

**Background Documents for the Caribbean Regional  
Policy Dialogue Meeting on Civil Service Reform.**

**REGIONAL POLICY DIALOGUE  
MANAGEMENT AND TRANSPARENCY OF PUBLIC  
POLICY NETWORK**

SHORT FORM FOR THE  
INSTITUTIONAL ASSESSMENT  
OF CIVIL SERVICE SYSTEMS

Case of  
**BARBADOS**

Final Report Submitted to the  
**INTER-AMERICAN DEVELOPMENT BANK**

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## **Acknowledgements**

The Inter-American Development Bank (IDB) through its Regional Policy Dialogue, Public Policy and Management Network commissioned this study [update] of the Institutional Assessment of Civil Service systems (CSS) in Barbados. Successive Governments of Barbados have undertaken reforms in order to improve the efficiency of the CSS. In the current reform ethos, the premier actor, the Ministry of the Civil Service (MCS) through its Office of Public Sector Reform (OPSR) coordinates related activities that seek to address the Human Resource planning, Work Organization [my emphasis], Performance Management, Professional Development Management and Human and Social Relations subsystems. The Public Sector Reform Programme also emphasizes the optimization of human resources. There is also a vision to modernize the legal framework for the CSS. The reform effort is underpinned by a philosophy that emphasizes client centeredness.

The researcher who was engaged as a consultant to the Bank to undertake the institutional assessment of the CSS in Barbados was guided in the research undertaking and the subsequent report by a methodological framework that the IDB provided. The framework, developed by Professor Francisco Longo offered quantitative as well as qualitative criteria for assessment. The report which conforms to the IDB's short assessment form for the evaluation of the national CSS has six sections. Section 1 provides an executive summary. Section 2 presents an analysis of the seven human resources management subsystems that constitute the CSS as well as a symbolic valuation of these subsystems. Section 3 offers a functional analysis of the CSS, using select World Bank indicators of governance. An elaboration of Indices relating to efficiency, merit, structural consistency, functional capacity and integrating capacity constructed to reflect the CSS in Barbados is provided. Conclusions that examine contextual factors that influence the CSS are presented in Section 4. A Summary Table that offers a synthesis of preceding sections is presented in Section 5. Recommendations are presented in Section 6.

The researcher was required by the IDB to undertake this study remotely, and contacted two persons in this regard. Mrs. Avril Gollop, Head of the Civil Service in Barbados who facilitated access, and Mr. Ronald Fitt, Permanent Secretary (PS), Ministry of the

Public Service, whom the researcher consulted, in addition to documented sources. I wish to express appreciation to PS Fitt, with whom I conducted telephone interviews, during the months of August, September and October 2004, for sharing information orally and in writing. I am also grateful to Mr. Selwyn Smith, retired Permanent Secretary, for sharing documentation in his possession concerning the current public sector reform programme in Barbados. I also wish to express appreciation to Ms. Ingrid Carlson of the IDB's Office in Washington for providing me with a copy of the evaluation of the CSS in Barbados that was undertaken in 2002, and for her letter of introduction to the IDB Country Office in Barbados.

## **1. Executive Summary**

The current reform ethos is integral to sustained efforts over the past decade to strengthen selected human resources management (HRM) subsystems and ultimately improve the efficiency of the CSS in Barbados. The context of the reforms evidences social capital and facilitates consultation between internal and external stakeholders, specifically public officials and the unions that represent employees of the civil service. This has led to agreement regarding an appropriate reform trajectory. The human resources (HR) planning subsystem is being formalized, in tandem with the development of an HRM information system (HRMIS) that is in its "final stages of implementation" (Public Sector Reform: Select Modernization Initiatives within the Barbados Public Sector, Item 1 [ a publication of OPSR, updated August 2003. This source is subsequently referred to as OPSR 2003]. A Performance Review and Development system (PRDS) is in its pilot phase. The Work organization subsystem is developing positively with the completion of a job evaluation exercise to re-assess the relative values of the jobs in the public service. The CSS in Barbados currently operates within the legal framework of the Constitution of Barbados, Chapters VII, IX, X; The Service Commissions (Public Service) Regulations 1978, General Orders for the Public Service of Barbados 1997, The Civil Establishment Act and Orders, The Pension Act, and the Training Act. There is stakeholder support for reforms to the legal framework for the CSS, so as to adequately address changes in policy priorities in the employment management, professional development management and compensation management subsystems. The policy framework has been completed for a new Public Service Act. "Legislation [is] now to be

prepared” (ibid Item 13). The OPSR/Network Services Centre Inc (NSC) has facilitated employee assistance programmes and training in the professional skills needed to support the programme. These efforts contribute to the positive development of the Human and Social Relations Subsystem. While the OPSR is the central impulse for the current reform effort, Internal Reform Committees (IRCs) have been established to provide support at the line agency level.

While reforms address key elements of the HRM system, the frameworks, or foundation required to support these reform efforts, namely, a coherent and clearly articulated HR strategy and an integrated HRM system have yet to be addressed. Two recommendations are made with these limitations in mind. Articulate a coherent HR strategy that specifies goals and objectives, to which all stakeholders commit: Recommendation 1. Develop an integrated HRM system that will facilitate interconnections between the subsystems and ultimately contribute to greater efficiency of the CSS in Barbados: Recommendation 2.

## **2. Analysis of Subsystems**

### **Human Resources Planning**

*There is a vision of “a strategic approach to HR planning and the introduction of a computerized human resource management information system (HRMIS) (CARICAD 2001: 12). Pending the implementation of the HRMIS to facilitate meaningful HR planning, this subsystem is reactive. Efforts to modernize government’s HRM and financial systems using [SmartStream] HR began in 1999. While a production model exists in the MCS and the Personnel Administration Division, the system is being networked to Ministries and Departments: [the] “system [is] being rolled out to all ministries and departments responsible for personnel matters”, (Challenge to Change: The Newsletter for Public Sector Reform July to September 2000 Vol. 4 No. 3, page 1 partially paraphrased). The development of the HRMIS, [being undertaken under the aegis of the MCS OPSR,] is in its final stages of implementation. This represents a positive development within this subsystem. While the OPSR, has been providing “government agencies with “a management tool [strategic planning] to assist them in producing fundamental decisions about their future”, this tool has not yet been institutionalized in all of the eighteen government ministries. Coherence between HR*

*planning in the central Personnel Administration Division that has responsibility for employment management, and strategic planning at line agency level is likely to become evident when an accurate and timely HRMIS is implemented. The significance of HR planning is recognized by the MCS OPSR. It is expected that the “introduction of the SmartStream solution will provide management information to enable the MCS to better carry out workforce planning by enabling staff to run analyses on areas such as positions and employee skills. The Ministry will also be better equipped to do succession planning, compensation management, including ‘what if’ scenarios and the task associated with employee and labour unions relations (Ibid page 4). In the absence of HRMIS there are challenges to availability optimization. Strategic coherence between this subsystem and the other six subsystems is constrained.*

### **Work Organization**

*This subsystem evidences an inter-connection with the employment management subsystem, and in so doing enhances functional capacity. There is however a concern regarding the adequacy of the line agencies’ capacities to prepare job descriptions reflecting an apparent need for a core of trained job analysts within the CSS in Barbados. Apparently staff in both the central and line agencies have developed the skills of job description writing over time, without the benefit of formalized training. “Ministries and departments are responsible for the development of their job descriptions. The job description was an important instrument in the recent job evaluation exercise and generally reflects the formal educational qualification or professional requirements, tasks, as well as skills” (testimonial, paraphrased). A job description appears at Appendix 2. This subsystem would benefit from strengthening involving the development of a core of job analysts to undertake regular review of the job descriptions that are the products of job evaluation and job classification. The vision of the OPSR is to conduct “more job analyses to generate specific information on numbers of jobs available, job descriptions and training specification” (CARICAD 2001:12)*

### **Employment Management**

*This subsystem is centrally managed. The key actors are the Services Commissions [ The Services (Public ) Commission (PSC), The Police Services Commission and the Judicial*

*and Legal Services Commission) that have the constitutional mandate to approve employment decisions, and the Personnel Administration Division, that serves as the Secretariat to the Commissions. The Personnel Administration Division processes related matters including, appointments, leave applications, and separations. Employment is open by law, and generally, positions are filled according to established technical and professional criteria. Depending on the job level and category, either a sub-committee of the PSC or the Personnel Administration Division, constitute the recruitment panel. The recruitment panels are manned by “high quality personnel” (testimonial). There are no designated political posts. Permanent Secretaries (numbering eighteen) “are appointed by the Governor General on the advice of the Public Service Commission after consultation with the Prime minister. It is [apparently] a common belief that consultation means approval.” While employment decisions within the civil service are not generally challenged, documentation suggests that related decisions that are taken in respect of public corporations are sometimes politicized.*

*There is also the view that “given the current concerns about attitudes and the level of service delivery within the public service, more attention ought to be paid to the quality of the employees recruited into and retained by the public sector. One participant [in the Impact Study of the OPSR] called for greater involvement from department heads or permanent secretaries in the recruitment and selection process” (The Earle and Phillips Consulting Group 2003: 53 section 12.3)*

*Induction training is not formalized, although “there is an effort to expose newly recruited officers to training early in their careers” (testimonial). The disciplinary procedure is apparently problematic leading to calls for reform: “The disciplinary procedure must also be addressed. Civil servants from all levels are frustrated with the fact that non-productive workers seemingly cannot be disciplined. Reference was made to the practice of transferring poorly performing employees and the influence which politicians wield in the process” ibid 2003:53 section 12.2). Apparently permanent secretaries have “limited powers as it relates to disciplining civil servants” (ibid partially paraphrased) “There are delays in enforcing discipline effectively and quickly. To obviate these delays a Code of Conduct and a Code of Discipline have been incorporated in the proposed Public Service Act. It is expected that the new Act “will be*

*enacted before the end of this financial year (March 31, 2005)” (testimonial). There is no evidence that absenteeism indices are maintained.*

*While there are certain positive aspects of this subsystem, other aspects require strengthening.*

### **Performance Management**

*Although not yet formalized throughout the entire civil service, this subsystem is developing positively with the introduction of the Performance Review and Development System (PRDS) in pilot agencies. The PRDS Unit in the Personnel Administration Division is a key actor. The stated purpose of the PRDS is “ to assess performance in the workplace in relation to agreed performance standards ” (Public Sector Reform: Select Modernization Initiatives within the Barbados Public Sector, OPSR, updated August 2003: 3 item 10). “ A prerequisite for participation in the PRDS is the requirement to have a strategic plan for the organization in place. Hence the five ministries that are part of the pilot have plans,” (testimonial). The PDS Unit has developed a cadre of trainers who will facilitate the training of managers and supervisors and other civil service staff in the use of the system. Training in counseling skills is ongoing. The PRDS has reportedly been effective. “There is now general acceptance of the new system as it is perceived to be less subjective than the old system and there is greater transparency” (The Earle and Phillips Consulting Group 2003: 32-33.) The sustained development of this subsystem, leading to the implementation of the PDRS will enhance the functional capacity of the CSS and the linkages between professional development management and compensation. Evidence of commitment to managing the system will also be critical.*

### **Compensation Management**

*Wage decisions in the CSS do not reflect abusive practices and are based on established wage plans. Overall the relevant ‘indicator’ suggests that wage costs for the public sector are a relative burden to the economy. [The estimated wages bill for 2004/05 for statutory boards that depend on government for funding, and which have a total staff complement of approximately 7,000, is BDS\$263,521,000. Estimated wages for central*

*government that has approximately 21,000 employees is BDS\$658,800,477]. Wages are tightly compressed within the compensation structure.*

*The civil service salaries are apparently not considered competitive evidencing some dissatisfaction with salaries and the “inability of the public service to attract and retain skilled employees in certain fields. There are deficits in some occupational categories including, lawyers, engineers, land surveyors and information technology personnel. In “addition to salary and superannuation benefits some employees receive travel, entertainment and telephone allowances” (testimonial, partially paraphrased). There are reportedly, also allowances that are unique to police, prison and nursing officers: The flexibility responsibility allowance “is aimed at compensating police, prison and nursing officers for the extra hours they are required to work”(OPSR 2003: 8 item 34).*

*While incentive awards are apparently not the norm, consideration is being given to their introduction: “as part of the PDRS they are under consideration” (testimonial). Related agency initiatives have been evident: There are awards ceremonies to recognize employees’ achievements. These include the Barbados Statistical Service (BSS) Employee of the year Award (Challenge to Change, The Newsletter for Public Sector Reform, October – December 2003:12). Other agencies provide awards in recognition of exemplary conduct, performance and cooperation -- the Most Cooperative Employee for the Year award provided by the Training Division of the MCS (Challenge to Change, The Newsletter for Public Sector Reform, April –June 2000:4).*

*Pension reform, which, is at the public education and consultative phase is being spear-headed by the National Insurance Department and is “expected to result in maintaining sufficient funds to pay for benefits in the future”,(OPSR Select Modernization Initiatives within the Barbados Public Sector 2003:3 item 9). It was not established whether the current pension scheme was generally considered adequate.*

*The completed job evaluation exercise “to re-assess the relative values of jobs in the public service” (OPSR 2003:3 item 10) offers an opportunity for linking role classification to pay and enhancing the integrity of this subsystem. In addition, the integrative capacity of the CSS as well as the interconnections between this subsystem and the work organization, professional development management and performance management subsystems are likely to be strengthened.*

## **Professional Development Management**

*There are positive developments taking place in this subsystem. Aspects of the subsystem also require strengthening. “A training policy [is being developed that] is expected to come on stream in five months,[ early 2005, my emphasis]” (testimonial). A Training Budget, that is established under law, namely, The Training Act, is in place and a range of training and development opportunities are currently offered to employees. These training and development efforts are undertaken outside of the framework of formalized training needs assessments. The costs and benefits of training are not evaluated.*

*There is also a career/succession planning void that limits the interconnections between this subsystem, and the employment management, professional development management and performance management subsystems and ultimately limits the integrative capacity of the CSS. This void is to be addressed as the vision of the OPSR in Barbados includes a “strategic approach to HR planning including succession planning” (Archer, M. in CARICAD 2001: 12)*

## **Human and Social Relations Management**

*This subsystem reflects conflicting trends. While there are no structured instruments specifically for accessing the organizational climate, there are positive developments taking place evidencing efforts to maintain open and effective communication channels and improve employee satisfaction. These include innovations, namely, the IRCs, and an Employee Assistance Programme (EAP) that could provide some feedback regarding the organizational climate. A Customer Charter Programme to engage external stakeholders, has also been established. Despite these efforts there are expressed concerns regarding evidence of top down communication within the CSS. IRCs are “seen as avenues through which employees at all levels of the organization are able to contribute to the change process. Many of these committees, however, “are no longer functioning or are merely limping along” (The Earle and Phillips Group 2003:55 section 12.8). “A revitalization plan for the IRC programme is ongoing” ( PSR Programme Plan [2003-2004] 2003:8).*

*A positive development, the EAP “has developed quickly as a result of wide interest in the issues that it addresses,” (The Public Sector Reform: Programme Plan [2003-2004]”*

2003: 6). Related developments are outlined (*ibid*). The “EAP has been expanded to include all the services offered under an EAP according to the standards and practices of the Employee Assistance Professionals Association (EAPA). Activities include the contracting the services of an EAP vendor; individual and group counseling for public employees and their immediate family; employee outreach and self-development through the provision of workshops on stress management, personal empowerment and motivation, conflict resolution and anger management, teambuilding and improving workplace morale, change management, managing workplace violence, personal finance [among other areas]; critical incident stress debriefing and management on an ad hoc basis following any trauma or crises situations in departments and for emergency and fire service personnel; Departmental interventions at the request of heads of departments in situations where workplace violence or a breakdown in interpersonal relationships results in a crisis” (*ibid*). Arguably staff satisfaction is limited to the extent that the services offered have not been used as extensively as envisioned.

The customer charter programme that aims to improve public services is “ongoing in the Registration Department, Licensing Authority, Land Tax Department and the Airport and is completed in the Immigration and Land Tax Department” (OPSR Programme Plan [2003-2004] 2003:7.)

Apparently the internal dynamic for reform has not yet developed in respective agencies throughout the civil service. This is exacerbated by ambivalence and feelings of frustrations. There is apparent ambivalence of individuals to “embrace change.” Some individuals reportedly prefer the accustomed ways of doing things. The external change impulse is viewed as embedded in the top down communication process. “The current communications platform being used to disseminate information on public sector reform should also be reviewed and a communications audit considered to identify possible barriers to effective communication” (Earle and Phillips Consulting Group 2003:55).

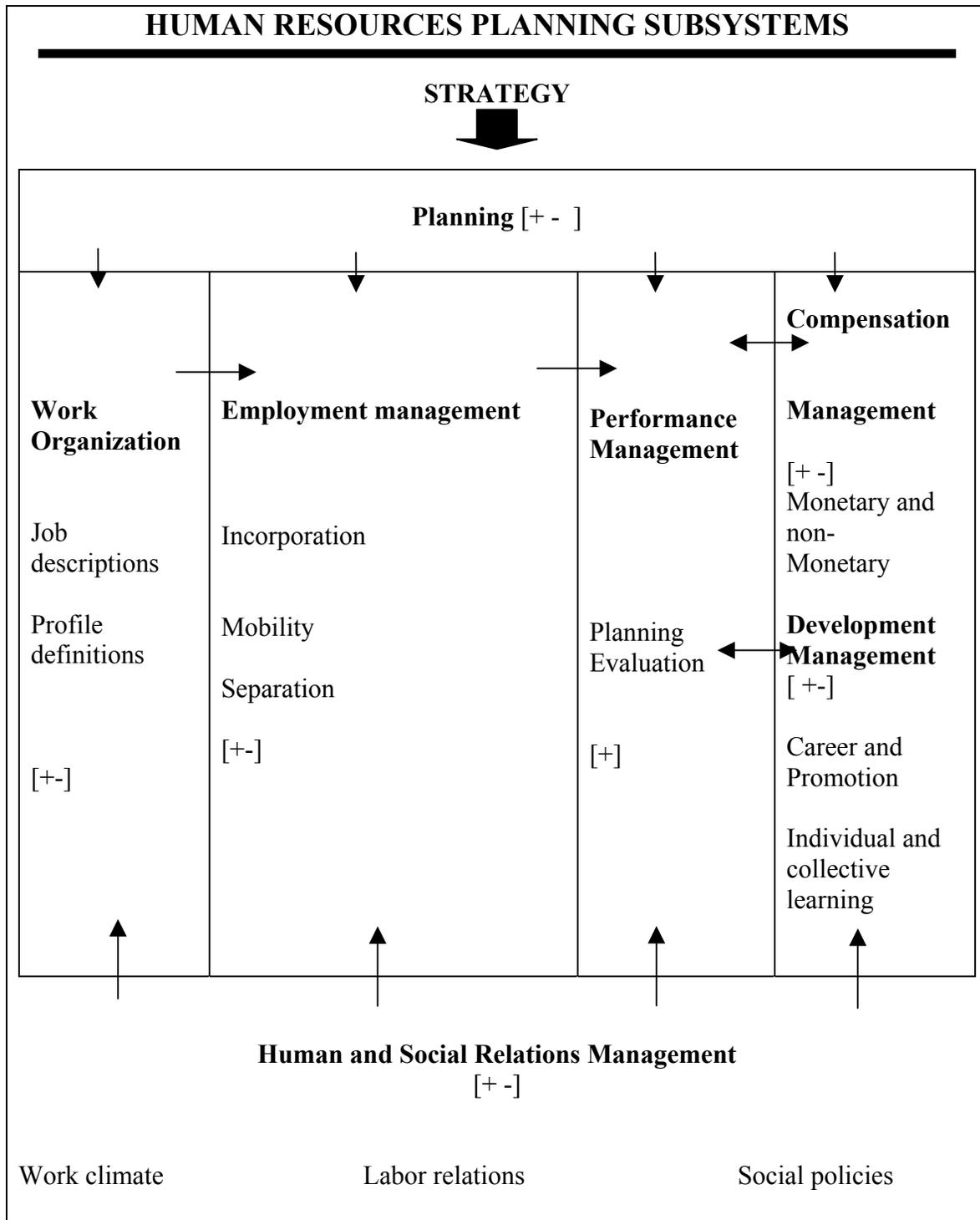
Existing working conditions of some civil servants are “decrepit” (*ibid* 2003:27) and influence performance negatively. In this connection “there are great levels of frustration,” (*ibid* 2003:34). The consultants assert that civil servants work in undesirable conditions, “yet they are expected to produce. Emphasis is [placed] on the

*external as opposed to the internal customer and the public gets better treatment than some staff” (ibid).*

*The degree of labor conflict is not excessive. There are mechanisms in place to resolve conflict. While the labor relations ethos evidences a level of trust, this does not preclude incidence of confrontational behavior. Positive developments in this subsystem are counterbalanced by dysfunctions.*

# Symbolic Valuation of the Human Resources

## Subsystems



### 3. Indicators

#### (A.) Quantitative Indicators

##### Professionalism of the Civil Service

#### 1. Number of Political Appointments: 18 / 21,000

There are no designated political posts in the Civil Service indicating a service that is generally professional and merit based. “There are 18 Permanent Secretary posts. Permanent Secretaries are appointed by the Governor General on the advice of the Public Service Commission after consultation with the Prime Minister.” ‘Consultation’ is construed as approval.

