaica required changes in its governance system to allow it to adapt to a corporate business structure. The lack of genuine autonomy from the central government is one area of primary concern (Nettleford, 2009). The provision of full autonomy would mean a return of the decision-making process to the local stakeholders (Cameron et al., 2015; Schoburgh, 2014). Local authorities have limited powers to make decisions; in fact, those in charge of making and implementing such decisions often overlook the approval of local governments (Nettleford, 2009). The Local Governance Bill (2015), the Local Government Financial and Financial Management Act (2015), and the Local Government Unified Service and Employment Act (2015) provided the necessary changes in local governance, which provided greater autonomy for local councils (MOJ, Jamaica, 2015a, 2015b, and 2015c).

A holistic approach would be required to create sustainability in the reform process (Schoburgh, 2014). This holistic approach would offer a systematic approach to management, which recognized the organizational environment and the key players who are critical in the interaction process (Pihlainen et al., 2016).

The process of organizational change that will have to occur in local authorities would require an examination of the current organizational structure applicable to the relationship between the local authorities and the central government (Nettleford, 2009). Both internal and external parameters can influence these changes and the acceptance or rejection of the change process (Andersson, 2015). Change processes are necessary to ensure that administrative capacity issues are mitigated (Rumbach, 2016). Variations in the governance process involved establishing levels of communication and defining

specific areas of responsibility, especially in creating innovative capacity building (Lember et al., 2015). A model for a new governance structure where all stakeholders, including the government, citizens, and management work to achieve standards in governance would positively influence corporate social responsibility (Khan et al., 2013).

Lack of defined parameters for the change process and the need for change can lead to resistance or lack of understanding of the goals of the change process. Thompson and Flynn (2014) referred to the change process and investigated how to build administrative capacity to manage change. An investigation of how the change process can work between the conceptual and implementation processes, with the principal components of communication at all levels of the organization, may lead to the added benefits of stakeholder inclusion (Thompson & Flynn, 2014).

Sikdar and Payyazhi (2014) investigated the delicate balance between policymakers, internal and external stakeholders in the implementation of changes in governance. This understanding and acceptance of change may lead to reduced risk and greater compliance. Gentry et al. (2014) referred to the nexus between cultural beliefs and effecting changes in organizations without adverse impact. Increasing administrative capacity can have a positive influence on the internal and external culture of its' stakeholders. Policymakers and those who implement these new policies need to adhere to principles that are inclusive. To have meaningful change without antecedent disruption of existing cultures would require an examination of the current culture and any erroneous beliefs that exist therein (Andersson, 2015). A change process would

significantly assist the policy implementer in recognizing the relationship between current beliefs and any possibility of resistance to future shifts in cultures.

The concept of change and its' implementation in organizations is critical to the successful development of any reform process (Christensen, 2014). Managers are required to establish the effects that changes have in an organization to identify the elements of resistance to change (Andersson, 2015). Upon the identification of these items of resistance, strategies for managing the resisters of change should be established (Schultz, 2014).

Thompson and Flynn (2014) examined some approaches to using the change process. The change process included the importance of the organization's vision and mission statement in arriving at strategic planning steps and its' necessity in developmental change. The overarching concept of mission and vision statements needs modification to meet current and future challenges while keeping established cores of the organization culture. Thompson and Flynn promoted these concepts in using this approach where the implementer receives the opportunity to lessen the impact of the change process.

One such theory of change resistance management is the *skunkworks model of innovation* (Foer, 2016). The skunkworks model of innovation offered opportunities for the change implementer to address issues of change resistance. The skunkworks model of innovation provided a chance to leverage resistance to change using innovative policies for change. The ability to manage change can lead to increased production levels with

improved performance by using competitive forces between departments at different levels.

The Nettleford (2009) *Final Report of the National Advisory Council on Local Government Reform* addressed the need for rationalization of the system to remove sources of overlapping functions and human resources to increase performance while reducing expenses (as cited in Nettleford, 2009). Transformational organizational changes required increased capacity to implement necessary modifications in governance (Andersson, 2015). However, Andersson posited such transformational changes created new issues, and there had to be a formal method of communicating the change processes.

In Epstein's (2008) definition of ethics, the organization is required to ensure ethical standards are the common foci in matters with all stakeholders. Ethical behavior in the government shares the same principles as ethical behavior in other disciplines (Samsonova-Taddei & Siddiqui, 2016). Exploring the role of ethics and the various functions of ethical conduct, both from an external and an internal context, lends itself to a concept of ethical behavioral practices (Eşi & Esi, 2016; Zheng & Mirshekary, 2015). In business case (BC) and assertive business case theories (ABC) Michalos (2013) investigated the pretext that a person with good morals is good for business. Michalos as a result of his research posited that good morals does not necessarily lend to good business practices.

Holland and Albrecht (2013) posited that an ethical manager engendered ethical business by transfer of moral values. The impact of globalization, training, credibility, social responsibility, research, changes in societal norms, and the perception of ethical

behavior in business can define the core values of the organization (Tromme, 2016).

Holland and Albrecht explored the importance of ethics and its relevance to business in the future and pointed to eight concepts that will affect the future of business ethics.

These concepts are (a) business ethics education, (b) credibility, (c) environment, (d) research, (e) moral decline, (f) Customer Service Responsibility (CSR), (g) globalization, and (h) the business organizations ethical dimensions.

Politicians in the local government have plagued Jamaica with issues of unethical conduct. As such, da Cruz and Michel (2015) posited the need to establish elements of integrity and the concepts of ethical behavior by local authorities at levels that were acceptable to all stakeholders. In fact, the review by representatives of the Transparency International showed Jamaica's 2011 Global Corruption Perception Index as 3.3 out of a possible 10. Transparency International (2013) rated Jamaica at 83 out of a possible 177 countries.

Jamaica's 2011 Global Corruption Perception Index prompted then Contractor General Christie, to lament, that despite the office of the contractor general's power to search, discover, and investigate, the Contractor General was unable to exercise its' role under the *Contractor General Act* (Christie, 2011). The Contractor General Act limits the contractor general in making criminal investigations, arrests, and prosecutions (MOJ, Jamaica, 1983 amended 2001). Furthermore, Christie (2011) noted that the office of the contractor general had no power to suspend any actions by the government deemed as being corrupt or irregular. There is a lack of regulatory power despite establishing legislation, such as the Contractor General Act, Corruption Prevention Act, and the

Parliament (Integrity of Members) Act to curb unethical practices (MOJ, 1983 amended 2001; MOJ, 2003b; MOJ, Jamaica, 1973 amended 2004). In fact, the contractor general has often bemoaned the levels of corruption and a supposed inability to bring those corrupt persons to justice. Nettleford (2009) identified areas of ethics as being paramount if the reform process is to be sustainable.

The establishment of an ethics policy for local authorities assists in establishing ethical behavior for both the political directorate and employees of the councils (Bodur et al., 2014). Any issue with ethics will have a direct bearing on how consumers of local authorities' goods and services view the organization. A perception of unethical behavior will lead to unethical responses by these same consumers (Bodur et al.). This use of an ethics policy can also be effective in creating an understanding amongst all stakeholders at the various levels of local authorities. A defined ethics policy will also enhance a sustainable governance regime in local government (Baden, 2014; Clarke & Boersma, 2017).

Ethics training required sustainability as Warren et al. (2014) found in their study of bank employees who had only a single ethics training class that resulted in slippage in ethical behavior by year two. Research conducted by Sigurjonsson et al. (2014) posited the need for sustainability from a management perspective in the continued education of future management employees. This continuous training in ethics can assist in enhancing the ethical perspective of an organization. However, business organizations need to ensure that their corporate ethics policy converges with applicable law (Blacksher et al., 2015). A review of corporate ethical policies of some businesses found that in some

instances they did not meet the applicable legal requirements (Samsonova-Taddei & Siddiqui, 2016). Blacksher et al. (2015) offered a template for ensuring legal requirements that included both an organization's ethics policy and applicable law. A review of other jurisdictions, although different from Jamaica's political model, is also required because these jurisdictions have shared concerns about ethics and ethical behavior.

The utilization of ethical standards and guidelines will promote a greater understanding and lead to acceptable levels of transparency (Epstein, 2008).. Jamaican society has established a creative demand for strategies to fight corruption and engender ethical values (Hughes, 2009). However, these values, while being expounded at various levels, are still resistant to change due to a culture that fosters unethical practices.

Vision 2030 outlines the need to remove this mindset and replace it with a culture that demands ethical practices and greater governance at all levels of society (Hughes, 2009). Vision 2030 required the use of ethical considerations and the need to tackle the issues of corruption and ethics and the restriction placed on stakeholders that lead to a weakening of the democratic process. A requirement of any sustainable reform program for local authorities would be the establishment of ethical codes of conduct, compliance by all government officers at all levels, and sanctions against offenders. An ethical behavior code, along with greater transparency, would provide enormous benefit to the principles of greater governance (Petersen & Lemke, 2015). Managers need to establish an ethical approach to business, because they are more likely to conduct ethical practices (Pandey et al., 2016; Zheng & Mirshekary, 2015). The benefits of joining various

monitoring agencies are that they offer resources on efficient management of municipal authorities and offer independent, ethical oversight. Membership in these monitoring bodies ensures individuals have a greater perception of moral values and are predisposed to achieve ethical standards (Samsonova-Taddei & Siddiqui, 2016).

Transparency

Epstein (2008) defined transparency as a responsibility of organizations or individuals to provide accurate information to stakeholders to ensure informed decisions. Providing information and including stakeholders in the decision-making process is critical to the development of true governance. However, the need to know and the right to know often create conflict between the citizenry and the state, one that may lead to a sense of distrust on the part of the stakeholders (Hossain & Alam, 2016).

Transparency in local government is also crucial to sustainable reform. The *Final Draft Report on Local Government Reform* (2009) addressed this issue, with the inclusion of greater governance intermingled with transparency. Transparency in local government also assists in curbing unethical practices and in increasing the responsibility of public officials (Baden, 2014). A lack of transparency at the local level has often created a plethora of governance issues (Nettleford, 2009). As a result, government representatives strive to offer greater transparency globally. For example, Vision 2030 mandated that Jamaica offer levels of transparency that meet international standards. Despite the government representatives' attempts at increasing levels of transparency, this effort was usually in conflict with the organizational business culture of the local administration. Some local government authorities provided access to their stakeholders

through open access to council meetings, including civic groups in subcommittee meetings, and the publishing of audited accounts (Nettleford, 2009). Despite these efforts, there was still a need for improvement, which may take place through the reform process, with the inclusion of representatives of Community Development Councils (CDCs) and Parish Development Councils (PDCs).

Schoburgh (2014) discussed the lack of the legislative framework in providing information to stakeholders for local authorities' goals and budgetary expenditures. The Access to Information Act (2003) in Jamaica sought to address these concerns. The Access to Information Act also provided sanctions against public bodies and officers who fail to provide such information (MOJ, Jamaica, 2003a). However, the Access to Information Act sometimes conflicted with the Official Secrets Act (1911) regarding the release of information, and this conflict can prove difficult when trying to obtain such information (Sudu, 2011). Further examination of the Access to Information Act (2003) also allowed individuals and organizations to obtain information previously withheld (MOJ, Jamaica, 2003a). Of noteworthiness is the fact that, in some jurisdictions, there are no established procedures to obtain information under the Access to Information Act, which contravenes the law. In fact, some civic groups alluded to conflicts associated with both pieces of legislation and called for the repeal of the Official Secrets Act (Sudu, 2011).

The *Parliament Integrity of Members Act* (1973), amended in 2004, included the requirements for senior civil servants and parliamentarians to declare their assets and earnings, which could substantially reduce corruption as a factor in the governance of

Jamaica (MOJ, Jamaica, 1973 amended in 2004). Jamaican government representatives have taken steps to address these instances of corruption amongst public officials with the legislation of the Commission for the Prevention of Corruption Act (2003) (MOJ, Jamaica, 2003b). The Commission for the Prevention of Corruption Act provided further methods for the prevention of corruption by politicians and senior members of the civil service. The Commission for the Prevention of Corruption Act reinforced existing legislation by providing a legal framework with a mandate to (a) receive and keep on record statutory declarations furnished by public servants pursuant to the Act; (b) examine such statutory statements and to request from a public servant any information relevant to a statutory declaration made by the officer which, in its opinion, would assist in its examination; (c) make independent inquiries and investigations relating to a statutory declaration, as necessary; (d) receive and investigate any complaint regarding an act of corruption; and (e) conduct an investigation into an act of corruption on its own initiative if it is satisfied that there are reasonable grounds for such investigation. The Commission for the Prevention of Corruption Act further ensured the enforcement of criminal and civil sanctions and empowered the commission to seek redress should there be breaches of the Act.

Hossain and Alam (2016) established the relationship between citizens and the perception of ethical and transparent behavior. Some officials often see the connection between a person's right to know and an individual's need to know as an encumbrance (daCruz et al., 2016; Hossain & Alam, 2016). Usually, it is the concept of democracy and stakeholders' participation in the transparency process that determined how a business

organization revealed details of policy (Hossain & Alam, 2016). To achieve high transparency levels, one would have to quantify public perception and analyze the results thereof, to offer improvement (Gakhar, 2014).

However, Jun and Musso (2012), in their study on participatory governance, outlined an ever-expanding community based governance system. Jun and Musso (2012) examined two diverging viewpoints: (a) that a more efficient community government group can lead to greater responsiveness; and (b) that there is a socioeconomic bias in communities where there is a greater economic base. Jun and Musso further alluded to a relationship between community economic status and the requirements of the community.

Business Relations

A business relationship is the ability to ensure fair trade with all stakeholders (Epstein, 2008). It is important that the interaction between suppliers and consumers be ethical and transparent. This proposed subsection will examine the question of whether the local government, as a business model, had the administrative capacity to build effective business relations with its stakeholders. It is important to form partnerships with the private sector and other groups in the reform process (Nettleford, 2009). A public private partner (PPP) revenue stream is also beneficial in the local economy offering additional employment and resources (Nettleford, 2009; Sarmiento & Renneboog, 2016).

