

Building State Capacity in the Caribbean

The State of the Civil Service in Jamaica

Prepared for the Innovation in Citizen
Services Division by:

Joan H. Underwood

Institutions for Development
Sector

Innovation in Citizen
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BUILDING STATE CAPACITY IN THE CARIBBEAN

The State of the Civil Service in Jamaica



Abstract*

The potential of public policies and the services provided by any State are closely linked to the quality of its civil service. The ways in which the civil service is managed—in other words, the human resource planning policies, recruitment and selection, professional development, and the incentives for professionalization, among other factors—are critical conditioning factors when it comes to attracting, retaining, and motivating suitable staff to carry out these tasks. This report presents the main findings of Jamaica’s civil service diagnostic carried out in early 2018. It evaluates the efficacy of the human resource management (HRM) systems in the civil service. The analysis takes as reference the methodology used by the Inter-American Development Bank (IDB) in Latin American countries (Longo and Iacoviello, 2010) and the Charter for Caribbean Public Services led by the Caribbean Centre for Development Administration (CARICAD). This is the first evaluation for the country, and it contributed as an input to the series “Building State Capacity in the Caribbean: A Baseline Report of the Civil Service.”

JEL Codes: H10, H11, J45

Keywords: civil service, human resources, Jamaica, public employment, public management

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Acronyms

CPO	Chief Personnel Officer	MoFPS	Ministry of Finance and the Public Service
EA	Executive Agency		
GoJ	Government of Jamaica	OPM	Office of the Prime Minister
HCMES	Human Capital Management Electronic System	OSC	Office of Services Commissions
HR	Human Resources	PIOJ	Planning Institute of Jamaica
HRD	Human Resource Development	PMAS	Performance Management Appraisal System
HRIS	HR Information System	PNP	People's National Party
HRM	Human Resource Management	PSB	Public Sector Bodies
HRM&D	Human Resource Management and Development	PSC	Public Service Commission
HRMIS	HR Management Information Systems	PSEP	Public Sector Efficiency Programme
ICT	Information Communication Technology	PSMP	Public Sector Modernization Programme
IDB	Inter-American Development Bank	PSOJ	Private Sector Organization of Jamaica
IMF	International Monetary Fund	PSRU	Public Sector Reform Unit
ISCED	International Standard Classification of Education	PSTMD	Public Sector Transformation and Modernization Division
JCSA	Jamaica Civil Service Association	PSTC/PSB	Public Sector Transformation Committee of the PS Board
JCTU	Jamaica Confederation of Trade Unions	SERP	Special Early Retirement Programme
JMD	Jamaican dollars	SHRMD	Strategic Human Resource Management Division
MDA	Ministries, Departments and Agencies	WEF	World Economic Forum
MIND	Management Institute for National Development		

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Executive Summary

Of the many factors that contribute to building state capacity, human resources are among the most important. The potential of public policies and the services provided by any State is closely linked to the quality of its civil service. It is civil servants whom we trust every day to carry out the tasks of public service in our countries.

The ways in which the civil service is managed—in other words, human resource planning policies, recruitment and selection, professional development, and the incentives for professionalization, among other factors—are critical determinants in attracting, retaining, and motivating suitable staff to carry out these tasks. Effective management of the State’s human resources is also important because of the amount of resources that taxpayers invest to finance this workforce.

In 2004, the Inter-American Development Bank (IDB) helped design and implement a methodology for measuring how the central government civil service operates in Latin American countries with respect to the reference points identified by the Ibero-American Charter. These assessments, implemented at different times in the last 14 years, helped generate a reform agenda and contributed to important progress in several countries (Cortazar, Lafuente, and Sangines, 2014).

In 2017 the IDB, persuaded of the importance of this subject, started an initiative to replicate this work in the Caribbean. The process began with the adaptation of the original methodology and analytical framework to align them with Caribbean realities and priorities.¹ In this regard, the Charter for Caribbean Public Services served as an essential reference point.

This report analyzes the management of the civil service in Jamaica. It begins with an examination of the status of the civil service along the parameters detailed in the adapted methodology. The analysis culminates in a report card on the level of efficacy of the HRM systems in the civil service of Jamaica. For this assessment, the definition of the Public Service² is restricted to central government and specifically those officers appointed by the Public Service Commission

¹ Please see full details of the methodology in Lafuente and Molina (2018).

² The term civil service is also used in the report and has the same meaning. In the Caribbean context, it traditionally refers to the group of individuals hired by the Public Service Commission and tends to exclude those government workers hired on contract or by the political directorate.

(PSC) and excludes those workers whose services are retained via short-term contracts or those who are appointed by any of the other Services Commissions. The term civil service is also used in the report and has the same meaning. In the Caribbean context, it traditionally refers to the group of individuals hired by the PSC and tends to exclude government workers hired on contract or by the political directorate.

Good management of the civil service entails having in place solid workforce planning routines; reliable data on staff and pay; adequate organizational structures with updated and relevant job profiles; a merit-based system for recruitment, selection, and promotion with a reasonable level of flexibility; competitive and fair pay; a solid performance framework; career development opportunities for staff; and good relations with staff associations, among others. In addition, having a high-performing organization in charge of the system is critical to make all this happen.

This report assesses 38 critical points to calculate aggregate scores for the 8 HRM subsystems³ and the 7 quality indices⁴ that are aligned with the practices described in the paragraph above. The maximum score for each HRM subsystem and quality index is 100. Higher scores are indicative of greater maturity, as evidenced by the degree of instrumentality (i.e., the availability of technical rules and instruments that enable the management practice established in the critical point to be developed), coverage (i.e., the extent to which the practice exists in the various public organizations in the country), and implementation (i.e., the degree of effective implementation and ultimately institutionalization of the practice). The following table summarizes the main results for Jamaica.

The aggregated Civil Service Development Index enables both civil service development and degree of implementation of the CPS Charter to be measured. Countries can be classified into three levels of civil service development: (i) low, with scores between 0 and 39 points; (ii) medium, with scores between 40 and 59; and (iii) high or professional systems levels, with scores

TABLE 1
Quality Indices and HR Subsystems

QUALITY INDICES	2017
Civil Service Development (aggregated index)	54
Efficiency	44
Merit	73
Structural Consistency	40
Functional Capacity	46
Integrative Capacity	50
Management Capabilities	47
Diversity Management	80
HR Subsystems	
Human Resources Planning	47
Work Organisation	47
Employment Management	63
Performance Management	60
Compensation Management	45
Development Management	40
Human and Social Relations Management	50
Organization of HRM Function	30

Source: Author's elaboration.

above 60. A score of 54 out of 100 shows that Jamaica has significant room for improvement.

The best-performing quality index was Diversity Management, which provides information on the extent to which workers' access to employment and/or advancement opportunities in the Civil Service may be curtailed due to differences associated with race, ethnicity, language, gender, or disability. The score on this index was 80. Of the six countries participating in the diagnostic, Jamaica tied with Barbados for the best performance in this area.

³ The subsystems in question are HR Planning, Work Organization, Employment Management, Performance Management, Compensation Management, Development Management, Human and Social Relations Management and the Organization of the HRM Function.

⁴ The seven quality indices are Efficiency, Merit, Structural Consistency, Functional Consistency, Integrative Capacity, Management Capabilities, and Diversity Management.

At the other end of the spectrum, the quality index with the lowest score was Structural Consistency, which evaluates the systemic soundness and integration of the civil service, paying attention to the degree of strategic coherence and process consistency. The score on this index was 40. This score is indicative of a need for greater coordination and coherence between the various HRM systems and management practices and is due, at least in part, to the existence of multiple public sector transformation initiatives that are at varying stages of implementation in the ministries, departments, and agencies (MDAs) throughout the Public Service.

Of the eight HRM subsystems, Jamaica recorded the highest score for Employment Management, which comprises the flow of staff hiring, development, and dismissal. The aggregate score of 63 reflects good instrumentality as evidenced in a robust legal and regulatory framework that protects the rights of workers and makes provisions for transparency as well as recourse for those who believe they have been

aggrieved by the process. Clearly documented operating procedures complement the legal and regulatory framework.

Organization of the HRM Function, which focuses on the characteristics of the system's institutional framework and authority, was identified as the least mature HRM subsystem, with an aggregate score of 30. This score is an indication that there is scope for improvement in the level of effectiveness, efficiency, and coordination of the centralized HRM entities within the service.

The report concludes with a series of recommendations designed to help strengthen the less mature HRM subsystems and quality indices. Significant gains could be achieved by strengthening the individual centralized HRM entities as well as the level of coordination between them. A concurrent focus on enhancing the level of communication and engagement between SHRMD and the MDAs would also enhance the perceived value provided by that entity and improve implementation rates for the various public sector transformation initiatives within its purview.

Context

Background

“Out of diverse hardships we remain strong and deeply spiritual.”

—Jamaica Vision 2030

Jamaica became an independent nation on August 6, 1962. The supreme law of the land is the country’s constitution, which is modeled after the Westminster-Whitehall system of governance. This system recognizes the British monarchy as the ceremonial head of state. The constitution further establishes a tripartite government consisting of the executive branch, the legislature, and the judiciary. The current prime minister is Andrew Holness, O.N, M.P., who took office in March 2016.

The Jamaican constitution states that the public sector consists of a central government and all public bodies that do not engage in commercial functions. Approximately 100,000 of the country’s estimated population of 3 million earn a living as public sector employees⁵ (Johnson, 2016). This figure includes people employed in a wide spectrum of over 200 public enterprises, including government ministries and departments (Ministry of Finance and Public Service, undated).