Source:

MCS September 2004 (testimonial paraphrased).

MCS October, 2004

##### Fiscal Weight of Public Employment

#### 2. Central Government Wage Bill / Gross Domestic Product:

BDS\$658,800,477 / 5,196.5

This is a measure of the extent to which the cost of public employment is a load on the economy. The wage bill excludes training grants and pension. Using the World Bank comparator of between 5-25%, the fiscal weight of public employment is a relative burden on the economy.

Sources:

Economic Report, Central Bank Reports September 2003, Barbados

MCS October 2004

##### Civil Service Incentives

#### 3. Vertical Wage Compression of Salaries for 2004

		<b>BDS.\$</b>
Salary Level	Lowest	18,488.52
	Highest	101,922.96
Compression		1:5.5

This is a measure of the difference between the total pay received by employees at the top wage level and those at the lowest level of the wage scale. The ratio calculated was examined against the range 1:7 and 1:20. The ratio is outside the range and evidences tight compression in the compensation structure.

Source:  
MCS August 2004

4. **Average Central Government Wage / Per Capita GDP**  
Average wage Data not established

5. **Average Central Government Wage / Average Private Sector Wage**

Data not established

Civil Service Employment Figures

6. **Total number of Central Government Employees / Total Population**

21,000/266,800

Sources:  
Economic Review, Central Bank of Barbados September 2003:1  
MCS October 2004

Indicator of Productivity and Efficiency

7. **Central Government expenditure/ Total number of Central Government Employees**

BDS\$658,800,477 /21,000

Source:  
MCS October 2004

B.) INDICES FOR THE EVALUATION OF CIVIL SERVICE SYSTEMS

**Table of Indices**

<b>INDEX</b>	<b>Index value (on a scale of 4-20)</b>	<b>SUB-INDEX</b>	<b>Sub-Index value (on a scale of 2-10)</b>
<b>[E] Efficiency</b>	<b>9.31</b>		
<b>[M] Merit</b>	<b>12</b>		
<b>[SC] Structural Consistency</b>	<b>11.03</b>		
		<b>[STC] Strategic Coherence</b>	<b>VS =4.42</b> 31/7 x 10 / 10 = VS
		<b>[DC] Directive Consistency</b>	<b>VS =6</b> 42/8 x 10 /8.75 =VS
		<b>[CP] Consistency of Processes</b>	<b>VS =4.66</b> 56/14 x10/ 8.57 = VS Sum of VS x 20 /sum of MRV = IV
<b>[FC] Functional Capacity</b>	<b>9.65</b>		
		<b>[COM] Competency</b>	<b>VS =5.25</b> 84/15 x 10 /10.66 = VS
		<b>[IE] Incentive Effectiveness</b>	<b>VS = 4.74</b> 64/14 x 10 /9.64 = VS
		<b>[FL] Flexibility</b>	<b>VS = 4.43</b> 51/12 x10 /9.58 = VS Sum of VS x 20 / sum of MRV = IV
<b>[IC] Integrating Capacity</b>	<b>10.9</b>		

## **Elaboration of the Indices**

The researcher constructed indices and sub-indices based on the analysis of 93 critical points that reflect key elements of the HRM subsystems. A list of the valuations of the critical points and the corresponding number of critical points to which these values relate, appear at Appendix1. In order to derive the indices for Merit, Efficiency and Integrative Capacity, the sum of the valuations of each index was divided by the number of the critical points related to the index, to get the resulting value (RV). The RV was compared with the maximum reference value (MRV) for each index, and multiplied by twenty to obtain the index value (IV). The Structural Consistency and Functional Capacity indices, respectively, are linked to sub-indices. The value of each sub-index (VS) was derived using the formula  $RV \times 10 / MRV = VS$ . The VS corresponding to each sub-index was grouped and added and taking 20 as the maximum for each index, the value of each IV was calculated for each case. The maximum value for each index, twenty, (20) was used as the basis for comparing the CSS of Barbados.

### Efficiency [9.31]

This index measures the degree of optimization of the investment in human resources detectable in the CSS [of Barbados,] as well as its alignment with the scale of the fiscal policy and its reference markets (Longo, F.2002:77). This index is linked to thirteen critical points and is the basis for evaluating the existing HR planning subsystem, the cost of public employment relative to the state of the economy, adequacy of pensions and social care benefits, current efforts to assess the costs and benefits of training and the benefits of non-monetary incentives.

A HRMIS is in its final stages of implementation. This development is likely to obviate the current reactive approach to HR planning. The cost of public employment is a relative burden on the economy. Relevant aspects of the Professional Development Management and the Human and Social Relations Management subsystems require strengthening.

### Merit [12]

This index assesses the extent to which employment and wage decisions conform to professional criteria. These decisions are not generally influenced by nepotistic practices in the CSS in Barbados. The index is linked to 10 critical points.

### Structural Consistency [11.03]

This index measures the existence of the core building blocks for the HRM system, namely, the HR planning, Work Organization and Performance Management subsystems. The index is interconnected to 3 sub-indices, Strategic Coherence, Directive Consistency, and Consistency of Processes that collectively are linked to 29 critical points.

Strategic coherence measured the interconnection between strategic priorities of the Government of Barbados and HRM policies and practices.

Directive consistency measured the level of development of the directive function in the CSS in Barbados, specifically the alignment between the “central techno-structure and line directives” (Longo, F. 2002:78). This sub-index is linked to 8 critical points.

Consistency of processes measured the extent to which the processes that underpin an integrated HRM system are in place in the CSS in Barbados. The information system that underpins HR planning is in its implementation stage. PRDS has been implemented in 5 pilot agencies. The work organization sub-system is being addressed.

### Functional Capacity [11.03]

This index assessed the extent to which the CSS in Barbados encouraged behaviors that promoted improvement in public services. This index is linked to three sub-indices, namely, Competency, Incentive Effectiveness, and Flexibility that collectively, are related to 41 critical points. Competency valued the extent to which HRM policies and practices facilitate an adequate supply of skilled personnel. This sub-index is linked to 15 critical points. Incentive effectiveness is linked to 14 critical points and measured the extent to which existing policies and practices facilitated productivity, learning and improved service quality. The Flexibility index measured the capacity of existing policies and practices to adjust to changes in policy priorities.

## Integrating Capacity [10.9]

This index valued the extent to which the CSS in Barbados aligns expectations and interests of different stakeholders, in an effort to empower these stakeholders and reduce conflicts.

## **4. Conclusions**

### **Analysis of Causal Areas**

The absence of an organizational strategy for HR that is explicit, coherent, has political endorsement and is supported by all stakeholders, influences the efficiency of the CSS. While positive developments are taking place within the HRM subsystems these developments are not framed within an approved HR Strategy or an integrated HRM system.

The Government of Barbados has implemented a public sector reform programme that incorporates a vision of a strategic approach to HR planning, a computerized HRMIS, policy initiatives including the development of a HRM policy and a Training policy and the modernization of the legal framework of the CSS that will ultimately lead to enactment of a new Public Service Act and a Code of Conduct. The implementation of these strategic activities will influence the efficiency of the CSS.

These positive developments taking place within the CSS in Barbados, collectively evidence the formalization and strengthening of the HR Planning, Work Organization, Performance Management, and the Human and Social Relations Subsystems within the context of an appropriate legal framework. The reform trajectory apparently has some support from internal and external stakeholders.

The formalization of the HR planning subsystem is linked to the implementation of an accurate and timely HRMIS. The current constraints placed upon availability optimization are likely to be ameliorated when the information system, a core building block for the planning subsystem is in place. The interconnections between this subsystem and the employment management will also be strengthened with the introduction of HRMIS. The career/succession planning void in the professional

development subsystem also constrains the integrating capacity of the CSS specifically the linkages between planning, employment management and professional development management.

In the wake of the job evaluation exercise to reassess the worth of jobs, the work organizational subsystem is being strengthened and the functional capacity of the CSS will be enhanced with the development and regular review of job descriptions that incorporate competencies profiles. In order to sustain this thrust a core of trained job analysts is required.

The formalization of the Performance Management subsystem is ongoing in pilot ministries. This is a positive development that has implications for the structural consistency of the CSS. The Human and Social Relations subsystem arguably reflect conflicting trends as efforts to reach out and to respond to employees' needs and to facilitate employee satisfaction are juxtaposed to expressed concerns regarding top-down approaches to communication.

While there is no evidence of abusive practices in the wage decisions, the existing compensation structure evidences tightly compressed salaries that arguably may not always serve to motivate or to attract.

While the CSS in Barbados evidences positive developments, these efforts are not framed with a coherent HR Strategy and an integrated HRM system.

### **Internal Factors**

The reforms being undertaken by the Government of Barbados to improve the efficiency of the CSS are influenced by the existing organizational culture, in particular the apparent 'disconnection' of some civil servants from reform endeavor and resistance to change. There is the view that a disconnection exists between decisions taken by top managers regarding reform and the engagement of the staff at other levels in the civil service. "The attitudes of public servants and their unwillingness to buy in to the reform programme is one of the major barriers which the programme has encountered. This observation was made by government ministers, permanent secretaries and the workers themselves" (The Earle and Phillips Consulting Group 2003: 52). It is argued that civil servants do not see the benefits to be gained from reform generally and they feel no sense of ownership as

their views were not solicited. This disconnect is exacerbated by a culture of resistance to change evident in some agencies. Some persons have resisted change because they are comfortable with the status quo and because they are afraid of possible increased workload or job loss” (ibid: 26). The consulting group also asserts that public sector reform in Barbados has lost its momentum and requires political as well as administrative leadership to publicly affirm their commitment and support for planned change (ibid partially paraphrased).

### **Environmental Factors**

Legal factors influence the efficiency of the CSS in Barbados. The main limitations are that the legal framework is adjusting slowly to effective HRM. There is also a lack of a comprehensive framework. The legal framework does not respond readily to changes in policy priorities. It is also recognized that the existing legal framework constrains the employment management subsystem, specifically the disciplinary process. The latter is described as “inefficient and ineffective” resulting in “too many non-productive persons’ against whom no sanctions are imposed.

There is also a lack of a comprehensive legal framework. The current framework addresses only aspects of three of the seven subsystems, namely, the employment management, professional development management and compensation management subsystems.

### **Main Conclusions of the Diagnosis**

The Government of Barbados has embarked on a reform agenda that incorporates improvements to the HR planning, Work Organization, Professional Development management Performance Management and the Human and Social Relations Management subsystems and ultimately improve the efficiency of the CSS. Internal and external stakeholders have agreed on an appropriate reform trajectory. Key elements of the reform include the modernization of the legal framework for the CSS to address changes in HR policy priorities, the development of a HR policy as well as a Training policy, the formalization of the HR planning subsystem, the introduction of a computerized HRMIS, and a PRDS. While these reforms are of significance, they are not famed within an integrated HRM system.

## 5. Summary Table

CATEGORIES	FACTORS	EVALUATOR'S COMMENTS
<b>BACKGROUND</b>		
<b>ANALYSIS OF THE INSTITUTIONAL CONTEXT</b>	<b>Analysis of the legal framework</b>	The existing legal framework for the CSS evidences two main limitations, namely, it does not address the HRM system comprehensively, and has raised concerns about its adequacy and consistency in treating with employment management issues, particularly the enforcement of discipline. The current legal framework is making some adjustments for effective HR management by the expected enactment of the Public Service Act, that will incorporate a Code of Discipline and a Code of Conduct.
<b>FUNCTIONAL ANALYSIS OF THE CIVIL SERVICE</b>	<b>Organizational Analysis of the Human Resources function</b>	The CSS of Barbados evidences centralized decision-making. Managers have responsibility for elements of HRM subsystems, namely professional development management [identification of needs of personnel that they supervise], and work organization [writing job descriptions], they are not necessarily trained to carry out these tasks.
	<p><b>Quantitative indicators of the analyzed CS system</b></p> <p><b>Indicator 1</b> <b>Number of political appointments [18 / 21,000]</b></p> <p><b>Indicator 2</b> <b>Central Government Wage Bill/GDP [BD\$ 658,800,477 /5,196.5]</b></p> <p><b>Indicator 3</b> <b>Vertical Wage Compression of Salaries [for 2004] [1:5.5]</b></p> <p><b>Indicator 4</b> <b>Average Central Government Wage / Per Capita GDP</b></p>	<p>Evidence of professionalism. The 18 posts in question are not designated political posts. The Prime Minister's approval is a pre-requisite for appointment to these positions, leading to a perception of politicization.</p> <p>Evidence that public employment is a relative burden on the economy</p> <p>Evidence of tight compression in the compensation structure</p> <p>Average wage data not</p>

	<p><b>Indicator 5</b> Average Central Government wage / Average Private Sector wage</p> <p><b>Indicator 6</b> Total number of central government employees /total population [21,000 / 266,800]</p> <p><b>Indicator 7</b> Indicator of productivity and efficiency Central government expenditure / total number of Central government employees [BDSS\$ 658,800,477 / 21,000]</p>	<p>established Data not established</p>
<b>Analysis by subsystems</b>		
	<b>Planning</b>	The integrity of this subsystem will be enhanced with the introduction of the computerized HRMIS, and facilitate reduction in staff deficits as well as the supply of staff with adequate skills.
	<b>Work Organization</b>	This subsystem's capacity to provide job satisfaction may be utilized more fully when the void in trained job analysts/ a core of organization and methods personnel is addressed. The incorporation of competencies profiles in all job descriptions is a key consideration and will reinforce the interconnection between this subsystem and the employment management subsystem.
	<b>Employment Management</b>	Evidence that employment [recruitment and selection] decisions generally satisfy professional criteria is juxtaposed to concerns regarding the difficulty with enforcing discipline quickly and effectively, for non performance. This has sometimes led to feelings of frustration and low morale among those who perform. The formalization of an induction programme requires attention.
	<b>Performance Management</b>	The formalization of the PDRS in five pilot agencies is a positive development . Sustaining this thrust to incorporate other agencies will lead to the

		strengthening of the interconnections between this subsystem, and the professional development management and compensation subsystems.
	<b>Compensation Management</b>	While wage decisions do not reflect nepotistic practices, there is evidence of tight vertical wage compression, that together with the relative weight of the wage bill dilute the effectiveness of the compensation policy. The vision to institutionalize non-monetary benefits has merit. While the adequacy of the pension regime was not established, it is evident that efforts are being made to protect pensions /pensions rights and to ensure their continuity.
	<b>Professional Development Management</b>	The existing legal framework provides a basis for other positive developments within this subsystem including the formalization of training needs assessments and evaluation of the investment in training
	<b>Human and Social Relations Management</b>	While there are positive developments taking place in this subsystem to improve employee satisfaction, these do not compensate for the apparent top down nature of the communications
	<b>Differences from other compared analyses</b>	The CSS in Barbados is based on the recruitment systems and the system management models. The 'recruitment systems' is framed within the British model that emphasizes the professionalism and independence of persons in charge of selection. The CSS also reflects 'integrated systems' in which the "public employer seems very centralized" (Longo, F. 2002:59).
<b>CIVIL SERVICE SYSTEMS INDICES</b>	<b>Efficiency: 9.31 Merit: 12 Structural Consistency: 11.03 Functional Capacity: 9.65 Integrative Capacity: 10.9</b>	

## **6. Recommendations**

In keeping with contemporary human resource management practice a broad strategy that delineates related priorities and objectives and has all stakeholders' support is a core building block for the development of an integrated HRM system. While current reforms address key elements of HR subsystems, the framework required to support these reform efforts, namely a coherent HR Strategy has yet to be addressed. Two recommendations are made with this limitation in mind: Articulate a coherent HR Strategy that specifies goals and objectives and to which all stakeholders commit: Recommendation 1. [Commitment includes political endorsement, as well support from leadership in government agencies, trade unions and other stake holders]. Develop an integrated HRM system that will facilitate the linkages between the HR subsystems and ultimately contribute to greater efficiency of the CSS in Barbados: Recommendation 2.

**Other improvements:** The need for sensitization of civil servants to the likely benefits of reforms to the CSS may be facilitated by using change management teams that incorporate agency leadership and a cross section of agency personnel.