A relationship with stakeholders offered local councils the opportunity to set policies that will foster investment, and these investments can become a source of revenue for local councils (Jankovics, 2016). This recognition by local councils of the

necessity to work in partnership with the private sector organizations, service clubs, nongovernmental organizations, and other government institutions like Jamaica Promotions (JAMPRO), will provide opportunities for increased economic growth. Utilization of these resources can create sustainable growth in jobs, financial resources, training, and political growth with the ability to enhance social capital (Filho, 2013). Utilization of the Brand Jamaica concept might be further adapted to create a reorganization of each political region as being unique.

Areas of tourism, agriculture, technology, sports, and infrastructure development cannot be the sole responsibility of the local councils but should have elements of shared responsibility with private investors (Rouhani et al., 2016). The responsibility of the local councils is to foster a level of commitment that is supportive of sustainable investments. Local councils would also be required to spearhead markets that utilize resources found in their geographic/political regions (Khan, et al., Ghalib, & Hossain, 2015).

Cooperation with organizations such as (JAMPRO) and the provision of one-stop investment opportunities, which would include the removal of government bureaucracy and the expedition of required approvals for development, would have to be addressed (Rouhani et al., 2016). However, Cruz and Marques (2012), while conducting four case studies on Portuguese mixed (PPPs), outlined concerns with these partnerships. Some of these concerns were constraints between what the agreement outlines and what occurred. Cruz and Marques (2012) found that a mixed model of PPPs was less rigid and met threats expeditiously. The creation of multilevel partnerships between local government

and the private sector can find avenues of community structured growth areas such as sports development (Harris & Houlihan, 2014).

The partnership between local government and the private agricultural sector can lead to spin-offs of multiprocessing and environmental stability. The Design-Build - Finance-Own-Operate-Transfer (DBFOOT) partnership model is one new method of having public, private partnership (PPP) (Rouhani et al., 2016). This new paradigm of PPP utilizes private capital to invest in services that are normally the responsibility of the local government. There is some contractual obligation for a term period, and then the investment becomes the property of the local government. One such investment strategy is Highway 2000 in Jamaica by the construction firm Bouygues Travaux Publics and the Government of Jamaica (GOJ) (Jamaica Civil Society Coalition (JCSC), 2012).

The Bouygues Travaux and the government of Jamaica partnership created needed infrastructure development, which in turn created revenue for the private investor (JCSC, 2012). Under the contract, Bouygues Travaux Publics is responsible for the maintenance of the highway, which removes the necessity of government maintenance (JCSC, 2012). The creation of DBFOOT models of development removed any risk of the initial investment from local government (Monteduro, 2014). Monteduro outlined ways in which PPPs assisted in the processes of reform and innovation, increase customer service, and fulfill public sector goals of providing services with limited resources.

The procurement process allows local suppliers of goods and services to enter into contracts (Khan et al., 2015). Examination of the expenditure of the local government in England during the procurement process proved that local councils continue to generate

revenue for local businesses. Jamaican local governments can provide a financial contribution to the local economy (Nettleford 2009). The primary consideration in government procurement quite often is not the one that has a more sustainable lifespan and meets the expectations of all stakeholders at the local level (Button, 2016).

Contractors are graded based on contract sums, creditworthiness, the ability to self-finance, and experience of the principals under the National Contractors Commission (NCC) guidelines. According to Lazarus et al. (2017), local governments' expenditures in a study of 27 members of the Organization for Economic Cooperation and Development (OECD) countries is 36.61% of Real Growth Domestic Product (RGDP). In fact, some metropolitan areas spend the annual budget of many lesser-developed countries (LDC), making the procurement process valuable via the injection of capital into the local economy (Khan et al., 2015). These services offer sustainable economic development, which creates employment and allows local councils to generate revenue by increases in fees and taxes.

Local authorities can be instrumental in partnerships with nontraditional lending agencies such as Peoples Cooperative banks, credit unions, and state agencies such as the Development Foundation of Jamaica, and the Micro Investment Development Agency (Nettleford, 2009). These partnerships provide access to avenues of financing, which offer assistance to micro investment ventures. The utilization of micro investments undoubtedly increases the economic foundation of communities, provides jobs, and offers the potential of an enhanced revenue base for local authorities (Nikolov & Stoyana, 2015).

However, there is some concern of the business development in suburban communities. In investigating this concern, Jain and Courvisanos (2009) examined the issue of dormitory communities. Jain and Courvisanos postulated the need for a clear understanding of the requirement of these communities and the lack of vision by policymakers in developing urban centers in proximity to suburban regions. Research on dormitory communities is of concern to the city of Portmore, Jamaica, which suffers from a lack of economic development (Osei, 2010).

Financial Rewards

Local authorities in Jamaica can become operational in revenue generating capacity with the enactment of the Local Government Financial and Financial Management Act (MOJ, Jamaica, 2015b). The ability to generate revenue will remove the dependence on the central government for financial assistance (Nettleford, 2009). With this increased capacity to generate revenue, there will be greater demand for accountability on the part of local authorities with the implementation of the Local Government Financial and Financial Management Act (MOJ, Jamaica, 2015b). Increased local government capacity in revenue generation, revenue collection, and protection of assets, investments, and greater financial management are required in a sustainable reform program as outlined by the Local Government Financial and Financial Management Act. The increased capacity will enable greater customer satisfaction (Sun & Price, 2016). Any reductions in financial resources had a negative impact on the local authority's ability to offer quality service to stakeholders (Lewis, 2016).

Local authorities generated income from the following sources; (a) market fees, (b) property taxes, (c) building permits, (d) a portion of motor vehicle license fees, (e) subventions and grants from central government, and (f) other permits as enacted in the *Local Governance Bill* (MOJ, 2015a). Local municipal corporations in Jamaica, in most cases, do not reap financial rewards from other assets, as in the case of the Hanover local authority, which does not collect any hotel or room taxes despite having almost 50% of all hotel rooms (Nettleford, 2009). The parishes of Clarendon, St. Ann, St. Catherine, and Manchester are large producers of bauxite, but the local government corporations do not collect any monies from the bauxite levy.

Increased financial administrative capacity provided new streams of revenues as a business model for local municipal corporations to meet consumers' demands (Lewis, 2016). One such revenue stream is an investment in local bond issues, which could stem from stakeholders' confidence in local government. Greer (2015) argued that while the bond market is fragmented, the application of municipal bonds for infrastructure development is usually more marketable and meets local investment portfolio requirements. These streams of revenue sources once tapped into, may lead to investment in other areas of infrastructure development and offer greater security, regardless of any inherent risk (Greer, 2015). Local councils in Jamaica can utilize this source of revenue. However, no local government corporation has availed itself of this method to date (Nettleford, 2009).

Alves and Alves (2015) in their examination of the change process, posited a need for cultural transformation in the change process. Alves and Alves went further and

examined the role of demographics in the change process. The need for fiscal inputs in this process is one method that has resulted in successful change. There is a need for greater accountability by local councils as highlighted in the auditor general report of the fiscal year ending March 2013 (Monroe-Ellis, 2013). In the 2013 report to Parliament, the Monroe-Ellis report found some issues with an overdraft, incorrect cash handling procedures, overpayment, theft of government property and expenditures that were not certifiable due to a lack of receipts. The Nettleford (2009) report on local government reform in Jamaica advocated for the requirement of fiscal responsibility. The Nettleford (2009) report posited two main issues: (a) insufficient financial resources to meet stakeholders' demands, and (b) the lack of administrative capacity to allow managers for the local government corporation to plan at the macro level for long term growth and development.

Ministry Paper 8/93 of the Government of Jamaica (GOJ) outlined a six-step approach to obtain revenues to meet stakeholders' demands (MLG Jamaica, 1993). The steps promulgated by the GOJ legislation (8/93) outlined; (a) sustainable funding sources for local government corporations, (b) ensured that local government corporations implement accounting and financial management systems in an effort to increase accountability of public funds, (c) established quality financial controls to offer better transparency, (d) increased administrative capacity, especially in areas of human resource, to ensure maximizing all revenue sources, (e) improved revenue collection from all sources and engender greater compliance of legislation, and (f) established reform to allow local government corporations to raise revenue from nontraditional sources such as

bond issue. *The Local Government Financial and Financial Management Act* (2015) provided for the increased administrative capacity to provide financial stability in the local government corporation.

Nettleford (2009) also examined inherent weaknesses in the system and mooted that these issues are deserving of redress in the reform process. The *Nettleford report* (2009) recommended the following: (a) using the Parochial Revenue Fund (PRF) and the Equalization Fund (EF) to provide a more equitable distribution of revenue sources. The PRF and the EF would include meaningful assessment of fees and direct payment from the various councils for services rendered to the council by other entities such as waste management, street lights and water; (b) recognizing that the financial reform process has not provided equity in revenue streams as some parishes do not have efficient revenue streams (Nettleford, 2009). For example, the population of the municipality of Portmore considered a domicile community, increased by almost 100% in ten years (STATINJA, 2013). Nettleford (2009) recognized local government corporations appeared not to receive value for money for services rendered by other government agencies and examined the issue of grant funding, whether from the Government of Jamaica (GOJ) or other agencies).

Community and Economic Involvement

Soobaroyen and Mahadeo (2016) defined community and economic involvement as a partnership between an organization and a community that is reflective of the culture and requirements of the stakeholders. Schoburgh (2012) sought to establish a link between local government corporations and sustainable development in local

communities. The new approach to community development requires a synthesis of local authorities with the needs of local communities in the new global order. Vision 2030, the template of Jamaica reaching developed country status by the year 2030, outlines planning issues facing Jamaica's urban and rural growth (Hughes, 2009). These difficulties were a result of disunity in the planning process because there were currently 20 agencies and 103 pieces of legislation in the planning process. Areas of this legislation were no longer practical in the current global praxis of local government (Nettleford, 2009).

Lack of administrative capacity at the implementation stage may be due to a deficiency in equipment and skilled personnel who can properly implement and monitor development (Burrell & Roberts, 2014; Krause et al., 2016). Lack of autonomy and the administrative capacity of managers in local government create lengthy, delayed approval processes despite government attempts to remedy these issues (Hughes, 2009; Krause et al., 2016; Nettleford, 2009). Hughes and Nettleford alluded to a lack of responsiveness to the rate of development in local communities. The *Vision 2030 Report* and the *Nettleford (2009) Report* concluded there was a need for development in geographical areas outside of the Kingston Metropolitan Region (KMR) (Hughes, 2009; Nettleford, 2009). The local government corporation would require a greater administrative capacity to stem the illegal development of communities that do not meet the requirements of safe and secure housing developments (Nettleford, 2009). There was a lack of awareness of the importance of spatial planning, which led to the illegal construction of infrastructure and slowed development (Hughes, 2009; Nettleford, 2009). The *Vision 2030 Report* outlined

solutions and offers a national strategy that will create an evolving local government in the planned development of communities (Hughes, 2009). There is an established necessity to create a planning system that meets the needs of local environments (Krause et al., 2016). The *Vision 2030 Report* encompasses the principle that reformation of the sector can take place, with the implementation of urban and rural planning as key factors in the sustainable development of communities (Hughes, 2009). With an estimated urban drift of 1.3% per annum, one can estimate that Jamaica's urban population will exceed 1,869,272 by the year 2030 (Hughes, 2009). One urban municipality (Portmore) has recorded 100% population growth in 10 years (STATINJA, 2013). The need to establish rural communities that provide the same services and quality of life as urban communities is an integral part of any sustainable development plan. The equitable distribution of resources will require the local government cooperation with other agencies such as the Social Development Council (SDC), Rural Agricultural Development Authority (RADA), NGOs, and other government agencies (Hughes, 2009; Nettleford, 2009).

The focus of the new thrust outlined by the Nettleford (2009) report has sought to establish Community Development Councils (CDCs) and Parish Development Committees (PDCs). Community based groups would offer some levels of transparency and assist in planning requirements. The CDCs and the PDCs would significantly assist in the marketing of their communities to potential investors. However, the establishment of PDCs and CDCs had the potential of creating an atmosphere of distrust amongst the political directorate of the local corporations (Nettleford, 2009). Nettleford reported that

the establishment of the PDCs and the CDCs would possibly lead to a weakening of central government political powers. Representatives of the PDCs and the CDCs sometimes failed to obtain the support of the communities that they seek to represent due to fears of self-serving goals.

Nettleford (2009) proposed that the new role of local governance would see a more defined role by CDCs and PDCs in the operations of the local corporation. An example of this model of local governance is in the municipality of Portmore. The Portmore municipality, the first municipality in Jamaica, was created due to its proximity to Kingston and the activism of the Portmore Citizens' Advisory Council (PCAC). The (PCAC) supervised the local corporation (Osei, 2010).

Osei's (2010) study of Portmore outlined the subsidiary requirement of ensuring the execution of services at the local level, as there are more competencies in the ability to deliver these services at that level instead of from a more centralized location. Osei is at variance with Schoburgh (2012), a noted author of local government reform in Jamaica. Schoburgh (2012) alluded to the possibility of decentralization of local authorities, which creates an inability to provide quality levels of service.

Greater delivery of services and partnerships with community groups can considerably assist in the creation of a more holistic approach to local involvement (Faguet & Sánchez, 2014). This holistic approach would involve the decentralization of numerous functions currently under the ambit of the central government. Faguet and Sánchez wrote of the need for decentralization and purported that where decentralization occurs; there were rapid responses and greater efficiency in service deliverability.

The impetus of meeting new challenges by local communities in problem solving along with the local government and other stakeholders brings value to the issues of problem solving (Krause et al., 2016). Chen and Deng (2014) assessed the increasing demand of the local government to provide for its stakeholders. Furthermore, Chen and Deng pointed out the weakness of the local government. Local government involvement with housing has decreased not only in Jamaica but also in other jurisdictions (Nettleford, 2009). This problem has led to an increase in the involvement of nonprofit agencies in providing affordable housing solutions (Chen & Deng, 2014). For example, organizations such as Food for the Poor and the National Housing Trust have increasingly provided low cost housing (Hughes, 2009; Nettleford, 2009). The issue of government sponsored housing is the continued influx of persons creating overcrowding in lower income communities that to lead to high crime levels, unemployment, and lack of social amenities (Gilbert, 2014). The local government corporation in Jamaica does not have the administrative capacity or resources to manage government housing (Nettleford, 2009).