Partial History of Public Sector Transformation Initiatives

The Jamaican government has embarked upon several public sector reformation programs over the years. One such program is the Administrative reform program which was enforced between 1984-1995. According to the Caribbean Policy Research Institute (2011) the program focused on human resources management addressing issues of compensation, pension, data management and training, restructuring line agencies and financial management. As a result of the implementation of this program, recruitment and promotions became the responsibility of line ministries and departments. Departments also became responsible for disciplining staff while being guided by standards mandated by the public service commission and ministry of public service. Ultimately, the World Bank (1995) reported that this program was unsuccessful.

A subsequent attempt at reform came during the period 1996-2002 as documented by the

⁵ For the purpose of this diagnostic, the definition of public service/civil service will be restricted to employees hired by the PSC. Therefore, the staff complement is just under 35,000.

Caribbean Policy Research Institute (2011). The Public Sector Modernization Programme (PSMP) comprises several initiatives working in tandem with each other. Notably, one such initiative focused on Human Resource Management Information Systems (HRMIS) which saw the computerization of personnel data. This created avenues for analysis and forecasting human resource needs. Compensation was also reviewed, with the aim of having public sector staff compensated within 80 percent of comparative posts in the private sector, however high debt levels hindered accomplishing that task.⁶

In 2002, the Cabinet Office laid out the government's new public sector reformation strategy, which entailed 30 projects with aimed to enhance accountability, improve customer service delivery, continue the rationalization of the sector, improve efficiency of government procurement and improve financial and HR management through the deployment of ICT (The Cabinet Office, 2002).

Part of this initiative saw the establishment of the Public Sector Transformation Unit which reported that during the period of 2010–2012 they worked on development of human resource strategies focusing on leadership, development, and talent and performance management. HRM software was poised to be implemented throughout the public sector.

Additionally, in 2014 the government also signed a five-year agreement with the Inter-American Development Bank (IDB) to gain funding for the Public Sector Efficiency Programme (PSEP)⁷ which aims to focus on improvements in the areas of human resource management, information and communication technology management as well as control systems accountability mechanisms. One of the most significant HRM changes is the planned transition to a shared services model which is less transactional and more strategic.

In January 2017 the Prime Minister delivered a speech addressing the necessity of public sector reformation to facilitate growth and expansion. The Governor General affirmed the government's commitment to such during the 2017 throne

speech, earmarking public sector transformation and modernization as an area for focus during the 2017/2018 fiscal year. To this end 887 million dollars has been allocated to the Public Sector Transformation and Implementation Unit within the Office of the Prime Minister which aims to strengthen public resource management and support public sector institutions to create environments that foster countrywide growth and development. In February 2018, the government signed another five-year agreement with the IDB for the project "Support the Public Sector Transformation Programme", which focuses on policy reforms and key investments to enhance service delivery and the efficiency of public spending.⁸ Further efforts at reform are supported through an agreement that Jamaica entered with the International Monetary Fund (IMF).

Conclusively, Jamaica's history of public sector transformation shows an interest and a commitment in reformation, with a stronger emphasis in recent years. To date, efforts have achieved varying levels of success.

Institutional Context

The HR functions within the Government of Jamaica (GoJ) are executed through a combination of centralized and decentralized entities. The centralized entities include the PSC, the Office of Services Commissions (OSC), the Cabinet Office, and the Ministry of Finance and the Public Service (MOFPS). The decentralized HRM functions are handled by Corporate Services Divisions within the various ministries, departments, and agencies (MDAs).

Public Service Commission

The Jamaican constitution established the PSC, which consists of a chairman and no less than

⁶ See Table 3 for data on actual performance against this aim.

⁷ For more information, see: Public Sector Efficiency Programme (3121/OC-JA).

⁸ For more information, see: Support to the Public Sector Transformation Programme (JA-L1073 & JA-L1078).

three and no more than five members. The Governor General appoints the PSC on the advice of the Prime Minister and Leader of the Opposition.

In 2004, the Governor General, acting on the advice of the PSC, delegated most of the functions under the Public Service Regulations (1961) to permanent secretaries.^{9,10} The delegation of functions was an integral part of GoJ's Public Sector Modernization Programme (PSMP) and was accompanied by the provision of detailed guidelines. Subsequently, an accountability agreement and values framework were instituted.¹¹ While the delegation was rolled out on a phased basis, the PSC indicated that all ministries have delegated authority as of January 2018.

Office of Services Commissions

The OSC is the Administrative Secretariat for the PSC. In the wake of the delegation of authority to the permanent secretaries, the role of the OSC has changed significantly. This shift is reflected in the following vision statement:

To be recognized and respected as the key partner in ensuring that merit becomes the cornerstone for human resource management decisions in the Jamaica Government Service

With this shift in its mandate, the OSC is expected to assume a more strategic role. Its day-to-day operations focus on auditing and monitoring the ministries' exercise of their delegated authority, dealing with matters related to recourse and redress, conducting research, training designated ministry personnel in the management of the delegated functions, development of job selection tools, and providing advice as needed.

Cabinet Office

The Cabinet Secretary is the head of the Public Service. His specific areas of responsibility include Public Sector Transformation and Modernization (PSTM), Public Service Training,¹² and

Whole-of-Government Performance Monitoring and Evaluation. In keeping with the latter responsibility, the Cabinet Office manages the Performance Management Appraisal System (PMAS).

The Cabinet Secretary also chairs a PS Board. Among the subcommittees of this Board is the Public Sector Transformation Committee (PSTC/PSB), which is responsible for public sector transformation.

Ministry of Finance and Public Service

The management of personnel within the public sector falls under the Ministry of Finance and Public Service (MoFPS). Public sector staff is the responsibility of the Minister of Public Service as mandated by the Civil Service Establishment Act. The act empowers the minister to appoint positions or make them redundant, determine salary levels and pay scales, determine and appoint powers, duties, rights, and liabilities of people holding public office.

According to the Cabinet's March 2016 Assignment of Subjects, MOFPS is responsible for benefits and assistance policy, classification systems, compensation policy, conditions of service, establishment control, HR Management Information Systems (HRMIS), organizational design, pensions verification and payment, scholarships, staff orders, and strategic HRM. Within the MOFPS, the Strategic Human Resources Management Division (SHRMD) is expected to play a key role in public sector transformation activities within the field of HRM, supported by the Public Sector Transformation Implementation Unit (PSTIU) within the Office of the Prime Minister.

⁹ OSC Delegation/Appendix 1 (2004.12.01).

¹⁰ See Legal Framework for details re the specific functions covered by this Order.

¹¹ See Organization of the HRM Function for further details on the accountability agreement and values framework.

¹² A key partner in the execution of this function is the Management Institute for National Development, an Executive Agency which serves as the main public sector management training organization.

Corporate Services Divisions in Line Ministries

HR units exist within each line ministry and are typically part of the Corporate Services Division. The staff complement varies according to the size of the ministry. For example, the Ministry of Education, Youth and Information includes a Human Resource Management and Development (HRM&D) section with a staff complement of 192. At the other end of the spectrum, the Ministry of Tourism has an HR staff complement of three.

In addition to the HR personnel within the Corporate Services Divisions, supervisors and line ministries also have people management

responsibilities. In 2006, the Public Sector Reform Unit (PSRU) outlined the role of managers and supervisors as including, *inter alia*, ensuring that the objectives to be achieved are clearly understood, providing useful and regular feedback on performance, facilitating informal employee development via coaching, mentoring, and planned and managed work assignments.

Legal Framework

The most essential laws, regulations, and directives governing HRM in the public service are listed in Table 2 below.

TABLE 2
Relevant Legislation

LAW/REGULATION/DIRECTIVE	SCOPE
The Constitution of Jamaica (1962)	<ul style="list-style-type: none"> • Chapter 3 – Fundamental Rights and Freedoms • Chapter 9 – Public Service
Civil Service Establishment Act (1975)	Confers on minister responsible for the Public Service the right to create and abolish offices
Delegation of Functions (Public Service) Order 2004	<ul style="list-style-type: none"> • Permanent secretaries received delegated authority to deal with matters related to appointments, separation, discipline, and training where the subject matter is directly linked to the ministry's mandate
Staff Orders for the Public Service (2004)	<ul style="list-style-type: none"> • Governs the conditions of service for public officers • Replaced the 1976 revisions and place greater emphasis on merit • Prohibits discrimination on the basis of age, gender, national origin, race, colour, religious beliefs, political affiliation, disability and sexual orientation
The Caribbean Community (Establishment, Services, Capital and Movement of Community Nationals) Act (2008)	<ul style="list-style-type: none"> • Enshrines in national law the rights and privileges due to CARICOM nationals as a result of Jamaica's obligations under the Revised Treaty of Chaguaramas
The Disabilities Act (2014)	<ul style="list-style-type: none"> • Stipulates that an employer is required to make reasonable arrangements to accommodate persons with disabilities
The Civil Service Establishment (General) Order (2016)	<ul style="list-style-type: none"> • Lists established positions and associated classification and salaries
The Pensions Public Service Act (2017)	<ul style="list-style-type: none"> • Establishes a contributory pensions scheme • Makes provisions for the Special Early Retirement Programme (SERP) • Removes the exception of public officers from eligibility for redundancy payments

Analysis of HRM Subsystems

This diagnostic used 38 critical points organized under 8 HRM subsystems. This section presents a definition, the associated critical points, and a narrative on the status of each of the subsystem. The findings are based on secondary research as well as a series of one-on-one interviews, focus groups, and other consultations with both internal and external stakeholders.