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## **LIST OF APPENDICES**

1. Valuation of the Indices
2. Job Description, Deputy Permanent Secretary, Ministry of the Civil Service
3. List of Abbreviations

## APPENDIX 1

### Valuation of the Indices

Subsystems	Indices / Sub Indices	Valuations
Planning		
1	STC,CP	4,4
2	STC	6
3	STC,FL	4,4
4	CP	6
5	E	4
6	E	6
7	E	6
8	E	3
9	COM	6
10	DC	2
11	STC	6
Work Organization		
12	CP	4
13	FL	6
14	CP	2
15	FL	4
16	FL,IE	3,3,
17	CP	3
18	COM	3
19	COM	2
20	COM	2
21	COM	6
22	FL	3
23	DC	4
Employment Management		
24	M,COM	9,9
25	M	9
26	M	9
27	M,IC	9,9
28	COM	4
29	COM	9
30	M,COM	6,9
31	M,COM	9,9
32	M,COM	9,9
33	IC	1
34	COM	3
35	FL	9
36	E	4
37	IE	2
38	M	6
39	IE,FL	6,6
40	FL	6
41	E	4
Performance Management		
42	STC,IE	3,9
43	IE	3
44	IE,IC	6,3
45	DC,IE	3,3
46	IE	9
47	CP,IE	3,6

48	IC	6
49	DC	6
Compensation Management		
50	STC	6,
51	IC,IE	4,2
52	IC	4
53	FL	4
54	COM	6
55	IE	4
56	CP,E	4,2
57	E	9
58	IE	6
59	CP	9
60	M	6
61	CP	6
62	E	2
63	E	9
64	IE	2
Development Management		
65	IC	4
66	CP	2
67	IE	6
68	M	6
69	FL	NO DATA
70	FL	3
71	COM	4
72	COM	3
73	FL	3
74	CP	2
75	STC,E	2,2
76	CP,E	2,2
Human and Social Relations Management		
77	IC	2
78	IC	2
79	IC	2
80	CP	3
81	IC	3
82	CP,IC	6,9
83	IC	9
84	IC	9
85	IC	3
86	IC	9
87	IC	6
88	IC	2
89	E,IC	3,3
Human Resources Function Management		
90	DC	6
91	DC	3
92	DC	9
93	DC	9

**APPENDIX 2 (INSERT)**

Job Description, Deputy Permanent Secretary, Ministry of the Civil Service

## **APPENDIX 3**

### **List of Abbreviations**

<b>BSS</b>	Barbados Statistical Service
<b>EAPA</b>	Employee Assistance Professionals Association
<b>EAP</b>	Employee Assistance Programme
<b>HR</b>	Human Resources
<b>HRM</b>	Human Resources Management
<b>HRMIS</b>	Human Resource Management Information System
<b>IRC</b>	Internal Reform Committee
<b>MCS</b>	Ministry of the Civil Service
<b>NSC</b>	Network Services Centre Inc
<b>OPSR</b>	Office of Public Sector Reform
<b>PRDS</b>	Performance Review and Development System
<b>PSC</b>	Public Service Commission

**REGIONAL POLICY DIALOGUE  
MANAGEMENT AND TRANSPARENCY OF PUBLIC  
POLICY NETWORK**

SHORT FORM FOR THE  
INSTITUTIONAL ASSESSMENT  
OF CIVIL SERVICE SYSTEMS

Case of  
**BAHAMAS**

Final Report Submitted to the  
**INTER-AMERICAN DEVELOPMENT BANK**

November, 2004

By  
Hedy Isaacs

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## **Acknowledgements**

The Inter-American Development Bank (IDB), through its Regional Policy Dialogue, Management and Transparency of Public Policy Network, commissioned this study of the institutional assessment of civil service systems (CSS) in the Commonwealth of the Bahamas [referred to as the Bahamas in this document]. The reform ethos evidences the government's recognition of the need to strengthen key elements of the legal framework that guide the CSS as well as certain human resource management (HRM) subsystems.

The researcher who was engaged as a consultant to the Bank to undertake the institutional assessment of the CSS in the Bahamas was guided in the research undertaking and the subsequent report by a methodological framework that the IDB provided. This framework, developed by Professor Francisco Longo offered quantitative as well as qualitative criteria for assessment. This report conforms to the IDB's short form for the institutional assessment of national CSS. The report incorporates an executive summary [Section1], provides an analysis of the seven human resource management (HRM) subsystems that constitute the CSS [Section2]; reflects the symbolic valuations of the HRM subsystems [Section 3]; offers a functional analysis of the CSS using select World Bank indicators of governance. Indices relating to efficiency, merit structural consistency, functional capacity and integrating capacity constructed to reflect the CSS in the Bahamas are also explicated and presented in tabular form [Section 4]. Conclusions that highlight legal, socio-cultural, economic and political factors that influence the CSS are analyzed and presented [in Section 5.] The Summary Table [in Section 6] offers a synthesis of the preceding sections. Recommendations are provided [in Section 7.]

Over a period of eight working days [June 9<sup>th</sup> -18<sup>th</sup>, 2004], the researcher consulted fifty-one (51) persons, whose names appear at Appendix 1, consulted documented sources and analyzed the existing CSS in order to develop recommendations. I wish to express appreciation to all the persons interviewed, who shared their ideas and materials, in particular, Mrs. Irene Stubbs, Permanent Secretary, Ministry of the Public Service, Mrs. Antionette Bonimy, Deputy Director of Legal Services, Mrs. Elma Garraway, Permanent Secretary, Ministry of Health, Mrs. Lois Symonette, Management Consultant [retired

Permanent Secretary], Mrs. Wilamae Salkey, Acting Chairman, Public Service Commission, Mrs. Donella Bodie, Director , Human Resources, Royal Bahamas Police Force, Mr. Kingsley Black, President of the Bahamas Union of Teachers, Mr. John Pinder, President Bahamas Public Services Union, Mrs. Rena Ginton, Under Secretary, Ministry of Education, Miss Nicole Campbell, Under Secretary, Ministry of Foreign Affairs, Mrs. Leila Greene, Permanent Secretary, Ministry of Housing.

I am grateful to Bahamas' High Commissioner Leonard Archer who helped me to gain access as well as to Mr. Selwyn Smith, Barbados Consul to the Bahamas for networking with HC Archer on my behalf.

## **1. Executive Summary**

While an explicit overarching agenda for modernizing the CSS is not articulated, it is evident that this is the vision of the Government of the Bahamas. The legal framework of the CSS is targeted for imminent review in order to address concerns regarding the capacity of existing laws to respond to changes in policy priorities. Recent evidence of the government's reform impulse within the CSS of the Bahamas includes an audit of human resources and the strengthening of the professional development management and performance management subsystems.

The centralized approach to managing the CSS in the Bahamas is guided by constitutional provisions, as well as by acts and regulations of long standing. The Constitution makes provision for the Public Service Commission (PSC) and other commissions [namely, the Judicial and Legal Services Commission and the Police Service Commission] for appointing employees, as well as for a Public Service Appeals Body. The Department of Public Service (DPS) established under general constitutional provisions that has responsibility for human resource management in the civil service is guided by the Constitution 1964, the Public Service Act 1969, the Public Service Commission Regulations 1971, The Employment Act 2002, and General Orders (GO) that elaborate on "rights, obligations and conditions of service generally" (cited in the Preface to the GO. The latter came into effect 1968, and were partially modified overtime). The main critique is that these "Orders emphasize punitive aspects, rather than their positive workable elements and that they contribute to the bureaucratization of human resource management" (testimonials).

A human resources audit was conducted as “part of a comprehensive project to review and analyze the functioning of Ministries and Departments and the adequacy of their human resource complement” (DPS official, June 16, 2004). Other initiatives have been undertaken by DPS, to strengthen the professional development management and performance management subsystems: The Career paths and requirements for promotions in clerical, executive, secretarial, registry and administration grades have been amended (Departmental of Public Circular No. 21 of 2003, September 8, 2003). A comprehensive manual for performance appraisal has been developed and introduced. Line agencies, including the Ministries of Health and Education have developed performance management systems. These initiatives to improve the CSS are not taken within the framework of an overarching integrated human resource management (HRM) system. Ideally, changes to the legal framework have to be matched by a strategy for HRM and an integrated overarching HRM system that reflects strategic coherence between performance management, development management and the other subsystems of human resource management, so as to optimize human resources and achieve the mandate of a “competent, professional, empowered Public Service” (“Our Vision ...” DPS website accessed 6/14/2004). The vision for modernization of the CSS is underpinned by the drive to strengthen the capacity to manage human resources: “government also strongly supports the introduction of an HRM cadre. A vision for an HRM Cadre was devised to facilitate connectivity. HRM personnel would belong to the DPS and be assigned to respective agencies” (testimonials, partially paraphrased). While it is evident that positive developments are taking place within certain HRM subsystems in the CSS of the Bahamas, these developments are not informed by a clearly articulated HR strategy that communicates the goal of HRM, priority courses of action, and operative objectives. An HR strategy and an integrated HRM system would facilitate a more coordinated approach. (Articulate an agreed HR strategy: Recommendation 1) (Develop an overarching integrated HRM system that is guided by a modernized legal framework: Recommendation 2).

## **2. Analysis of Subsystems**

### **Human Resources Planning**

*This subsystem is evolving. While priorities are identified annually, this subsystem is constrained in terms of its capacity to proactively facilitate coherence between HR policies and practices. HRP is currently a function of the goals for national development, available resources and the budget impulse. In the absence of a formalized HR planning subsystem that is supported by an accurate and timely human resource management information system, it is a “challenge to develop transparent plans for HR planning” (testimonial) or a macro vision of needs, and as a result, there are deficits. Another data limitation is the absence of a directory of trained personnel/ personnel in training in-country and elsewhere. Line Agencies that attempt to anticipate HR needs find that the ‘fit’ between forecasts and needs is not satisfactory in terms of numerical or competency requirements.” In some instances, agencies have taken initiatives that have facilitated HR planning. A ‘manpower audit’ of the Royal Bahamas Police Forces has led to the “development of a manpower plan and facilitates forecasts” (testimonial). The HR planning component of the Ministry of Education’s Strategic Plan, drives an ongoing [manual] needs assessment process that is linked to priorities and strategies of the organization. Although this is a useful forecasting tool there is evidence of deficits (testimonials paraphrased). The Ministry of Health’s strategic Plan incorporates a vision to develop an electronic human resource management information system to facilitate planning.*

*The HR audit conducted by the DPS in 2003, assessed service -wide needs in terms of “competencies, experience and placement” (testimonial) and will serve as a building block for the planning subsystem. The HR aspect of the JD Edwards system, a combined payroll and HR planning tool is reportedly not fully operational in all agencies. The HR audit and an operational HRM information system that is accurate and timely are essential steps towards the development of an overarching HR planning framework.*

### **Work Organization**

*The task of preparing job descriptions is dispersed throughout the central government agencies and is generally undertaken by managers rather than job analysts. Job*

*descriptions, prepared by these in-house teams are detailed and accurately reflect the job demands, in terms of the tasks to be done as well as required qualifications. Job descriptions do not generally incorporate personal profiles, except in the “cases of technical personnel” (testimonial). This deficit has implications for the employment management and development subsystems. Interconnections between the work organization subsystem, the employment management, development management and performance management subsystems are evident. Job descriptions are used in job search, are integrated with the performance evaluation process and serve to guide new recruits. In case of entry-level employees, it is usual to provide sustained guidance over a one year probationary period, through training, as well.*

*The work organization subsystem needs to be strengthened, by incorporating personal profiles in job descriptions. This will facilitate the optimization of human resources and improve the efficiency of the CSS.*

### **Employment Management**

*The CSS of the Bahamas is professional and merit based. The key institutions that manage this subsystem are the PSC, DPS and the appellate body, the Public Service Appeals Board. Recruitment to all positions is open by law with the exception of the post of Ambassador. Ambassadorial appointments are vested in the Prime Minister. There are eight such posts. The Prime Minister also recommends persons for appointment to the post of Permanent Secretary. There are fourteen such posts. Individual ministries are authorized to engage consultants. The researcher was unable to establish the number of consultants currently employed. “All other appointments are undertaken by the PSC” (this was consistently affirmed in testimonials).*

*Since September 11, 2001 there has been a moratorium on employment. The case may be made for the employment of persons in exceptional circumstances. Posts are advertised by the PSC, internally and externally. (Please see copies of advertisements at Appendix 111). This does not preclude agencies “identifying and recommending to the PSC individuals considered suitable for positions” (testimonial). The selection bodies are designed with professionalism and technical experience. Recruits and incumbents are credentialed. Recruits are generally exposed to induction training that is organized and*

*delivered by DPS. Promotion is generally linked to performance and merit. The absence of competencies profiles and explicit standards of performance constrains the strategic coherence between this subsystem and performance management subsystem. The professionalism of the service is also sustained by deliberate efforts to develop career paths for a range of occupational categories and to link mobility within these career streams, to performance on the job, assessment of potential using assessment center methodology, as well as through job rotation for the administrative cadres. This is a best practice.*

*Absenteeism records are also maintained and are taken into consideration by the PSC for purposes of promotion. Absenteeism indices are not maintained. It was not established whether data regarding turnover was maintained.*

### **Performance Management**

*This subsystem is evolving. There is evidence of interconnections between this subsystem and the employment management and professional development subsystems. One element of this subsystem, performance evaluation, is fully functional but the absence of explicit performance standards and competencies profiles, constitute limiting factors. DPS has developed a performance appraisal (PA) manual and has since [2003] conducted ongoing seminars for supervisors /managers in the use of designated performance appraisal instruments. Copies of completed performance appraisal reports are submitted to the Chief Personnel Officer who identifies individuals' strengths and weaknesses. The PSC takes these reports into consideration for promotion purposes. The efficacy of the evaluation process is sometimes constrained by the disposition of the supervisor, who may "shy away from being judgmental"(testimonial), preferring to assess employees' performance as average or above average even when performance may not completely satisfy required criteria. While the pre-requisite performance standards that accompany a formalized performance management system have not yet been developed, the (PA) manual explicates guidelines for assessing performance so as to ameliorate bias. The PSC Form 9, Government of Bahamas, Employee Appraisal Record, provides scope for employee's profile and description of duties (part I), assessment of 'technical*

*competencies and personal characteristics' (part II), assessment of managers and supervisors (part III) assessment of potential for advancement (part IV) employee development plan (part V) employee/supervisor consultation (part VI). The issue of bias can be problematic particularly in small countries, where employees and managers interact on and off the job and are sometimes reluctant to assess performance objectively. The "employee and supervisor evaluate jointly." [This is reportedly] " a move away from an earlier approach" (testimonial. [Now]"there is room for discussion and feedback" (testimonial).*

Ideally the existence of performance standards and job descriptions that are products of a role classification exercise and reflect skills/ competencies would enhance the outcomes of supervisor and employee, joint assessment of performance.

### **Compensation Management**

*This subsystem in the CSS of the Bahamas fulfils the objectives of internal equity, transparency in wage decisions and is exceptional in terms of its emphasis on non-monetary incentives. Compensation management subsystem although not fully formalized,[ in terms of reflecting the products of job evaluation that link role classification to salary,] emphasizes monetary and non-monetary rewards, a contributory pension system[ except in the case of the police whose pension is non-contributory] and evidences best practices. There is apparently perceived internal equity although relative to the private sector, civil service salaries, particularly at the higher levels of the service, are not considered competitive. There are no abusive practices associated with compensation management in the civil service.*

*"Salaries at the entry levels in public and private sectors are similar." Salaries at the higher levels are not comparable (testimonial, partially paraphrased). Differentials of between \$20,000- \$40,000 were cited in support of this assertion: "A Treasurer in the public sector gets \$58,000 per annum while his counterpart in the private sector receives \$78,000." A Chief of Police gets \$60,000 per annum and his private sector counterpart receives \$100,000 (testimonials).*

Salary, it is argued, "does not necessarily motivate and sometimes there is a search for additional income through 'overtime' or jobs outside of the service." "Compensation

*and retention pose challenges.” “Salary scales are based on qualifications. Jobs are clustered and salary scales are assigned” (testimonials). This task of assigning salary scales, is carried out by a Salaries Review Committee, an institution that has been in place since 1967. The vision for modernizing the public service “incorporates a job evaluation exercise” (testimonial) and classification of roles linked to salaries, as the basis for a formalized compensation management system. There are no abuses associated with compensation management within the civil service, “no political patronage associated with wage decisions” (testimonial). “Unions have been vigilant in identifying pay anomalies. Infrequently, there are abuses [ in the wider public sector]. Public enterprises and corporations are better paid than the public service”, (testimonial).*

*In addition to monetary benefits, civil servants receive a range of non-monetary. The practice of awards for long service is widespread. In addition high achievers are recognized. The Annual Public Service Week and Recognition of Retirees is organized by the DPS to honor persons who retire during the course of the year, and who have 25 years service and over, as well as recognizes and rewards outstanding performance of serving staff. The recipient of the “Public Officer of the Year Award” is chosen from among nominees of ministries and departments, by a panel of prominent citizens, including private and public sector personnel. The criteria include a review of performance [performance evaluation report] and an interview. This award introduced in 2003 by the DPS provides the recipient with a plaque as well as money.*

*The Ministry of Health also recognizes serving officers vide the “Nurse of the Year Award.” The Police also benefit from non- monetary incentives, including, after school care centers for children. There are also plans to introduce day care centers in the Ministries of Education (Bahamas Technical and Vocational Training Institute) and Health. “Training offerings for all levels of staff as well as professional/ management development courses offered by the DPS are [construed as] non-monetary incentives”(testimonials).*

*There is a special pension scheme for permanent secretaries and insurance coverage to this category even after retirement. At other levels pensions are considered inadequate to meet social obligations.. Police benefit from a non- contributory pension system, and other monetary benefits, including medical and motor car loans, salary advances.*

*Another 'best practice' is the offer of 'retirement seminars' for the purpose of counseling prospective retirees*

The CSS in the Bahamas is exceptional in terms of the emphasis that it places on non-monetary benefits. The monetary benefits although evidencing internal equity are apparently not comparable to private sector salaries.

### **Professional Development Management**

*The overarching training policy and plan for the Civil Service are being developed. The DPS, in tandem, designs and delivers centrally, a range of "new and innovative training programs that will empower Public Sector leaders and officers to become change agents, think out of the box and to make excellence" a core value of their organizations, (Public Service Centre for Human Resource Development, a Division of the Department of Public Service 2002-2003 Training Brochure page 2). Line agencies are invited to nominate individuals for training. Training is generally based on perceived needs and not necessarily informed by formal training needs analysis, or evaluated to determine costs relative benefits. These aspects of the professional development management subsystem need to be strengthened. Interconnections are evident between this HR subsystem and the employment management subsystem.*

*Individual agencies including the ministries of Health, Education and the Royal Bahamas Police Force, have also established training units that independently provide in-house training or develop strategic partnerships with academic or other agencies to develop their staff. These partnerships are not limited to agencies in-country. The Ministry of Health has established a strategic partnership with an international University, so as to facilitate in-service awards.*

*The existence of career planning/ paths that are linked to specific training regimes and requirements affect incumbents in the administrative, executive and clerical positions in the civil service (DPS CircularNo.21 of 2003). Individual agencies also undertake related programs. In the Ministry of Health there is the Nursing cadet program, in Education a comparable program for teachers. The Ministry of Foreign Affairs has developed [in collaboration with the DPS] a foreign service career path that links promotional opportunities to performance and merit and employs an assessment center*

*methodology and external facilitators, including private sector managers, retired permanent secretaries and consultants.*

While there are positive developments taking place in this subsystem, key elements require strengthening. These include development of an overarching training policy and a plan that is based on formal training needs analysis and followed up by an evaluation of training.

### **Human and Social Relations Management**

*There are positive developments within this subsystem in the CSS of the Bahamas in terms of the existence of a range of instruments to provide feedback regarding employees concerns and suggestions. “Decisions are circulated effectively and communications is excellent.” These views are juxtaposed to concerns expressed by a minority regarding the nature and quality of communications. The industrial relations climate is stable, non confrontational and free from excessive conflict, in a context where the “absence of collective agreements is believed to mitigate reforms to the civil service” (testimonial). Health and safety issues have taken on increasing importance and require attention.*

There are mechanisms to assess the organizational climate. These include Suggestion boxes; Satisfaction surveys; Bulletin Boards; Employee Wellness Programs; Employee Assistance Programs, Employee Assistance News letters; Counseling sessions [career counseling and general counseling]. Feedback at staff meetings is another means. Unions also receive unsolicited feedback directly from civil servants, also feedback from their shop stewards. “The Bahamas Public Service Union also meets regularly with Heads of Departments and Permanent Secretaries”(testimonial). Despite these mechanisms, there are conflicting views regarding the effectiveness of communication. There is the view that “communications is excellent”, [that] “employees feel valued because their supervisors are approachable and open lines of communication exist.” There is another view that there is the “need to improve communications. Some decisions are top down. There is need for training in effective communications; communications is a control mechanism;” “80% of civil servants do not have access to General Orders” (testimonials).