Involvement with communities in marketing resources that will provide sustainable economic and social growth has the potential to reduce urban drift (Fujii, 2016). The utilization of medium and microeconomic ventures also provides a platform for increased economic growth in rural economies Jamaica has a cultural divide between urban and rural growth, established by differences in social and economic opportunities (Nettleford, 2009). The local authorities will have to increase their awareness of this problem as a lack of rural growth will increase demands on their services due to urban drift (Fujii, 2016). This increasing urban drift creates unemployment and unmanaged

infrastructure development in urban centers (Iacus & Porro, 2015; Walter & Holbrook, 2015).

One way of remedying this urban drift is placing the manufacturing sector in proximity to available raw material, as was done in the case of alumina production in areas of Jamaica where the raw material (bauxite) was readily available (Nettleford, 2009). Having the manufacturing sector in proximity to the raw materials would facilitate the growth of the local economy, which would also create the need for additional services from local government (Dubb, 2016; Zhang, 2016).

Local government and community organizations, along with other state agencies like the National Environment Protection Agency (NEPA), can also form partnerships to protect the environment (Jinkins & Cecil, 2015). The new shift from corporate greed to one of the ethical considerations has fostered a genre of a partnership between communities and local governments in an effort towards the protection of the environment (Singh, et al., 2016). This partnership has led to the creation of sustainable development plans. These development plans provided greater economic and social value while protecting the environment (Singh et al., The development of ecotourism, cultural tourism, sports tourism, and community tourism are significant areas of participation between local authorities and communities (Jinkins & Cecil, 2015). The development of ecotourism, cultural tourism, sports tourism, and community tourism also fits into the development model offered by the *Vision 2030 Report* but seems to be lacking in the National Advisory Council (2009) report, given Jamaica's prowess in sports, culture, food, and spirit (Hughes, 2009).

Customer Satisfaction

Local authorities sometimes presuppose little competition for goods and services, and therefore, place no reliance on customer satisfaction to generate repeat business (Sieg, 2013). Sieg supported this point by referring to the minimal emphasis that government entities place on customer service, in comparison to private bodies. Sieg further argued that public organizations are, in fact, similar to private organizations and therefore required similar sets of customer service skills. However, Wallen and Genius (2015) offered suggestions that the use of Information Communication Technology (ICT) offers assistance in improving customer service.

Goods and services offered by local authorities are unique in the market (Sieg, 2013). There are no plans in the reform process for privatization in Jamaica, which has the possibility of creating a monopoly in the marketplace (Nettleford, 2009). There is also limited scope in the market of local government goods and services to allow for privatization (Pérez-López, et.al. 2015; Monteduro, 2014). One such service is the collection of waste material by the National Solid Waste Management Service (NSWMA). This department continues to be a source of discontent with the stakeholders of local authorities (Nettleford 2009). Reports of poor customer service and lack of sustainable waste management systems continue to plague the NSWMA.

Local authorities in Jamaica, like some other government organizations, fail to live up to stakeholders' requirements especially in customer service (Blackburn, 2016). These authorities recognized this weakness and attempted to improve on their service deliverables in key areas and utilized levels of technology allowed greater transparency

(Sako, 2014). Increased competency levels in human resources and the general aesthetics of the facilities led to increased customer service deliverables (Blackburn, 2016). These steps, while they may have been an improvement, failed to satisfy consumer needs.

Facca-Miess and Santos (2014), attempted to define sustainable marketing, referred to the need for organizational leaders to create a marketing plan that meets current needs while strategically planning for the needs of future generations. The ability of local councils to create marketing plans may allow for greater investment in their communities. As global economies changed, modifications occurred in future requirements of potential investors (Blackburn, 2016). Increased competition for investment in local communities may create an advantage for those councils that have planned marketing strategies (Lim, 2014). Lim analyzed the importance of government markets and the volume of business generated from this lucrative market. Government markets provide consumers with a large economic base; therefore, the requirements of excellent customer service and the ability to deliver the same are equally beneficial for local authorities.

Lazzarini (2015) posited the relationship between organizational structure and a continued competitive advantage. There was also the need to analyze the value chain of local authorities to show the relationship in production when raw materials became marketable commodities. Local authorities needed to encourage investment in their respective parishes to generate additional revenue to offset any reduction in central government funding (Nettleford, 2009). Generating additional revenue may maintain their ability to provide goods and services at a level that meets consumer demands. Increased revenue sources potentially improve local government current offerings while

maintaining their Total Quality Management (TQM) and Customer Relations Management (CRM) structures (Jarrett, 2016).

The establishment of a TQM is an invaluable tool in the development of customer service (Jarrett, 2016). Local authorities needed to change the current organizational structure to one where lower level employees were a customer service representative who could satisfy some decisions made at the upper levels of management. Quality customer care is dependent on the ability of an organization to meet its customers' expectations. Recognition of these expectations by local governments may enhance and prioritize governmental deliverable methods.

Ćwiklicki (2016) emphasized the need to establish consistent methods of customer service. Moreover, Ćwiklicki postulated a new paradigm shift in the delivery of customer service. Other jurisdictions established customer service plans. These customer service plans include: (a) utilizing technology to enhance customer service; (b) utilizing data-gathering tools to obtain customer service information to offer improvement in customer service standards; (c) establishing standards of customer service performance to meet stakeholders' requirements; and (d) reducing red tape and bureaucratic issues that impede customer service delivery to reduce customer service issues (Sako, 2014).

One such system of identifying customer service was the establishment of Customer Relationship Management (CRM) programs, which utilized technology to offer greater communication (Rahimi & Gunlu, 2016). Increased CRM systems would employ the 311 system, which is a model used in local government in the United States. The 311-system provided contact information for all components of local government under a

centralized customer service department, thereby offering greater customer service capabilities. Local authorities can strive to meet international standards of quality and quality customer care such as International Standards Organization (ISO) 9000:2015 and ISO 14063:2006 (ISO, 2006; ISO, 2015; Salgado et al., 2016). Meeting ISO standards is not an impossible task, as some organizations met these ISO standards and offered total quality service (Salgado et al., 2016). Organizations established customer service procedures that included the advanced use of technology in offering quality customer care (Sako, 2014).

Another method of improving customer service is by tracking customer-provider relations via the utilization of the service/quality (SERVQUAL) approach (Khorshidi et al., 2016). This method of measuring customer service was adaptable to local municipal corporations because it recognized the unique dynamics of this group and the differences between customer services in the private sector, versus that among local authorities. This approach to customer service in government identified elements that are critical to service deliverables. These customer service deliverables are (a) tangibles, which refers to the aesthetics of the facilities in an organization and the perception of efficiency, (b) reliability, which is the ability to perform tasks in keeping with the stated objectives of the organization, (c) responsiveness, the ability to meet consumers' requirements professionally and expeditiously, (d) assurance, the ability to meet clients' concerns with credibility and ethical considerations, and (e) empathy, which is demonstrating openness, transparency, approachableness and understanding towards customers' requirements (Nguyen, Marcoux, & Guihur, 2015).

Additional customer service tools, such as the European Foundation for Quality Management (EFQM) excellence model, providing organizations with the ability to conduct self-assessments of their customer service deliverables (Doeleman et al., 2014). Tomažević et al. (2016) found while conducting a study of the Slovenian Police Service, established guidelines of customer service and compliance in meeting these goals.

The ability of the local authority to assess their customer service goals and deliverables created much needed social capital. Tomažević et al. (2016), found that, in creating this capital, local governments were better able to communicate with frontline service employees and supervisors. Communication with customers had the effect of providing increased customer service capabilities (Brcic & Latham, 2016). Brcic and Latham provided insights into the levels of communication in their sticker experiment to see how this influenced customer satisfaction. In the experiment, Brcic and Latham measured the response of customers who received a smiley sticker against the response of those who did not get one. Furthermore, Brcic and Latham found that those customers who received a simplistic token like the sticker felt more satisfied with their shopping experience.

Fair Human Resources Practices

The factors in the development of human resources were the examination of the available resources, the capacity of those resources, and the requirements of the organization (Garavan et al., 2016). The local government in Jamaica suffered from inadequate human resource capacity, thus making it unable to meet the needs of its stakeholders (Nettleford, 2009). Local government leaders and administrators should

examine how stress affects production and look at how different cultures in the organization can successfully negate stressful situations (Tsukasa, 2014).

Local authority leaders need to examine how changes in the reform process may affect the employees' extrinsic and intrinsic values and build administrative capacity (Garavan et al., 2016). Questions of merit would be (a) do local authorities currently have the available human resources to effect the required changes in the reform process, (b) are plans in place to ensure there is capacity building to meet current and future requirements, (c) what are the human resource requirements for the implementation of the reform process, (d) can human resource conflicts occur during this period of reform, and (e), what methods are available to resolve these conflicts.

The dissatisfaction of compensation levels can have a negative impact on the reform process in local government because employee dissatisfaction can equate to a lack of cohesion and cooperation in the implementation stage of the reform process (Peter, 2015; Spencer et al., 2016). Leaders in business organizations are required to utilize salary and benefits data to address any abnormalities in the salary structure of the public sector (Sharon & Hlanganipai, 2014). The necessity for reducing any possible variances might reduce the risk of employee loss and increase employee retention. The Public Sector Transformation Unit (PSTU) mission was to reduce the public sector wage bill and ensured equity in salary and benefits for similar job categories in the public sector (PTSU Jamaica, 2011-2013).

Training of employees who are at the junior level or those who are relatively new at the job (1-5 years) is one method that can be utilized to increase administrative human

resources capacity (Ayesha et al., 2015; Lai & Pang, 2015; Onyema, 2014). The training was implemented to ensure increased levels of awareness of employees in the local government process so that they could provide information to external stakeholders about the reform process (Peter, 2015).

The effect of workplace-related stress on mental and physical health was also a factor that required analysis where stressful environments led to violence in the workplace (Tsukasa, 2014). Administrators should utilize relevant data to recognize danger signs in employees and alleviate these stressful conditions. The reform process can be a factor in stress-related issues, which can have an impact on the workplace. Local government leaders and administrators should examine how stress affects production and look at how various efforts of diverse cultures in the organization can successfully negate stressful situations. The local government in Jamaica suffered from inadequate human resource capacity, thus making it unable to meet the needs of its stakeholders (Nettleford, 2009). The building of human resource capacity in local government is one crucial step in the reform process. Additionally, Peter (2015) established that training increased levels of awareness of employees in the local government process.

Leaders in business organizations were required to utilize salary and benefits data to address any abnormalities in the salary structure of the public sector (Sharon & Hlanganipai, 2014). The necessity for reducing any possible variances would reduce the risk of employee loss and increase employee retention. The Public Sector Transformation Unit (PSTU) of Jamaica mandate was to reduce the public sector wage bill and ensured equity in salary and benefits for similar job categories in the public sector (PTSU

Jamaica, 2011-2013). Employees' dissatisfaction with compensation levels were one reason for leaving a job (Spencer, et al., 2016). Salary and benefits dissatisfaction can have a negative impact on the reform process in local government because employee dissatisfaction can equate to a lack of cohesion and cooperation in the implementation stage of the reform process (Peter, 2015; Spencer et al., 2016)

Protection of the Environment

Various presentations to parliament influenced the roles, functions, and areas of responsibilities of local authorities (MOJ Jamaica, 2015a; MOJ Jamaica, 2015b; MOJ Jamaica, 2015c; MLG Jamaica, 1993). The role of decision making in some key areas of local development was reverted to executive agencies such as the National Environment Planning Authority (NEPA) and the Natural Resources Conservation Authority (Nettleford, 2009; Schoburgh, 2014).

Local authorities in Jamaica were responsible for the numbers of areas in infrastructural development (Nettleford, 2009). However, local authorities did not grant all regulatory permission. Numerous agencies of the central government could issue a joint approval or could grant final approval without consultation with the local authority. One example of possible conflict was the National Works Agency (NWA), which has responsibility for main roads, major drainage, and other vehicular infrastructures and the local corporation that provides similar functions. Some decisions made by central government agencies can lead to conflicts between the local government and central government (Muangasame & McKercher, 2015). Schoburgh (2014) alluded to the weakening of the roles and responsibilities of local authorities in Jamaica and the

problem that these public bodies had in enforcing the applicable laws about the environment. The 2009 *Final Report of the National Advisory Council on Local Government Reform* established a lack of autonomy, resources, capacity, and empowerment in Jamaican local authorities. An examination of the various public agencies that interrelated with local authorities would offer an insight into the many facets and nature of environmental protection in Jamaica (Nettleford, 2009).

A paradigm shift was to have one central agency with oversight responsibility for the protection of the environment and local authorities as to the ultimate granting agency during the approval process (Kim, 2015). There would be a requirement for spatial planning to assist in creating policies such as land use and infrastructure development (Kruse & Putz, 2014). The shift from central to local governance as the final approval agency, there would be a need to assess environmental protection during infrastructural development, waste management, reduction of greenhouse gases, protection of coastline, forestry wetlands, and other protected sites, and conservation methods applicable to building processes (Campero & Barton, 2015).

The need for changes in infrastructure development in the building approval process was critical to Jamaica's development (MOJ Jamaica, 2011; Nettleford, 2009). The previous building code dates to 1908 and sustainable efforts to legislate a more current building code required (MOJ Jamaica, 2011). This new building code could see significant changes in the approval regulatory and inspection processes, as well as in the cost of obtaining approvals.

With the inclusion of the International Green Construction Code standards, one could argue the proposed amendments, and the role that local authorities had in enforcing these regulations ensured some areas of environmental protection (MOJ Jamaica, 2011). Some key issues identified were the continuous building of illegal structures, weakness in the enforcement, and inspection procedures of the local authorities. The new building code met international requirements of addressing solar or wind sources as alternative sources of energy with the adoption of the International Energy Conservation. There were provisions in the new building code to incorporate design elements that would lower energy requirements, such as insulation, double-glazing, and use of low water consumption, toilet fixtures, or meeting the requirements of water consumption according to the relevant international standards.

Protection of wetlands, forests, and other protected sites.

