A BILL
ENTITLED
AN ACT to Repeal, replace and to change the name of the Poor Relief Act and to provide for matters connected therewith and incidental thereto.

[ ]

BE IT ENACTED by The Queen’s Most Excellent Majesty, by and with the advice and consent of the Senate and House of Representatives of Jamaica, and by the authority of the same, as follows: —

PART I—Preliminary

1. This Act may be cited as the Human Services Act, 2018 and shall come into operation on such day as may be appointed by the Minister by notice published in the Gazette.

2. In this Act, unless the context otherwise requires—

“Administrator” means the Administrator of an Adult Residential Care Facility, appointed under section 16;
“Adult Residential Care Facility” means an Adult Residential Care Facility constructed and managed in accordance with Part IV;

“committee” means a committee appointed under section 5(1);

“Councillor” has the meaning assigned to it under section 2 of the \textit{Local Governance Act};

“Commission” has the meaning assigned to it under the \textit{Local Government (Unified Services and Employment) Act};

“document” means in addition to a document in writing, anything in which information of any description is recorded;

“Division” means the Human Services Division established under section 3;

“Finance Committee” has the meaning assigned to it under section 10(1) of the \textit{Local Government (Financing and Financial Management) Act};

“functions” includes powers and duties;

“Head” means the Head of the Human Services Divisions appointed in accordance with section 4;

“Human Services Committee” means the Human Services Committee established under section 7(2);

“human services” means relief granted to a person in accordance with the provisions of this Act;

“Human Services Manager” means the Human Services Manager appointed by virtue of section 8;

“Local Authority” has the meaning assigned to it under section 2 of the \textit{Local Governance Act};

“Medical Officer” has the meaning assigned to it under section 2 of the \textit{Public Health Act};

“Medical Officer (Health)” has the meaning assigned under section 2 of the \textit{Public Health Act}. 
“psychiatric hospital” has the meaning assigned to it under section 2 of the Mental Health Act;

“public psychiatric facility” has the meaning assigned to it under section 2 of the Mental Health Act;

“registered medical practitioner” has the meaning assigned to it under section 2(1) of the Medical Act;

“repealed Act” means the Poor Relief Act;

“Roll” means the Roll of poor persons established under the repealed Act and continued under this Act as the Roll of persons in need of human services.

PART II.—Establishment and Administration of Human Services Division

3.—(1) There is hereby established, a Division of Government, within the Ministry responsible for local government, to be called the Human Services Division.

(2) The Division shall have the following functions—

(a) to examine the manner in which human services is administered by a Local Authority, and in cases where it appears to the Division that the arrangements at any parish are defective, to require the Local Authority to remedy the defect;

(b) to investigate, in such manner as may prescribed, any complaint made against a registered medical practitioner in relation to his functions under this Act;

(c) to settle any question or difference arising between two or more Local Authorities or the officials of such Local Authorities, in relation to human services; and

(d) to ensure that the provisions of this Act are effectively administered by the Local Authorities, while ensuring that any person who is entitled to human services receives equitable and humane treatment.
(3) The Division shall, in exercise of the functions under subsection (2), have the power—

(a) to inspect and audit, at such period, not exceeding two years or such other period as may be determined by the Division, all documents of Local Authorities, in so far as they relate to human services, and of all institutions maintained for the administration of human services; and

(b) to submit a report to the Finance Committee and the Auditor-General for such action as may be appropriate.

(4) For the purposes of subsection (3)—

(a) the Local Authority shall make available to the Auditor-General, in such manner as the Auditor-General may require, all documents or other information required by the Auditor-General; and

(b) the Auditor-General shall have the power, from time to time, to retain any document or other information referred to in paragraph (a) for so long as is reasonably necessary for the purposes of the examination or enquiry which the Auditor-General is authorized to make for that purpose.

4.—(1) For the due administration of the Division, a Head and such other officers shall be appointed, as may be necessary, for the efficient operation of the Division.

(2) Subject to subsection (3), the Head shall be responsible for the general direction, supervision and administration of the Division and shall have such other functions as may be assigned to him by this Act or any other enactment.

(3) The Head shall report to the permanent secretary with responsibility for local government.