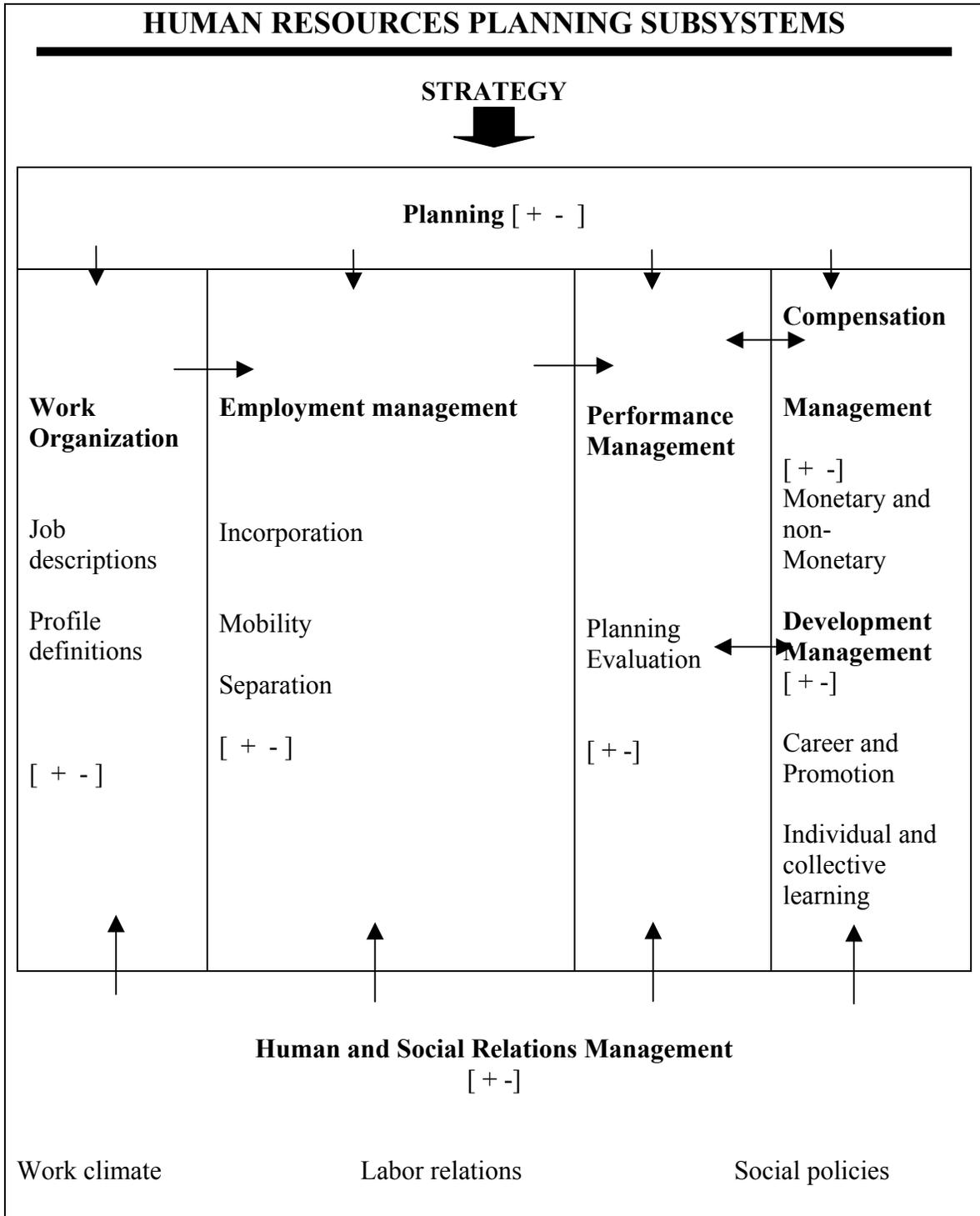
Conflict is not excessive and the labor relations ethos is not confrontational. Arguably a contributory factor is that “government [sometimes] intervenes in labor relations issues

rather than allowing parties to work out issues” (testimonials). “Central government never hears about conflicts that sometimes emerge in the ministries of Works, Education and Health, regarding pay or conditions of service.” There is also the view that the “absence of collective agreements [reportedly] mitigates improvement and reforms” (testimonials).

While the working conditions [observed] satisfy health and safety requirements, apparently because of economic constraints this does not necessarily hold for all public buildings. There are reported incidence of accidents and the questionable safety of emergency exits and occupied buildings.” These cases are apparently not the norm as a testimonial from another source [the Department of Labor] indicated that the Health and Safety Act of 2001 mandates examination of the general environment/ buildings to ensure conformance to the Act. Yet another interviewee opines: “Health and safety is becoming a big issue” (testimonial) and needs urgent attention.

Section 3 which follows provides symbolic valuation of the HRM subsystems analyzed in this section of the report.

# Symbolic Valuation of the Human Resources Subsystems



### 3. Indicators

#### Quantitative Indicators

Professionalism of the Civil Service

**1. Number of political appointments** 23/ 18,000

The Civil Service is professional and merit based. Appointments to the post of Ambassador are vested in the Prime Minister. There are eight (8) such posts. Permanent Secretaries (fourteen) are appointed on the recommendation of the Prime Minister. In addition, ministries engage consultants. The number of persons currently employed as consultants was not established [“not available”]. Overall, the number of posts examined in the administrative universe that are filled using political criteria is negligible.

Source: DPS June, 2004

Fiscal weight of public employment

**2. Central government wage bill / Gross Domestic Product**

<b>1998</b>	17.8
<b>1999</b>	17.2
<b>2000</b>	17.2
<b>2001</b>	17.9

The wage bill excludes training grants and pension. Using the World Bank comparator of between 5-25% the fiscal weight of public employment is not a relative burden on the economy

Sources:

The Central Bank of the Bahamas Quarterly Statistical Digest, November 2003 Vol.12 #4 pp 66-72 Table 7.1 “ Central Government” [Primary Source – Treasury Accounts]

<http://www.bahamas.gov.bs/BahamasWeb/adresO.nsf> p 87 Table 1. Growth of the Bahamian Economy 1994-2002

Date accessed 6/2/2004

Civil Service Incentives

**3. Vertical Wage Compression of Salaries for 2003**

		B\$/ Monthly Min	B\$ /Monthly Mid-Point (estimated)	B\$/ Monthly Maximum
Salary Level	Level 1 (lowest)	Assistant School Attendant \$9,000 x \$400	\$13,000	\$18,000
	Level (highest)	Chief Justice \$96,000 + allowance [Fixed]	\$96,000	\$96,000 [Fixed]
Compression		1:10.6	1:7.3	1:5.3

This is a measure of the difference between the total pay received by the employees at the top wage level and those at the lowest level of the wage scale. The ratios calculated were examined against the range 1:7 and 1:20. Overall the ratios are within the range and suggest that there is relative internal equity in the compensation structure

Source: DPS September, 2004

**4. Average central government wage/ per capita GDP**

\*Average central government wage estimated / Per capita GDP estimated [Year 2001] 50,151.23 /16452 [3.05]

This indicator measures the extent to which government employees in the central civil service are satisfied with their pay. Measured on a scale of 0-100 the indicator suggests that wages are low and do not support public employees

Sources:

DPS July, 2004

Commonwealth of the Bahamas Report of the 2000 Census of Population & Housing, Department of Statistics, Ministry of Economic Development, P.O. Box N 3904 Nassau, Bahamas. Table 5.0 p 8 “Total Population by sex and by age in years last birthday”

Central Bank Quarterly Statistical Digest, November 2003 Volume 12 #4 pp 66-72  
Table 7.1 “Central Government” [ Primary Source – Treasury Accounts and Treasury  
Statistical Printouts]

<http://www.bahamas.gov.bs/BahamasWeb/adresO.nsf> p 87. Table 1. “Growth of the  
Bahamian Economy 1994-2002. Date accessed 6/2/2004

**5. Average central government wage/ average private sector wage**

The average comparative wages were not established. The testimonials suggest that  
comparable jobs attract salary differentials of between \$20,000-40,000 per annum.

“A Treasurer in the public sector gets \$58,000 per annum while his counterpart in the  
private sector receives \$ 78,000. A Chief of Police gets \$60,000 per annum and his  
private sector counterpart receives \$100,000.”

Source: Testimonials, June, 2004.

**6. Total number of central government employees/ total population**

17,582 / \*303,611 [5.79%]

This comparator is low in a range of 0-100. The proportion of central government  
employees relative to the population is low. “A very low percentage would reveal  
insufficient development of the public sector considered overall” (IADB Short Form  
of Assessment 2004:12)

Sources:

DPS 2004

\*Census 2000 (mid-year population) Commonwealth of the Bahamas Report of the  
2000 Census of Population & Housing, Department of Statistics, Ministry of  
Economic Development, P.O. Box N 3904 Nassau, Bahamas. Table 5.0 p 8 “Total  
Population by sex and by age in years last birthday”

Indicator of Productivity and Efficiency

**7. Central government expenditure (excluding pensions and debt service) / total  
number of central government employees**

896,704/ 18,000 [49.8%]

Sources:

The Central Bank of the Bahamas Quarterly Statistical Digest, November 2003  
Volume 12 #4 pp 66-72 Table 7.1 “Central Government” [Primary Source – Treasury  
Accounts and Treasury Statistical Printouts]

<http://www.bahamas.gov.bs/BahamasWeb/adresO.nsf> p 87. Table 1. “Growth of the  
Bahamian Economy 1994-2002. Date accessed 6/2/2004

B ) INDICES FOR THE EVALUATION OF CIVIL SERVICE SYSTEMS

**Table of Indices**

<b>INDEX</b>	<b>Index value (on a scale of 4-20)</b>	<b>SUB-INDEX</b>	<b>Sub-Index value (on a scale of 2 to 10)</b>
<b>[E] Efficiency</b>	<b>[10.40]</b>		
<b>[M] Merit</b>	<b>[14.16]</b>		
<b>[SC] Structural Consistency</b>	<b>[10.34]</b>		
		<b>[STC] Strategic Coherence</b>	<b>[VS = 4 ]</b>
		<b>[DC] Directive Consistency</b>	<b>[ VS = 5.56 ]</b>
		<b>[CP] Consistency of Processes</b>	<b>[ VS = 4.57 ]</b>  Sum of VS x 20 / sum of MRV = IV of SC 14.13 x 20 / 27.32 = 10.34
<b>[FC] Functional Capacity</b>	<b>[10.32]</b>		
		<b>[COM] Competence</b>	<b>[VS = 5.4 ]</b>
		<b>[IE] Incentive Effectiveness</b>	<b>[VS = 5.25]</b>
		<b>[FL] Flexibility</b>	<b>[VS = 4.78]</b>  Sum of VS x 20/ sum of MRV = IV of FC 15.43 x 20 / 29.88 = 10.32
<b>[IC] Integrating Capacity</b>	<b>[12.4]</b>		

### **Elaboration of the Indices**

The indices and sub indices were constructed based on the valuations of the critical points.

#### **[E] Efficiency [10.40]**

This index is related to 13 critical points and focused on the extent to which the “investment in human resources is optimized “ in the CSS of the Bahamas. The index is linked to the existence of a formalized HR planning framework that is supported by an accurate and timely HR information system evidencing alignment between HR needs, existing resources and adequate distribution of human resources. The index also measures the overall cost of public employment relative the economy the existence of cost-benefit evaluations of non- monetary benefits and training and the adequacy of pension, social care and benefits. These are aspects of the CSS of the Bahamas that require strengthening.

#### **[M] Merit [14.16]**

The index evaluates the use of professional criteria in HR policies and practices and is related to 10 critical points. These critical points relate to the extent to which wage and employment decisions evidence nepotism, abuse and politicization. In the central government these decisions are generally underpinned by professionalism.

#### **[SC] Structural Consistency [10.34]**

This index assesses the extent to which “basic structural elements that a CSS must have are present” (IDB TOR 2002). The index is developed from critical points that are linked to elements o the HR planning, work organization and performance management subsystems. While the government of the Bahamas is addressing each of these subsystems, they require formalization and strengthening. Three sub-indices, namely, strategic coherence, directive consistency and consistency of processes constitute the index.

#### **[STC] Strategic Coherence**

Strategic coherence “values the degree in which different employment and human resource management policies are linked to the strategic government priorities.”

[DC] Directive Consistency is related to 8 critical points and measures the “relationship between the central techno- structure and line directives” (Longo, F. 2002:78, IDB)

[CP] Consistency of Processes.

This sub-index values the degree of development and integration in the analyzed area, of the basic processes that sustain and integrated employment and HRM system. It is related to 14 critical points”(Longo, F. 2002:78, IDB). Initiatives are in progress or are imminent in the CSS of the Bahamas. These initiatives demonstrate a reform trajectory that is likely to result ultimately in an integrated HRM system.

[FC] Functional Capacity [10.32]

This index values the extent to which the CSS in the Bahamas promotes productivity within the framework of the organization’s priorities. This index has three sub indices: [COM] Competency, [IE] Incentive Effectiveness, [FL] Flexibility.

[COM] The Competency sub-index focuses on the framework of HRM policies and practices that directly influence individuals’ development leading to employees’ possession of key skills. While there is evidence that employees are generally qualified, the Work Organization [ incorporation of competencies profiles] and HR planning subsystems will require strengthening so as to facilitate this process.

[IE] Incentive Effectiveness values the effectiveness of HRM policies and practices in stimulating productivity.

[FL] Flexibility sub-index values the extent to which policies and practices facilitate timely adaptation to changes in the HRM context. The review of the legal framework that guides the CSS in the Bahamas will facilitate more timely responses and obviate the existing critique that the legal framework contributes to the bureaucratization of HRM in particular, recruitment.

[IC] Integrative Capacity [12.46]

This index measures the capacity of the CSS to align expectations and interests of internal and external stakeholders to facilitate empowerment and to ameliorate conflict (Longo, F. 2002: 78, paraphrased). This index is linked to 19 critical points.

The CSS in the Bahamas is exceptional in terms of the focus on mechanisms to secure feedback regarding the organizational climate. The labor relations ethos is relatively stable. Improvements in managing communication and health and safety are advocated (testimonials, paraphrased).

## **4. Conclusions**

### **Analysis of Causal Areas**

While positive developments are taking place in the CSS of the Bahamas, these developments are not informed by a clearly articulated HR strategy that communicates the goal of HR, priority courses of action, and operative objectives. The fragmentation of the HRM system evidences a design problem as efforts to modernize elements of the system diminish the synergies that result from the interconnections between the subsystems. The existence of an operational JD Edwards planning tool in the central agency will only benefit the CSS and facilitate proactive approaches to planning if the central agency is networked to fully functional HRM information systems in the line agencies.

The work organization subsystem emphasizes qualifications and experience to the exclusion of profiles of competencies. This gap influences the effectiveness of HR decisions and the interconnections between the work organization subsystem, and other subsystems, in particular, HR planning, the employment management, performance management, and professional development management. The employment management subsystem emphasizes professionalism, but requires strengthening to incorporate explicit standards of performance.

While the compensation management subsystem reflects the value that is placed on employees and an emphasis on recognizing employees' achievements using monetary and non-monetary benefits, this subsystem is not informed by role classification that is linked to salary. A key element of the professional development subsystem is the existence of career paths. Career paths operate outside the framework of a training policy and plan that is driven by formal training needs analysis, and requires the evaluation of the products of the training plan in terms of costs and benefits.

There is evidence that a wide range of instruments exist to provide feedback concerning the organizational climate. Aspects of the human and social relations management subsystem reportedly require strengthening, namely downward communication and health and safety.

### **Internal Factors**

The existing CS model displays elements of the model based on career organization and the model based on recruitment systems. The influence of the British model that emphasizes professionalism and insulation of selection from politicization is evident. The model also incorporates elements of a CS based on career organization. Career systems have been refined to facilitate the progression of individuals through the organizational hierarchy of positions. Career paths [ for the administrative cadres in particular] also facilitate lateral movement /rotation of persons. These approaches have implications for an individual's development, as planned rotation enriches experiences, and builds the capacity necessary for upward mobility and performance

### **Environmental Factors**

Key contributory factors that influence the CSS in the Bahamas are the legal framework, [which is under review,] the dynamic economic context and public policy consequences.

A collection of statute laws of the Bahamas, Acts, Orders and Regulations constitute the existing legal framework that guides decision-making regarding conditions of service and the conduct of public business. The Constitution of the Bahamas, Chapter VII, part 1 section 107 provides for a PSC mandated to “ make appointments to public offices and to remove and to exercise disciplinary control over persons holding or acting in such offices”(op.cit:101). Part III of this law, provides for a Public Service Board of Appeal that has the authority to dispose of appeals, in disciplinary cases. The Public Service Act, provides for delegation of powers to Permanent Secretaries to make temporary appointments. The Pensions Act (21<sup>st</sup> July,1952), that makes provision for pensions and gratuities to be charged on the Consolidated Fund and for the Grant of pensions to persons holding pensionable posts. The Government of the Bahamas General Orders that “came into effect on September 1968”(preface to

the General Orders) outlines “ the conditions of service for government servants, instructions for the conduct of public business, the code of discipline and other matters” (op cit). The Employment Act No. 27 of 2002 deals mainly with conditions of employment, non-discrimination and equal pay for equal work and disabled workers. There are apparent concerns regarding the “inelasticity of existing laws and their capacity to respond to changes in priority policies relating to the CSS. Current laws use the device of subsidiary legislation to accommodate change. The main critique is that the legal framework contributes to the bureaucratization of HRM, in particular recruitment” (testimonials partially paraphrased) Imminent modernization of the legal framework is likely to enhance the efficiency of the CSS.

The Bahamas is characterized as “a stable developing nation with an economy heavily dependent on tourism and offshore banking. Tourism alone accounts for more than 60% of GDP and directly or indirectly employs 40% of the archipelago’s labor force” CIA publication on the Bahamas]. It is argued that “overall growth prospects in the short run will depend heavily on the prospects of the tourism sector and continued steady growth in the United States, which accounts for the majority of the tourist visitors.” The experience of the Bahamas a small island state, demonstrates its vulnerability to events in the global arena. The events of September 11, 2001, [the attack on the US], had a negative effect on the economy of the Bahamas and as a consequence, affected the CSS. One public policy implication was the country’s decision to freeze public employment [except in the essential services]. This decision exacerbates a sector evidencing insufficient development [Indicator # 6, in text indicates that there is insufficient development of central government --- 6% (rounded up) on a scale 0-100, where low percentages indicate insufficient development.]

Environmental factors, particularly, the legal framework and the economy exert significant influence on the CSS in the Bahamas.

### **Main Conclusions of the Assessment**

Since the inception of the PSC and the subsequent establishment of the DPS there have been intermittent reforms to the CSS in the Bahamas. It is apparent that the current reform trajectory includes the imminent modernization of the legal framework of the CSS, as well as other initiatives that focus on elements of HRM subsystems,

namely reforms to the performance appraisal aspect of the performance management subsystem. There is also a vision to develop a human resource management cadre, to strengthen the institutional capacity in central and line agencies.