Human Resource Planning

This HRM subsystem addresses the degree to which the organization has the necessary human capital—both quantitative and qualitative—in place to effectively implement its strategy. This extends to the existence of appropriate HRM policies and procedures as well as the availability of information systems to enable management to gather, store, retrieve, analyze, and interpret staff-related information and use it to inform effective decision making.

The Planning Institute of Jamaica (PIOJ) in the national development plan Jamaica Vision 2030 documents the overarching goals of the Jamaican people. Four goals identified are:

1. Jamaicans are empowered to achieve their fullest potential

2. Jamaican society is secure, cohesive, and just
3. Jamaica's economy is prosperous
4. Jamaica has a healthy natural environment

As the executive arm of the government, each ministry is expected to work independently and in tandem where necessary to accomplish these overarching goals.

Strategic Alignment

- **Critical point 1:** *Staff planning needs usually result from the organization's priorities and strategic orientation. The degree to which they are adjusted to one another tends to be high.*

Each ministry is required to have a strategic plan and to align it with Vision 2030. Mechanisms exist for amending the established positions based on the organization's priorities and strategic objectives. These mechanisms provide for new positions to be created and obsolete ones abolished. Representatives from the Planning Institute of Jamaica (PIOJ) opined that the alignment of budgets with ministry plans is not optimal and that, as a result, some ministries are not adequately covering all the relevant thematic groups.

As the Head of the Public Service, the Cabinet Secretary is tasked with ensuring that the

appropriate level of coordination takes place between ministries. For its part, PIOJ indicated that there are thematic working groups which are responsible for monitoring the implementation of Vision 2030's medium term framework.

In terms of the alignment of HRM policies, both internal and external stakeholders suggested that there was room for improved collaboration between the MOFPS which is responsible for strategic human resource management and the Cabinet Office.

Information-based Decision Making

- **Critical point 2:** *The HR information systems (HRIS) enable a reasonable awareness of the quantitative and qualitative resources available, now and in the future, in the different organizational areas and units.*

The Government of Jamaica (2004) established staff orders for the public service. They address the matter of employee records and stipulate the required data for each file. The records are to be maintained by the Human Resource Division of the relevant ministry. Employees must be informed of any changes to their records and must also be given access to their own records including copying information found therein. The OSC indicated that an employee's service record should travel with him/her and should be kept current. This record is used to calculate an employee's terminal benefits.

While there is a regulatory requirement to maintain centralized HR records, implementation has not yet been optimized. SHRMD has indicated that by October 2018, MyHR+, the Human Capital Management Electronic System (HCMES) being financed by two IDB projects, should be fully deployed. This platform provides a user interface with varying layers of authority. Experiences in other countries have shown that such centralization produces significant efficiency gains. Additional benefits known to be associated with the use of centralized HR management systems include faster information processing,

improved employee communications, greater information accuracy, lower HR costs, and overall HR productivity improvements. Data entry to this system would be facilitated by the e-Census and other employment data being updated manually at least once a year by the MoFPS and the PSTIU.

Effectiveness of Planning

- **Critical point 3:** *In general, there are neither significant staff shortages nor overages.*
- **Critical point 4:** *The overall costs of civil service staff is maintained within reasonable parameters that are compatible with the country's economic situation.*
- **Critical point 5:** *The technical level of the workforce is commensurate with a knowledge-based society. Skilled labor represents a significant proportion of the workforce.*

According to the Fiscal Policy Paper of the MoFPS, Jamaica's public-sector wage bill as a percentage of GDP has trended downward, from 10.0 percent in 2015/16 to 9.5 percent projected in 2017/18. The GOJ intends to achieve the targeted 9.0 percent by the end of 2018/19 and comply with its Stand-by Arrangement with the IMF. Salaries as a percentage of public expenditures and revenues are also expected to decrease from 36.6 percent in 2015/16 to 33.1 percent in 2018/19 and from 37 percent in 2015/16 to 32.2 percent in 2018/19 respectively. The targeted decrease of the wage bill is also reinforced by the IDB's Support to the Public-Sector Transformation program. However, the IMF staff's concluding statement of the 2018 Article IV indicates that structurally reducing the wage bill remains critical for the government to reprioritize spending toward growth-enhancing projects.

When compared with other countries of the Caribbean, Jamaica presents the highest ratio of wages and salaries to GDP, and similar ratios to revenues and expenditure as Bahamas (Figure 1).

The e-Census data collected between 2012 and 2015 were used to create a single data platform to house employee data for all public sector

TABLE 3
Overall Cost of the Public Service in Jamaica

	2013	2014	2015	2016	2017	2018
Wages and salaries as % of GDP	10.7	10.2	10.0	9.3	9.5	9.0
Wages and salaries as % of revenues	39.4	38.6	37.0	33.3	33.1	32.2
Wages and salaries as % of expenditure	39.6	37.8	36.6	33.1	32.6	33.1

Source: Government of Jamaica (2017).

Note: Data for 2018 are projections.

employees. The data were said to be “informing the development policies that will support decisions on future recruitment into the Public Service as well as the knowledge base and range of skills that need to be at the entry level of the public sector” (Government of Jamaica Cabinet Office, 2015).

Despite the foregoing, both internal and external stakeholders opined that as of January 2018, some ministries were understaffed, while others were overstaffed. The Civil Service Establishment (General Order) 2016 indicates that the approved staff complement is 34,978. The precise breakdown is presented below.

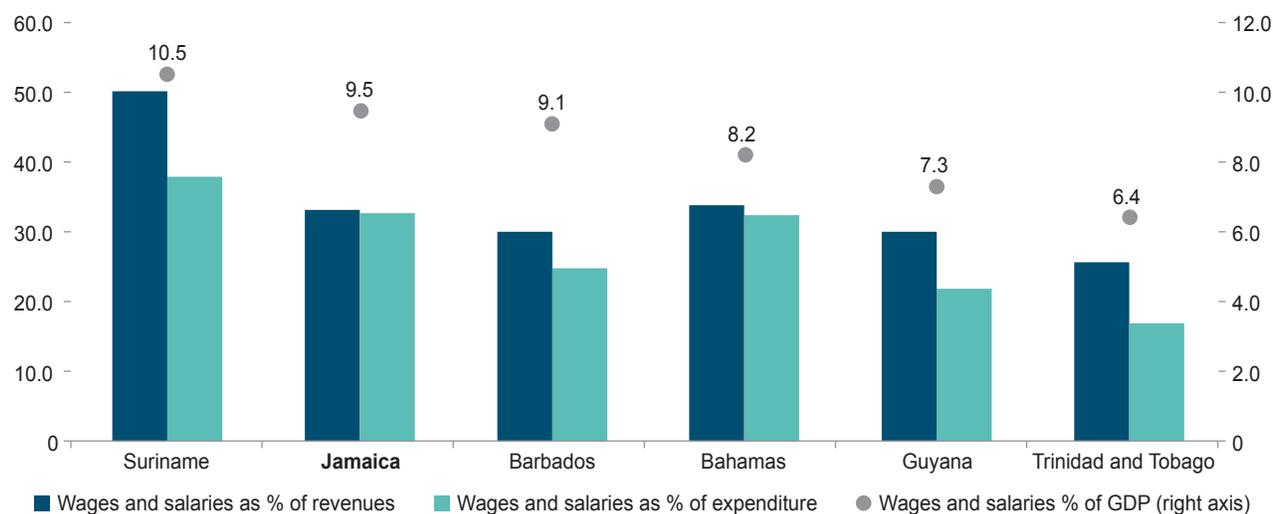
The GoJ is currently engaged in public sector transformation and has a commitment to contain the wage bill to 9 percent of GDP. One of

the avenues through which this is expected to be accomplished is the Special Early Retirement Programme (SERP). According to the government’s SERP fact sheet, the program is projected to be rolled out during the period April 2018 to 2019.

SERP is a voluntary program which is open to permanent employees—excluding health professionals, security forces and teachers—aged 50 to 59 who are fully vested in their pension plans. Only 15 percent of the value of those who exit through this system will be replaced. Additionally, officers who leave the service through SERP are precluded from rejoining it within five years.

In terms of educational level, no statistics were available for public service workers. However, the Planning Research and Monitoring Unit, Ministry

FIGURE 1
Overall Cost of the Public Service in the Region, 2017



Source: Elaborated by the IDB based on government data and IMF country-specific Article IV Consultations.

TABLE 4
Operation of Posts in Ministries/Departments

ENTITY	POST		TOTAL ESTABLISHMENT
	OPERATIONAL	NON- OPERATIONAL	
Ministry/Department			
Education, Youth, and Information	1,132		1,132
Finance & the Public Service	901		901
Health	747		747
Industry, Commerce, Agriculture, and Fisheries	1,098		1,098
Labor and Social Security	1,102		1,102
National Security	847		847
Others	2,375		2,375
Departments and other units			
Bellevue Hospital		647	647
Correctional Services	2,960		2,960
Police Department	14,925		14,925
Post and Telecommunications	2,344		2,344
Tax Administration Directorate	4,004		4,004
Others	976	41	1,017
Courts			
Resident Magistrates' Courts	521		521
Supreme Court	219		219
Others	139		139
Total	34,290	688	34,978

Source: Civil Service General Service Order (2016).

of Labour and Social Security (2006) reported that in 2004 only 5.4 percent of the population had acquired a tertiary-level education.