5.—(1) The Minister may, where he considers necessary, appoint a committee, for a particular period for the purpose of conducting a special enquiry into the administration of human services in any part of Jamaica or for the hearing of a complaint made pursuant to section 26.
(2) The committee shall comprise of such members as may be determined by the Minister, after consultation with the Head.

(3) The committee shall enquire into the matter referred to the committee pursuant to subsection (1) and issue a report thereon to the Minister.

(4) For the purposes of conducting a special enquiry or a complaint under this section, the committee shall have the powers of a Commissioner, pursuant to the provisions of the Commissions of Enquiry Act, in respect of the attendance and examination of witnesses and the production of documents and the provisions of sections 11B, 11C, 11D, 11E, 11F, 11G, 11H, 11I, 11J, 11K and 11L of the Commissions of Enquiry Act shall apply mutatis mutandis in relation thereto.

(5) Travelling expenses actually incurred by members of the committee and a subsistence allowance when attending meetings of the committee or when travelling on official business in relation to the functions of the Committee, as approved by the Head, shall be defrayed out of the funds of the Ministry responsible for local government.

(6) Subject to subsection (7), a person summoned to attend and give evidence or to produce any document or submit any information before the committee shall be entitled, on attending, to be paid his expenses, including travelling expenses, at the rates prescribed by the Witnesses Expenses Act for witnesses who are entitled to have their expenses paid from public funds.

(7) The committee may disallow the payment in whole or in part of such expenses in any case, if it thinks fit.

6. The Minister, after consultation with the Head, may make rules for the carrying out of the purposes and provisions of this Act and generally in relation to the administration of human services and, without limiting the generality of the foregoing, such rules may provide—

(a) for the control and management of human services and for the form and manner in which human services may be administered;
(b) for regulating and controlling the form, manner and kind of medical assistance which may be granted to persons under this Act;

(c) for the management and operation of Adult Residential Care Facilities, and all other institutions which administer human services;

(d) for making provision for children in need of human services including monitoring the education of such children whose education is a charge on funds allocated for human services;

(e) for monitoring the duties of all human services officers and the manner of their performance of such duties.

PART III.—Human Services Committee

7.—(1) The Local Authority in each parish shall, in relation to its area of jurisdiction, be responsible for the management of all persons in need of human services and the administration of human services in accordance with the provisions of this Act.

(2) All matters relating to the exercise by a Local Authority of its functions under this Act shall be referred to a body established for that purpose by the Local Authority, to be called the Human Services Committee.

(3) The Human Services Committee shall review and report to the Local Authority on all matters referred to it pursuant to subsection (2) and the Local Authority shall, before exercising any of its functions in relation to human services, first receive and consider the report of the Human Services Committee unless, in the opinion of the Authority, the matter is urgent and requires the immediate attention of the Local Authority.

(4) A Human Services Committee established under subsection (2) shall comprise of—

(a) not more than two members, (who shall not necessarily be members of the Local Authority) nominated by the Division
7

for a period not exceeding two years, and shall be eligible for re-nomination on the expiration of such period;

(b) four Councillors nominated by the Local Authority.

(5) A Human Services Committee shall have the power at any time to co-opt not more than two persons to assist the Human Services Committee in its deliberations, and any person so co-opted shall not have the right to vote on any matter to be decided upon by the Human Services Committee.

(6) The Local Authority shall appoint one of the members of the Human Services Committee to be the Chairman of the Human Services Committee.

(7) Three members of the Human Services Committee shall constitute a quorum which shall, at all times, consist of at least one member nominated from each of the categories specified under subsection (4).

(8) The Human Services Committee shall have the power to regulate its own procedure.

(9) A vacancy shall occur in the membership of a Human Services Committee in the circumstances provided for under section 10(b) and on the absence of a member from six consecutive meetings of the Human Services Committee, unless the absence therefrom is approved by the entity that is responsible for nominating the member under subsection (3) and such vacancy shall be filled by the appointment of another member, so however that, such appointment shall be made in the same manner as would be required in the case of the original appointment.