The CSS in the central government of the Bahamas focuses on professionalism, on mechanisms for assessing the organizational climate, on refining the career paths for a range of occupational categories, and emphasizes non-monetary rewards. These best practices are not elements of an integrated HRM system.

The summary table [Section 6] provides a synthesis of the forgoing sections.

## 6. Summary Table

CATEGORIES	FACTORS	EVALUATOR'S COMMENTS
<b>Analysis of the Institutional context</b>	<b>Analysis of the legal framework</b>	<p>The existing legal framework addresses aspects of the of the HRM system. These include the rights and obligations of central government employees (specifically procedures for appointments, terminations, rules of conduct, enforcement of discipline),non-discriminatory practices in employment. The employment management, human and social relations management subsystems are explicitly addressed.</p> <p>The existing legal framework does not address the HRM system comprehensively and influences the efficiency of the CSS of the Bahamas. In the current modernizing ethos an integrated framework that has the capacity to respond in a timely manner to changes in HRM policy priorities is desirable.</p>
<b>Functional Analysis of the CSS</b>	<b>Organizational analysis of the HR function</b>	<p>The centralization of the employment management function does not preclude initiatives to modernize the CSS at the line agency level. These initiatives have the blessing of the DPS. The key actors, namely, the PSC, DPS and the Appeals Board share the responsibility for HRM. While managers evidently possess the required technical qualifications for the job and efforts are made for them to receive management training,</p>

		there is a limited extent to which they may exert their decision - making responsibility as people managers.
<b>Quantitative Indicators</b>	<p>Indicator 1. Number of Political appointments [23/18,000]</p> <p>Indicator 2. Central Government Wage bill /GDP [896,704/4995 =17.9%] [year 2001]</p> <p>Indicator 3 Vertical wage compression 1:10.6 (Minimum) 1:7.3 (Medium/ midpoint) 1: 5.3 (Maximum) [year 2003]</p> <p>Indicator 4 Average central government wage /per capita GDP 50,151.23 /16,452 : 3.05</p> <p>Indicator 5 Average central government wage /average private sector wage</p> <p>Indicator 6. Total number of central government employees/total population [17,582 /303,611] * population from 2000 Census.</p> <p>Indicator 7 Central government expenditure (excluding pensions and debt</p>	<p>There is evidence of professionalism: The number of posts examined in the administrative universe that are filled using political criteria is negligible.</p> <p>The wage bill is not a relative burden on the economy</p> <p>There is evidence of internal equity</p> <p>Measured on a scale of 0-100 suggests that wages are Low, indicating dissatisfaction with pay</p> <p>Data not established. Based on testimonials, it is apparent that the public sector wage is not competitive. There is evidence of a \$20,000-40,000, differential</p> <p>Insufficient development of the central government indicated by a very low percentage 5.79% on a scale of 0-100</p> <p>49.8%</p>

	service) / total number of government employees [896,704/18,000]	
<b>Analysis by subsystems</b>	<b>Planning</b>	<p>The existence of the JD Edwards System that has the potential as a HR planning tool as well as the HR audit are positive developments.</p> <p>The connectivity between the central and Line agencies is not fully established as the JD Edwards system is not operational in all the line agencies. Coupled with the absence of an HR planning framework that underpins related activity, these deficits represent weaknesses of this subsystem.</p>
	<b>Employment management</b>	<p>Emphasis is placed on professionalism and merit in recruitment and selection. Only a limited number of positions are apparently filled by political criteria. Efforts are also made to formally socialize new recruits.</p> <p>Strategic coherence between this subsystem and work organization subsystem is not fully realized as personal profiles are not generally incorporated in job descriptions. Absenteeism indices and turnover data are not maintained, although 'one's attendance record is taken into account for purposes of promotion'.</p> <p>The practice of contract employment is reportedly widespread at line agency level. The number of contract officers was "unavailable."</p>
	<b>Performance management</b>	<p>While focus is placed on appraising employees incorporating the development of performance improvement plans, performance standards that are linked to organization objectives are not explicated. Employees are sometimes evaluated in a uniformed way.</p>
	<b>Compensation management</b>	<p>The tradition of the Salaries Review Committee that</p>

		determines salary scales that are based on qualifications [“jobs are clustered and salary scales are assigned”] has been maintained over time. While this has resulted in internal equity the classification of roles that is linked to salaries is a prerequisite for salary structure design. The CSS of the Bahamas is exceptional in terms of its emphasis on non-monetary incentives
	<b>Professional Development Management</b>	Career Paths have been developed to facilitate progression and rewards for contribution. While there are evident interconnections between this subsystem and performance management, there are also limitations as the latter is not systematized. There is a vision to develop a training policy. This will give direction to training efforts and obviate the current practice of offering training that is not based on training needs analysis]and serve the organization’s strategy. Such a policy would also ‘guide the development of employees’ skills, and stimulate their professional progression’ (Longo, F. 2002:34 IADB)
	<b>Human and Social Relations Management</b>	There is emphasis on mechanisms for providing feedback about the organization climate. The commonly held view is that communication upwards and downwards is adequate, there is a contending view that information regarding HRM procedures are not effectively communicated,[ many employees have reportedly never seen the General Orders] The labor relations climate is stable. [“There are no existing wage contracts (Testimonials, June 2004”)]. A non-confrontational working relationship exists between unions, government and workers.
	<b>Differences from other</b>	The CSS in the Bahamas has

	<b>compared analyses</b>	elements of three models, namely the British Model that emphasizes the professionalism and independence of those in charge of employment, the model based on Career organization, specifically career systems, and the model based on system management, specifically, integrated systems 'where the figure of the public employer seems very centralized.'
<b>Civil service system indices</b>	<b>Efficiency:</b> 10.40 <b>Merit:</b> 13.84 <b>Structural Consistency:</b> 10.34 <b>Functional Capacity :</b> 10.32 <b>Integrating Capacity:</b> 12.40	

## 6. Recommendations

While it is evident that positive developments are taking place within certain HRM subsystems in the CSS of the Bahamas, these developments are not informed by a clearly articulated HR strategy that communicates the goal of HR, priority courses of action, and operative objectives. An HR strategy and an integrated HRM system would facilitate a more coordinated approach. (Articulate an agreed HR strategy: Recommendation 1) (Develop an overarching integrated HRM system that is guided by a modernized legal framework: Recommendation 2).

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## LIST OF APPENDICES

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1. Table 1 - Valuation of Critical Points
2. Job Advertisements
3. List of Abbreviations

## **APPENDIX 1**

### **List of Interviewees/Panelists**

#### **Department of Public Service**

Mrs. Irene Stubbs, Permanent Secretary  
Mrs. Antionette Thompson, Deputy Permanent Secretary  
Mrs. Hyacinth Pratt, Under Secretary  
Mrs. Carol Johnson, Snr. Assistant Secretary  
Mrs. Paula Johnson, Snr. Assistant Secretary  
Mrs. Ophelia Cooper, Director of Training  
Mrs. A. Simms, Snr. Training Officer  
Mrs. Ann Hamilton, Office Manager i/c Pensions

#### **Department of Education**

Mrs. Rena Glinton, Under Secretary [HRM portfolio]  
Mr. Cecil Longley, Deputy Director, School Management  
Mrs. Leonora Archer, Deputy Director, Curriculum Development  
Mrs. Valderene Rumer, Career Path Snr. Assessor/Consultant  
Mrs. Patrice Saunders Snr. Executive Officer, Career Path Unit

#### **Department of Labor**

Mrs. Althea Albury, Assistant Director

#### **Department of Legal Services**

Mrs. Antoinette Bonimy, Deputy Director of Legal Services

#### **Department of Statistics**

Mrs. Winters, Statistician  
Mrs. Rolle, Librarian

#### **Ministry Of Education**

Mrs. Edith Rolle, Snr. Education Officer (Future Teachers of the Bahamas Program/Teacher Cadet)

#### **Ministry of Foreign Affairs**

High Commissioner Leonard Archer  
Mrs. Nicole Campbell, Head, Administration

#### **Ministry of Health**

Mrs. Elma I. Garraway, Permanent Secretary  
Mrs. Andrea Archer, Deputy Permanent Secretary

Mrs. Mavis Holmes-Hanek (Convenor / Deputy Permanent Secretary, Holistic Services)  
Dr. Marceline Dahl- Regis, Chief Medical Officer of Health  
Dr. Baldwin Carey, Director , Public Health Department  
Dr. M Lockhart  
Dr. Evaneth McPhee, Medical Officer of Health, Dept. of Health  
Ms. Mary Johnson, Director of Nursing  
Ms. Christine Campbell, Director of PR & Communication  
Ms. Dorothy Pratt, Asst. Secretary, Human Resources  
Mrs. Dorphinny Simmons, Snr. Nursing Officer, i/c Training & Human Resources  
Ms. Sandra Smith, Nursing Officer 1, Dept. Planning/ Policy Development  
Mrs. Brenda Ambrister, Snr. Nursing Officer, Dept. of Health  
Mrs. Philabertha Carter, Health Systems Officer 1, Planning & Special Projects  
Mrs. Sherillyn Wallace, Health Systems Officer, Ministry of Health  
Mr. Mike Turner, Under Secretary, Ministry of Health  
Ms. Marcia Munnings, Actg. Executive Director, Bahamas Drug Council  
Ms. Cheryl Thompson Snr. Health Education Officer, Health Education Dept.  
Ms. Adelma Penn Director, Food & Nutrition Department  
Mr. Winston Sweeting, Deputy Director, Dept. of Environmental Health Services  
Mr. Carlton Smith, Asst. Director, Dept. of Environmental Health Services

**Ministry of Housing**

Mrs. Leila Greene, Permanent Secretary  
Mrs. Anna Mae Neeley, Administrative Cadet

**Public Service Commission**

Mrs. Wilamae Salkey, Acting Chairman

**Retired Permanent Secretaries**

Mr. Wilfred Horton  
Mrs. Lois Symonette

**Royal Bahamas Police Force**

Mrs. Donella Bodie, Director of Human Resources

**Trade Unions**

Mr. Kingsley Black, President, Bahamas Union of Teachers  
Mr. John Pinder, President, Bahamas Public Service Union

## APPENDIX 2

Table 1 – Valuations of Critical Points

Subsystems	Critical Points	Indices or Sub Indices	Valuation
Planning	1	STC,CP	4, 4
	2	STC	6
	3	STC, FL	2, 2
	4	CP	6
	5	E	4
	6	E	6
	7	E	6
	8	E	3
	9	COM	6
	10	DC	3
	11	STC	6
Work Organization	12	CP	4
	13	FL	9
	14	CP	3
	15	FL	6
	16	FL, IE	2, 2
	17	CP	2
	18	COM	2
	19	COM	2
	20	COM	4
	21	COM	4
	22	FL	2
	23	DC	3
Management of Employment	24	M, COM	12,12
	25	M	9
	26	M	12
	27	M, IC	12, 12
	28	COM	6
	29	COM	6
	30	M, COM	6, 9
	31	M, COM	9, 9
	32	M, COM	12, 9
	33	IC	3
	34	COM	3
	35	FL	9
	36	E	6
	37	IE	3
	38	M	6
	39	IE, FL	6, 6
	40	FL	6
	41	E	6
	42	STC, IE	2,6
	43	IE	3
	44	IE, IC	6,3
	45	DC, IE	3, 3
	46	IE	9
	47	CP, IE	3, 6
	48	IC	8
	49	DC	6

Compensation Management	50	STC	6
	51	IC, IE	4, 2
	52	IC	6
	53	FL	4
	54	COM	9
	55	IE	6
	56	CP, E	6,4
	57	E	9
	58	IE	6
	59	CP	6
	60	M	6
	61	CP	6
	62	E	3
	63	E	9
	64	IE	4
Professional Development Management	65	IC	6
	66	CP	3
	67	IE	9
	68	M	6
	69	FL	4
	70	FL	2
	71	COM	6
	72	COM	3
	73	FL	3
	74	CP	1
	75	STC ,E	2,2
76	CP, E	2, 2	
Human and Social Relations Management	77	IC	4
	78	IC	3
	79	IC	3
	80	CP	3
	81	IC	4
	82	CP, IC	6,9
	83	IC	9
	84	IC	9
	85	IC	3
	86	IC	9
	87	IC	6
88	IC	2	
89	E, IC	3,3	
The Human Resources Function Organization	90	DC	6
	91	DC	3
	92	DC	9
	93	DC	6

### **APPENDIX 3**

#### **ABBREVIATIONS**

DPS	Department of Public Service
GDP	Gross Domestic Product
GO	General Orders
HRM	Human Resources Management
HRP	Human Resources Planning
PSC	Public Service Commission

## **APPENDIX 4**

### **ADVERTISEMENTS (INSERT)**

Advertisement Circular No. 29 of 2004, dated 19<sup>th</sup> May, 2004. Vacancy for Vice Principal Grade 'C' Primary School, Ministry of Education (Department of Education)

Advertisement Circular No. 37 of 2004, Department of Public Service [PO Box N – 3915] Nassau, Bahamas  
Vacancy for Senior Audiologist, Special Services Section, Ministry of Education (Department of Education)

**REGIONAL POLICY DIALOGUE  
MANAGEMENT AND TRANSPARENCY OF PUBLIC  
POLICY NETWORK**

SHORT FORM FOR THE  
INSTITUTIONAL ASSESSMENT  
OF CIVIL SERVICE SYSTEMS

Case of  
**JAMAICA**  
Final Report Submitted to the  
**INTER- AMERICAN DEVELOPMENT BANK**  
November 2004  
By  
Hedy Isaacs

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## **Acknowledgements**

The Inter- American Development Bank (IDB) through its Regional Policy Dialogue, Public Policy and Management Network commissioned this study of the Institutional Assessment of the Civil Service systems (CSS) in Jamaica. The Government of Jamaica is committed to developing a CSS that works. Reform efforts have been ongoing. Major areas of emphasis are the HR planning subsystem, Performance Management, Work Organization, Professional Development Management and Compensation Management subsystems. The legal framework for the CSS is also being modernized. The reform effort is coordinated by the Public Sector Reform Unit (PSRU) in the Office of the Prime Minister.

The researcher who was engaged as a consultant to the Bank to undertake the institutional assessment of the CSS in Jamaica was guided in the research undertaking and the subsequent report by a methodological framework that the IDB provided. The framework developed by Professor Francisco Longo offered quantitative as well as qualitative criteria for assessment. The report which conforms to the IDB's short assessment form for the evaluation of the national CSS has six sections. Section 1 provides an executive summary. Section 2 presents an analysis of the seven human resources management subsystems that constitute the CSS as well as the symbolic valuation of these subsystems. Section 3 presents a functional analysis of the CSS using select World Bank indicators of governance. An elaboration of indices relating to efficiency, merit, structural consistency, functional capacity and integrating capacity constructed to reflect the CSS in Jamaica is presented. Conclusions that examine contextual factors that influence the CSS are presented in Section 4. A summary table that provides a synthesis of preceding sections is presented in Section 5. Recommendations are offered in Section 6.

The researcher appreciates the information /documentation that Mr. George Briggs, Chief Technical Director / Head, PSRU shared during an interview on July 29<sup>th</sup> 2004, as well as information shared by Mr. Dennis Townsend, Acting Deputy Financial Secretary, Public Service Establishment Division and Mrs. Maria Walters, Senior Pay Planning Officer, Compensation Unit, Ministry of Finance, during a joint interview conducted on August

5<sup>th</sup> 2004. The researcher also consulted other documented sources in order to complete this report.

## **1.Executive Summary**

The Government of Jamaica's commitment to develop an efficient civil service system (CSS) is evident from ongoing and imminent modernization efforts. Against a background of stakeholder consensus regarding a reform trajectory that is linked to cost containment, elements of the legal framework [Staff Orders] for the CSS are being revised with the intention of "liberalizing the management of Human Resources(HR), to facilitate less central management" (testimonial). The Performance Management subsystem has been formalized and introduced in pilot ministries. Concurrently, the Work Organization subsystem is being reformed leading to the "revision of all job descriptions to make them more output focused" (testimonial). There is a vision of imminent reform to the Professional Development Management subsystem to incorporate a policy framework and analysis of training impact. In order to develop the institutional framework for HR planning, a census of public sector employees, a core building block for the planning subsystem is envisaged.

These reform impulses collectively constitute the bases for developing an integrated human resources management (HRM) system. In keeping with current HR practice, an integrated system that is driven by a strategy for HR and underpinned by HR planning is required so as to optimize human resources. An integrated HRM system does not currently exist. If the current drive to improve the efficiency of the CSS is sustained, together with the systematization of the other HR subsystems, namely employment management, compensation management and human resources management, these initiatives are likely to facilitate the integration process. The employment management subsystem evidences a void in induction. Compensation management subsystem does not address in a structured way the inclusion of non-monetary benefits. The institutionalization of these benefits is likely to have merit particularly in an ethos of cost containment. While modernization moves apace, this places new demands on internal relationships within the CSS as well as relationships with external stakeholders. The ability to assess the organizational climate is desirable. Recommendations are made with these limitations in mind. Develop an integrated HRM system: Recommendation1.

Formalize service- wide induction program: Recommendation 2. Give consideration to the introduction of non –monetary benefits: Recommendation 3. Develop instruments for the regular assessment of the organizational climate: Recommendation 4. Sustain the efforts to develop an institutional framework for HR planning and for strengthening the Work organization, Performance management, and the Professional development subsystems: Recommendation 5.

## **2. Analysis of Subsystems**

### **Human Resources Planning**

*In the absence of an overarching HR planning framework, the assessment of HR needs is driven by corporate plans and the budget exercise. This makes strategic coherence of HRM policies and practices problematic. The existing Human Resource Management Information System (HRMIS) is a prototype and not a production model. “The software requirement specification draft has been completed with a view to determining consistent and accurate user requirements in the HRM of the GOJ” (PSRU July 16<sup>th</sup>, 2004:12 ‘Public Sector Reform Unit Cabinet Office Annual Report 2003-2004’). The Government of Jamaica, recognizing the limitations of the existing HRMIS in terms of its capacity to proactively facilitate planning is currently in the process of acquiring relevant software to “replace HRMIS within the 2004 financial year.” While there is a vision for a census of public sector employees, a core building block for planning, this is likely to take place “in January 2005” (testimonial). The formalization of this subsystem is critical even in an organizational environment that is characterized by “tighter management of the wage bill and a freeze on all categories of total employment,” [particularly as] a “Post Operation Committee to deal with exceptions to the freeze” exists (testimonial).*

### **Work Organization**

*Positive developments are taking place within this subsystem as “ all job descriptions are being revised to resolve an inherent weakness, namely, jobs are activity oriented rather than output oriented” (testimonial, partially paraphrased). This exercise is being undertaken under the aegis of the Cabinet Office where the expertise for job description*

writing now resides. The linkages between effective job performance and job descriptions that incorporate personal profiles are recognized, and the revision exercise is an attempt to address this. “The revision exercise also aims to strengthen the interconnections between the work organization subsystem and the professional development management and performance management subsystems (testimonial paraphrased).”