The central government, under different pieces of legislation, is responsible for the protection of wetlands, forests, and heritage sites (Nettleford, 2009). The protection of historical and cultural sites is the responsibility of the Jamaica National Heritage Trust (JNHT) (MOJ Jamaica, 1985 amended 1997). Created in 1985, the JNHT did not report to any local authority, and this led to the choosing of heritage sites without consultation with local authorities. The mandate of the National Environmental Planning Agency (NEPA) included the responsibility for the protection of the environment under the following legislation: (a) The Natural Resources Conservation Authority Act (1991) (NEPA, 1991), (b) The Beach Control Act (1956) (MOJ, Jamaica, 1956 amended 2004), (c) The Watersheds Protection Act (1963) (MOJ, Jamaica, 1963 amended 1991), (d) The

Wild Life Protection Act (1945) (MOJ, Jamaica, 1945 amended 1991), (e) The Endangered Species (Protection, Conservation and Regulation of Trade) Act (2004) (MOJ, Jamaica, 2004), (f) The Town and Country Planning Act (1958) (MOJ, Jamaica, 1958), and (g) the Land Development and Utilization Act (1966) (MOJ, Jamaica, 1966 amended 1997). NEPA has overall planning responsibility for commercial and residential development in conjunction with local authorities as provided in the national outcome (NEPA, 2010). The approval process can occur although, opposition by local authorities and the minister of government with responsibility for planning, could overturn a negative decision from the local authority (Nettleford, 2009).

An audit of NEPA in 2010 by the then Auditor General Monroe-Ellis of Jamaica exposed the failure of NEPA to protect the environment and to regulate and prosecute breaches of the various legislation (Monroe-Ellis, 2010). This audited report also established dissatisfaction in NEPA's role as a local stakeholder, inclusive of political representatives at the local level. Representatives of NEPA addressed this capacity and administrative weakness as outlined in an auditor general's report to Parliament (Monroe-Ellis, 2016).

Lack of capacity to effect spatial planning efforts can hamper economic development (Feltynowski, 2016). There was a need to create a balance between climate change, spatial planning, and spatial economics (Pan, 2014). The need to ensure zoning and local development was essential to maintaining a structured approach in any planning effort (Storbjörk & Hjerpe, 2014). Gozgor and Kablamaci (2015) established a connection between the New Economic Geography and the new economic models of

development that increased returns of scale. The new economic order found a greater acceptance of global environmental capacity amongst larger cities of lower middle-income cities. Gozgor and Kablamaci highlighted in their research, which spanned 79 countries from 1972 to 2012, the impact on the environment and the need to build a greater capacity to administer the changes.

The effects of climate change were also of significant concern for local authorities. These changes will have an impact on environmental factors such as rainfall, flooding, and land use policies (Kruse & Putz, 2014; Storbjörk & Hjerpe, 2014). The financial and social impact of continued weather threats to local councils with similar weather systems merits further examination to arrive at some mitigation (Kruse & Putz, 2014). Kumarasiri and Gunasekarage (2017) examined areas of local climate change management and mitigation of the risk of the impact of climate change. These areas are local adaptability, linking mitigation with other local bodies, and engaging the community and other local groups in the management of climate change.

Two agencies in Jamaica handle waste disposal, and neither of these agencies falls under the ambit of local authorities (Nettleford, 2009). The local authority mandates the National Solid Waste Management Authority (NSWMA) to remove solid waste; however, the local authorities do not provide direct supervision of the NSWMA (Nettleford, 2009). Other waste, such as sewerage, is the responsibility of the National Water Commission (NWC) (Nettleford, 2009). The NWC does not report to the local authority, because it is an executive agency that usually falls under the remit of a

different ministry (Nettleford, 2009). A lack of communication between the various agencies and the local authorities had been the source of numerous conflicts

Transition

Section 1 of the study included definitions of the concept of sustainability, an outline of the reform process, and a discussion of administrative capacity issues. Section 1 provided a review of the literature on building administrative capacity in local government. I outlined the research questions and purpose of the study. I utilized Section 2 to set the parameters of the study, outlined the goals and methods of research, justified the selection of the participants, and discussed the reform process in Jamaica's local government. Section 3 contains the presentation and discussion of the results and findings of the analysis.

Section 2: The Project

In Section 2 of my study, I set the parameters of the study. In Section 2, I outlined my study outcomes, research method, and the process I used to select the participants of my study. Section 2 addressed any implications of ethical research, validity, and design of my research. Section 2 of my study addressed the applicability of the instruments used in obtaining relevant data that met the standards of qualitative phenomenological research design and how I ensured I met data saturation.

Purpose Statement

The purpose of this qualitative phenomenological design study was to explore labor and financial problems some senior members of the management of the local governments in Jamaica might have in implementing sustainable reform business processes. In the study, I explored how a lack of administrative capacity influences sustainable development (Asaduzzaman, et al., 2016; Waller & Genius, 2015). I proposed to interview 20 stakeholders of Jamaica's local governments, including policymakers and implementers. The purpose of these interviews was to understand individuals' perspectives and their lived experiences of the reform process (Moustakas, 1994). The goal of this study was to explore the phenomena participants experienced because of financial and human resource capacity issues in creating a sustainable business environment for local authorities in Jamaica. This new paradigm may become the avenue for social change that will promote better governance and customer service to the stakeholders of the local government.

Role of the Researcher

Phenomenological research required the researcher to identify the requirements to conduct the research (Merriam, 2014; Moustakas, 1994). Therefore, I created a set of instruments to collect data through a series of informal interviews. Using informal interviews, I established the individuals' lived experiences of the phenomenon (Moustakas, 1994; Yanow & Schwartz-Shea, 2015).

I was involved in the Jamaican political landscape for over 40 years and I had a professional relationship with some administrators and elected officials in local government corporations. I had the opportunity in my capacity as a senior manager at a government small business lending entity and in the communications unit of the Office of the Prime Minister (OPM) in Jamaica to create professional bonds with various senior local government practitioners.

The researcher responsibilities ensured no personal bias was reflected in the final analysis (Kepes et al., 2014; Moher & Joo-Hyun, 2014). As the researcher, I ensured that the participants had access to the study findings, which assisted in the mitigation of personal bias. I allowed participants to review the interview questions before the actual interview, taped the interview, and provided a draft and final document of the transcripts for comments by the participant. Additionally, participants had the ability to withdraw from the process. I allowed participants to submit changes before the final write up of their interviews. There was no remuneration for participants in cash or kind.

In conducting research, I provided a set of preinterview questions to participants with a letter outlining the rights of the participants, the confidentiality of the interview,

and any applicable legislation about research confidentiality (Warwick-Booth, 2014). I provided a draft of the interview to participants. I corrected any changes or omissions after the revision of the draft by the participants and resubmitted the draft to the participants. It is the responsibility of the researcher to abide by the ethical principles of the *Belmont Report* (Annas, 2018; National Commission for the Protection of Human Subjects of Biomedical and Behavioral Research (NCPHSBR), 1979). The *Belmont Report* outlined how research is conducted using human participants and the protection of those participants (Annas, 2018; NCPHSBR, 1979).

Participants

The 20 participants of my study were stakeholders of local government corporations and included senior administrative and political representatives. In the interview process, I employed a purposeful random sampling in selecting the participants for my study. I chose from a list of managers and elected officials that were supplied by the two local government corporations that participated in the study. I chose every third person on that list to ensure I selected a random pool of participants as outlined by Buser et al. (2014). I conducted interviews randomly among middle and upper-level employees and current or past councilors of local government, as suggested by Bromley et al. (2015). In employing a variety of interviews, I utilized a general inquiry form to establish knowledge among primary stakeholders of the reform process as recommended to establish knowledge among primary stakeholders of the reform process as recommended by Robinson (2014); however, in keeping with the required phenomenological interview

process, the general inquiry form provided foundational generic and accompaniment information.

I asked a set of 10 open ended interview questions within a pool of participants from two local government corporations. The rationale for choosing 20 participants to be interviewed was that intended to reach a state of data saturation. Data saturation is the process where no further new data can be gathered by continuing to interview individuals (Gibbins et al., 2014; O'Reilly & Parker, 2013; Palinkas et al., 2013). Any additional data gathered would have become repetitive (Gibbins, et al., 2014; O'Reilly & Parker, 2013; Palinkas et al., 2013).

The study was discussed with the participants to ensure that they felt comfortable with the study content and were willing to provide answers that were free from bias as recommended by Linz, et al. (2015). Participants were provided with a copy of ethical guidelines stipulated by Walden University. In my study, I complied with local and international standards on the use of human participants as outlined in the *Belmont Report* (Annas, 2018; Mikesell et al., 2013; NCPHSBR, 1979).

Research Method and Design

In the study, I explored two primary documents produced by the Government of Jamaica (GOJ). The first document was Hughes (2009) *Vision 2030: Planning for a Secure & Prosperous Future* prepared by the representatives of the Planning Institute of Jamaica (PIOJ). The *Vision 2030* document was a result of years of stakeholder feedback from a multiplicity of government agencies, members of academia, civil and religious groups, and nongovernmental organizations (NGOs) (Hughes, 2009). *Vision 2030*

provided a roadmap for Jamaica's development from a developing country status (2000) to a developed state by the year 2030 (Hughes, 2009). The second document was the Nettleford (2009) *Final Report of the National Advisory Council on Local Government Reform, November 2009*, prepared under the auspices of the local government reform unit in the Ministry of Local Government, Jamaica.

Research Method

In the qualitative study, I sought to answer the following research question: *Through their lived experiences, what labor and financial resources have Jamaican local government managers identified to implement sustainable reform processes?* In my study, I chose a qualitative research method because the research questions had no defined variables, which would be an essential element in a quantitative or mixed-methods approach, whereas, a quantitative approach would limit the range of exploration of the research questions as recommended by (Moustakas, 1994).

My study explored the reform process and the lived experiences of senior managers and members of the political directorate of the local government. A qualitative study of the local government in Jamaica allowed participants to express their lived experiences on any reform program and provided insight into the administrative capacity issues faced by some members of management of local governments in Jamaica. In my study, I utilized a qualitative method to capture the lived experiences of local government senior practitioners in two local government corporations with different demographics as suggested by Bromley et al. (2015); Rodham, et.al. (2015); and Yaroslavit, et al. (2015).

Research Design

Moustakas (1994) defined a phenomenological study as one that uses a series of interviews to capture shared lived experiences. Blackburn (2016); Jackson and Manderscheid (2015); Moustakas (1994), and Yaroslavitiz et al. (2015) further purported that these live interviews are conducted using a one-on-one approach and are usually informal with no definite line of questioning. The utilization of a phenomenological design facilitated the ever changing research question because the reform process is an ongoing dynamic process (Moustakas, 1994; Nettleford, 2009). Phenomenological research involves (a) the researcher identifying the research needs, (b) the shared lived experiences, (c) collection of data through live interviews, and (d) ask the questions of why and what was the phenomena which establish the individuals' lived experiences of the phenomena (Moustakas, 1994).

In examining my choice of a phenomenological design, I examined other qualitative study designs. A case study or multiple case studies would not be the best choice for my study because I required a rich shared examination of local government issues in labor and financial management. Other areas of research designs would not have provided my study with a story of how these managers adapted to changes and how these practitioners identified and solved issues of labor and financial issues. A qualitative phenomenological design allowed for an encompassing understanding of the issues in local government. I used a phenomenological design with the assertion that shared lived experiences of participants in local government would increase the knowledge in this area of investigation as outlined by (Ellingsen-Dalskau et al., (2016); Maruk, (2015);

Moustakas, 1994). Moustakas defined the phenomenological research design as examining a phenomenon by using a series of informal interview questions to provide research, which used rich contextual approaches. By interviewing practitioners of local government, I examined the story of how these managers' years in local government evolved. Using a phenomenological research design provided a lens through which local government practitioners try to establish business practices to increase administrative capacity.

I ensured I reached data saturation, which means no additional or new data are available even with additional investigation as recommended by (Moustakas, 1994). The process of gathering data has no set limit to the number of subjects to be interviewed or that the proposed series of questions will exhaust all the data to be gathered (Anyan, 2013; Cleary et al., 2014; O'Reilly & Parker, 2013). At the end of the original period of interviews I discovered that I could get additional data, and my responses pointed me to other areas where I used a semistructured interview technique to ask follow-up questions to my participants, and this enhanced the data saturation process.

To ensure my study met the guidelines of a phenomenological design, I had to ensure that all participants reached a stage of epoché. Epoché or bracketing is the removal of any preconceived bias by participants to ensure a state of mind where participants of the study are not fixated on biased responses but responded to a series of open-ended questions as recommended by (Hay & Samra-Fredericks, 2016). To achieve the state of epoché, I ensured the questions posed during the interview process were open-ended and led to additional questions using a semistructured interview technique to

achieve additional responses. Using a semistructured interview technique, I conducted live interviews with the participants of my study. Moustakas, (1994) recommended using live interview to ask additional probing follow-up questions that allowed me to gather additional data. Initially, I proposed to have 20 persons in my pool of participants; however, that does not mean I would only interview 20 persons. I conducted my interviews until there was no additional data to be gathered, and I reached a level of saturation. In my study, I reached data saturation after interviewing 20 participants.

Upon completion of the live interview process, I created a system to code responses that identified themes and phrases as recommended by (Blackburn, 2016; Jackson & Manderscheid, 2015; Yaroslawitz et al., 2015). The coded responses generated from the interview process allowed me to complete an in-depth analysis of the local government reform process. The coding process was segmented into the following themes: open, axial, and selective coding as recommended by Blackburn (2016) and Lamont et al. (2014). Future research on local government reform in Jamaica might examine the current trends in the implementation of successful sustainable models of development that meet the criteria of Vision 2030.

Population and Sampling

The population for this study included senior members of staff and the political directorate of two local government corporations, and current and former members of the political directorate. The participant group of managers and members of the political directorate were decision makers and policy implementers and were chosen based on their level of experience. The participants were practitioners in local government

management, many for more than five years. I randomly selected 20 participants, with equal distribution across each cluster, resulting in five participants from senior management in each of the two selected local government corporations and 10 current or former members of the political directorate. The selection of 20 participants for the interview process allowed for data saturation (Anyan, 2013; Cleary et al., 2014; O'Reilly & Parker, 2012).

I used a random purposeful sampling method among a pool of local government practitioners because this approach allowed me to have participants who were familiar with the subject matter of my research (Edwards, 2014; Palinkas et al., 2013; Robinson, 2014). The rationale for this sample size was that it allowed me to monitor the participants, the research process, and obtain data saturation (Anyan, 2013; Cleary et al., 2014; Onwuegbuzie & Byers, 2014).