(10) In relation to a person appointed under subsection 4(a) who is not a member of the Local Authority, that person—

(a) shall become disqualified immediately and shall cease to be a member of the Human Services Committee in any of the following circumstances, that is to say, if the person—

(i) becomes a bankrupt under the Insolvency Act;
(ii) has been sentenced in any jurisdiction to death, penal servitude, or imprisonment with hard labour, or for a term exceeding one year;

(b) shall resign by giving notice in writing addressed to the Chairman of the Human Services Committee and copied to the Head and thereafter, a vacancy shall occur when the notice in writing specifying the resignation is received by the Chairman;

(c) if he is the Chairman, shall resign by giving notice in writing, addressed to the Chairperson of the Local Authority and copied to the Head, and thereafter, a vacancy shall occur when the notice, in writing, specifying the resignation is received by the Chairperson.

(11) The Local Authority may delegate any of its functions under this Act, other than the power to delegate, to the Human Services Committee and every delegation under this subsection is revocable by the Local Authority and the delegation of a function shall not preclude the performance of that function by the Local Authority.

(12) Notwithstanding anything to the contrary, references in subsection (2) and section 9 to the functions of a Local Authority under this Act shall not include the functions described in section 5(3)(d) of the Local Government (Unified Service and Employment) Act, relating to human services officers.

8.—(1) Subject to subsection (2), the Commission may appoint persons to the offices set out in the Schedule.

(2) A person shall not be appointed as a Human Services Manager or as an Administrator unless the person has passed such examination as may be required by the Head and the requirements of the Head as to such examination shall be published from time to time in the Gazette.

(3) The Minister may, by order, after consultation with the Commission amend the Schedule.
9.—(1) The Human Services Manager of each parish shall in relation to the administration of human services, perform the following functions—

(a) keep all documents relating to the management of persons in need of human services in an efficient and proper manner and in accordance with directions given by the Local Authority and with any rules from time to time made, or instructions given, by the Head;

(b) enquire into the particular circumstances of each person who is in receipt of human services under this Act;

(c) keep a record of all such persons who have applied for human services, showing the particulars of each such case;

(d) pursuant to section 10, keep a Roll of all persons in need of human services which shall specify the sums paid to them or on their account;

(e) visit at his place of residence, at least twice in each year, and inspect personally, every person who is in receipt of human services under this Act;

(f) report, on a monthly basis, to the Local Authority and to the Head, on all matters connected with the management of persons in need of human services;

(g) to perform in accordance with any directions received from the Local Authority and in accordance with any rules from time to time made or instructions given by the Head, all duties relating to the administration of human services under this Act.

(2) The Human Services Manager may, acting on the instructions of the Local Authority or the Head, delegate all or any of his duties, other than the power to delegate, to an Assistant Human Services Manager and every delegation made in accordance with this subsection is revocable by the Human Services Manager and shall not preclude the performance of that function by the Human Services Manager.
10.—(1) The Local Authority shall hold two general meetings in each year, one to be held in the month of April and the other to be held in the month of October.

(2) Each Local Authority shall, at each general meeting held in accordance with subsection (1)—

(a) compile or cause to be compiled a Roll of persons claiming by law to be in need of human services for the parish and the Roll shall contain the amount of relief allocated or to be allocated to each person whose names appear on the Roll; and

(b) make any amendments to the Roll as the Local Authority considers necessary.

11.—(1) Where a Local Authority is of the opinion that human services are not being properly or efficiently administered in any place or district, or by any human services officer, the Local Authority may conduct an investigation into the administration of the human services.

(2) If after such investigation the Local Authority is of the opinion that a human services officer has been negligent in the performance of his duties, or is unfit, incompetent, or incapable of discharging his duties, then, the Local Authority shall submit a report of its finding to the Commission for further and necessary action.

(3) Where the Division is in receipt of any complaint in relation to the administration of human services under this Act, or is of the opinion that the provisions of this Act are not being properly carried out, either in any particular place or district or by any particular human services officer, the Head shall forward the complaint or its concerns, through the permanent secretary with responsibility for local government, to the Local Authority or the Commission, where applicable.

12. In the event of any question or difference arising between two or more Local Authorities, or the officials of the Local Authorities, on any matter relating to human services, the matter shall be referred to the Head for further and necessary action.
PART IV.—Adult Residential Care Facilities

13.—(1) For the purposes of this Act, the Local Authority of two or more contiguous parishes may, with the approval of the Division, agree to construct, in either of the parish, a common Adult Residential Care Facility for said parishes.