## **Employment Management**

Emphasis continues to be placed on maintaining professionalism and merit. The Office of the Services Commissions “remains impartial, retains its monitoring / audit function for HRM and continues its role as an appellate body” (PSRU July 16<sup>th</sup> 2004:3). Recruitment remains competitive and the selection committees generally reflect independence, technical competence and professionalism. There are established professional and technical criteria that recruits are expected to satisfy. The interconnection between this subsystem and the work organization is evident. There has been a reduction in the number of political appointees as advisors/consultants have now reverted to substantive position holders. The vision is “to employ ‘political advisors’, short-term traditional consultants, as well as ‘specialist advisors’ under the authority of the Permanent Secretary (PS). The roles of designated political advisors will be clearly defined and guidelines for employment elaborated” (testimonial, reportedly comments conform to the Report on Advisors / Consultants to Government July 2003). “Currently there are thirty two posts of executive and special assistants to Ministers. Each of the 16 ministers is allowed to operate a total of two posts. [Executive assistants assist Ministers in relation to their portfolio activities. Special Assistants do administrative work /constituency activities”](testimonial).

Elements of the subsystem that require formalization include service-wide induction programs, and data bases of staff turnover and absenteeism. There is also a need to strengthen the procedure relating to the enforcement of discipline to facilitate timeliness and the perception of equity.

## **Performance Management**

*Positive developments are taking place within this subsystem evidencing the development of a performance management policy and the introduction of a Performance Management and Appraisal System (PMAS). This subsystem is formalized at the level of Permanent Secretary and in six of sixteen ministries. Permanent Secretaries are assessed annually on the basis of established criteria outlined in their performance contract. Since July 2003 six pilot agencies, namely, the Ministry of Finance, Office of the Prime Minister, Cabinet Office, Office of the Services Commissions, Ministry of Transport and Works and the Ministry of Local Government, Community Development and Works have introduced the PMAS. “All other ministries [will] ‘come on stream’ in April 2005” (testimonial). Pay is now linked to performance in the pilot agencies. Training in performance management, is being carried out service-wide in support of the formalization of this subsystem.*

## **Compensation Management**

*No abusive practices are evident in wage decisions. While the wage structure and payment policies generally follow a set of priorities and objectives there is evidence of reactivity. This is attributable to a number of factors, namely, “relative job worth, wage negotiation/ bargaining, fiscal policy [Memorandum of Understanding (MOU) February 16th 2004-2006, that freezes wages], the market value of the job that affects some categories including, legal [lawyers] and medical occupational groups [doctors], and pay linked to performance” (testimonial paraphrased). Salaries are considered to be competitive at lower and middle levels but not at the top levels. In an effort to retain staff, provide a ‘decent living wage’ as well as internal equity, the GOJ has brought salaries up to 40% of market. While the intent was to bring salaries to 80% of market, this is constrained by fiscal policy, specifically the MOU. While compensation aims to attract and motivate this is not necessarily a perception shared by all staff. This perception is likely to change when the PMAS is institutionalized service-wide: “The more we move toward performance linked pay the more employees will appreciate the equity in the pay structure” (testimonial). The formalization of PMAS will also provide*

*the information for variable payments. While the wage range appears to be reasonable, wage costs are arguably excessive in the health sector “which contributes to 18.37% of the current wage bill” ( Ministry of Finance, undated ‘Contribution of Sectors to Wage Bill 2003/04’]*

*In addition to wages and pension [non- contributory], employees receive other benefits, including contributory health schemes, and transportation. While pension is not considered adequate and the payment of this benefit is reportedly subject to long delays, it is protected by law.*

*While long service awards are the norm, non-monetary benefits are not institutionalized. Contemporary HR practice has shown that non-monetary incentives serve not only to recognize and reward but to motivate employees as well. Consideration may be given to introducing these benefits service - wide.*

*There is congruence between this subsystem and the Work Organization subsystem.*

## **Professional Development Management**

*The current priority is the development of a training policy and plan to facilitate central government employees’ professional development. The plan is required under the terms of the MOU [February 16<sup>th</sup> 2004 -2006]. The MOU “speaks to the fact that a training plan must be provided by the Government to the partners – Jamaica Congress of Trade Unions (JCTU), within twelve months of signing the MOU.” Instruments for training needs analysis, training needs assessment, evaluation and impact evaluation were developed to facilitate training management and development efforts. The needs analysis instrument was ‘tested’ in the Ministry of Finance. There is a vision to conduct needs analysis service wide. The products of this survey will in all likelihood inform the training plan (testimonial paraphrased). There is an apparent link between this subsystem and the employment management subsystem, although this is constrained by the current limitation on promotional and employment opportunities. There is also a career planning/ succession planning void.*

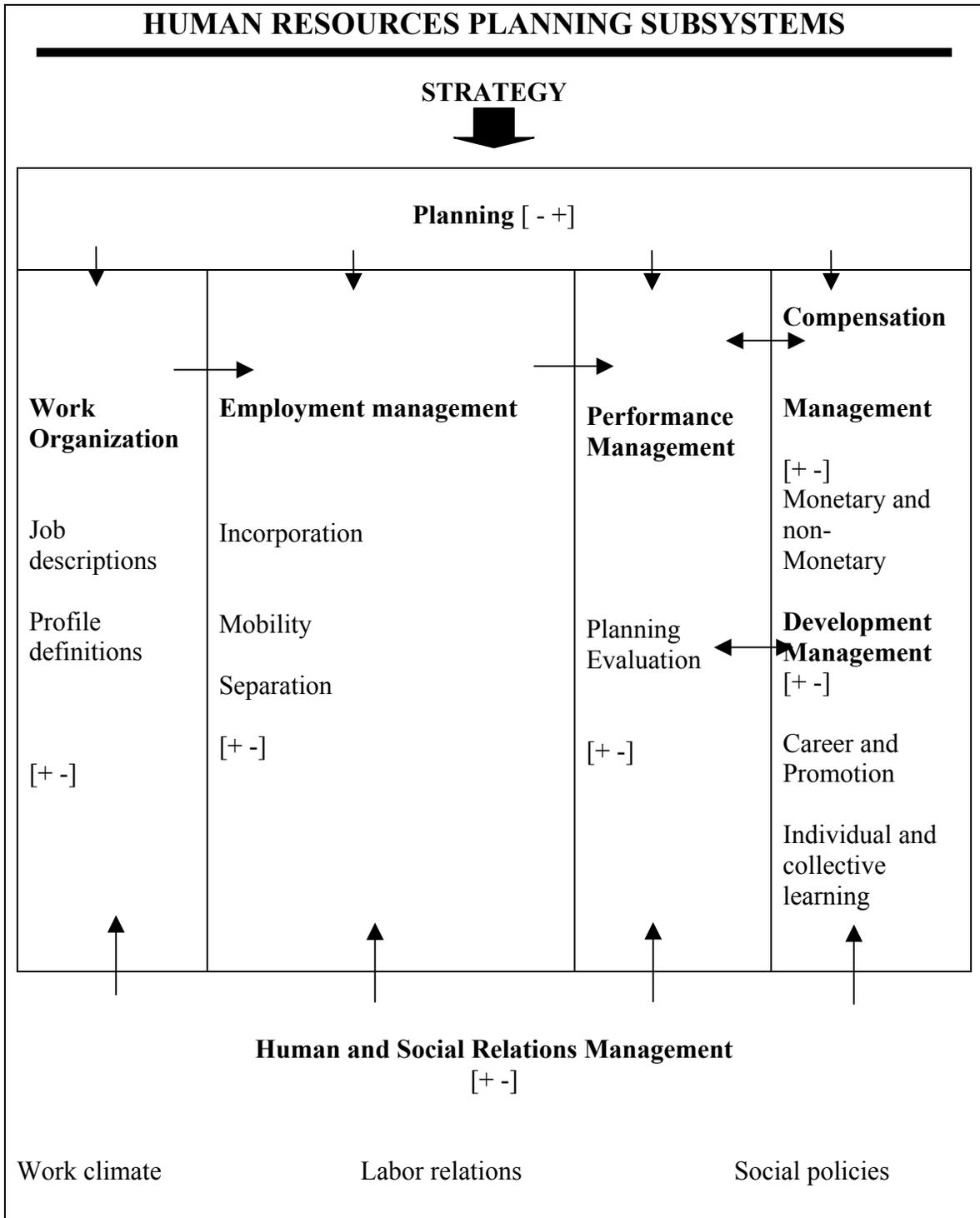
*The integrity of this subsystem will be enhanced with the implementation of the training needs analysis, the development of a training plan and the evaluation of the investment in training.*

## **Human and Social Relations Management**

*No specific instruments exist for evaluating the organizational climate. “Human and social relations management in the CSS in Jamaica is perceived as fulfilling its purpose when managers encourage a culture of concern. Managers require personal competencies to do this. Innovative approaches to managing the organizational climate that encourage staff and improve their satisfaction sometimes clash with traditional civil service culture that tends not to encourage the use of specific communication instruments that reinforce employees’ involvement and feelings of being valued” (testimonial). The OSC in its HRM auditing capacity, the Staff Associations / unions and the changing dynamic from a ‘personnel culture ‘ to HRM, collectively contribute to providing an informal assessment of the labor climate in the absence of the formalized techniques. (Isaacs 2002:36)*

*The MOU to which the GOJ and the Unions representing central government employees are signatories, is evidence of an approach to labor relations management that reflects accommodation. The Public Sector Assistance Program constitutes a best practice and is preeminent among existing social policies and practices that provide benefits and assistance to central government employees.*

## Symbolic Valuation of the Human Resources Subsystems



### 3. Indicators

#### A) QUANTITATIVE INDICATORS

##### Professionalism of the Civil Service

##### 1. **Number of Political Appointments:** 32 / 32,067

The percentage of positions that are designated political are negligible, indicating a professional, merit based Civil Service. The number of designated political posts of ‘political advisors’ has not yet been established.

##### Sources:

PSRU, Cabinet Office July 29, 2004

Ministry of Finance August 5, 2004

##### Fiscal Weight of Public Employment

##### 2. **Central Government wage bill / Gross Domestic Product:** J\$ 59,079.3 Billion / J\$ 436,573.3 million

This is a measure of the extent to which the cost of public employment is a burden on the economy. The wage bill excludes training grants and non contributory pension. This indicator is within the range using the World Bank comparator of between 5 – 25%.

##### Sources:

Ministry of Finance August 5, 2004

##### Civil Service Incentives

##### 3. **Vertical Compression of Salaries** [for 2004]

		J\$ Annual Min	J\$ Annual Max
Salary Level	Lowest level [Attendant]	\$208,000	\$239,200
	Highest Level [Permanent Secretary]	\$3.195 mill.	\$3.924 mill
Compression		1: 15.3	1:16.4

This is a measure of the difference between the total pay received by employees at the top wage level and those at the lowest level of the wage scale. The ratios calculated were examined against the range 1:7 and 1:20. Overall the ratios are within the range and suggest that there is relative internal equity in the compensation structure.

##### 4. **Average Central Government Wage / Per Capita GDP**

450,000 / 7,642

### 5. Average Central Government wage / Average private sector wage

Data not established for the private sector

Civil Service employment Figures

6. **Total number of Central Government Employees / Total population:** 32, 06 7 / 2.6 million

Indicator of Productivity and Efficiency

### 7. Central Government Expenditure (excluding pensions and debt service) / Total Central Government Employees

59,079.3 /32,607

## B) INDICES FOR THE EVALUATION of CIVIL SERVICE SYSTEMS

### Table of Indices

INDEX	Index value (on a scale of 4 to 20)	SUB - INDEX	Sub-index value (on a scale of 2 to 10)
<b>(E) Efficiency</b>	<b>9</b> $54 / 13 \times 20 / 9.23 =$ VS		
<b>(M) Merit</b>	<b>15.38</b> $100 / 10 \times 20 / 13 =$ VS		
<b>(SC) Structural Consistency</b>	<b>10.90</b> $IV = \text{Sum VS} \times 20 / \text{Sum MRV}$ $14.9 \times 20 / 27.32$		
		(STC)Strategic Coherence	$VS = 31 / 7 \times 10 / 10 = 4.42$
		(DC)Directive Consistency	$VS = 39 / 8 \times 10 / 8.75 = 5.57$
		(CP) Consistency of Processes	$VS = 59 / 14 \times 10 / 8.57 = 4.91$
<b>(FC) Functional Capacity</b>	<b>11.60</b> $\text{Sum VS} \times 20 / \text{Sum MRV} = IV$		
		(COM) Competency	$VS = 99 / 15 \times 10 / 10.66 = 6.19$
		(IE) Incentive Effectiveness	$VS = 72 / 14 \times 10 / 9.64 =$

			5.33
		(FL) Flexibility	VS = 67 /12 x 10 / 9.58 = 5.82
<b>(IC) Integrating Capacity</b>	<b>12</b> 102 /19 20 / 8.94 = IV		

### Elaboration of the Indices

The researcher constructed the indices and sub-indices using the valuations of the 93 critical points and based on the comparability of the CSS in Jamaica. The valuations of the critical points are presented at Appendix 1. The indices, namely, Merit, Efficiency and Integrating Capacity, were derived by dividing the sum of the valuations for the respective index by the number of critical points related to the index to get the resulting value (RV). The RV was compared with the index's minimum reference value (MRV) multiplied by twenty to obtain the index value (IV). Two indices, Structural Consistency and Functional Capacity are linked to sub-indices. The value of each sub-index (VS) was derived using the formula  $RV \times 10 / MRV = VS$ . The VS corresponding to each sub-index was grouped and added and taking 20 as the maximum for each index the value of each IV was calculated for each case in keeping with methodological framework articulated by Longo, F (2002). The final maximum value of each index, 20, provided a basis for comparing the IV of the respective indices relative to the CSS in Jamaica.

Efficiency: [9]

The Efficiency index is linked to 13 critical points and measures the degree of optimization of the investment in human capital detectable in the CSS in Jamaica in particular the capacity of the institutional framework for planning to proactively facilitate accurate and timely forecasts of HR requirements. This index also values the alignment of the CSS with the scale of fiscal policy and its reference markets. Specifically, the index is interconnected to the fiscal weight of public employment relative to the state of the economy, to evidence of evaluations of costs and benefits of training, non-monetary benefits and the adequacy of pensions and social care benefits. A number of these elements require further development.

Merit: [15.38]

The index, Merit, assessed the extent to which policies and practices incorporate professional criteria. Employment and wage decisions do not generally reflect nepotistic practices. This index is linked to 10 critical points.

Structural Consistency: [10.90]

The Structural Consistency index evaluated whether the core building blocks required for an efficient CSS are evident. This index is linked to three sub-indices, namely Strategic Coherence, Directive Consistency and Consistency of Processes and to 29 critical points. Strategic coherence [4.42] measured the alignment of HRM policies and practices to strategic government priorities. Directive Consistency [5.57] valued the extent to which the directive function is developed in the CSS ‘with special attention to the relationship between the central techno-structure and the line directives.’ Consistency of Processes [4.91] valued the capacity of the CSS to sustain an integrated HRM system. This index is related to 29 critical points that are linked to elements of the HR planning, Work organization and Performance Management subsystems. The HR planning sub-system is to be formalized. The Performance management subsystem has been formalized in pilot agencies , while the work organization sub-system is being strengthened.

Functional Capacity [11.60]

This index is linked to 41 critical points and measured the extent to which the CSS in Jamaica promoted behaviors that were in keeping with the organization’s priorities and that led to improved public services. The index is related to three sub-indices: Competency [6.19], Incentive Effectiveness [5.33] and Flexibility 5.82].

Integrating Capacity: [12]

This index is related to 19 critical points. The index valued the effectiveness with which the CSS seemed able to harmonize expectations and interests of internal and external stakeholders, empower them and reduce conflict. The MOU [February 2004-2006] between government and the unions that represent the civil service is of significance.

## **4. Conclusions**

### **Analysis of Causal Areas**

The HRM System: The existence of an integrated HRM system is critical for an efficient CSS. While the organizational design of the CSS emphasizes professionalism and positive developments are taking place, the HRM system is fragmented. The performance management and work organization subsystems are developing positively, reforms to the professional development management, and HR planning sub-systems are envisaged; the compensation management, employment management and the human and social relations management subsystems however require strengthening.

It is desirable that the impulse to formalize the PMAS service-wide and revise all job descriptions to “make them output oriented” is sustained. These developments, together with the formalization of the HR planning subsystem are likely to enhance the structural consistency of the CSS in Jamaica.

The development of a training policy and plan [a requirement of the MOU] specifically a plan that is based on reliable needs analysis, and is ultimately evaluated in terms of costs and benefits is likely to increase the efficiency of the CSS in Jamaica. The CSS also suffers because of the void in the career planning/ succession planning evident in the professional development subsystem. The employment management subsystem evidences a void in induction programs. The institutionalization of non-monetary benefits, as well as the strengthening of the human and social relations management subsystem to include an instrument for evaluating the organizational climate has merit.

### **Internal Factors**

The legal framework and the organizational culture, influence the efficiency of the CSS. The existing legal framework [of Acts and Regulations, including the Public Service Regulations (1961) that “govern the conduct of public servants”] does not address the HRM system holistically. Modernization of the Staff Orders to facilitate timely disposal of cases involving breaches of the disciplinary ‘code’ is in progress. The “entire question of reform has been accompanied by a steady battle to create an acceptance, commitment and culture of change in order to win the confidence and patronage of all

stakeholders, especially the Unions which have been wary of the recruitment and displacement issues associated with reform” ( CARICAD March 2001: 15)

### **Environmental Factors**

Socio-economic factors and local perceptions continue to exert an influence on the CSS. The labor market is competitive. Professionals, in particular, lawyers, health professionals and teachers continue the migration trend. The absence of a well developed labor market information system reinforces the need to formalize the HR planning subsystem that is supported by accurate and timely HRMIS.

While the GoJ has made concerted efforts to address the public perception that agencies lack transparency in their operations, and need to improve accountability, vide the enactment of the Public Sector Bodies (Management and Accountability) Act and the Access to information Act, the perceptions still persist and influence the CSS.

### **Main Conclusions of the Diagnosis**

“Public sector reform is driven at the highest level in Jamaica as the Prime Minister is involved” (CARICAD March 2001:15). The reform agenda incorporates the modernization of the legal framework for the CSS to facilitate less central management of HR, the formalization of select HR subsystems and the strengthening of others. These reforms to the CSS are not framed within an integrated HRM system.

## **5. Summary Table**

<b>CATEGORIES</b>	<b>FACTORS</b>	<b>EVALUATOR’S COMMENTS</b>
<b>BACKGROUND</b>		
<b>ANALYSIS OF THE INSTITUTIONAL CONTEXT</b>	<b>Analysis of the legal framework</b>	The legal framework does not address the HRM system comprehensively
<b>FUNCTIONAL ANALYSIS OF THE CIVIL SERVICE</b>	<b>Organizational analysis of the Human Resources function</b>	While the adequacy of training and development opportunities that managers/ supervisors receive is not in question there are limitations on their decision – making roles. The central agencies responsible for the CSS take decisions. The central agencies add value in their auditing and monitoring roles.
	<b>Quantitative indicators of the CS system</b>	Emphasis is placed on professionalism.