I obtained a list of all senior staff members at the chosen local government corporations from the relevant head of the human resource department. I randomly selected a pool of participants from among the 16 senior management staff and 21 political representatives of the selected two local government corporations. There were 238 elected councilors, based on the local authority elections held on November 28, 2016 (Electoral Commission of Jamaica (ECJ), 2016). There were 21 elected representatives in the two local government corporations. The sample size ensured I reached data saturation levels and that no additional new data would be gathered (Anyan, 2013; Cleary et al., 2014; Onwuegbuzie & Byers, 2014).

Ethical Research

The interview process met the standards of research participants' protection as outlined in the *Belmont Report* (Annas, 2018; NCPHSBR, 1979). In conducting the interviews, I provided participants with a letter outlining the research questions and topic of the research study (see Appendix B). The letter communicated to participants the ethical considerations of being a student at Walden University and the applicable legal procedures (Appendix B: Sample Contact Letter to Organizations). Due to the nature of the study, participants did not receive any payment or incentives for their participation. After conducting the interviews, I provided the participants with their responses for review before the final analysis was prepared (Appendix C: Interview Protocol).

Participants were randomly selected out of a pool of senior members of management and members of the political directorate and were anonymously designated as Participant 1, Participant 2, Participant 3, etc. To protect their identities (Saunders et al., 2015). The protocols for protecting the identity of participants were as follows: (a) location of the geographical region were not identified, (b) participants were not identified by age, sex, religion, or political beliefs, (c) organizations where the participants were selected from were not identified. Wilson et al. (2014) recommended participants review the summarized transcript to verify content and ensure validity. I will keep all data on file in a secure area for a minimum period of five years. I will not use this data for any other research, and I will destroy the data after the five-year period expires (Khansa et al., 2015; Yardley et al, 2014).

Data Collection Instruments

I prepared my own interview questions using a live interview technique. The interview protocol included 10 interview questions (see Appendix A) targeted at the participants in the reform process. Using open-ended questions, I examined the lived experiences of the participants during the reform process, as expounded upon in Hughes' (2009) *Vision 2030* document and the Nettleford (2009) *Final Report on Local Government Reform*. Using additional follow-up protocol questions (see Appendix C), I examined the role and goals of local government corporations in Jamaica.

Data Collection Technique

The data collection technique included a description of the instruments, the data collection process, and the data analysis techniques used for this study. I collected the data under Jamaica's Access to Information Act (MOJ Jamaica, 2003), the Freedom of Information Act (1966) of the United States, and the Center for Academic Research guidelines of Walden University.

There were advantages and disadvantages to my collection techniques. The benefit of my techniques was that I acquired a rich lived experience of the participants I interviewed. The participant interviews told a story of how those persons engaged in building financial and human resource capacity, which are central themes in my research question. Moustakas (1994) recommended a live interview process that allowed feedback on interview questions and follow-up questions to ancillary issues the participants faced, or additional success stories. The disadvantages of qualitative data gathering techniques are (a) personal bias, (b) lack of participation by prospective

individuals, (c) continuous changes in the final write up of the transcript of the interview, and (d) withdrawal by participants due to unforeseen circumstances in the interview processes (Conklin, 2014; Rodham et al., 2015; VanScoy & Evenstad, 2015).

I collected data using a series of open-ended live interview questions as outlined in Appendix A. The process that I used to perform the live interviews was: (a) I took notes during the interview process, and used a recording device to verify and store the responses of the participants, (b) after the initial interview, I submitted a transcript of the participants responses, (c) the draft responses were viewed by participants who submitted any changes and queries, (d) the transcript of the interviews reflected any changes and were resubmitted to participants, and (e) once the participants agreed with the final submission, the data were then coded. The interview questions followed the protocol established in Appendix C to ensure the accuracy of the responses.

I employed the process of member checking to enhance validity and reliability. Member checking is a process where participants interviewed have an opportunity to verify their responses to the interview questions to ensure those responses are accurate (Marshall & Rossman, 2016; Oesterreich & Teuteberg, 2016; Wang et al., 2016). The information were coded using a Microsoft Excel spreadsheet to grade responses such as sustainability, capacity building, transparency, governance, autonomy, protection of the environment, customer service, and fiduciary responsibility.

Data Organization Technique

I collected data by using a series of informal open-ended interview questions (See Appendix A). Once I collected the data, it was codified and entered in a Microsoft Excel

spreadsheet, which was used to aid in the analysis of the data. I employed the use of research logs and reflective journals to document emerging ideas or understanding, as the interviews progressed. Furthermore, I stored all data collected, as well as the information contained in the research logs and reflective journals. Khanasa et al. (2015) recommended the data be stored in a secure area for at least five years. I am the only person with access to the raw data. I provided the data to those who legally can request the data as prescribed by applicable legislation and Walden University's guidelines.

Data Analysis

To obtain data, I asked the following open-ended interview questions of senior members of staff in the local government corporations, and current and past members of the political directorate in local government.

1. Given your lived experiences of years of public service, how do you define the sustainability of the Jamaican local government corporation in a business environment?
2. In your lived experiences, how can the Jamaican local government corporation where you live increase its administrative capacity to ensure business sustainability?
3. In your lived experience, describe the nexus between the goals of Vision 2030 and Jamaican local government reform in building human and financial resources amongst its managers.
4. In your lived experience, how will Vision 2030 help executives in local government build labor and financial resources to implement the reform process in Jamaican local government?

5. In your lived experiences, what has been done to achieve the goals of the Final Report of the National Advisory Council on Local Government Reform published by the Ministry of Local Government, November 2009?
6. Using your lived experiences how did the Final Report of the National Advisory Council on Local Government Reform, published by the Ministry of Local Government, November 2009, increased labor, and financial resources of managers in Jamaican local government corporations?
7. Tell me about your lived experiences of the sustainable reform program of the Jamaican local government system.
8. Based on your lived experience, what have you done to increase labor and financial resources as a part of the management team in a Jamaican local government corporation?
9. Based on your lived experiences, how can the Jamaican local authority where you reside increase its labor and financial resources to market its delivery of services?
10. Based on your lived experiences, how can the Jamaican local government corporation increase its labor and financial resources amongst its managers to provide adequate support to the development of business in communities and what else can you add to these questions that will provide a greater understanding of your role in the reform process?

After analyzing the data, I utilized the NVivo™ software to prepare transcripts, and to codify my themes. Moreover, I created a table using Microsoft Word™ to assist in analyzing the data. The strategy to use a table enabled me to codify my data into themes.

I utilized the Moustakas' modified van Kaam analysis method to extract themes from my interviews. The Moustakas' modified van Kaam analysis method recommends seven steps in organizing qualitative data in the analysis process. The seven steps are; (a) reduction and elimination, (b) thematize the invariant constituents, (c) checking the themes against the data, (d) create individual textural descriptions, (e) create individual structural descriptions, (f) create individual textural description, (g) create individual structural descriptions, and (h) create composite textural descriptions (Moustakas, 1994). I analyzed the data from participant interviews to establish the requirements of the reform process in identifying human resources and financial resource capacity issues. After analyzing the data, I gathered involved codification of the responses from the live interviews with the principal stakeholders to extract key words and phrases applicable human resource and financial capacity issues, and to determine what these terms meant to the Jamaican local government corporation practitioners.

Reliability and Validity

Reliability

It is my responsibility as the researcher to ensure that the data gathered are from reliable sources (Barnham, 2015; Singh, 2015). Using a member checking process, I aligned the participants in my study with the overarching research question to ensure the study results were reliable using a member checking process. Member checking is a process in which participants in a phenomenological research study ensure the data they provided were valid (Reinecke et al., 2016; Turner, Cardinal, & Burton, 2017).

I made sure my data were nonbiased by following the steps outlined in Appendix C: titled *Interview Protocol*. These steps are (a) take notes and record responses to the interview questions, (b) provide a transcript for participants to examine and offer changes, (c) after I have made the changes, I resubmitted the transcript to the members for any further clarification, and verification (d) using a semistructured interview technique, I asked additional questions so I could get a better understanding of participants responses for greater clarity, and (e) once the participants agreed with the transcript of the interview, and there are no further changes or new information, I used the transcripts as my sources of data. At all times during the data gathering process, I had a working relationship with participants to ensure that the participants had a sense of trust in me (Turner et al., 2017). Trust is important because the feeling of trust allowed me to gather unbiased responses from participants.

Validity

It is important to ensure that my research was valid, especially the reliability of data (Reinecke et al., 2016). I used a process referred to as member checking ensuring my data were valid (Gibson, 2017). The process of member checking ensured my data were credible, transferable, and dependable (Reinecke et al., 2016). To supplement my handwritten notes, I used taped recordings of the interviews. Tape recordings of interviews allowed for validity during the member checking process and transcript verification (Gibson, 2017). I needed to ensure that I had reached a level of data saturation. Data saturation is the stage where there was no additional new data to be gathered (Boddy, 2016; Gibson, 2017).

Upon completion of my study, other researchers in the management of local government should be able to build on my research in this discipline (Gustafsson & Tsvetkova, 2017). Research should be transferable and the data confirmable, which means the research should be able to withstand external scrutiny (Colepicolo, 2015). The transferability and data confirmability would allow other researchers to reproduce and confirm the validity of my research using the same parameters of my study.

Transition and Summary

In Section 2 of my study, I outlined methods I used to design and collect data. I discussed the reasons why I choose a qualitative study method and defined why I utilized a phenomenological design over all other study designs. I addressed the risk of ethics and biases and in my study. I described who were the participants in my study, and elements of how I ensured data saturation and the validity of my study. In Section 3 of my study, I analyzed and presented my findings. I then established how my study has the possibility of effecting social change. Finally, I offered a conclusion of how my study could influence further research.

Section 3: Application to Professional Practice and Implications for Change

Introduction

The purpose of this qualitative phenomenological study was to explore labor and financial problems some senior members of the management of the local governments in Jamaica might have in implementing sustainable reform business processes. The data were obtained from interviews conducted amongst senior managers and members of the political directorate of the two Jamaican local government chosen to participate in the study. The findings provided an examination of human resource and capacity faced by the Jamaican local government corporations and the implementation of measures to achieve positive social changes for all stakeholders.

Presentation of the Findings

My goal was to answer the research question: *Through their lived experiences, what labor and financial resources have Jamaican local government managers identified to implement sustainable reform processes?* To answer the research question, I interviewed 10 senior administrators and 10 members of the political directorate of both major political parties in two Jamaican local government corporations participating in the study. These participants were chosen because they are / had previously been policymakers and implementers of policies in local government corporations.

Sohn (2017), in an examination of the works of Van Manen (2014) and other experts in the field of phenomenological research, found that some researchers were not open to the use of Qualitative Data Analysis Software (QDAS). Findlay (2014) identified key areas of phenomenological data analysis using platforms created by Wertz (1983)

and Giorgi (1975, 1985, and 2009). The areas of phenomenological research identified by Findlay (2014) are: (a) *descriptive phenomenology*, (b) *hermeneutic phenomenology*, and (c) *interpretative phenomenological analysis*. In my analysis, I interpreted data using the Smith and Osborn (2015) model of *interpretative phenomenological analysis* (IPA). An IPA of my data allowed me, as the researcher, to explore the lived experiences of study participants' perception of events that have impacted them.

Moustakas (1994) stipulated that when conducting phenomenological research, the interviews should be done face-to-face in real-time. However, phenomenological research can also be done electronically (e.g. SKYPE) or by telephone and open-ended interview questions should be recorded. In this research study, recorded interviews were conducted via telephone and in-person and consisted of 10 open-ended questions. The interviews lasted between 30 to 45 minutes. Using a semistructured interview technique, there were follow up questions based on the answers provided by the participants. The follow-up questions provided further clarity of the participants' answers and allowed me to drill deeper into the responses.

Interviews were conducted until I achieved data saturation. Data saturation was achieved when I established that participants were not only providing similar answers to those of previous participants' interviews; however, when asked follow-up questions, responses did not provide any new data. The interviews were then verified by a member checking process that involved summarizing the interview transcripts and allowing the participants to review and either make changes / corrections to or agree with the summarized transcripts (Gibson, 2017; Reinecke et al., 2016). The interviews were

recorded using a voice recorder software on a cellphone, and using the NVivo software to identify themes, I produced the summarization of the transcripts. The main feature of NVivo software was the conversion of Mp3 audio files to Microsoft Word files. I then used a Microsoft Word table to identify / group themes within responses to individual questions asked during the interview process. I used a Microsoft Word table to establish the frequency of themes applicable to my overarching research question. Once themes were identified, it was possible to determine the frequency of these themes. Analyzing the data, I was able to establish three overarching themes: (a) *lack of financial resources*, (b) *lack of trained human resource personnel with inadequate compensation*, and (c) *the disparity between local and central government*. I used the identified themes to assist in answering the research question; *through their lived experiences, what labor and financial resources have Jamaican local government managers identified to implement sustainable reform processes?*

Data analysis identified recurring themes that defined the roles, areas of responsibility, and functions of central and local government corporations that affected the financial and human resources capacity to provide adequate delivery of services to stakeholders. I determined the incidence of key thematic responses that were noted during individual participant interviews. The number of times specific words or key phrases that described human resources and financial capacity issues were mentioned by a participant during the interview were tabulated, compiled, and presented in a Microsoft Word™ table (see Table 2). I determined the number of times a key thematic response was noted during each individual participants' interview. I then calculated the average

number of times the specific theme was noted across all participants. Using this average, I was able to calculate the incidence of a specific key thematic response (i.e., theme 1, theme 2, or theme 3) as a percentage of total responses across all participant interviews.