(2) The Adult Residential Care Facility constructed in accordance with subsection (1) shall be managed by a Board, the members of whom shall be appointed jointly, after consultation with the Head, by the Local Authorities.

(3) The expenses relating to the construction and maintenance of the Adult Residential Care Facility shall be borne in such proportions as may be determined by the Local Authorities.

(4) Where the Local Authorities agree in accordance with subsection (1) to construct an Adult Residential Care Facility neither of the Local Authorities shall withdraw from the agreement without the approval of the Head.

14. From the date of commencement of this Act, a Local Authorities shall not construct a new Adult Residential Care Facility or materially alter an existing Adult Residential Care Facility without the approval of the Division.

15. A Local Authority shall, with the approval of the Minister, issue Rules in respect of an Adult Residential Care Facility in relation to the following—

(a) the management of the affairs of the Adult Residential Care Facility;

(b) the employment of staff, and the treatment of the residents of the Adult Residential Care Facility; and

(c) for the admission of any known minister of religion to the Adult Residential Care Facility.

16. The Commission shall appoint an Administrator.
17.—(1) A Local Authority of a parish in which an Adult Residential Care Facility is located shall, at the request of another Local Authority, receive and accommodate persons belonging to any other parish.

(2) The Local Authority of the parish in which the Adult Residential Care Facility is located, shall charge such rates of maintenance as may be approved by the Minister or the persons received and accommodated, pursuant to subsection (1).

18. For the avoidance of doubt, all Almshouses that were constructed in accordance with the repealed Act are hereby renamed and continued as Adult Residential Care Facilities under this Act and shall be subject to the provisions of this Part.

Medical Services

19.—(1) The Administrator shall ensure that every resident of an Adult Residential Care Facility, receives proper medical care and treatment.

(2) For the purposes of subsection (1), the Medical Officer (Health) shall assign a Medical Officer to an Adult Residential Care Facility.

(3) Where a Local Authority engages the services of any other registered medical practitioner, who is not assigned by the Medical Officer (Health) in accordance with subsection (2) to provide medical care and treatment at an Adult Residential Care Facility, the Local Authority shall be responsible for the remuneration of the registered medical practitioner.

20. The Local Authority in every parish shall, in relation to sick persons who are entitled to human services, be required to provide the following—

(a) medicines, proper medical care and treatment;
(b) a nutritious diet;
(c) suitable lodging and clothing;
(d) the provision of education services for a child of such persons;
(e) the defrayal of funeral expenses of such persons, to such extent as it may deem equitable and expedient, having regard to the financial and other resources of the Local Authority.

21.—(1) Pursuant to section 19, the duties of a registered medical practitioner are as follows—

(a) upon the request of the Human Services Manager or the Administrator, where applicable, examine any person—
   
   (i) who makes an application pursuant to Part V, to receive human services; or
   
   (ii) who is in receipt of human services, and shall submit a report, in the prescribed form and manner, to the Human Services Manager or Administrator;

(b) to issue a report to the Human Services Manager in relation to any disease or illness that is prevalent among persons who are in need of human services within his parish;

(c) when required to do so, to attend at a meeting of the Local Authority or Human Services Committee;

(d) when required so to do by the Human Services Manager, to give a certificate under his hand to the Human Services Manager outlining the nature of any disease or illness of any person in need of human services or other cause of his attendance on such person.

(2) At the end of every three months, the Human Services Manager shall prepare, in respect of the Parish to which he is assigned, a list of all persons who reside within the parish of the medical practitioner, and are in receipt of outdoor human services.

(3) A copy of the list prepared pursuant to subsection (2) shall be furnished to the registered medical practitioner and a ticket shall be furnished by the Human Services Manager to each person whose name appears on the list.

(4) Subject to subsection (5), where a person in need of human services is unable to attend a hospital or clinic in his parish to receive
medical care and treatment, the registered medical practitioner, shall duly attend to the person and provide medical care and treatment to that person.