	<p>Indicator 1: Number of political appointments [32 /32,067 ]</p> <p>Indicator 2: Central Government Wage Bill / Gross Domestic Product [ J\$ 59,079.3 Billion / J\$ 436,573.3 million]</p> <p>Indicator 3 : Vertical Compression of Salaries [ 1: 15.3 min., 1: 16.4 max.]</p> <p>Indicator 4: Average Central Government Wage / Per Capita GDP [450,000 / 7,642 ]</p> <p>Indicator 5:Average Central Government Wage / Average Private Sector Wage [Data not established for the private sector]</p> <p>Indicator 6: Total number of Central Government Employees / total population [32,067 / 2.6 million]</p> <p>Indicator 7: Central government expenditure (excluding pensions and debt service) / Total Central Government Employees [59,079.3 billion / 32,607]</p>	<p>The wage bill is a relative burden on the economy</p> <p>The compensation structure reflects relative internal equity</p>
<b>Analysis by subsystems</b>		
	<b>Planning</b>	The formalization of the HR planning subsystem ,that incorporates a timely and accurate HRMIS, will enhance the structural consistency of the core building blocks of a HRM system, namely HRP, Performance management and Work organization subsystems
	<b>Work Organization</b>	The strategic coherence of the work organization, professional development management and performance management subsystems is being enhanced with the revision of all the job descriptions to make them output

		oriented.
	<b>Employment Management</b>	While emphasis continues to be placed on insulating those responsible for employment management decisions from political influence, this subsystem evidences gaps in service-wide induction programs, and data bases of staff turnover and absenteeism.
	<b>Performance Management</b>	The formalization of this subsystem service-wide will provide the basis for variable payments and may serve to motivate high performers.
	<b>Compensation Management</b>	Consideration may be given to introducing non-monetary incentives in keeping with contemporary HRM practice and particularly in the current ethos of cost containment.
	<b>Professional Development Management</b>	Positive developments are taking place within this subsystem, namely the development of a training policy and plan. It is desirable that the plan, is the product of formal needs assessment and that the investment in training is evaluated. The career/succession planning void also needs to be addressed.
	<b>Human and Social Relations Management</b>	The MOU represents a positive development that signals a labor relations ethos of accommodation rather than confrontation. The formalization of specific instruments to evaluate the organizational climate and sustain 'new' relationships, with internal and external stakeholders may be desirable.
	<b>Differences from other compared analyses</b>	The CSS in Jamaica is framed within the British model that is based on recruitment systems and emphasizes the professionalism and independence of individuals responsible for the management of employment. The organizational design of the CSS also reflects elements from the systems model.
<b>CIVIL SERVICE SYSTEM INDICES</b>	<b>Efficiency [9 ] Merit [ 15.38] Structural Consistency [10.90]</b>	

	<b>Functional Capacity [11.60]</b> <b>Integrating Capacity [12]</b>	
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## 6. Recommendations

There is evidence of ongoing and imminent reform efforts by the GoJ to develop an efficient CSS. The reform trajectory that is linked to cost containment has the support of stakeholders. Elements of the legal framework [Staff Orders] for the CSS are being revised with the intention of “liberalizing the management of HR, to facilitate less central management” (testimonial). The Performance Management subsystem has been formalized and introduced in pilot ministries. Concurrently, the Work Organization subsystem is being reformed leading to the “revision of all job descriptions to make them more output focused” (testimonial). There is a vision of imminent reform to the Professional Development Management subsystem to incorporate a policy framework and analysis of training impact. In order to develop the institutional framework for HR planning, a census of public sector employees, a core building block for the planning subsystem is envisaged.

These reform impulses collectively constitute the bases for developing an integrated HRM system. In keeping with current HR practice, an integrated system that is driven by a strategy for HR and underpinned by HR planning is required so as to optimize human resources. An integrated HRM system does not currently exist. If the current drive to improve the efficiency of the CSS is sustained, together with the systematization of the other HR subsystems, namely employment management, compensation management and human resources management, these initiatives are likely to facilitate the integration process. The employment management subsystem evidences a void in induction. Compensation management subsystem does not address in a structured way the inclusion of non-monetary benefits. The institutionalization of these benefits is likely to have merit particularly in an ethos of cost containment. While modernization moves apace, this places new demands on internal relationships within the CSS as well as relationships with external stakeholders. The ability to assess the organizational climate is desirable. Recommendations are made with these limitations in mind. Develop an integrated HRM system: Recommendation1. Formalize a service-wide induction program:

Recommendation 2. Give consideration to the introduction of non-monetary benefits:  
Recommendation 3. Develop instruments for the regular assessment of the organizational climate: Recommendation 4. Sustain the efforts to develop an institutional framework for HR planning and for strengthening the Work organization, Performance management, and the Professional development subsystems: Recommendation 5.

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## LIST OF APPENDICES

1. List of Valuations of the Indices
2. List of Abbreviations

## APPENDIX 1

Table 1 – Valuations of Critical Points

Subsystems	Critical Points	Indices or Sub indices	Valuation
PLANNING	1	STC,CP	4,4
	2	STC	6
	3	STC,FL	4,4,
	4	CP	6
	5	E	4
	6	E	6
	7	E	6
	8	E	3
	9	COM	6
	10	DC	3
	11	STC	6
WORK ORGANIZATION	12	CP	6
	13	FL	12
	14	CP	3
	15	FL	6
	16	FL,IE	3,3
	17	CP	3
	18	COM	3
	19	COM	2
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## APPENDIX 2

## LIST OF ABBREVIATIONS

CSS	Civil Service Systems
GoJ	Government of Jamaica
HR	Human Resources
HRM	Human Resources Management
HRMIS	Human Resources Management Information System
MOU	Memorandum of Understanding
OSC	Office of the Services Commissions
PSEAP	Public Sector Employee Assistance Programme
PSRU	Public Sector Reform Unit

**REGIONAL POLICY DIALOGUE  
MANAGEMENT AND TRANSPARENCY OF PUBLIC  
POLICY NETWORK**

SHORT FORM FOR THE  
INSTITUTIONAL ASSESSMENT  
OF CIVIL SERVICE SYSTEMS

Case of  
**GUYANA**

Final Report Submitted to the

**INTER-AMERICAN DEVELOPMENT BANK**

November 2004

By  
Hedy Isaacs

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## **Acknowledgements**

The Inter-American Development Bank (IDB), through its Regional Policy Dialogue, Public Policy and Management Network, commissioned this study of the institutional assessment of civil service systems (CSS) in Guyana. The ethos of this assessment is one of stated commitment by the government of Guyana to modernize the human resource management infrastructure articulated in the Public Sector Modernization Design Plan (Volume 1. Executive Summary May, 2003). The modernization agenda includes establishing appropriate human resource management frameworks, enabling policies and strategies, as well as a performance management system.

The researcher who was engaged as a consultant to the Bank to undertake the institutional assessment of the CSS in Guyana was guided in the research undertaking and the subsequent report by a methodological framework that the IDB provided. This framework, developed by Professor Francisco Longo offered quantitative as well as qualitative criteria for assessment. This report which conforms to the IDB's short assessment form for the evaluation of national CSS has seven sections. The executive summary is presented in Section 1. This precedes an analysis of the seven human resource management (HRM) subsystems that constitute the CSS and symbolic valuations of the HRM subsystems in Section 2. Section 3 presents a functional analysis of the CSS, using select World Bank indicators of governance. Indices relating to efficiency, merit, structural consistency, functional capacity and integrating capacity constructed to reflect the CSS in Guyana are also examined. Conclusions that highlight legal, socio-cultural, economic and political factors that influence the CSS are analyzed and presented in Section 4. The Summary Table in Section 5 provides a synthesis of the preceding sections. In Section 6, recommendations are provided. Over a period of eight days [July 8-15, 2004], the researcher consulted twenty five (25) persons (A list of these persons' names appears at Appendix 2) consulted documented sources and analyzed the existing CSS in order to develop recommendations.

I wish to express appreciation to all the persons interviewed, who shared their ideas and material, in particular, Dr. Nanda Gopaul, Permanent Secretary, Public Service Ministry

(PSM), Mrs. Jennifer Webster, Permanent Secretary, (Reform Portfolio) Office of the President (OP), and Mr. Patrick Yarde, President/CEO, Guyana Civil Service Union.

## **1. Executive Summary**

An integrated human resource management system that is formalized is central to an effective CSS. A key consideration is human resource (HR) planning that underpins and ‘informs’ strategic human resource management and is the driving force for a human resource management (HRM) system that is coherent. Successful implementation of an integrated HRM system and related modernization impulses require institutional capacity to manage the system, managerial flexibility and commitment from stakeholders.

The Government of Guyana’s initiative to modernize the human resource management infrastructure is articulated in the Public Sector Modernization Design Plan (Volume 1. Executive Summary May, 2003). The existing HRM system is however not integrated. While the modernization agenda includes “establishing appropriate human resource management strategy, framework, enabling policies and strategies”, specifically a performance management system and an inventory of employees, as building blocks for human resource planning, these efforts are not supported by a human resource management information system to facilitate availability optimization. Allied to the further development of the HR planning subsystem is the need to strengthen the capacity to develop profiles of competencies, a limitation that dilutes the efficiency of the CSS. The capacity to manage the system is also likely to require strengthening so as to facilitate development and deployment of a cadre of HRM professionals [particularly job analysts]. The ‘monthly staff development meeting’ may be institutionalized as a forum for learning about the integrated HRM system. The commitment of internal and external stakeholders to an appropriate modernization trajectory, for the CSS of Guyana, is also desirable.

The centralized management of public employment is regulated and monitored using a multi agency effort: The Public Service Commission (PSC), the agency with the constitutional mandate for recruitment, appointments, promotions, transfers, terminations and discipline, a mandate embodied in the 1980 Constitution of the Co-operative Republic of Guyana, and further elaborated in the PSC Rules 1998. The PSM has responsibility for staff training and development, compensation, human resource

planning and aspects of employment (approving the operation of posts). The PSM is guided by the PSC Rules 1998, the Public Service (PS) Rules 1987). The OP has a reform portfolio. While the efforts of the PSC are directed at “openness in employment management through a merit based process” (testimonial paraphrased) its professionalism is often countermanded in the public discourse as the OP gives the seal of approval for all appointments to the public sector “as a matter of formality” (testimonials). Consideration may be given to establishing posts that are designated political, so as to ameliorate the current dissensus regarding the professionalism of the CSS. The enabling rules governing employment are viewed as “rigid and archaic resulting in delays in decision making” (testimonial). There is limited support from external stakeholders for the trajectory of the HRM modernization effort. The CSS of Guyana functions in a context where there are vibrant unions that represent more than 50% of civil servants. However the government and unions have not reached consensus regarding the trajectory of HRM reforms. Recommendations are made bearing in mind these limitations: Develop an integrated human resource management system (Recommendation 1); Develop a human resource planning framework that proactively provides information regarding qualitative and quantitative availability of existing and foreseeable resources to optimize availability and enhance the effectiveness of the CSS (Recommendation 2); Develop suitable job profiles that emphasize competencies (Recommendation 3); Strengthen the capacity to manage the HR institutions and processes by deploying HR professionals in particular, job analysts. (Recommendation 4); Consideration may be given to establish posts that are designated political (Recommendation 5) Institutionalize ‘the best practice’ of monthly staff development meetings: (Recommendation 6) Stakeholder support --- Government and the Unions representing Civil Servants to make efforts to reach consensus regarding an appropriate trajectory for modernizing the HR M system (Recommendation 7)

## **2. Analysis of Subsystems**

### **Human Resources Planning**

*The Government's commitment to modernize the human resource management (HRM) infrastructure is evident. Enabling policies are currently being developed and a census of staffing needs is in progress. Annual budgets containing elements of human resource planning play a major role in the short term. National five year plans for select ministries also incorporate workforce planning components. The evolutionary nature of the planning framework however, precludes the articulation of either a medium or long term vision of human resources needs, evidences deficits in critical skills, fragments the planning process and constrains the effectiveness of the CSS. HR Planning underpins an integrated HR system and enhances the efficiency of the CSS. (Develop an integrated HRM system: Recommendation 1) Sustained development of the planning subsystem, including the establishment of a supporting human resource management information system is desirable to facilitate availability optimization and integration with other HRM subsystems (Recommendation 2).*

The “human resource planning process is driven by annual approval for established posts” (testimonial), and relies on staff lists and authorized inventories that individual agencies retain manually. The absence of an overarching HRP policy and planning framework that is integrated with other HRM subsystems and supported by a relevant information system is a constraint. Planning is reactive: The CSS evidences limited knowledge of the HR needs as well as deficits. Testimonials confirm that adequate numbers of persons to fill posts in the “personnel management, accounting and teaching [cadres], among others, are in short supply” (testimonials).

Individual ministries, including the ministries of Health and Education, are developing HR planning frameworks. These agencies work within the tenets of the Public Sector Modernization Design Plan. The Ministry of Health in its ‘National Health Plan: The workforce Development Strategy 2003-2007’ March 2003: 5-7, 33, provides evidence of a vision of a structured approach to HR planning and HRM. Under the aegis of the Basic Education Assessment and Management (BEAMS) project the Ministry of Education is

“strengthening human resource management a professional core area” (testimonial). The Ministry of Education has also “established a data base for teachers to facilitate a proactive approach to planning.” This initiative has resulted in a 5% reduction in vacancies over the period 1998-2000 (testimonials paraphrased).

The vision for the Civil Service is to develop the human resource data base that was set up in 2000, [initially to capture authorized positions and related financial management inputs using Smart Stream,] into an integrated networked system to facilitate human resource planning. The existence of a proactive, formalized approach to planning that provides timely and accurate information regarding qualitative and quantitative availability of existing and foreseeable human resources will optimize availability and enhance the efficiency of the CSS.

### **Work Organization**

*The core of trained organization and methods personnel that existed in the central agency, PSM, with responsibility for developing job descriptions, has been virtually depleted. This has resulted in a ‘hiatus of the review of existing job descriptions’ (testimonials, paraphrased). There is an apparent linkage between this subsystem and the employment management subsystem. The limitation being that while, existing job descriptions generally reflect, educational and functional requirements, comprehensive skills profiles are not generally included. The work organization subsystem is in transition. The PSM is currently undertaking a job evaluation exercise of eight hundred positions provide greater clarity /accuracy regarding duties and allow for change. A companion activity, namely, the sensitization of public employees to the intent of the evaluation exercise is considered of “particularly importance” [in order to] “assure workers that they will not be retrenched as a result of the exercise”, (testimonial). To facilitate integration of the work organization and the employment management subsystems, incorporation of skills profiles in the job descriptions is desirable (Recommendation 3) as well as regularity of the review of job descriptions.*

Job descriptions are integral to employment management processes in the CSS of Guyana. (Appendix II: Job Description ---Senior Personnel Officer 1). They provide clarity regarding the job title and specifications, with the emphases being placed on educational requirements for the job and the tasks to be carried out. The inclusion of

competencies profiles will facilitate functional flexibility, is likely to enhance the effectiveness of employment management in terms of providing a better 'fit' between agency needs and the 'skills' that recruits bring to the organization as well as increase job satisfaction.

Traditionally, job descriptions were developed centrally in conjunction with the PSM. Individual agencies, reportedly also develop job descriptions. Building up the core of trained job analysts / organization and methods personnel and deploying these persons to line agencies (Recommendation 4) has merit. Line managers input in the development of job descriptions will benefit from the support 'on site' of persons with relevant expertise.

### **Employment Management**

*This subsystem reflects relative openness, professionalism, and stability. Politicization in terms of the existence of posts so designated is negligible. "Approximately 45 of the total of 10,000 [civil service] posts are filled on the recommendation of the Office of the President. All appointments to the Civil Service are approved by the OP as a matter of formality" (testimonials). (PSM circular # 1. of 2004 February 18, "Processing of matters relative to appointments and acting appointments" alludes to a PSC that " was reconstituted 2003-12-30)." The PSC, despite its disjuncture (during 2000-2003) directs its efforts at bringing openness to employment management through a merit-based process. Selection Committees are based on professionalism and technical experience. Contending public views regarding the objectivity of this subsystem juxtapose openness with opacity; professionalism with politicization. Mechanisms are in place to facilitate openness and transparency. Positions are advertised (internally, externally, in-country and elsewhere) and filled according to established criteria. (Appendix III: Advertisement for a post in the civil service that appeared in the Stabroek News (Parliamentary Office Vacancy, Stabroek News, June 30, 2004). In the public discourse, contradictory views are however sometimes expressed regarding application: "Politicization is considered negligible as the actions of the officials are up for public scrutiny"; Mechanisms are in place but it is difficult to avoid political interference" (testimonials). "Commissioners are appointed through a political process and because of this each commissioner brings to the office his or her own interests" (testimonial).*

*Conformance to the existing disciplinary code, is an apparent disincentive when juxtaposed to the absence “of credible threats for non-performance” (testimonial) and reported delays in addressing disciplinary aberrations. Records of attendance are maintained. However absenteeism indices are not maintained. The rigid regulatory framework arguably contributes to delays in decision making relating to the enforcement of discipline and in making appointments. The related rules are currently being reviewed.*

This subsystem is centrally managed by the PSC, PSM, and operates within a constitutional framework, as well as “rigid and archaic” rules that constrain the effectiveness of the CSS, (testimonials partially paraphrased). The PS Rules (1987) empower the PSC to delegate authority to Permanent Secretaries/Heads of Departments and Regional Executive Officers for certain junior services categories. The PSC Rules (1998) address procedural issues concerning employment, enforcement of discipline, conduct of public officers and staff appraisal. There are apparent concerns about employment practices despite the professionalism displayed by the PSC. These concerns relate to the delays in making appointments and “the practice of contractual employment, which, is increasing. Vacant posts were “chopped” last year. Subsequent filling of posts must be justified by the PSM then obtain the seal of approval from the OP. Contract employment has increased since the 1990s over and above the employment of the permanent secretaries [who are contract officers] to the extent that a dual civil service exists” (testimonials). “A number of the persons hired ‘on contract’ do jobs that are structurally within the purview of the public service; some contract officers have no public service experience” (testimonials). Consideration may be given to establishing posts that are designated political [political advisors], (Recommendation 6).

The professionalism of the CSS is sometimes confounded by long standing concerns regarding alleged opacity and politicization. These concerns are exacerbated by the delays in resolving disciplinary and employment issues and the “rigidity” of the regulatory framework.

## **Performance Management**

*This subsystem is in transition. There is no overarching performance management framework that articulates performance planning guidelines, standards and strategies, performance appraisal and improvement plans. Performance reports generally accompany recommendations for promotion. These assessments are sometimes inflated or Supervisors assess performance as 'average', so as not to prejudice the employee's opportunity for promotion. "The Ministries of Health and Education have established standards of performance that are used as the bases for evaluating employees' performance. These reforms are articulated in the Strategic Plan for the respective ministry" (testimonial). A proposal to introduce the performance appraisal component specifically for permanent secretaries has been made. Ideally, a framework that incorporates all the elements of performance management will be formalized. Advocacy for the reintroduction of a system linked to an incentive structure [an incentive scheme based on performance] as existed in the late 1980s, is apparent in some quarters. The expectation is that "the implementation of a performance management subsystem within the civil service is likely to come on stream on completion of the HRM inventory, which is a key first step" (testimonial). Ultimately, the vision of a formal system of performance management that utilizes technically reliable and objective instruments, is trusted by managers and employees alike, and is linked to work organization, professional development and compensation management will be realized.*

## **Compensation Management**

*In the absence of the linkages between this subsystem and performance management, and work organization subsystems, the compensation strategy tends to be reactive and the products are the subject of sustained foment regarding their adequacy. The compensation strategy is generally linked to national development goals, structural adjustment programs (SAPS) that control spending, and fiscal policies, on the bases of which the Ministry of Finance, provides allocations to central government agencies. This approach is punctuated by reactivity as government attempts to respond to union demands,*

resulting in across the board increases. There is sustained foment concerning the inadequacy of wages and salaries and related to this, expressed dissatisfaction from various quarters including employees, unions and the general public that is supported by documentation. The [1955] Hands-Jakeway Salary Review was recognition of the need to consider the questions of “Lack of Balance, Regrading and Anomalies”, (Lutchman1973:108). He also opines that over time, unions have argued for an anticipatory rather than a reactive approach to the payment of increased wages and salaries (Lutchman 1973:170 paraphrased). Currently, there are strongly held views that resonate throughout the society, that “money is a critical consideration” particularly as there “has been a massive decline in wages” relative to the cost of living, ((testimonials). These concerns have been counterpoised against successive governments’ claims of their “inability to pay” increased salaries and wages.