Table 2: Thematic responses by participants to interviews

	Theme 1	Theme 2	Theme 3
Participant	Lack of financial resources	Lack of trained human resource personnel	Disparity between local and central government
1	8	5	7
2	9	6	8
3	12	7	5
4	10	5	6
5	9	7	7
6	8	6	9
7	9	8	7
8	7	7	5
9	8	9	8
10	9	6	6
11	11	5	7
12	7	7	5
13	9	4	6
14	10	7	5
15	8	5	4
16	9	6	3
17	7	3	5
18	8	8	6
19	9	5	6
20	7	4	5
Total Responses (a)	174	120	120
Average (b)	8.7	6.0	6.0
Total %(c)	42%	29%	29%
<p>a = Number of times key thematic response was noted during individual participant interviews.</p> <p>b = Average number of times the theme was noted amongst all participants.</p> <p>c = Total percentage of key response (i.e., Theme 1, Theme 2, or Theme 3) throughout all participant interviews (i.e., overall study percentage).</p>			

An in-depth analysis of the data in *Table 2: Thematic responses by participants to interviews*, offers the following; in theme 1 (a) there were a total of 174 responses by the 20 study participants that included the terms *financial resource* or *funding issues*, which (b) represents an average of 8.7 responses per participant that mentioned financial capacity issues in the Jamaican local government corporation where they resided, and (c) represents a total of 42% of all responses by all the participants across all key themes. In analyzing theme 2, the data established the following; (a) there were a total of 120 responses by the 20 study participants that included the term or phrase *training* or *human resources capacity issues*, which (b) represents an average of 6.0 responses per participant that mentioned training or human resources capacity issues in the Jamaican local government corporation where they reside or represented, and (c) represents a total of 29% of all responses by all the participants across all key themes. In analyzing theme 3, the data established; (a) there were a total of 120 responses by the 20 study participants that describe disparity between central and local government, which (b) represents an average of 6.0 responses per participant that mentioned disparity between central and local government issues in the Jamaican local government corporation where they resided or represented, and (c) represents a total of 29% of all responses by all the participants across all key themes.

Participants of this study identified with the Buchanan and Tullock's (1999) *public choice theory* where the constitutional choice of the decision-making process amongst government leaders differs and is devoid of direct self-interest. Participants agreed with the consultative approach, especially concerning community stakeholders

and the business community. The *public choice* theory of Buchanan and Tullock (1999) provided a basis for a broad-based political theoretical approach. However, there was no clear definition of what business sustainability meant to the study participants apart from the lack of adequate funding.

Theme 1: Lack of financial resources

Participants identified requirements for additional funding and a lack of suitable training. Participants stated they had, despite the challenges, implemented initiatives to increase funding sources especially in the collection of fees and property taxes. Participants' responses that mentioned financial capacity issues are captured in Table 3. New streams of revenues in a local government corporate business model meet consumers' demands hence enhancing services (Lewis, 2016). Ministry Paper 8/93 of the Government of Jamaica (GOJ) outlined a six-step approach to obtain revenues to meet stakeholders' demands (MLG Jamaica, 1993). The steps promulgated by the GOJ legislation (8/93) outlined; (a) sustainable funding sources for local government corporations, (b) ensured that local government corporations implement accounting and financial management systems to increase accountability of public funds, (c) established quality financial controls to offer better transparency, (d) increased administrative capacity, especially in areas of human resource, to ensure maximizing all revenue sources, (e) improved revenue collection from all sources and engender greater compliance of legislation, and (f) established reform to allow local government corporations to raise revenue from nontraditional sources such as bond issue.

There were a total of 174 responses by participants who used the terms *financial resource* or *funding issues*, which represents an average of 8.7 responses per participant for this key theme. My data analysis established that 42% of all responses by the participants mentioned financial capacity issues in the Jamaican local government corporation where they reside or represented (see Table 3).

Table 3: Participants frequency responses to theme 1

Theme 1:	Lack of financial resources																			
Participant	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
Total Responses (a)	8	9	12	10	9	8	9	7	8	9	11	7	9	10	8	9	7	8	9	7
	a = Number of times key thematic response was noted during individual participant interviews.																			

Participant 6 agreed with the findings of Nettleford (2009) regarding lack of infrastructure development by outlining a major issue in stating, "We have a difficulty and challenge because the source of revenue that [*sic*] we were not generated enough to pay for overhead cost and to do maintenance of our roads and drain." Several participants did mention financial and business [management] training in communities. Participant 4 commented that, [*sic*] "they [*central government*] need to turn over all the resources to the local government." I asked Participant 4 to expound further; "You mentioned that you try your best to inform the public at these regular meetings. Does the public care in your estimation? Does the public support you?" The response from Participant 4 was [*sic*] "I think the public, the Citizens Association, and the stakeholders within the municipality cares about local government and they see we are local government and can also enhance their community and business." This comment is in keeping with Buchanan and

Tullock's (2019) *public choice theory* which refers to a participatory consensual administrative approach.

The Nettleford (2009) report offers models of a participatory approach with the inclusion of community development councils (CDCs) and the parish development councils (PDCs). Participant 11 in supporting the premise of the Nettleford report stated, "There needs to be a consultative process where community and municipal corporations work together." Comments by participants included: (a) Participant 14, "If we're looking at sustainable development, we're looking at financial and looking at other areas of economic development," (b) Participant 1, "So considering all that is going on and the fact that for these shared services there has been consultation, I think they are on the right path in that they are consulting with the people on the ground to hold there to better develop these new services." Participant 4 agreed with MLG 8/93 in the need of increasing revenue by stating, "A Jamaican local government corporation increases labor and financial resource to provide adequate support to the development of businesses in the communities." Participant 4 stated, [*sic*] "So, if it were up to businesses, we would be on a shoestring budget. As a matter of fact, we are running a deficit because we cannot fully sustain the needs of the citizens within the municipality." Participant 3 while agreeing with MLG 8/93, was concerned about the lack of finances and the effect on the fiscal deficit of the corporation by stating, "Not enough money, and deficit not sustainable." Participant 2 was in agreement with the Nettleford (2009) report that recommended the following: "using the Parochial Revenue Fund (PRF) and the Equalization Fund (EF) to provide a more equitable distribution of revenue sources."

However, Participant 2 identified weaknesses in the system by stating, “ No, it would have been good if our system would have been devised that would allocate resources in such a way that the ones that are weak in terms of resource availability or resource potential from a revenue point of view that they are allocated more.”

Hughes (2009) and Nettleford (2009) identified issues of informal housing communities and the impact on infrastructure development and inadequate funding resources to meet the needs to formalize the informal communities. Krause et al. (2016) identified the requirements of proper planning by the local authorities to maximize fiscal benefits. Participant 16 in agreeing with the Nettleford report alluded to issues of property tax collection and pointed out that given Jamaica’s informal housing communities, “there could be no real increase in the property tax base without comprehensive land reform. Comprehensive land reform would regularize these communities and formalize squatters land tenure.” Participant 16 said, "in a parish such as St. James (a municipal corporation body), has about 17 informal housing communities.” Additionally, Participant 16 stated, “Squatters or informal landowners do not pay property tax; however, once squatters were given the land, then as landowners, they would have to pay property tax and that would increase the tax base." Participant 10 concluded that [*sic*]“Where I live, I do not see the local authority presence because I see businesses that will be conducting business for years and years. After 20 years, they (local government corporations) realize that they (business owners) are not paying property taxes.” Participant 9 believed that there was a need to, "utilize the local authority to its fullest extent, what I mean is that, for example, property tax collection, markets."

Theme 2: Lack of trained human resource personnel with inadequate compensation

Participants provided a link between lack of funding and the ability to compensate staff; hence there was an inability to procure trained employees. Participant's responses that mentioned human resource capacity issues are captured in Table 4. There were a total of 60 responses by participants who used the term *human resource capacity issues* which represents an average of 6.0 responses per participant for this theme. My data analysis established that 29 % of all responses by the participants mentioned human resources capacity issues in the Jamaican local government corporation where they reside or represented (see table 4).

Table 4: Participants frequency responses to theme 2

Theme 2		Lack of trained human resource personnel with inadequate compensation																		
Participant	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
Total Responses (a)	5	6	7	5	7	6	8	7	9	6	5	7	4	7	5	6	3	8	5	4
		a = Number of times key thematic response was noted during individual participant interviews.																		

Business organizations should provide equitable compensation that satisfies the employee's intrinsic values (Garavan et al., 2016). Managers should utilize salary and benefits data to address any abnormalities in the salary structure of the public sector (Sharon & Hlanganipai, 2014). Participant 4 identified compensation issues by stating [*sic*]"well, one of the imperative things is that the pay for being administrators should suit the environment that they're working because it's almost ridiculous". Participant 10 also alluded to the work being done by the Jamaican Public Sector Transformation Unit

(PTSU) and the Local Government Unified Service and Employment Act (MOJ Jamaica, 2015c), [sic] "One of the things that I see that they (PTSU) are doing is the reclassification of some posts. It's not like that as yet, but that's what they (local government corporation) aim to have. So, things are going to be more centralized. So, it's not like you're not going to have your human resource offices at the entity (the local government municipal corporation)."

Factors in increasing human resource capacity are: (a) examination of the available resources, (b) the capacity of those resources, and (c) the requirements of the organization (Garavan et al., 2016). Participant 2 in agreeing with Garavan et.al identified the human resources issues in the local government corporation by stating, "well, first of all, the system would have to provide it (the local government corporation) with relevant training." In agreeing with participants, Participant 3 supported Garavan et.al premise and stated, [sic]"To make it work is the staffing, the proper tiers of governance. Persons who plan, execute, knowing the situation and the complexities within the municipality and how it operates". Participant 10 agreed with the lack of training and stated, " I do not think that enough is being done to build the human capital. All right. I do not think that we are being treated as though we are as important that we should be treated. And until we are treated better, then the work is not going to be as good as it should be." Participant 6 described how the lack of funding equates to poorly trained staff by stating, "Ensuring persons had the capacity for job requirements." Participant 8 in agreeing with the issues of untrained staff stated, [sic] "to ensure that the persons that they are taking on board have the necessary resources and the capacity." Participant 9 in agreeing with participants

8 and 6 stated, "But, I still believe that with the amount of people that we currently have, if they are better equipped, then they are better able to perform their functions adequately".

Of note, some participants were not familiar with the linkages between Vision 2030 and the recommendations of the *Final Report of the National Advisory Council on Local Government Reform* (Nettleford, 2009). Several participants were not aware of how the goals of the reform process and Vision 2030 would enhance financial and human resource capital. Participant 6 was very blunt in stating, "Vision 2030 will not be accomplished, (due to) lack of financial and human resources, poor human relationships." Participant 9 was also blunt in stating, "well, honestly, I am not too familiar with the Vision 2030 plan." Participant 8 agreed, [*sic*] "I am not aware of that document". Participant 10 in agreeing with the other participants offered, [*sic*] "Because I don't think a lot of the managers' buy-in into Vision 2030. I really don't think a lot of people buy into it. It's just a wait and see kind of thing for other people, especially considering that the political environment of our country and for other people is just a wait and see the type of thing." Participant 5 had a different outlook and was more positive than the other participants, "When the implementation of Vision 2030 is rolled out to its fullest, it will definitely enhance local government. Because what I think is that we will have more autonomy to do things that will benefit the municipality, and we have a direct contact with our citizens actually rubbing shoulders with our citizens."

Participants identified training among communities in business development. There was a need for staffing to match the requirements of the local government

corporations. Participant 7, alluded, “that despite the changes in the regulations [Local Government Unified Service and Employment Act] (MOJ, Jamaica, 2015c) the approval process was too long to obtain staff.” Participant 7 outlined the process by stating, "we need approval from the Ministry of Finance and Planning (MOFP) that we can pay this person and employ these persons." Participant 13 pointed out that, [sic] “as a result of the reform program, job titles were changed, however, there was no requirement to upgrade skills as an individual had the prerequisite skills”. Participant 15 had an opposite view and stated, “individuals had to upgrade their skills in keeping with the new requirements of the corporation [local government] with some individuals having to return to tertiary institutions”.

Some participants discussed the issues of obtaining staff despite the changes because of the Local Government Unified Service and Employment Act (MOJ Jamaica, 2015c). Thompson and Flynn (2014) referred to the change process and investigated how to build administrative capacity to manage change. Change might create conflicts, especially where roles and responsibilities might overlap or tasks have been added (Anderson, 2015; Christensen, 2014). The business must develop strategies for handling resistors of change (Schultz, 2014). Participants identified some of these issues with hiring staff involved the nexus between the MOFP, the Jamaica Public Services Commission, and the local municipal corporation.

There was no mention of the Local Government Unified Service and Employment Act (MOJ Jamaica, 2015c). Participants were unsure of how the act would provide increased human resource capacity. While participants identified the need to upgrade

skills for employees, there was no identification of why would increase skills create improvements in the corporation. However, participant 5 noted, “some positions were now filled by college graduates.”

Theme 3: Disparity between the local and central government

A local authority with administrative capacity issues has a deleterious effect on the local governance structure (Asaduzzaman et al., 2016). The governance process of a business would have specific areas of responsibility, especially in creating capacity building (Lember et al., 2015). A new corporate business model would include a new governance structure where all stakeholders, including the various layers of government (local and central), citizens, and management of the local government corporation as a business model, would work to achieve standards in governance that positively influence corporate social responsibility (Khan et al., 2013).

My findings established there was a disparity between the roles of local and central government despite the provisions of the *Local Governance Bill*, the *Local Government Financial and Financial Management Act*, and the *Local Government Unified Service and Employment Act* (MOJ Jamaica, 2015a, b, c.). The *Final Report of the National Advisory Council on Local Government Reform* established the need for rationalization of the Jamaican local government system by removing overlapping functions and human resources to increase performance while reducing expenses (as cited in Nettleford, 2009). The *Local Governance Bill* (2015) was designed to address the lack of autonomy by local government corporations (MOJ, 2015a). Cameron et al., (2015) and Schoburgh (2014) posited, with autonomy, the local government corporations would see

the implementation of decision-making at the local level. Participant 11 offered an analysis of the disparity by stating, "Jamaica is not a one size fit all" in referring to a centralized approach and wanted local corporations to be at the front of the decision-making process.

Participants agreed with the findings of Cameron et al., and Schoburgh by issues explained in the local delivery of services. Participants' responses that mentioned issues of *the disparity between local and central government* were captured in a Microsoft Word table (*see Table 5*). There were a total of 120 responses by participants who mentioned issues of *the disparity between local and central government* with an average of 6.0 responses per participant for this theme. My data analysis established that 29 % of all responses by the participants mentioned issues in *disparity between local and central government* in the Jamaican local government corporation where they reside or represented (*see Table 5*). Issues of overlapping or shared responsibility with central government impacted on the delivery of services by the Jamaican local government corporation.

Table 5: Participants frequency responses to theme 3

Theme 3	Disparity between the local and central government																			
Participant	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
Total Responses (a)	7	8	5	6	7	9	7	5	8	6	7	5	6	5	4	3	5	6	6	5
	a = Number of times key thematic response was noted during individual participant interviews.																			