(5) The registered medical practitioner shall only be required to attend to a person in need of human services in accordance with subsection (4) if—

(a) he is required in writing so to do by the Human Services Manager or Administrator;

(b) the care is one of urgency and an immediate request is made by the Human Services Manager or the Administrator;

(c) the person in need of human services produces a ticket issued to the person in accordance with subsection (3).

PART V.—Provisions Relating to the Allocation of Human Services

22.—(1) Subject to subsection (2), a person shall be entitled to receive human services under this Act if the person is wholly destitute of the means of subsistence and is suffering from a mental disorder within the meaning of the Mental Health Act, or is a person with a disability, within the meaning of the Disabilities Act, which renders the person unable to be gainfully employed.

(2) Notwithstanding subsection (1), the Local Authority of any parish may provide human services to any person in exceptional circumstances of destitution arising from drought, epidemic disease or any other causes as may be determined by the Human Services Committee, having regard to circumstances of each individual case.

(3) Where the Local Authority of a parish provides human services in accordance with subsection (2), the Local Authority shall forthwith, issue a report on the matter to the Division.

23.—(1) A person (hereinafter in this section referred to as “the applicant”) who desires to obtain human services in accordance with the provisions of this Act, shall make an application to the Human Services Manager in the parish in which he resides.
(2) Upon receipt of an application under subsection (1), the Human Services Manager for the parish shall make an enquiry into the circumstances of the applicant and where it appears to the Human Services Manager that the applicant is in need of human services, the Human Services Manager shall, within twenty-four hours, provide to the applicant, sufficient means of subsistence until the next general meeting of the Human Services Committee.

(3) In addition to the relief afforded to the applicant under subsection (2), the Human Services Manager shall continue to provide such interim maintenance to the applicant as he may consider necessary until his application made under subsection (1) has been duly considered by the Local Authority.

(4) The applicant shall provide such information or assistance to the Human Services Manager as is reasonable in the circumstances so as to assist the Human Services Manager in the conduct of his enquiry under subsection (2).

(5) For the avoidance of doubt, it is hereby declared that, an application made under subsection (1) shall not be refused on the ground that the applicant has relatives who are able or obligated by law to support him and in said case the Human Services Manager shall provide the necessary resources in the first instance, and thereafter proceed against any person who is bound by law to maintain the applicant.

24.—(1) Subject to the provisions of this section, a person may make an application for human services on behalf of a person in need of human services or the child of a person in need of human services, whose name does not appear on the Roll in the following circumstances—

(a) where the person in need of human services is about to be discharged from a public hospital, a public psychiatric facility or a psychiatric hospital; or

(b) in the case of the child of a person in need of human services, where the parent of the child is a patient at a public psychiatric facility or a psychiatric hospital.
(2) An application under this section shall be made to the Human Services Manager in the parish where the person in need of human services or the child of the person in need of human services resides.

25. Notwithstanding the provisions of this Act, a Human Services Manager may grant temporary relief to a person not entitled to human services under this Act where the Human Services Manager has reasonable cause to believe that the person is starving or is likely to starve.

26.—(1) A person whose application under section 23 and section 24 has been refused may make a complaint to the Minister in the prescribed form.

(2) On receipt of a complaint under subsection (1), the Minister may cause the complaint to be investigated by the committee in the prescribed manner and pending the outcome of the investigation, may give directions to the Local Authority to provide human services to the complainant or increase the provision of human services to the complainant, as the case may be, on a temporary basis, until the complaint is heard, if upon the facts stated by the complainant, it appears to the Minister, after consultation with the Head, that the complainant is entitled to human services.

(3) Where the findings of the committee in relation to an investigation under subsection (2) indicate that the complainant was improperly refused human services, was abused or that the human services afforded to the complainant were inadequate, as the case may be, the Minister shall report the matter to the appropriate Service Commission and, where appropriate, to the Director of Public Prosecutions, setting out the details and particulars as he thinks fit.

(4) Pursuant to subsection (3), the appropriate Service Commission or the Director of Public Prosecution may take such action as may be appropriate.

PART VI.—General and Miscellaneous Provisions

27. In case any Local Authority shall refuse or neglect to obey any order, direction or requisition of the Division, it shall be lawful for the Division to refer the matter to the Minister, who is hereby authorized in
such case to affirm, rescind or vary the order, direction or requisition, in question; and such order of the Minister shall be final and conclusive, and where the Local Authority refuses or neglects to obey the same, the Minister may direct the Human Service Manager to execute its functions in accordance with this Act.