Strategic Human Resource Management

- **Critical point 6:** *The staffing policies, decisions, and practices in each area of HRM arise from intentions that are determined during the planning process.*
- **Critical point 35:** *Management proactively identifies mission-critical positions and builds capacity to fill those positions as incumbents transition out.*
- **Critical point 36:** *Senior civil servants go beyond managing day-to-day operations and craft strategies for taking the Service to the next level of performance and success.*

- **Critical point 38:** *Senior civil servants collaborate across ministries and sectors to secure coherence in policies and programs.*

When asked to estimate the percentage of their time spent on strategic versus operational/administrative tasks, the members of PSTC/PSB expressed concern that the volume of operational/administrative tasks significantly curtailed the time available for strategic planning and management. Specific mention was made on their responsibilities related to procurement issues. However, they pointed out that the corporate planning directorates in all line ministries work very closely with the Cabinet Office to develop, streamline, monitor, and evaluate the ministerial strategic plans and ensure alignment with national priorities.

In terms of succession planning, the PSC, OSC, and PSTC/PSB all highlighted the importance of having a comprehensive succession plan. While some ministries have implemented programs designed to groom officers to fill their most critical senior roles, there is currently no plan that covers the entire public service. However, the creation of such a plan is currently on the agenda for both the OSC and MoFPS. The target date for submission of the proposed plan is March 31, 2018.

Work Organization

Work Organization establishes and specifies the contents of the tasks for each job and the characteristics of the people who carry them out. This is reflected in the job design, that is, the description of activities, functions, responsibilities, and targets assigned to each position and the profile definition, that is, the competencies, skills, and aptitudes required for successful performance in the given role.

Quality of the Structure of Job Profiles

- **Critical point 7:** *Job descriptions conform to managerial criteria rather than to legal considerations or collective agreements. The legal framework and the employment agreements are limited to establishing a broad framework in which work is organized in accordance with organizational needs.*
- **Critical point 8:** *Grading arrangements and job hierarchies result from rational criteria, which are adapted to each organizational environment.*
- **Critical point 9:** *Job profiles include the selection of competencies that in each case are considered key for the success of the job holder's performance.*

According to the Cabinet Office (2007), job descriptions are required to contain information on job titles, job grades, departments, lines of reporting, authorizing signatures, head(s) of

department(s), the date, job purposes, key outputs, key areas of responsibility, performance standards, required competencies, education and experience requirements, and special conditions associated with the job.

While competencies are generally included in job descriptions, internal stakeholders expressed concern that the competencies listed are sometimes too generic and that this becomes problematic when seeking to incorporate them into the performance management system. A similar concern was expressed about those job descriptions which are not output-focused.

SHRMD within the MoFPS is responsible for determining where new positions should be placed within the overall job hierarchy. This determination is made after the OSC, in consultation with the relevant line ministry, submits the new job description. If the MDA does not believe that the job has been placed in the appropriate category/level, they have the option of working with SHRMD to resolve the problem.

Employment Management

Employment management addresses the policies and procedures associated with an employee's recruitment, selection, induction/orientation, mobility, and separation from the organization. The most mature employment management subsystems help to ensure that the right talent is brought into the organization, effectively introduced to the organizational culture, provided with appropriate opportunities for upward mobility, reward and recognition and optimally supported through all phases of their tenure up to and including their transition out of the organization. Hallmarks of effective employment management include equity and transparency.

Recruitment, Transfers and Appointments

- **Critical point 10:** *Hiring to fill vacancies is open, by right and in fact, to all candidates possessing the required qualifications. These*

are established according to suitability and technical considerations, not arbitrarily.

- **Critical point 11:** *The necessary safeguard mechanisms and procedures are in place against arbitrariness, politicization, patronage, and clientelism throughout the entire hiring process.*
- **Critical point 12:** *Staff selection is based on competency profiles for the potential job holders.*
- **Critical point 13:** *The mechanisms for functional and geographic mobility respond flexibly to the demands of personnel redeployment.*

Any Jamaican or CARICOM national is eligible for appointment to the public service. As previously stated, all ministries now have delegated responsibility for staff appointments. The specific activities covered under delegated authority include recruitment, first appointment, promotion, transfer, and assignments (i.e., acting, deployment, and secondment). In addition to appointments, line ministries now have responsibility for separation and discipline.

Recruitment typically begins with the issuing of circulars. Vacancies may also be published in the local media. This determination is at the ministry's discretion. The interview panel typically consists of an HR representative, a subject matter expert in the field of the vacancy, and the head of the department. At least one member of the interview panel is likely to be external to the organization.

There is very little political pressure. While the political directorate may recommend the retention of certain individual under fixed-term contracts, these recommendations must conform to regulations. None of the stakeholders who participated in the diagnostic registered any concerns about discrimination in decisions related to hiring, promotions, transfers, or awarding of benefits.

The OSC indicated that, while job specifications and descriptions exist, they are not always adhered to when ministries make appointments

through their delegated authority. They also pointed out that ministries sometimes place more emphasis on qualifications than on job knowledge.

During the diagnostic, officials from the OSC indicated that the most typical violations are associated with the failure to follow due process regarding discipline and making promotion decisions based on seniority rather than merit.

The Staff Orders make provisions for officers to be transferred to remote areas. Allowances are paid in such instances. If an officer feels aggrieved by the transfer decision, he or she has the right to appeal. No evidence was identified of the active use of career paths or other channels to promote professional mobility. Geographic mobility is reportedly hampered by the fact that officers are bonded to a specific region as opposed to the public service in general.

Terminations

- **Critical point 14:** *Dismissals or terminations of employment that affect professional positions are not motivated by a change in the government's political leanings.*
- **Critical point 15:** *There is the possibility of terminating the employment relationship due to objectively verified technical, economic, or organizational reasons that justify workforce reductions.*

Regarding termination of staff, the Government of Jamaica (2004) lists the following as separation for cause:

- Absence without permission
- Misconduct
- Conviction for criminal offense
- Retirement

There are also provisions for posts to be abolished for economic or organizational reasons. The 2017 amendment to the Employment (Termination and Redundancy Payments) Act to remove the exemption of public officers from

eligibility for redundancy payment was a critical reform to enhance flexibility. A review of the 2016 Civil Service Establishment Order revealed that some 140 posts had been abolished across all ministries.

Safeguards against Discriminatory Practices

- **Critical point 34:** Men, women, minorities, and people from historically marginalized groups are treated fairly in the distribution of benefits and responsibilities.
- **Critical point 35:** Decisions related to hiring, promotion, compensation, discipline, and termination are free from institutional biases associated with variables such as gender, race, ethnicity, class, religion, or place of origin.

The 2004 Staff Orders prohibit discrimination on the basis of age, gender, national origin, race, color, religious beliefs, political affiliation, disability, or sexual orientation. Further, the country's obligations under the Revised Treaty of Chaguaramas have been enshrined in law.

Internal stakeholders indicated that there have been instances where in the wake of a change in Administration, certain officers may be sent to “never-never land.” They further indicated that such officers have the right to challenge the decision via the PSC, their trade union, or the courts.

Performance Management

Performance management is the process of planning and evaluating the employees' contribution to the organization. Ideally individual as well as departmental performance should be cascaded down from the organization's strategic priorities and associated goals and objectives. In practical terms, this means that each employee should have specific performance targets which are systematically monitored, and feedback should be provided to help ensure that all targets are met during each assessment period.

Performance Planning and Monitoring

- **Critical point 16:** Management normally defines guidelines and standards regarding expected personnel performance in accordance with the organization's priorities and strategy. Consequently, employees are aware of the aspects of their performance for which they will be evaluated.
- **Critical point 17:** Throughout the management cycle, management monitors, observes, and supports improvements in employee performance, provides resources, and removes obstacles wherever necessary.
- **Critical point 18:** The organization evaluates employees' performance against expected performance standards.

The Cabinet Office (2002) set out a vision and strategy for the modernization and reformation of the Jamaican public sector for the period 2002–2012. It envisioned a public sector driven by a performance culture that was client-focused and results-oriented.

The Cabinet Office spearheaded the introduction of the Performance Management Appraisal System (PMAS). While initially rolled out as a pilot, it has since been declared mandatory for all ministries. The following diagram illustrates how PMAS aligns with key GoJ objectives.

Formal appraisals are to be conducted in the last month of each financial year (March) or at the latest during the first two weeks of the new financial year. Management is expected to monitor job performance against established targets throughout the fiscal year. They are also required to provide guidance and assistance where needed. Under the IDB-funded SHRMD Capacity Building Project, MoFPS has approved the use of performance coaching¹³ to complement the existing performance management system. The

¹³ Whitmore's GROW coaching model has been adopted for this purpose. <https://www.performanceconsultants.com/grow-model>.

FIGURE 2
PMAS Alignment with Key Government of Jamaica Objectives



Source: Government of Jamaica.

training of HR practitioners to use performance coaching began in January 2018.

While conducting the appraisals, management is required to have supporting documentation such as work plans and any revision made to them, the list of agreed upon assessment mechanisms and competencies, and any related notes. Completed assessments form the basis for decisions related to rewarding, sanctioning, developing, and improving employees. Further, confirmed employees who receive two consecutive annual appraisals with a ‘below established performance standards’ rating may be terminated.

During a meeting with the members of the Public Sector Transformation Committee and the Permanent Secretaries’ Board, 60 percent of ministries represented in the meeting indicated that they had fully implemented PMAS. However, they opined that the implementation rate throughout the Public Service might actually be a bit lower. In support of that argument, the representative from the Ministry of Education conceded that fewer than 50 percent of its employees are evaluated annually. In a quest to rectify this problem, senior managers have been notified that their own salary increases would be

linked to a target for the completion of performance appraisals.