Jamaica local government corporations are responsible for; (a) poor person relief and indigent housing, (b) public health (c) fire services, (d) streetlights, (e) waste removal, (f) some road repairs, and (g) and water supplies especially in the time of drought. In agreeing with the Nettleford (2009) report, which established a disparity between local and central government, Participant 2 explained the need for autonomy mentioned, [*sic*] "I'm saying that the central government needs to give local government full autonomy because, for garbage collection people have problem with, it is an executive agency at this time." This disconnect was apparent based on the Nettleford (2009) *Final Report of the National Advisory Council on Local Government Reform*. Participants cited issues such as (a) responsibility for markets, (b) public cemeteries, (c) solid waste collection, (d) street lighting, (e) minor roads, and (f) minor water supplies. Participant 14 in identifying issues of shared/overlapping responsibility stated, [*sic*] "this responsibility needs to return to the municipal cooperation and not with the central government." Participant 8 agreed and commented, "they [central government] need to turn over all the resources to the local government."

Some participants were not fully aware of the *Final Report of the National Advisory Council on Local Government Reform* (Nettleford, 2009), and the link with the *Vision 2030 Plan* (Hughes, 2009). Several participants were even skeptical the goals of Vision 2030 could be achieved. Participant 6 when asked to clarify stated, [*sic*] "Because I don't think a lot of the managers buy-in into Vision 2030. I really don't think a lot of people buy into it. It's just a wait and see kind of thing for other people, especially considering the political environment of our country." Participant 6 alluded to a failure of

Vision 2030 and the impact of *inadequate financial and human resources* capital by stating, "All right [Vision] 2030 cannot be accomplished, without the human and financial resources." Participant 4 stated, [*sic*] "To tell it in its truth, I don't see any immediate improvement after the document was published."

Most participants identified areas of increased funding, use of mainstream media, alternate media (e.g. social media) improved community outreach, cohesion between the political directorate and administrative staff, and the use of information technology (IT). Participant 4, stated [*sic*], "if they (central government) give local government the money that they should receive, like the property tax and other responsibilities that should come to the local government." Participants except in a few instances did not mention the importance of improved governance and transparency as factors in improving key areas of business sustainability amongst stakeholders. Those participants who identified factors of governance and transparency when queried, appeared unsure of how the local government corporation should address the issues.

Changes from a purely governmental approach to a business model will at times create conflicts in areas of responsibility. Change requires a balance between policymakers, internal and external stakeholders in the implementation of changes in a business environment (Sikdar & Payyazhi, 2014). Understanding and acceptance of change are important in a business environment as the net effect would be a reduction of risk and greater compliance. There is a correlation between cultural beliefs and effecting changes in organizations without adverse impact (Gentry et al., (2014). My doctoral study research identified a shift in areas of responsibility; however, there is oversight by

the central government and that can hamper the business decisions of the local government corporation. Participant 4 in describing the disconnection between the central and local governments stated, "improvement of funding streams are problematic, and the corporations have to seek additional funding from central government."

Some decisions made by central government agencies can lead to conflicts between the local government and the central government (Muangasame & McKercher, 2015). Schoburgh (2014) alluded to the weakening of the roles and responsibilities of local authorities in Jamaica and the problem that these public bodies had in enforcing the applicable laws about the environment. A lack of communication between the various agencies and the local authorities had been the source of numerous conflicts (Nettleford, 2009). Some of these services with shared responsibility do not answer directly to the local government corporations and are placed in other ministries or departments of government. One example of this is: two agencies in Jamaica handle waste disposal, the National Solid Waste Management Authority (NSWMA), and the National Water Commission (NWC). The NSWMA disposes of solid waste and the NWC disposes of sewage. The NSWMA and the NWC do not fall under the jurisdiction of the local government corporations (Nettleford, 2009). All participants agreed with Muangasame and McKercher (2015); Schoburgh (2014) and Nettleford (2009) and pointed out inter-agency conflicts of communication and responsibility have created issues as stakeholders unfairly hold local authority corporations to be the responsible agency. Participant 16 stated, "While local government corporations have the responsibility for public health such as inspections of restaurants, mosquito control, the agency that implements the work

is the Ministry of Health.” Participants generally agreed the lack of efficient service to community stakeholders is a result of the providers of services not being accountable to the local government corporation, however, the local government corporation is held accountable by the community stakeholders. Participant 18 in supporting the disparity stated, “Stakeholders [are] blaming the [local government] corporations for the delivery of services that are outside of the local government corporation remit.”

Campero and Barton (2015) supported the shift from central to local governance as the final approval agency. Campero and Barton asserted, however, any shift required an assessment of environmental protection during infrastructural development, waste management, reduction of greenhouse gases, protection of the coastline, forestry wetlands, and other protected sites, and conservation methods applicable to building processes. The National Environment Planning Agency (NEPA) and the National Works Agency (NWA) are both central government agencies currently responsible for the protection of the environment and infrastructure development Nettleford (2009). The decisions of these agencies have led to conflict with the local planning efforts of the municipal corporation. The approval process for building and infrastructure projects can occur although, opposed by local authorities. However, the Minister of government with responsibility for planning could overturn a decision from the local authority (Nettleford, 2009). Participant 1 in agreeing with Nettleford stated, “NEPA decisions were at variance with the municipal corporation decision in granting planning approval.” However, Participant 10 did not see an issue with NEPA and stated, “final planning approval rest with the local municipal corporation.” Participant 18 also pointed out the

role of the Jamaica Public Service Company (JPSCO) in the provision and maintenance of streetlights. Participant 18 further stated, “if a streetlight was not working, they [sic] (the local government corporation) got blamed despite the corporation not owing money.”

Contributions and Recommendations

The study focused on the following research question; *through their lived experiences, what labor and financial resources have Jamaican local government managers identified to implement sustainable reform processes?* My literature review provided me with the knowledge to further analyze my research question. Porter and Derry (2012) outlined the importance of sustainability and administrative capacity in an organization. Burrell and Roberts (2014) posited a business organization should include sustainable development as an essential part of the business model.

In my study, I utilized the definition of corporate sustainability by Epstein (2008). Epstein (2008) defined sustainability in 9 key areas. These areas are governance, ethics, transparency, business relations between stakeholders, financial rewards, community and economic relationship, customer satisfaction, human resources practices, and the environment.

The *Local Governance Bill*, the *Local Government Financial and Financial Management Act*, and the *Local Government Unified Service and Employment Act* (MOJ Jamaica, 2015a, b, c,) were instrumental in providing a new paradigm of local government management. The legislation in these 3 legislations provided a template for a new dispensation for the Jamaican local government business model. The *Local*

Governance Bill, the *Local Government Financial and Financial Management Act*, the *Local Government Unified Service and Employment Act*, and the *Public Bodies Management and Accountability Act* (2014)) provided the nexus between the Jamaican local government corporations, the Jamaican local government reform program, and Vision 2030 (See figure 1). Figure 1, the *Local Government Corporation Business Model* shows the nexus between the legislative frameworks in establishing the Jamaican local government corporations.

Figure 1: Factors affecting the Jamaican local government corporation business model



The following recommendations are important to create a sustainable local government corporation. These recommendations do not reflect the researcher's bias but are reflective of the findings of the study. The recommendations were provided by the participants of the study as a part of their lived experiences in Jamaican local government corporations. I have chosen to present my recommendations based on the three themes of my study. These themes are: (a) lack of financial resources, (b) lack of trained human resource personnel with inadequate compensation, and (c) disparity between local and central government.

Lack of financial resources

Epstein (2008) included financial sustainability as one of the key areas in defining a business corporate sustainable model. While the findings of my study indicated financial capacity weakness, the Jamaica local government corporation had also provided steps that practitioners of business used to increase revenue. Most participants of the study alluded to issues regarding a lack of financial resources in the Jamaica local government corporation (see Table: 3). However, they offered the following recommendations: (a) a significant portion of locally generated revenue, e.g. property tax and general consumption tax (GCT), should remain in the communities for community development. The GCT is a tax on all items except basic food items and is similar to a sales tax in other jurisdictions; (b) improved collection of revenue, increased financial streams and increase collection; (c) improve community business development and governance; and (e) ensuring local government corporations have an equitable share of

revenue streams (e.g. Tourism Enhancement Fund (TEFs) and the GCT. The TEF is a fund where room tax, departure tax, and all port taxes are deposited.

Lack of trained human resource personnel with inadequate compensation

Epstein (2008) included human resources sustainability as one of the key areas in defining a business corporate model. Participants identified human resources capacity issues (see Table 4). Policymakers and implementers made the following recommendations: (a) reclassification of staff in local government corporations; (b) senior management should be provided with training, especially in areas of customer service, human resources, and financial management; (c) improvements in skill training and establishing a skill bank; and (d) shared services amongst all government departments using information technology (IT) platforms in human resources (HR) processes.

The disparity between the local and central government

Lember et al. (2015) established the requirements of the local governance process in having specific areas of responsibility, especially in creating capacity building. The Nettleford (2009) team in the *Final Report of the National Advisory Council on Local Government Reform* and participants in the study identified conflicting roles of agencies in central government and local government corporations. Some roles overlapped and hampered service deliverables to stakeholders. This can be a source of conflicting processes in organizational structures with a variety of geographical and cultural groups, hence the need to decentralize the decision-making process and allow decisions to be made at the local level (Asaduzzaman et al, 2016). A central theme identified by the

participants was the disparity of the role between the local and central government (see Table 5).

Participants offered recommendations for strengthening governance and accountability issues due to the overlapping of central and local government. Participant's recommendations were (a) there should be a clear line of demarcation between local and central government. Issues of overlapping layers of responsibility needed to be addressed, (b) local government corporations should be responsible for services provided to communities (e. g. waste management, markets, and fire services) which, while under a central ministry, are not in the jurisdiction of local government, and (c) expedite processes which speed up business development, establish processes to allow interfacing with the communities and assist with funding for the business.

Applications to Professional Practice

Research on issues of financial and human resources in local government entities is critical in ensuring service delivery to stakeholders. The specific business problem for this study was, *some senior management in the local governments in Jamaica lack the availability of labor and financial resources to create sustainable business processes.* The findings of this study apply to policymakers and senior implementers of these policies because it establishes issues and solutions applicable in the reform of a purely governmental role to one that has business sustainability concepts. Changes in the local government of Jamaica from a political organization to function as a business organization under the Public Bodies Management and Accountability Act (PBMA) (MOJ, 2001) while still capturing the political responsibilities has created a paradigm

shift in how the Jamaican local government municipal corporations conduct business. Capturing the lived experiences of practitioners of local government corporations in Jamaica, I was able to examine issues of financial and human resources. Issues of a lack of financial and human resources are not only applicable to the Jamaican local government corporation but occur in other jurisdictions as outlined in my literature review.

The shift in responsibility created an opportunity for the Jamaican local government's corporation to be the architect of sustainable growth in community development. My study offers a pathway for how Jamaican policymakers and managers have identified the issues of financial and human resources and have been able to provide solutions. To achieve successful sustainable growth, there is a requirement for increasing capacity in revenue generation and ensuring a trained workforce capable of ensuring the goals of the local government corporations are met.

Implications for Social Change

Sustainable local government corporations should provide a cadre of trained professional staff to provide tangible and equitable resources to their stakeholders. Local government corporations as a business model should have sustainable financing and human resource policies that are managed with a governance structure that inspires confidence amongst stakeholders (Epstein, 2008). These local government stakeholders, especially those that create policies, must have a clear understanding of the effect of fiscal and human resource policies on those they serve. Business managers should create a sustainability plan for the organization. The sustainable business plan would look at a

model that (a) evaluates all resources in the organization, (b) examines weaknesses in resources, (c) examines methods to strengthen capacity issues, and (d) implements the policies that will enhance human resources and financial capacity. The policymakers and the implementers of the sustainable plan need to ensure fiscal and human resource policies are implemented within the spirit of social justice and not as a means of personal gratification (Buchanan & Tulloch, 1999). Policymakers and implementers must be goal-oriented and ask the questions:

1. What sector of the society will it affect by local government corporations' fiscal and human resource policies?
2. What is the measurable outcome of fiscal and human resource policies?
3. How will the fiscal and human resource policies be implemented?
4. What are the risk and benefits of the fiscal and human resource policies to be implemented?
5. How do we manage the risk of implementing the policies?

Implementation of policies will impact society either negatively or positively. One positive impact will be an enhancement of the local government corporations as the business model for communities. Proper fiscal management coupled with improvements in governance and transparency will allow for all stakeholders to be part of the decision-making process.

Despite economic successes in lowering the GDP and the Jamaican unemployment rate dropping to 7.2% in October 2019, for similar periods the youth unemployment rate was 30% (World Bank, April, 2020). Poverty rates while trending

down were still high at 19% in 2017 and any economic success stories will be eroded by the COVID19 pandemic (PIOJ, 2020; World Bank, April, 2020). Sustainable economic growth is required to alleviate poverty issues and reduce crime. Crime and violence levels remain high, emphasizing the need to address the issues of youth unemployment, education, and social cohesion. Although crime and violence levels remain high, inputs of poverty alleviation and human resources can address the issues of youth unemployment, education, and the social structure (World Bank, April, 2020). The 2020 PIOJ Review of Economic Performance, January–March 2020 outlines a negative growth rate of 1.7%.

The high poverty rate can result in high crime levels as a significant number of the population live in communities that do not have adequate infrastructure and have relatively high unemployment (World Bank, April, 2020). All sectors except agriculture production contributed to the decrease in the growth rate. The hotel and tourism sector, which is the largest source of employment and foreign exchange, registered a decline of 17.9% (PIOJ, 2020). The burgeoning debt created by previous administrations, and the slow pace of economic growth over the years, had made the role of the central government in funding local government corporations untenable (Nettleford, 2009). To achieve positive social change, managers and policymakers in the Jamaican local government corporation need to improve on service deliverables that meet the stakeholder's requirements. The Jamaican local government corporation requires policies that engage communities in the conceptualization, planning, and implementation of those strategies that alleviate poverty, crime, and poor medical services that currently affect

lower-income communities (Nettleford, 2009). The Jamaican local government corporations should play a pivotal role in the creation and implementation of the *National Policy on Poverty Reduction* (PIOJ, 2018). Local governments' expenditures in OECD countries is 36.61% of RGDP (Lazarus et al., 2017). The need to achieve the goals of VISION 2030 is important in the development of Jamaica and will create a pattern of social change as “the place to live, work, and take care of families” (Hughes, 2009).