28.—(1) In any case where the Division is of the opinion that human services under this Act is not being properly or efficiently administered in any parish by reason of the neglect, or of the misuse of the powers, of the Local Authority of such parish in relation to human services, the Head may recommend to the Minister that the exercise of all such powers by the Local Authority be suspended.

(2) Where the Minister is satisfied that there is good reason for such recommendation by the Division in respect to any Local Authority, he may, by order, direct the suspension of the exercise by the Local Authority of its powers under this Act, in relation to human services for so long as the order continue in force and by such order, may further provide that the functions of the Local Authority shall be performed by the Division or to such other body of persons, as may be named in the order for such period during which the suspension continues.

(3) Pursuant to subsection (2), the Minister may make such arrangements as he considers necessary for the proper exercise of the functions of the Local Authority during the period of suspension.

(4) Any order under subsection (2) may, at any time, be varied or cancelled by the Minister.

29. In all cases in which, by the provisions of this Act, notice or intimation is required to be given, without prescribing the particular form of the notice, or the manner in which the same is to be given, it shall be lawful for the Head from time to time to fix the form of such notice or intimation, and the manner in which the same is to be given.

30.—(1) Every person having an official duty or being employed in the administration of this Act shall regard and deal with as secrecy and confidential, all documents relating to the functions of the person under this Act.
(2) Every person who had an official capacity or duty or was employed in the administration of this Act shall maintain, after such duty or employment is terminated, the secrecy and confidentiality of all documents relating to the functions of the person under this Act.

(3) Any person to whom information is communicated under this Act shall regard and deal with such information as secret and confidential, except to the extent otherwise provided in any other law.

(4) A person referred to in subsection (1), (2), (3) having possession of or control over any information, who at any time communicates or attempts to communicate any such information to any person, otherwise than for the purposes of the Act commits an offence.

(5) A person who commits an offence under subsection (4) shall be liable on summary conviction in a Parish Court to a fine of one million dollars or a term of imprisonment not exceeding one year.

31.—(1) The Minister may make regulations generally to give effect to the provisions of this Act.

(2) Regulations made under this Act shall be subject to affirmative resolution.

32. Section 38 of the Local Governance Act is amended by deleting subsection (8) and substituting therefor the following new subsection—

“(8) A Council shall appoint a Human Services Committee which, with such modifications as may be necessary, shall be constituted and administered in the manner provided in the Human Services Act.”

33.—(1) The Poor Relief Act is hereby repealed.

(2) Notwithstanding the repealed Act, Regulations made under and in force immediately before the repeal of the Act—

(a) shall remain in full force and effect, with such changes as may be necessary as if made under this Act and may be amended or revoked accordingly; and
(b) a reference in any enactment to specific provisions of the repealed Act shall be construed as a reference to the equivalent provision of this Act.
SCHEDULE

Human Services Manager Deputy Human Services Manager Senior Human Services Manager Assistant Human Services Manager Administrator Assistant Administrator Staff Nurse.

MEMORANDUM OF OBJECTS AND REASONS

The Poor Relief Act ("the Act") establishes the social welfare system in Jamaica. Under the Act, persons who are in a state of destitution, and are unable to work and earn their means of subsistence due to mental or physical causes are entitled to relief. The Act makes provision for, and regulates, Almhouses that provide food, shelter and medical services to persons in need. In keeping with the Public Sector Master Rationalization Plan for Restructuring of Ministries, Departments and Agencies to modernize and improve the efficiency of the public sector, the Government has decided to repeal and replace the Act and to make new provisions for, inter alia—

(a) the abolition of the Board of Supervision under the Act, and to transfer its functions to the Ministry with responsibility for local government; and

(b) the introduction of new concepts that are reflective of modern human services approach to poor relief, and the strengthening the administration of human services.

DESMOND MCKENZIE
Minister of Local Government and Community Development
A BILL

ENTITLED

AN ACT to Repeal, replace and to change the name of the Poor Relief Act and to provide for matters connected therewith and incidental thereto.

As introduced by the Honourable Minister of Local Government and Community Development.

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