Having taken into consideration the implementation challenges encountered with PMAS—including complaints about the volume of paperwork and misalignment of measures—the Cabinet Secretary recently gave the Ministry of Foreign Affairs permission to develop its own system. It should also be noted that MyHR+, which is scheduled to be implemented in the final quarter of 2018, includes a performance management module which is projected to improve the efficiency and management of this HRM subsystem.

Compensation Management

This subsystem covers both cash and non-cash benefits. The goal is to achieve both internal and external equity. As such, there should be a clearly defined job classification system with rewards linked to either individual or group performance.

Competitiveness and Efficiency of the Compensation Policy

- **Critical point 19:** *The pay structure, including cash and non-cash components, is adequate*

for attracting, motivating, and retaining suitable people with the necessary competencies for the positions that the organization requires.

- **Critical point 20:** Pay levels, including cash and non-cash benefits, are not excessive compared with labor market costs for any similar sector or grade.
- **Critical point 21:** The compensation mechanisms encourage people to make more effort and stimulate individual or group performance, learning, and competency development.
- **Critical point 22:** Compensation policy is set according to previously established criteria and consistent with the organization's structural design parameters.

Ultimately, the goal is to provide compensation that attracts and motivates suitably qualified workers and rewards them based on their actual performance. This must be done without introducing distortions into the labor market by exceeding salaries associated with comparable positions in the private sector.

SHRMD in the Ministry of Finance and Public Service is responsible for public sector wages policy. They are required to “maintain a rational, equitable and competitive pay system and modern classification standards for government employees” (Ministry of Finance and Public Service, undated). MoFPS reported that there are currently over 320 salary scales. The situation with the numerous salary scales is further complicated by the existence of over 175 allowances. In some instances, the value of allowances exceeds employees' base pay.¹⁴

MoFPS has advised that an initiative based on an examination of the South Korean experience where reconstructed salary scales were used to improve productivity is currently underway. A second option being examined is the Ghanaian experience with a single pay spine.

In those MDAs which have fully implemented PMAS, employees receive increments on their salaries when they have achieved an overall score of 75 percent or over on their evaluations.

Those employees who have achieved scores of 80 percent or higher are also eligible for an additional reward to be determined by the organization's Recognition and Reward Committee. Other financial and nonfinancial awards may be payable for exceptional performance in accordance with established recognition and reward frameworks. Scores below 75 percent are not rewarded with an increment.

In January 2018, SHRMD surveyed 16 ministries to determine what percentage of staff received annual increments. Twenty-five percent of the targeted ministries indicated that 100 percent of staff receive increments. Another 31.25 percent of respondents indicated that between 90 and 99 percent of their staff received increments. The lowest reported percentage of staff receiving increments was 72 percent in the case of the Office of the Prime Minister/Cabinet.

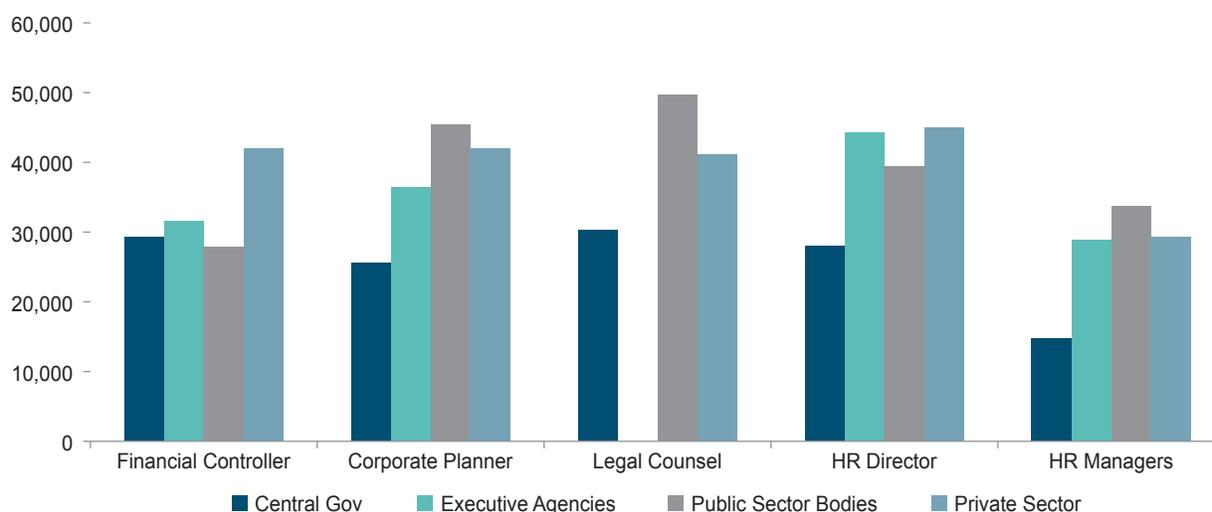
In 2014, GoJ worked on a report on a compensation survey conducted by Kitch Consulting. The following table reveals how the salaries for certain benchmarked position compared in the central government versus the private sector. The central government salaries were consistently lower than the private sector counterparts, with the differential varying from -36 percent in the case of legal counsel to -98 percent for HR Managers (Figure 3).

The study also examined compensation in executive agencies and public sector bodies (PSBs). Both categories recorded salaries in excess of those paid to central government workers. Because of this asymmetry, certain agencies are able to woo staff from the central government.¹⁵ Further, permanent secretaries may be called to account for the actions of the heads of such entities despite earning less than the heads in question.

¹⁴ The allowances in question are neither taxable or pensionable.

¹⁵ Specific mention was made of the National Water Commission, which despite losing money is able to offer higher salaries which entice public servants to leave central government.

FIGURE 3
Technical/Professional – Public and Private Sectors 2014
 (total compensation in US\$)



Source: Kitch Consulting for Deputy Financial Secretary Ministry of Finance and Planning (2014).

TABLE 5
Public and Private Sector Salary Comparison

POSITION	PUBLIC SECTOR MEAN ^a JA\$	AVERAGE PRIVATE SECTOR SALARY JA\$	PUBLIC SECTOR PREMIUM
High School Teacher	\$1,231,168	\$1,155,000	6.2%
Accountant	\$2,681,822	\$2,840,000	-5.9%
Administrative Assistant	\$1,022,288	\$1,500,000	-46.7%
HR Manager	\$1,893,332	\$2,600,000	-37%
IT Manager	\$2,382,190	\$3,800,000	-60%

Source: Kitch Consulting for Deputy Financial Secretary Ministry of Finance and Planning (2014) with data from Jamaica Employers Federation.

^a The OSC selected the job grades used in calculating these figures.

In completing this diagnostic, secondary research was conducted using five benchmarked positions. The data presented was gleaned from the OSC and the Jamaica Employers Federation 2014 salary survey. The results of that exercise are presented in the following table.

Members of the PSTC/PSC were a third source of information for salary comparisons. Those officials suggested that salaries for the more senior public sector positions are considerably lower than for comparable private sector jobs. They singled out information and communication technology (ICT) as an area that was

particularly affected by this issue. This is consistent with the data in Table 3.

Despite the fact that the previously mentioned 2014 GoJ Compensation Report included a recommendation for a compensation philosophy, this diagnostic did not reveal the existence or application of such an overarching philosophy.¹⁶

¹⁶ The Compensation Review's phases, which were pending at the time of this report, were expected to deliver this philosophy as well as a retention strategy and policy.

Development Management

This subsystem covers promotion policies, career paths, training and development, and succession planning. At its best, it ensures that employee development aligns with organizational development, thereby optimizing the likelihood of retaining high-performing talent.

Effectiveness and Quality of Promotions

- **Critical point 23:** *The promotion criteria and mechanisms link promotion to performance as well as to competency potential and development.*
- **Critical point 24:** *There are alternatives to positions that are strictly hierarchical, such as horizontal career progress or remaining in the same position, based on recognition of professional excellence without necessarily increasing the formal authority of those affected.*

Section 1.8 of the 2004 Staff Orders of Jamaica addresses the matter of promotion. It stipulates that the selection process for promotion must be a fair process that considers all candidates equally. However, it also allows permanent secretaries and heads of departments to recommend individuals for promotion without consideration. This is permitted in cases where there is a small talent pool or where the decision directly relates to developing human resource strategy management plans. In instances where this is done, it must be publicized and other employees have the right to appeal. In cases where two candidates are equally qualified, seniority may be used as a means to select which candidate to promote.

All public sector employees should be evaluated at least once per financial year. Training needs may be derived from evaluation results. According to the GoJ (2004), the purpose of training is to empower employees to perform efficiently so that they can contribute to the achievement of organizational goals. SHRMD is responsible for establishing training policy and standards as well as administering scholarships

and fellowships. However, permanent secretaries and heads of departments are responsible for determining the training needs for the ministries and departments that fall under their purview.

Stemming from this, employees are responsible for their own personal growth and development of skills and qualifications within their careers. Management bears the responsibility for supporting the ministerial, departmental, and employee developmental aspirations.

Effectiveness and Quality of Training

- **Critical point 25:** *Training supports the development of collective learning, thereby building organizational capacity to tackle problems and provide effective responses.*
- **Critical point 26:** *Investment in training is made through plans based on a needs assessment and designed to support the organization's stated priorities.*
- **Critical point 27:** *Training is subject to evaluation, which extends to the satisfaction of all parties concerned, the cost-results relationship, and the impact on the performance of people in the workplace.*

The delegation of functions accountability agreement and values framework stipulates that all ministries should have a training plan in place, that each staff member should be exposed to at least three hours of training annually, and that there should be at least an 80 percent correlation between the needs identified in the performance evaluation reports and the ministry's actual training decisions.