Social changes have impacted the quality of municipal corporations in more advanced economies (Kemp, 2016). Adequate support from the central government that includes spatial planning in areas of financial and human resources can result in positive social change. Positive social change in financial and human resources provides improved efficiency in increasing revenue collection. A successful business contributes to community growth (Stewart et al., 2016). Local government corporations have the potential of increased local spending, hence improved wealth creation in communities, and lowering the unemployment rate with additional job creation (Asaduzzaman et al., 2016). Micro investments in communities provided jobs and increased the revenue base for local government corporations (Nikolov & Stoyana, 2015). Increased human resources capacity and financial resources have increased transparency and governance (Khan et al., 2013).

Recommendations for Action

The participants in my study on the Jamaican local government corporation provided suggestions on how financial and human resources capacity issues can be strengthened to increase service deliverables. The Jamaican local government corporation

issues of financial and human resources capacity while applicable to Jamaica are issues applicable to businesses and local government corporations in other jurisdictions. The recommendations are listed in *Table: 6* based on the 3 themes of (a) lack of financial issues, (b) lack of human resources capacity, and (c) the disparity between the Jamaican central and local government.

Table 6: Recommendations for Action

Issues	Recommendations
Lack of financial resources	<ol style="list-style-type: none"> 1. Locally generated revenue e.g. motor vehicle, property tax, general consumption tax (GCT), and Tourism Enhancement Fund (TEFs) should remain in the communities for community development. 2. Improve revenue collection. 3. Improve community business development and governance 4. Establish processes to allow interfacing with communities. 5. Assist with funding for community businesses.
Lack of human resources	<ol style="list-style-type: none"> 1. Reclassification of the staff in local government corporations and establish a skill bank. 2. Improvements in skill training, especially in areas of customer service, human resources, and financial management. 3. Shared services amongst all government departments using information technology (IT) platforms in human resources (HR) processes.
The disparity between central and local government	<ol style="list-style-type: none"> 1. A clear line of demarcation between local and central government. 2. Issues of overlapping layers of responsibility need to be addressed. 3. Local government corporations should be responsible for all services provided to communities (e. g. waste management, markets, and fire services). 4. Expedite processes which speed up business development,

The recommendations of my study should be made available on online platforms and be distributed in university libraries. The recommendations will be distributed to all managers and policymakers in the Jamaican local government corporations. The dissemination of recommendations can be done through community newspapers and community town hall meetings.

Recommendations for Further Research

This qualitative phenomenological study utilized policymakers and managers of two local government corporations in Jamaica. The study had 20 participants, and while I felt I had reached data saturation, there were elements of the study that would require further research. The research of my study was limited to the financial and human resources capacity issues in the two Jamaica local government corporations. There is always some bias in qualitative research (Mbatu, 2016). The study participants in the interview process provided data based on their lens into local government and could reflect bias. There is a need for further research on local government corporations in Jamaica due to the demographics of the local government corporations.

The limits of my study prevented me from having a wider participant base. Additional research with a larger participant base and a much broader geographical area might result in different or similar findings. Participant 11 succinctly stated, "Jamaica is not a one size fit all." Further research might establish changes in the business model of the Jamaican local government because of the reform process. The changes from a purely governmental organization to a corporate body in the past five years are not be fully

captured in my study. Different geopolitical regions might be impacted by the political, cultural, economic, and location of the local government corporation.

Capacity issues in financial and human resources were identified in my study due to the changes in the structure of local government corporations in Jamaica. Additional research on the role central government plays in financial and human resource issues of local government corporations is recommended. Further research is required on the impact of social changes in the role of local government corporations from a governmental role to one of a business model under the Public Management and Bodies Act (MOJ, 2001). Further investigation that might interest other researchers is, *how do informal housing communities affect the revenue base of local government corporations?* Further research can be done on how local/state government corporations effectively manage natural disasters and pandemics such as COVID19 without overwhelming reliance on the central government.

Reflections

During this study, some of the participants were personally known to me. This would seemingly allow me easy access and cooperation; however, this was not easily done. In hindsight, I should have not relied on my close relationships with potential participants nor assumed that they would be willing to take part in my study. I had my own biases as a proponent of a strong local government business entity. My preconceived ideas of how a local government can function as a business entity was managed so as not to influence my data gathering.

Participants were keen to have their voices heard, and I felt that policymakers and implementers of those policies were committed to offer service and positively impact the lives of their stakeholders. I realized that this willingness was hampered due to a lack of resources in Jamaican local government corporations. I was an avid supporter of a major political party, which hindered me initially in obtaining participants from the other major political party. However, once I generated interest amongst potential participants, there was a level of commitment to telling their story. Before my study, I had a worldview that social change required the centralization of efforts. Having conducted my research, I now have a wider understanding of the role and function of the Jamaican local government corporation and the role it plays in creating social change in communities.

Conclusion

The importance of sustainability and administrative capacity in an organization is important in researching business practices (Porter & Derry, 2012). Sustainable development should be an integral part of the new paradigm shift from a purely political organization to a more business model approach (Burrell & Roberts, 2014; Pojasek, 2012). Sustainable development is important in a business organization (Müller & Pflieger, 2014). The local government corporations in Jamaica are still in an embryonic stage in providing social change and local community development. The Jamaican local government corporations require skill sets that encourage economic growth, human resources to meet stakeholders' requirements, stability, and increased funding sources if the local government corporations expect to remain viable and meet the needs of all its

stakeholders. This strategy can be accomplished with cooperation and consultation with Jamaican communities in an inclusive business model.

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Appendix A: Interview Questions

1. Given your lived experiences of years of public service, how do you define the sustainability of the Jamaican local government corporation in a business environment?
2. In your lived experiences, how can the Jamaican local government corporation where you live increase its administrative capacity to ensure business sustainability?
3. In your lived experience, describe the nexus between the goals of Vision 2030 and Jamaican local government reform in building human and financial resources amongst its managers.
4. In your lived experience, how will Vision 2030 help executives in local government build labor and financial resources to implement the reform process in Jamaican local government?
5. In your lived experiences, what has been done to achieve the goals of the Final Report of the National Advisory Council on Local Government Reform published by the Ministry of Local Government, November 2009?
6. Using your lived experiences how did the Final Report of the National Advisory Council on Local Government Reform, published by the Ministry of Local Government, November 2009, increased labor and financial resources of managers in Jamaican local government corporations?
7. Tell me about your lived experiences of the sustainable reform program of the Jamaican local government system.

8. Based on your lived experience, what have you done to increase labor and financial resources as a part of the management team in a Jamaican local government corporation?
9. Based on your lived experiences, how can the Jamaican local authority where you reside increase its labor and financial resources to market its delivery of services?
10. Based on your lived experiences, how can the Jamaican local government corporation increase its labor and financial resources amongst its managers to provide adequate support to the development of business in communities? What else can you add to these questions that will provide a greater understanding of your role in the reform process?

Appendix B: Sample Contact Letter to Organizations

Mario Woode

Lot 25, 8 West, Epsom

Greater Portmore

St. Catherine, Jamaica

The Executive Director /Permanent Secretary

Ministry of Local Government and Environment or Respective Local Authorities for data gathering

Date _____

Subject- Research Student –Walden University

Dear Executive Director /Permanent Secretary

This is a follow up on our recent conversation on _____ I am currently a student at Walden University completing Doctorate in Business Administration majoring in Social Impact Management. The topic of my Dissertation will be *“Exploring the Need for Sustainable Reform of Local Government to Build Administrative Capacity in Jamaica”*. This research will look at key elements of proposed reform in local government in Jamaica as set out in the document “Final Report of the National Advisory Council on Local Government Reform” prepared by the Ministry of Local Government, November 2009 and how it relates to the document “Planning for a Secure and Prosperous Future” Vision 2030, Jamaica National Development Plan, (2009) published by the Planning Institute of Jamaica (PIOJ). The researcher sought to answer the following research questions:

Research Question: Through their lived experiences, what labor and financial resources have Jamaican local government managers identified to implement sustainable reform processes?

The research will be qualitative in design and will look at methods that local government corporations can use to achieve self-reliance and build administrative capacity.

1. The data to be gathered will be done by interviewing participants from a list of senior managers, past and present members of the political directorate provided by your organization. This list should have contact information on how best to inform participants of them being selected as a part of the research. I will then randomly select every third participant from that list to be interviewed. Participants will NOT receive any compensation either in cash or gifts.
2. The identity of participants will be kept confidential and at no time can be divulged to the parent organization. For purposes of this study, participants will be referred to as Participant 1, 2, 3, etc.
3. The data and all records will NOT be shared but will be held securely for a period no longer than five years after which the information will be destroyed in keeping with Walden University's protocol of destroying that information.
4. As a result of your organization assistance in providing corporation in providing the pool of participants as outlined in (1) your organization will receive a printed copy of the study once it has been approved by Walden University and has been published.

This research is guided by the ethical standards of Walden University, laws of the United States and Jamaica applicable to confidentiality and research. Attached please find a consent form which will be provided to participants outlining further details of my research and protection of participant's rights. If you agree to your organization becoming a participant in this research, I will personally retrieve written approval from your office along with the list of personnel who meet those criteria as mentioned in (1). My Walden University's Intuitional Review Board (IRB) approval number for this study is **02-25-19-0172006** and it expires on **March 31st, 2021**. My contact details are as follows (754)232-3843 or by email at mario.woode@waldenu.edu

Trusting I will hear from you shortly

Yours Truly

Mario Woode BBA, MBA

Appendix C: Interview Protocol

Interview Protocol	
What you will do	What you will say—script
<p>Introduce the interview and set the stage—often over a meal or coffee</p>	<p>Hello, participant as you are aware, I am a doctoral candidate at Walden University. I want to thank you for agreeing to do this interview for me. In my letter to you asking for your assistance in my research, we agreed that I will not only be taking notes, but the interview will be recorded to ensure we have the veracity of the information provided by you especially when I submit the summary to you.</p> <p>I provided an introduction to my research and outlined the various interview questions and the protocol which the interview will be guided by including areas of confidentiality, storage of data, applicable legislation and how I will protect your information before I publish my research. Once I have conducted the interview, I will forward you a summary for you to examine and offer changes. After I have made the changes, I will resubmit the summary to you for any further clarification.</p> <p>During this time, I might also ask additional questions so I can get a better understanding of your shared/ lived role in local</p>

	<p>government. Once you have agreed to the summary, I will then use your summary in my research for analysis.</p> <p>All this was addressed in my letter and if there is any questions or concerns, please let me know either while we are doing this interview process or at any future date.</p> <p>So are you ready? Then let's begin.</p>
<ul style="list-style-type: none"> • Watch for nonverbal queues • Paraphrase as needed • Ask follow-up probing questions to get more in-depth 	<ol style="list-style-type: none"> 1. Given your lived experiences of years of public service, how do you define the sustainability of the Jamaican local government corporation in a business environment? 2. In your lived experiences, how can the Jamaican local government corporation where you live increase its administrative capacity to ensure business sustainability? 3. In your lived experience, describe the nexus between the goals of Vision 2030 and Jamaican local government reform in building human and financial resources amongst its managers. 4. Using your lived experiences, how will the Final Report of the National Advisory Council on Local Government Reform, published by the Ministry of Local Government, November 2009, increase the administrative capacity of managers in Jamaican local government corporations?

	5. Tell me about your lived experiences of the sustainable reform program of the Jamaican local government system.
	6. How did your lived experience increase administrative capacity as a part of the management team in a Jamaican local government corporation?
	7. Given your lived experiences of years of public service, how do you define the sustainability of the Jamaican local government corporation in a business environment?
	8. In your lived experiences, how can the Jamaican local government corporation where you live increase its administrative capacity to ensure business sustainability?
	9. Based on your lived experiences, how can the Jamaican local authority where you reside increase its administrative capacity to market its delivery of services?
	10. Based on your lived experiences, how can the Jamaican local government corporation increase its labor and financial resources amongst its managers to provide adequate support to the development of business in communities and what else can you add to these questions that will provide a greater understanding of your role in the reform process?

Wrap up interview thanking participant	I want to thank you for helping me with my research. As I stated, I would forward you a copy of the summary for your comments and thanks again.
Schedule follow-up member checking the interview	Hello, participant, as we had discussed during the initial interview I am submitting the summary as promised. Please read and make any changes as you see fit. Once you are finished, please let me know so I can obtain the summary to make corrections and prepare a final document for you to sign off. I want to thank you for assisting me in this process
Follow-up Member Checking Interview	
Introduce follow-up interview and set the stage	Hello participant, as we had discussed during the initial interview, I have submitted a summary of your original responses as a follow up on the original questions.
Share a copy of the succinct synthesis for each question Bring in probing questions related to other information that you may have found—note the	Hello participants, as we had discussed during the initial interview I am submitting a summary of your original responses and your responses to my follow up questions for your review. Please examine and make any recommendations or corrections to this summary. These will be incorporated into my final draft. Thanks again participant for your assistance in providing me with the opportunity to meet with you and also your valued participation.

<p>information must be related so that you are probing and adhering to the IRB approval.</p> <p>Walk through each question, read the interpretation and ask:</p> <p>Did I miss anything? Or, what would you like to add?</p>	1. Question and succinct synthesis of the interpretation— perhaps one paragraph or as needed
	2. Question and succinct synthesis of the interpretation— perhaps one paragraph or as needed
	3. Question and succinct synthesis of the interpretation— perhaps one paragraph or as needed
	4. Question and succinct synthesis of the interpretation— perhaps one paragraph or as needed
	5. Question and succinct synthesis of the interpretation— perhaps one paragraph or as needed
	6. Question and succinct synthesis of the interpretation— perhaps one paragraph or as needed
	7. Question and succinct synthesis of the interpretation— perhaps one paragraph or as needed
	8. Question and succinct synthesis of the interpretation— perhaps one paragraph or as needed
	9. Question and succinct synthesis of the interpretation— perhaps one paragraph or as needed
	10. Question and succinct synthesis of the interpretation—