While current processes for the evaluation of training initiatives do not extend to measuring changes in behavior and organizational impact,¹⁷ internal stakeholders indicated that the existing gap is being addressed in the Public Sector Learning Framework (PSLF). One of the stated objectives of the PSLF, which is projected to be approved by Cabinet this year, is to develop a source of

¹⁷ Reference Kirkpatrick's Levels 3 and 4.

evaluating or assessing investment in and impact of HR development in the public service.

Human Resources and Social Relations Management

This subsystem focuses on the relationship between the organization and its employees. It covers industrial relations, employee engagement, the maintenance of organizational culture, and the overall impression of the HRM function.

Management of the Work Climate and Communication

- **Critical point 28:** *The organization makes efforts to learn about its work climate, using reliable instruments for periodic evaluation.*
- **Critical point 29:** *The organization has specific communication instruments that serve to reinforce the sense of belonging and the commitment of employees to the overall organizational project.*
- **Critical point 30:** *Labor relations are preferably and habitually oriented toward agreement and consensus building rather than confrontation and denigration of adversaries.*
- **Critical point 31:** *The degree of labor conflict is not excessive in terms of either the number of conflicts, their effects, and the forcefulness of the means employed.*

The minister with responsibility for communication is charged with developing the government-wide communication policy. This policy is then used as a framework for communication policies within other ministries and departments by their respective permanent secretaries and heads of departments. Each ministry and department is expected to have tools which are used to foster open communications across ministry and departmental lines. Newsletters and circulars are examples of tools used.

Moreover, permanent secretaries and heads of departments are mandated by the Staff Orders to conduct at least one general meeting per annum

where strategic direction, major challenges, objectives, and goals are expected to be discussed. Managers are also expected to hold quarterly meetings with their teams in the same vein. During such quarterly meetings, management communicates organizational developments and reviews performance against the established goals and objectives.

Communication within ministries and departments is expected to be two-way. Permanent secretaries and heads of departments are required to institute staff suggestion schemes. The suggestion schemes are intended to encourage staff to share their views and foster teamwork and improvement. The manager with responsibility for communication is responsible for reviewing these suggestions and directing them to the appropriate channels for action. Another feedback channel is employee surveys. These surveys are administered to monitor staff perceptions and expectations of the organizational environment. Permanent secretaries and heads of department in conjunction with management and staff determine the frequency of administration of the surveys.

The OSC described the incidence of work disruptions as minimal and opined that this was, in part, due to the unions' willingness to make use of the established grievance procedures. It is also noteworthy that the MoFPS, OSC, and trade unions meet quarterly to discuss the various transformation initiatives as well as other matters of interest. The Minister of the MoFPS chairs the meetings.

SHRMD indicated that there are currently 39 bargaining agents representing all categories of government workers. However, the two that represent the employees in MDAs are the Jamaica Civil Service Association (JCSA) and the Jamaica Confederation of Trade Unions (JCTU). Regrettably due to the delicate stage of the wage negotiation process at the time of the country mission, the trade unions were not part of the exercise.

Organization of the HRM Function

This subsystem covers the centralized structure for the management of the HRM function as well as how the rest of the Public Service views them.

- **Critical point 32:** *Managers take responsibility and appropriately exercise their responsibilities as managers of the personnel within their sphere of formal authority.*
- **Critical point 33:** *The central civil service agency responsible for the system is viewed by the rest of the organization as a department that adds value to the achievement of the common goals.*

Members of the PSTC/PSB opined that while the various institutions responsible for HRM cooperate, there is a need for a higher level of collaboration. Under the new HRM model currently being rolled out, the Centers of Excellence/Expertise are expressly designed to address the existing lack of synergy and collaboration.

Further, given the high level of devolution of authority to line ministries, it is imperative that the centralized HRM agencies ensure that the necessary expertise resides within the HRM Units in ministries, departments, and agencies.

Public Service Commission

While the accountability framework requires that ministries provide periodic reports on their exercise of delegated authority, none of those reports were available to be examined as part of the diagnostic. Therefore, no definitive conclusions could be reached about the efficacy of the exercise of delegated authority. Further, unlike some other English-speaking CARICOM countries, the PSC in Jamaica is not required to formally report on its activities. Therefore, there was no documentation available for review.

One of the areas of responsibility that has been retained by the PSC is the organization of service-wide training initiatives. The Commissioner made specific reference to a comprehensive leadership development program for which the first cohort has been completed. They expressed satisfaction with the design and execution of the program. However, they admitted that no measures were in place to assess the application of lessons learnt or the overall impact

of the program and pledged to consider rectifying that situation for subsequent cohorts.

Office of Services Commissions

The OSC's primary role has shifted to one of monitoring and audit. However, it was acknowledged that some line ministries still have expectations that the OSC will be more active in providing support for the execution of the delegated functions.

The Chief Personnel Officer (CPO) who heads the OSC reported that approximately 80 percent of ministries are audited within a year of commencing their exercise of delegated authority. Thereafter, the OSC conducts monitoring visits. None of the audit or monitoring reports were available for examination as part of the diagnostic. However, OSC staff indicated that ministries are not always consistent or timely reporting on their exercise of delegated authority to hire staff.

Cabinet Office

While the Cabinet Office has issued a directive that the full implementation of PMAS is now mandatory, compliance remains below par. Line ministries have cited the complexity of the system as well as suboptimal alignment as contributing factors. Inadequate change management is yet another factor that has been identified as contributing to the failure to fully implement PMAS.

Stakeholders also opined that the Cabinet Office should place greater emphasis on engaging stakeholders to explain the full gamut of the various public sector transformation initiatives and how they relate to each other. In the absence of such an explanation, there is a perception that the efforts are disjointed.

Strategic Human Resource Management Division, MoFPS

Officials at the OSC reported that internal stakeholders are still trying to understand the role of SHRMD. This is supported by the suggestion from various internal stakeholders that SHRMD could do a better job of communicating about the various initiatives within its purview and how they interrelate and contribute to

the larger public sector transformation agenda. Specific recommendations included consulting participants about the scheduling of training and other developmental interventions and soliciting input about the selection of participants in such interventions.

The foregoing feedback received during the diagnostic is consistent with a 2014 Compensation Review report which stated, *inter alia*, “while some Directors within the Strategic Human Resources Division (SHRMD) were cognizant of the government’s vision for the Public Service, few appeared to make any link between this and their daily work.”

Corporate Services Divisions in Line Ministries

One of the indicators used to assess how well the ministries are exercising their delegated authority is the percentage of staff appeals which are upheld. The target is that less than 5 percent of appeals should be upheld. Data on the volume of appeals and the outcomes were not available

during the diagnostic. Therefore, other than anecdotal accounts provided by the OSC, there is no definitive evidence on how effectively ministries are exercising their delegated authority.

According to the OSC, many HR departments are understaffed and lack essential competencies. The OSC also expressed concern that the more experienced HR practitioners are retiring while the new and upcoming officers are not familiar with staff orders. As the GoJ moves forward with the implementation of the new shared services model, it is possible that some of the ministries with smaller HR units may transition to procuring HRM&D services rather than having in-house HR personnel.

Line supervisors and managers also have people management responsibilities. The reported PMAS compliance levels are evidence of less than optimal execution of such responsibilities. HR practitioners reported that, while some managers embrace the system and view it as adding significant value, others view it as cumbersome and merely a source of extra work.



Analysis of the Civil Service Quality Indices

This diagnostic uses the five quality indices of the methodology the IDB applied in Latin America, along with two additional indices, namely, Management Capabilities and Diversity Management, which have been developed specifically for the use in the IDB's Caribbean Civil Service Diagnostics. These seven quality indices contribute to the Civil Service Development Index (aggregated index).

Countries can be classified in three levels of civil service development according to their Civil Service Development Index: (i) low, with scores between 0 and 39 points out of 100; (ii) medium, with scores between 40 and 59; and (iii) high or professional systems levels, with scores higher than 60. A score of 54 points places Jamaica at

the top of its peers in the Caribbean in the 2017 diagnostics, although still at a medium level of development. Jamaica presents a high level of development on its Merit and Diversity Management indices, and a medium level in the remaining five quality indices (see Table 6).

The sections below describe each of the quality indices and present Jamaica's scores per critical point under each of them. Scores of critical points go from 0 (lowest) to 5 (highest).¹⁸

¹⁸ See Lafuente and Molina (2018) for a detailed analysis of the methodology and a description for each level per critical point.

TABLE 6
Jamaica's Civil Service Development Scores, by Quality Index (2017)

Civil Service Development (aggregated index) Simple average of the following indices. Measures the overall development of HRM in the civil service	54
1. Efficiency Reflects the degree of optimization of the organization's investment in its human capital	44
2. Merit Reflects the extent to which the organization has well-established policies designed to safeguard employees against arbitrary actions and favoritism in managerial decision making	73
3. Structural Consistency Reflects the level of strategic coherence, management, and process consistency existing in the organization's HRM systems	40
4. Functional Capacity Captures the degree of provision, development, and encouragement of relevant competencies in the organization along with the effectiveness of existing performance incentives and overall flexibility/adaptability in the face of changing organizational priorities	46
5. Integrative Capacity Measures the extent to which management, employees, and other key stakeholders experience a sense of belonging and the absence of conflict	50
6. Management Capabilities Covers the spectrum from Transactional Management to Transformational Leadership	47
7. Diversity Management Measures the extent to which opportunities in the Civil Service may be curtailed due to differences associated with race, ethnicity, language, gender, disability, and others	80

Efficiency

This index measures the civil service system by considering the degree of optimization of investment in human capital, as well as the relationship of this investment to fiscal policy and its reference markets. It links the results obtained by the

civil service system with the resources invested in its operation, as well as other considerations, such as expenditure efficiency in decision-making processes.

INDEX	NO.	CRITICAL POINT	SCORE
Efficiency	3	In general, there are neither significant staff shortages nor overages.	1
	4	The overall costs of civil service staff is maintained within reasonable parameters that are compatible with the country's economic situation.	1
	20	Salary levels, including cash and non-cash benefits, are not excessive compared with labor market costs for any similar sector or grade.	4
	27	Training is subject to evaluation, which extends to the satisfaction of all parties concerned, the cost-results relationship, and the impact on the performance of people in the workplace.	2
	35	Management proactively identifies mission-critical positions and builds capacity to fill those positions as incumbents transition out.	3

Merit

This index measures the guarantees of professionalism in the way that the civil service system works, placing a value on impartiality in decision making in each management subsystem.

Specifically, it measures the degree of effective protection against arbitrariness, political capture or clientelism, and the different ways that interested groups or sectors engage in rent-seeking.

INDEX	NO.	CRITICAL POINT	SCORE
Merit	10	Hiring to fill vacancies is open, by right and in fact, to all candidates possessing the required qualifications. These are established according to suitability and technical considerations, not arbitrarily.	4
	11	The necessary safeguard mechanisms and procedures are in place against arbitrariness, politicization, patronage, and clientelism throughout the hiring process.	4
	14	Dismissals or terminations of employment that affect professional positions are not motivated by a change in the government's political leanings.	3

Structural Consistency

This index measures the civil service's systemic soundness and integrity, considering the basic structural elements of which it should be composed. It includes the development of fundamental

management processes, their coherence with other management systems, and the development of senior management.

INDEX	NO.	CRITICAL POINT	SCORE
Structural consistency	1	Staff planning needs usually result from the organization's priorities and strategic orientation. The degree to which they are adjusted to one another tends to be high.	3
	2	The HR information systems enable a reasonable awareness of the quantitative and qualitative resources available, now and in the future, in the different organizational areas and units.	2
	6	The staffing policies, decisions, and practices in each area of HRM arise from intentions that are determined during the planning process.	2
	8	Grading arrangements and job hierarchies result from rational criteria, adapted to each organizational environment.	2
	22	Compensation policy is set according to previously established criteria and consistent with the organization's structural design parameters.	1
	26	Investment in training is made via plans that are based on a needs assessment and designed to support the organization's stated priorities.	3
	32	Managers take responsibility and appropriately exercise their responsibilities as managers of the personnel within their sphere of formal authority.	1
	33	The central civil service agency responsible for the system is viewed by the rest of the organization as a department that adds value to the achievement of the common goals.	2

Functional Capacity

This index measures the system's capacity to positively influence the behavior of public employees.

It includes professional qualifications, the quality of incentives for good performance, and pay flexibility.

INDEX	NO.	CRITICAL POINT	SCORE
Functional capacity	5	The technical level of the workforce is commensurate with a knowledge-based society. Skilled labor represents a significant proportion of the workforce.	3
	7	Job descriptions conform to managerial criteria rather than to legal considerations or collective agreements. The legal framework and the employment agreements are limited to establishing a broad framework in which work is organized in accordance with organizational needs.	2
	9	Job profiles include the selection of competencies that in each case are considered key for the success of the job holder's performance.	3
	12	Staff selection is based on competency profiles for the potential job holders.	2
	13	The mechanisms for functional and geographic mobility respond flexibly to the demands of personnel redeployment.	0
	15	There is the possibility of terminating the employment relationship due to objectively verified technical, economic, or organizational reasons that justify workforce reductions.	4
	16	Management normally defines guidelines and standards regarding expected personnel performance in accordance with the organization's priorities and strategy. Consequently, employees are aware of the aspects of their performance for which they will be specifically evaluated.	3
	17	Throughout the management cycle, management monitors, observes, and supports improvements in employee performance, provides resources, and removes obstacles wherever necessary.	3
	18	Employees' performance is evaluated by the organization and compared to the expected performance standards.	3
	19	The pay structure, including cash and non-cash components, is adequate for attracting, motivating, and retaining suitable people with the necessary competencies for the positions that the organization requires.	1
	21	The compensation mechanisms encourage people to make more effort and stimulate individual or group performance, learning, and competency development.	3
	23	The promotion criteria and mechanisms link promotion to performance as well as to competency potential and development.	2
	24	There are alternatives to positions that are strictly hierarchical, such as "horizontal" career progress or remaining in the same position, based on recognition of professional excellence without necessarily increasing the formal authority of those affected.	0
25	Training supports the development of collective learning, thereby building organizational capacity to tackle problems and provide effective responses.	3	

Integrative Capacity

This index measures the effectiveness of the civil service system in harmonizing the expectations

and interests of the different actors, increasing the sense of belonging, and reducing conflict.

INDEX	NO.	CRITICAL POINT	SCORE
Integrative capacity	28	The organization makes efforts to learn about its work climate, using reliable instruments for periodic evaluation.	0
	29	The organization has specific communication instruments that serve to reinforce the sense of belonging and the commitment of employees to the overall organizational project.	3
	30	Labor relations are preferably and habitually oriented toward agreement and consensus building rather than confrontation and denigration of adversaries.	4
	31	The degree of labor conflict is not excessive in terms of either the number of conflicts, their effects, or the forcefulness of the means employed.	3

Management Capabilities

This index covers the spectrum from Transactional Management to Transformational Leadership. Transactional managers are concerned about the status quo and day-to-day progress toward goals. Transformational leaders operate

at a more strategic level as they work to enhance the motivation and engagement of followers by directing their behavior toward a shared vision. The lower the score, the more transactional the nature of the current approach to management.

INDEX	NO.	CRITICAL POINT	SCORE
Management capabilities	32	Managers take responsibility and appropriately exercise their responsibilities as managers of the personnel within their sphere of formal authority.	1
	36	Senior civil servants go beyond managing day-to-day operations and craft strategies for taking the Civil Service to the next level of performance and success.	2
	38	Senior civil servants collaborate across ministries and sectors to secure coherence in policies and programs.	4

Diversity Management

This index provides information on the extent to which worker's access to employment and/or advancement opportunities in the Civil Service

may be curtailed due to differences associated with race, ethnicity, language, gender, disability, and others.

INDEX	NO.	CRITICAL POINT	SCORE
Diversity management	34	Men, women, minorities and people from historically marginalized groups are treated fairly in the distribution of benefits and responsibilities.	4
	37	Decisions related to hiring, promotion, compensation, discipline and termination are free from institutional biases associated with variables such as gender, race, ethnicity, class, religion, or place of origin.	4

Recommendations

The seven quality indices, along with the associated critical points and high-level recommendations, are presented in the following subsections.

Efficiency

#	CRITICAL POINTS	COMMENTS AND RECOMMENDATIONS
3	In general, there are neither significant staff shortages nor overages.	<p>The efficiency index reflects the degree of optimization of the organization's investment in its human capital. The primary areas for improvement relate to:</p> <ul style="list-style-type: none"> • Compensation – The initiative to streamline and simplify the salary scales should be given priority attention. In doing so, GoJ should seek to articulate and adhere to a clear compensation philosophy. These initiatives should prevent further increases in the wage bill to allow for better alignment between personnel costs and fiscal capacity of the State to finance them. • Training Evaluation – More rigorous evaluation of the efficacy of government-sponsored training and development interventions is warranted and should include exploration of transfer of learning and business impact. • Succession Planning – The centralized HRM agencies should work in collaboration with the PS Board to design and implement a comprehensive succession planning program.
4	The overall cost of civil service staff is maintained within reasonable parameters that are compatible with the country's economic situation.	
20	Pay levels, including cash and non-cash benefits, are not excessive compared with labor market costs for any similar sector or grade.	
27	Training is subject to evaluation, which extends to the satisfaction of all parties concerned, the cost-results relationship, and the impact on the performance of employees in the workplace.	
35	Management proactively identifies mission-critical positions and builds capacity to fill those positions as incumbents transition out.	

Merit

#	CRITICAL POINTS	COMMENTS AND RECOMMENDATIONS
10	Hiring to fill vacancies is open, by right and in fact, to all candidates possessing the required qualifications. These are established according to suitability and technical considerations, not arbitrarily.	The merit index reflects the extent to which the organization has well established policies designed to safeguard employees against arbitrary actions and favoritism in managerial decision making.
11	The necessary safeguard mechanisms and procedures are in place against arbitrariness, politicization, patronage, and clientelism throughout the entire hiring process.	Based on the information gleaned during the diagnostic, it appears that merit is given due consideration in the exercise of HRM functions.
14	Dismissals or terminations of employment that affect professional positions are not motivated by a change in the government's political leanings.	

Structural Consistency

#	CRITICAL POINTS	COMMENTS AND RECOMMENDATIONS
1	Staff planning needs usually result from the organization's priorities and strategic orientation. The degree to which they are adjusted to one another tends to be high.	This indicator reflects the level of strategic coherence, management, and process consistency existing in the organization's HRM systems.
2	The HRIS enable a reasonable awareness of the quantitative and qualitative resources available, now and in the future, in the different organizational areas and units.	<ul style="list-style-type: none"> • HRIS – The current initiative to fully deploy My HR+ should be emphasized along with an active change management and communication plan to secure buy-in and avoid compliance problems like those that have been associated with the implementation of PMAS.
6	The staffing policies, decisions, and practices in each area of HRM arise from intentions that are determined during the planning process.	<ul style="list-style-type: none"> • Job Classification – In tandem with streamlining the salary scales, due care should be given to ensuring that existing job classifications are rationalized to secure internal equity.
8	Grading arrangements and job hierarchies result from rational criteria, which are adapted to each organizational environment.	<ul style="list-style-type: none"> • Performance Management – The transition to a performance coaching culture initiated by SHRMD for HR practitioners should be rolled out to all supervisory and managerial staff to improve overall productivity.
22	Compensation policy is set according to previously established criteria and consistent with the organization's structural design parameters.	<ul style="list-style-type: none"> • Training – The outcomes of the performance management system should inform the government's training agenda to close existing knowledge and skill gaps.
26	Investment in training is made via plans that are based on a needs assessment and designed to support the organization's stated priorities.	<ul style="list-style-type: none"> • SHRMD – More emphasis should be placed on improving this entity's capacity and visibility and its engagement with internal stakeholders as part of the process for promoting the new HR model that is currently being operationalized.
32	Managers take responsibility and appropriately exercise their responsibilities as managers of the personnel within their sphere of formal authority.	
33	The central civil service agency responsible for the system is viewed by the rest of the organization as a department that adds value to the achievement of the common goals.	

Functional Capacity

#	CRITICAL POINTS	COMMENTS AND RECOMMENDATIONS
5	The technical level of the workforce is commensurate with a knowledge-based society. Skilled labor represents a significant proportion of the workforce.	<p>This index captures the degree of provision, development, and encouragement of relevant competencies in the organization along with the effectiveness of existing performance incentives and overall flexibility/adaptability in the face of changing organizational priorities.</p> <p>Recommended interventions include:</p> <ul style="list-style-type: none"> • Job Profiles – Ongoing initiatives to create competency frameworks should be pursued to completion and the new competencies incorporated into PMAS as well as all staff appointment processes. • Performance Management – All heads of department should be held accountable for full compliance of the implementation of PMAS or other approved performance management systems. To facilitate this, supervisors and managers should be adequately trained to engage in performance coaching. • Pay Structure – To resolve the existing challenges associated with recruiting and retaining required talent (e.g., IT), a comprehensive compensation philosophy should be adopted with due consideration for both internal and external equity.
7	Job descriptions conform to managerial criteria rather than legal considerations or collective agreements. The legal framework and the employment agreements are limited to establishing a broad framework in which work is organized in accordance with organizational needs.	
9	Job profiles include the selection of competencies that in each case are considered key for the success of the job holder's performance.	
12	Staff selection is based on competency profiles for the potential job holders.	
13	The mechanisms for functional and geographic mobility respond flexibly to the demands of personnel redeployment.	
15	There is the possibility of terminating the employment relationship due to objectively verified technical, economic, or organizational reasons that justify workforce reductions.	
16	Management normally defines guidelines and standards regarding expected personnel performance in accordance with the organization's priorities and strategy. Consequently, employees are aware of the aspects of their performance for which they will be evaluated.	
17	Throughout the management cycle, management monitors, observes, and supports improvements in employee performance, provides resources, and removes obstacles wherever necessary.	
18	Employees' performance is evaluated by the organization and compared to the expected performance standards.	
19	The compensation structure, including cash and non-cash components, is adequate for attracting, motivating, and retaining suitable people with the necessary competencies for the positions that the organization requires.	
21	The compensation mechanisms encourage people to make more effort and stimulate individual or group performance, learning, and competency development.	
23	The promotion criteria and mechanisms link promotion to performance as well as to competency potential and development.	
24	There are alternatives to positions that are strictly hierarchical, such as "horizontal" career progress or remaining in the same position, based on recognition of professional excellence without necessarily increasing the formal authority of those affected.	
25	Training supports the development of collective learning, thereby building organizational capacity to tackle problems and provide effective responses.	

Integrative Capacity

#	CRITICAL POINTS	COMMENTS AND RECOMMENDATIONS
28	The organization makes efforts to learn about its work climate, using reliable instruments for periodic evaluation.	Integrative Capacity measures the extent to which management, employees, and other key stakeholders experience a sense of belonging and the absence of conflict. Existing measures seem to be fit for purpose, and the full implementation of the OSC's monitoring of the accountability agreement values framework with attendant corrective interventions should help to ensure optimal performance of this HRM subsystem.
29	The organization has specific communication instruments that serve to reinforce the sense of belonging and the commitment of employees to the overall organizational project.	
30	Labor relations are preferably and habitually oriented toward agreement and consensus building rather than confrontation and denigration of adversaries.	
31	The degree of labor conflict is not excessive in terms of either the number of conflicts, their effects, or the forcefulness of the means employed.	

Management Capabilities

#	CRITICAL POINTS	COMMENTS AND RECOMMENDATIONS
32	Managers take responsibility and appropriately exercise their responsibilities as managers of the personnel within their sphere of formal authority.	This index covers the spectrum from Transactional Management to Transformational Leadership. Transactional managers are concerned about the status quo and day-to-day progress toward goals. Transformational leaders operate at a more strategic level as they work to enhance the motivation and engagement of followers by directing their behavior toward a shared vision. <ul style="list-style-type: none"> • People Management – A plan of action to transition from the traditional command and control culture to a performance coaching culture should be developed and executed with either the Cabinet Office or MoFPS serving as the Sponsor and all MDAs being required to engage. • Strategic Orientation and Alignment –The accountability framework for permanent secretaries and other senior leaders should include the relevant outcome measures from the Vision 2030 medium-term framework.
36	Senior civil servants go beyond managing day-to-day operations and craft strategies for taking the Civil Service to the next level of performance and success.	
38	Senior civil servants collaborate across ministries and sectors in order to secure coherence in policies and programs.	

Diversity Management

#	CRITICAL POINTS	COMMENTS AND RECOMMENDATIONS
34	Men, women, minorities, and people from historically marginalized groups are treated fairly in the distribution of benefits and responsibilities.	This index provides information on the extent to which workers' access to employment and/or advancement opportunities in the Civil Service may be curtailed due to differences associated with race, ethnicity, language, gender, disability, and others. Based on the information collected during the diagnostic, there are no recommendations for improving this quality index.

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Workshops and Interviews

1. **Office of Services Commissions:** Jacqueline Mendez - Acting Chief Personnel Officer

(CPO); Margaret Greene - Secretary Local Government Service Commission; Rose Case-Cochrane, Deputy CPO; Sonia Ingrid James - Deputy CPO; Nickesha Walters - Director, Recruitment and Placement; Merle Tam - Acting Senior Deputy CPO; Georgia Morris-Josephs - Director, Human Resource Development and Acting Deputy CPO; Aldene Wynter-Williamson - Secretary Police and Judicial Services Commission; Sophia Johnson-Mason - Personnel & Records Manager

2. **Planning Institute of Jamaica (PIOJ)**

3. **Mr. Dennis Chung - CEO Private Sector Organization of Jamaica (PSOJ)**

4. **Mrs. Brenda Cuthbert - CEO Jamaica Employers Federation**

5. **Internal Stakeholder Consultation - Ministry of Finance and Public Service:**

Shauna Trowers - Director Policy Unit, Taxation; Sandrene Young - Acting Policy Analyst, Taxation; Lelieth Farquharson - Monitoring and Disbursement Officer, Economic Management; Kaydian Knight - Senior HR Officer, Corporate Services; Sandra Fairclough - Financial Analyst, Finance and Accounts; Marcia Clarke - Legal Officer, Legal Services; Dahlia Taylor - Director Performance Management, Corporate Services; Floyd Corrie - Principal Director CMEB, SHRMD; Mark Davis - Senior Management and Operations Analyst, SHRMD; Nadine Rush-Williams - Director Information Systems, Corporate Services; Marjorie Johnson - Inspector, Public Accountability Inspectorate; Yolanda Dixon - Senior Superannuation Officer, SHRMD; Kelli-Ann Garrick - Director Workforce Planning, SHRMD; Elaine Weir - Senior Director Pensions Administration, SHRMD; Sylvia Shirley-Sterling - Director Special Projects, SHRMD

6. **SHRMD and Public Sector Modernization and Transformation Unit:** Wayne Jones, Deputy Financial Secretary; Kelli-Ann Garrick; Sherona King; Maria Thompson Walters; Lorna A. Phillips; Floyd Corrie

7. **Public Sector Transformation Committee of the Permanent Secretaries' Board (PSTC/**

PSB): Dr Alwin Hales, JP -Chairman - Permanent Secretary, Ministry of Transport and Mining; Mrs Jennifer Griffith, JP - Permanent Secretary, Ministry of Tourism; Mrs Jacqueline Mendez, JP - Chief Personnel Officer (Acting), OSC; Mrs Colette Roberts Riden - Permanent Secretary, Ministry of Labour and Social Security; Mr Denzil Thorpe - Permanent Secretary, Ministry of Culture, Gender Entertainment and Sport; Mr Dean Roy Bernard - Permanent Secretary, Ministry of Education, Youth and Information; Mrs. Marsha

Henry Martin - Permanent Secretary (Acting), Ministry of Local Government and Community Development.

8. **Members of the PSTM:** Mrs Veniece Pottinger Scott - Director General, PSTM; Mrs Marjorie Johnson - CTD, PSTMD; Miss Dionne Forbes - Chief Standards Officer, MPIU; Mr. Canute Bushay - Project Modernization Coordinator, MPIU
9. **In Attendance:** Ms. Kayla Sewell Mills, JP - Cabinet Office; Miss Nordia Johnson - Cabinet Office; Miss Sasha-Gay Williams - Cabinet Office; Natalia Crooks - Rapporteur