The average pay in the private and public sector respectively, was not established. It is apparent that the pay structure in the public sector, relative to the private sector pay structure, is atypical. The Public Service Minimum Wage in 1990 was G\$ 1,027 per month in 2003 this has increased G\$22,099 (Response to Inter-American Regional Organization of Workers (ORIT), by the Government of Guyana, Appendix 1, July 31, 2002. “The government has targeted public sector salaries to bring them in line10% of private sector salaries” (testimonial).

Although job classification is considered desirable, the valuation of posts has become moribund. The current job evaluation exercise that seeks to determine the worth of a range of occupational categories will serve as a foundation for interconnections between role classification, rewards and contribution. Consideration may also be given to introducing non – monetary incentives.

The statutory age of retirement is 55 (PS Rules 1987; PSC Rules 199; 1980 Constitution, Section 213. (1). [Then] all eligible civil servants benefit from a non-contributory pension”, (testimonial).

### **Professional Development Management**

The Training Division of the PSM offers a range of in-service training programs with the “aim of enhancing efficiency and productivity of the public service” (Appendix IV:

*Training Program 2004). Programs include orientation and management training that are centrally planned and “are not politicized” (testimonial). The ministry also administers a scholarship program. There are however limitations in terms of the sources and extent of funding available for this program. In the ministries of Health and Education where reforms in the area of HRM are moving apace they envision developing career and succession plans that will be linked to the professional development management subsystem. In these, as well as other ministries individual initiatives are also at work: Individuals secure externally funded scholarships and obtain approval for the requisite ‘leave of absence’ to pursue same.*

*There is no evidence of annual training needs assessment being done or that a training policy exists. The costs and benefits of training are not evaluated. Despite these limitations “it is apparent that the products, particularly, in health, and education, are in demand” (testimonial). While the management training offered is well organized and extensive, professional development is not linked to career and succession planning. “There are voids in [the absence of] career planning that result in persons sometimes being ‘pitch forked’ into jobs without the requisite knowledge” (testimonial). A ‘best practice’ that obtains in the education ministry is the monthly staff development meeting in each region, for professional staff and heads of nursing schools]. In this forum, management’s concerns are aired and a seminar in an area of felt need is incorporated into the proceedings. This practice may be institutionalized throughout the Civil Service, and serve to sensitize individuals to HRM and may become a locus for change management. (Institutionalize the monthly staff development meeting: Recommendation 6)*

### **Human and Social Relations Management**

*While there are no structured instruments in place that provide feed back about the organizational climate the leadership of organizations have a sense of this by their observations and through staff meetings. Periodic reporting to the Ministry of Finance regarding agency performance and conditions of work as well as the work environment are other sources of relevant information (testimonials paraphrased).*

*The Health and Safety Act 1997, and the Factories Act 1940, were created to monitor the environment continuously in public and private sectors. Safety and Health Committees exist in the Ministries of Education and Home Affairs and the Judicial Services. The supervision of health and safety conditions in ministries in general, is often stymied by the capacity of the Ministry of Labor to deliver services consistently. “The ministry’s major limitation is one of resource constraint: human, financial, psychical. A major limiting factor is the ministry’s inability to maintain equipment. Reported breaches and adverse working conditions evidence these constraints” (testimonials, partially paraphrased).*

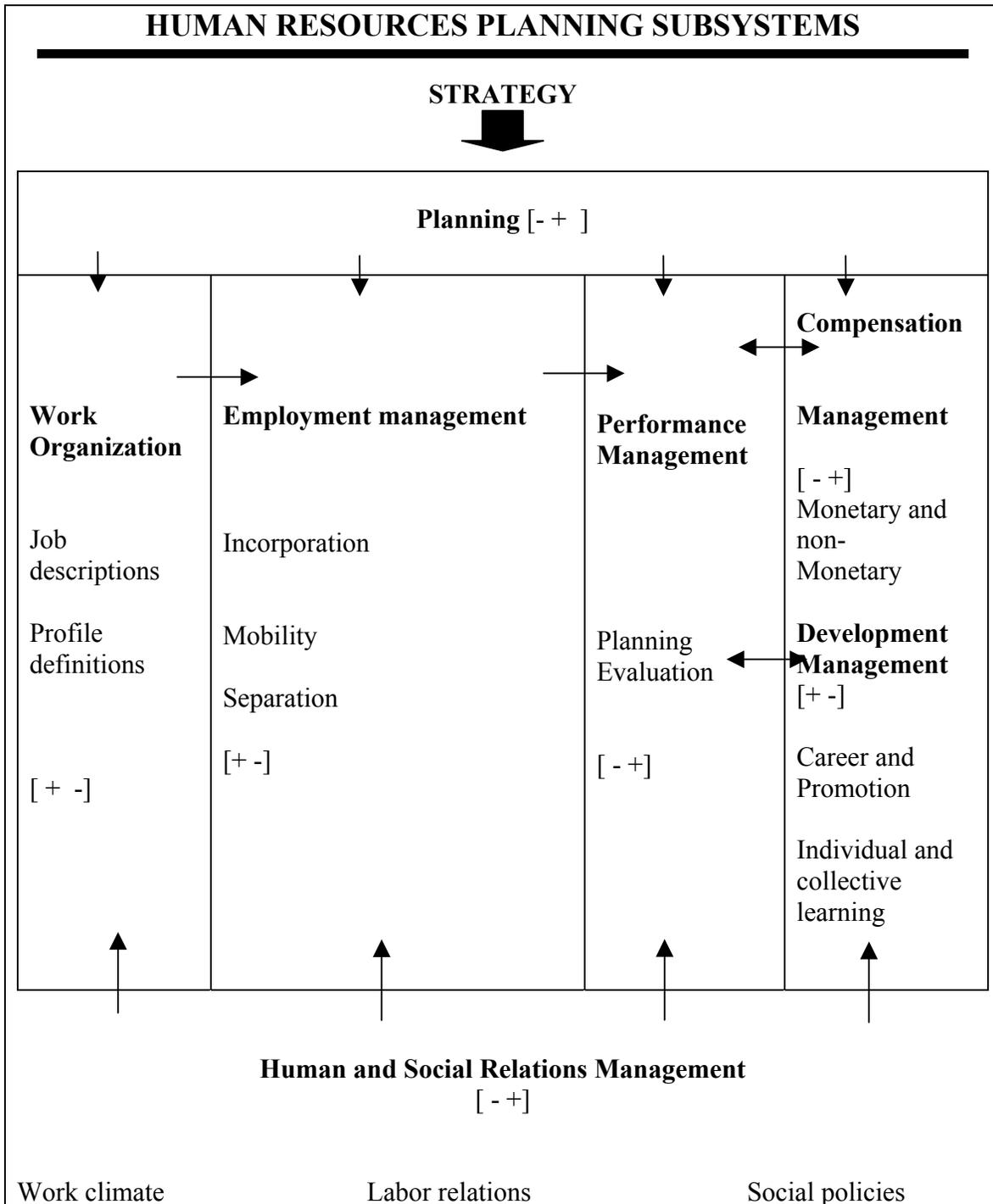
*In terms of welfare management, the National Insurance Scheme and Social Security benefits come into effect at age 65. The GPSU also has a medical scheme for public officers, which is contributory.*

*There have been conflicts of serious proportions that have led to protracted strikes in the 1960s. While in contemporary practice, no strikes of such proportions have occurred, the ethos of labor relations is characterized by distrust. “What is apparent is that uneasiness exists among stakeholders, that is apparently born out of the perception of politicization of employment practice. Contract employment is viewed as a means of providing jobs for the more politically aligned (testimonials). This “has led to tensions and contributes to a very uneasy work environment; There are persons in positions with academic qualifications but there is a sense of insecurity among public employees that ultimately contributes to racial disharmony, (testimonials). There is reportedly tension between government and the GPSU concerning related issues. These stakeholders have not reached agreement concerning the trajectory for modernization of the CSS. There are perceptions that unions are uncooperative and fear reform, which is equated with downsizing, while public agencies driving reform are perceived as lacking transparency (testimonials paraphrased). The GPSU’s letter to PSM dated 27<sup>th</sup> March 2004 concerning” Arbitrary filling of Public Service Posts” alludes to the need for transparency in HRM related issues. The GPSU represents more than 50% of the civil service’s staff complement. Commitment and support of all stakeholders is critical for successful implementation. Stakeholders to make efforts to reach consensus regarding an appropriate HRM modernization trajectory: (Recommendation 7)*

*There are mechanisms in place to facilitate the resolution of conflict. There is a strong sense that government does not always give adequate airing of HRM related conflict resulting in unions having to seek intervention of international agencies to resolve same (testimonials). Documented cases include the “Complaint against the Government of Guyana for violations of ILO Convention No. 151 made in accordance with Articles 24 and 25 of the ILO Constitution and the Standing Orders to the effect by the Governing Body,” and Case No. 2187 “Complaint against the Government of Guyana presented by the Public Services International (PSI) on behalf of the Guyana Public Service Union (GPSU).*

The symbolic valuation of the subsystems follows. The + sign indicates that positive developments are taking place within the sub-system. In no instance is either a positive or negative sign reflective of the reality, as conflicting and diverse tendencies are evident. An effort was made to distinguish between those subsystems where the positive developments outweighed the negatives by indicating the + sign followed by the -. Where the converse obtains the – sign appears first then the positive sign.

*Symbolic Valuation of the Human Resources Subsystems*





### 3. Indicators

#### A.) Quantitative Indicators

##### Professionalism of the Civil Service

###### 1. **Number of Political Appointments:** \*45/10,000

The percentage of positions that are designated political are negligible indicating a professional, merit based Civil Service. Strong contending views are expressed [but not readily corroborated], that political and ethnic polarization contrive to dilute the professionalism of the Civil Service. The derived quantitative indicator is strongly contested in public discourse, due to political and ethic factors.

\*Sources:

Public Service Ministry, July 8, 2004  
Testimonials

##### Fiscal Weight of public employment

###### 2. **Central Government wage bill/ Gross Domestic Product**

1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001
6.7	8.1	7.2	7.3	9.3	8.2	9.7	10.8	11.2	13.2	13.1

This is a measure of the extent to which the cost of public employment is a load on the economy. The wage bill excludes training grants and the non-contributory pension. Using the World Bank comparator of between 5- 25%, the fiscal weight of public employment is not a relative burden on the economy.

Sources:

Statistical Bulletin [produced by the Bureau of Statistics with support from UNICEF], undated, Bureau of Statistics, Georgetown  
Guyana Statistical Bulletin December 2000, Vol. 10 No. 4, Bureau of Statistics, Georgetown, Guyana  
Guyana Statistical Bulletin December 1995, Vol. 4- No.4, Bureau of Statistics, Georgetown, Guyana

## Civil Service Incentives

### 3. Vertical Compression of Salaries for 2003

		<b>G\$/ Monthly Min.</b>	<b>G\$/ Month Mid-Point</b>	<b>G\$/ Monthly Maximum</b>
Salary Level	Level 1 (lowest)	22,099	23,661	25,216
	Level 14 (highest)	177,157	253,031	328,906
Compression		1:8	1:11	1:13

Source:

Public Service Ministry Circular # 8, 2003, December 3<sup>rd</sup> 2003 “Schedule of Adjusted 1-14 Salary Bands effective from January 1,2003.”

This is a measure of the difference between the total pay received by the employees at the top wage level and those at the lowest level of the wage scale. The ratios calculated were examined against the range 1:7 and 1: 20. Overall the ratios are within the range and suggest that there is relative internal equity in the compensation structure.

### 4. Average Central government wage / Per capita GDP

[Average central government wage G\$ 21,290 (estimated) 2003]  
G\$ 21,290/ [data not established]

Sources:

Statistical Bulletin [Produced with support from UNICEF] 2002

Guyana Statistical Bulletin Vol. 10 – No. 4, Dec. 2000: 7 Bureau of Statistics, Georgetown, Guyana

Guyana Statistical Bulletin Vol. 4– No. 4, Dec. 1995 p 44, 47. Bureau of Statistics, Georgetown Guyana

### 5. Average central government wage / Average private sector wage

The required data was not established for either sector. The source listed provided data regarding average monthly earnings for selected occupations for the period July, 2003. The public/private sector wage differential for an Accounts Clerk was established. The public service salary is the lowest, G\$25,244. The differences range between \$4,000 to \$26,000. It is evident that the average civil service wage is not competitive.

Industry	Monthly earnings G \$
Public Service	25,244
Para Public Sector	39,024
Insurance Services	35,032
Commercial Banking	40,562
Auto Sales	29,000
Rice milling	26,000
Accounting, Auditing and taxation	52,500

Source:

Final Report: Guyana Occupational Wages Survey 2003.

Statistical Unit, Ministry of Labour, Human Services & Social Security, January, 2004 Table 3. pp 14-18

Civil Service Employment Figures

**6. Total number of Central Government Employees / Total population**

10,000/ 744,200

The number of central government employees is very low in relation to comparable international figures in the range of 0 -100 and reveals insufficient development of the central government overall

Sources:

PSM, July 2004

Statistical Bulletin [Produced by the Bureau of Statistics with support from UNICEF] "The Census Road" 2002:7.

Indicator of Productivity and Efficiency

**7. Central government expenditure (excluding pensions and debt service) / total number of central government employees**

G\$14,317.5 / \*10, 000

Sources:

\*PSM, July 2004

[Central government expenditure in million s of Guyanese dollars] In Guyana Statistical Bulletin 2000:59 Table 7.6 "Central Government: Current Expenditure / Personal Emoluments". Georgetown, Guyana

B.) INDICES FOR THE EVALUATION OF CIVIL SERVICE SYSTEMS

**Table of Indices**

<b>INDEX</b>	<b>Index value ( on a scale of 4 to 20)</b>	<b>SUB-INDEX</b>	<b>Sub-index value (on a scale of 2 to 10)</b>
<b>[E] Efficiency</b>	<b>[8.6]</b>		
<b>[M] Merit</b>	<b>[10.30]</b>		
<b>[SC] Structural Consistency</b>	<b>[9.37]</b>		
		<b>[STC] Strategic Coherence</b>	<b>VS [4]</b>
		<b>[DC] Directive Consistency</b>	<b>VS [4.57]</b>
		<b>[CP] Consistency of Processes</b>	<b>VS [4.24]</b>  Sum of VS x20 / sum of MRV = IV of SC 12.81x 20/27.32= 9.37
<b>[FC]Functional Capacity</b>	<b>[8.92]</b>		
		<b>[COM] Competency</b>	<b>VS= 4.8</b>
		<b>[IE] Incentive Effectiveness</b>	<b>VS = 4.06</b>
		<b>[FL] Flexibility</b>	<b>VS = 4.58</b> Sum of VS x20 / sum of MRV = IV of FC 13.34x20/29.88 = 8.92
<b>[IC] Integrating Capacity</b>	<b>[8.59]</b>		

### **Elaboration of Indices**

The indices and sub-indices were constructed by the researcher using the valuations of 93 critical points and based on the comparability of the CSS of Guyana. A list of the valuations of the critical points and the corresponding number of the critical points to which these values relate, appears at Appendix. Each index [Merit, Efficiency and Integrating Capacity] was derived as follows: The sum of the valuations for the index was divided by the number of critical points related to the index to get the (RV) resulting value. The RV was compared with the index's maximum reference value (MRV) multiplied by twenty to obtain the index value (IV). Two indices, Structural Consistency and Functional Capacity are related to sub-indices. The value of each sub-index (VS) was derived using the formula  $RV \times 10 / MRV = VS$ . The VS corresponding to each sub-index was "grouped and added and taking 20 as the maximum for each index, the value of each IV was calculated for each case" (Longo, F. 2002:72.) The final maximum value of each index, 20, provided a basis for comparing the IV of the respective indices relative to the CSS in Guyana.

Efficiency: [8.66]

This index valued the emphasis that the CSS of Guyana places on optimizing the investment in human resources. The index is related to 13 critical points that are interconnected to the capacity of the planning framework to facilitate accurate and timely forecasts of HR needs and adequate distribution of human resources within this context. The index is also linked to the fiscal weight of public employment relative to the state of the economy, to explicit assessments of costs and benefits of training, non-monetary benefits and the adequacy of pensions and social care benefits. All these elements in the existing CSS require further development as the modernizing impulse transitions from vision to the implementation stage.

Merit: [10.30]

This index measures the degree of professionalism in the CSS of Guyana. The index is related to 10 critical points that are linked to the effectiveness of employment management and evidence of abuse or politicization in wage decisions. There is

dissonance between the derived measure [index] and existing perceptions about the professionalism of the CSS of Guyana.

Structural Consistency: [9.37]

This index values the existence of core structural building blocks of the CSS of Guyana and the extent to which these structures are integrated. The index is linked to three subsystems, namely, HR planning, Work Organization, and Performance Management. These subsystems need to be formalized and integrated in the CSS of Guyana. There are three sub-indices that collectively, are linked to 29 critical points: Strategic coherence, Directive Consistency and Consistency of Processes.

Strategic Coherence [VS = 4] is linked to 7 critical points and measured the alignment between HRM policies and practices and the strategic priorities of the Government of Guyana. Directive Consistency [VS = 4.57] is linked to 8 critical points and measured the interconnections between central agency executives and line agency managers with responsibility for human resources. Consistency of Processes [VS = 4.24] measured the capacity of basic processes to sustain an integrated CSS.

Functional Capacity: [8.92]

This index measured the capacity of the CSS of Guyana to “influence public employees’ behavior effectively, to promote the development of work conduct that suits the organization’s priorities and aimed at improving public services” (Longo, F. 2002: 78.) It is related to three sub- indices that collectively are linked to 41 critical points. The sub-indices are: Competency, Incentive Effectiveness, and Flexibility. The framework of policies and practices in the CSS of Guyana require strengthening in order to facilitate development of required skills, promote productivity and adaptive behaviors. Competency [VS =4.8] valued the HR policies and practices that stimulate the development of relevant employees’ skills relative to the needs of the public service. This sub-index is linked to 15 critical points. Incentive Effectiveness [VS = 4.06], is linked to 14 critical points and measured the extent to which policies and practices focus on mechanisms for promoting productivity. Flexibility [4.78] is linked to 12 critical points and measured the extent to which HR policies and practices are adaptable to change.

Integrating Capacity: [8.59]

This index measured the capacity of the CSS of Guyana to align expectations and interests of internal and external stakeholders, “increasing the feeling of ownership and reducing conflict” (Longo, F. 2002:78 partially paraphrased.)

## **4. Conclusions**

### **Analysis of Causal areas**

The Government of Guyana’s vision to modernize the public sector places emphasis on strengthening the HR policy framework and elements of HRM subsystems, namely HR planning and performance management. While these initiatives constitute positive developments, other subsystems, in particular, the work organization subsystem require formalization to facilitate the optimization of HR and integration of the HRM system. Getting stakeholders’ consensus regarding an appropriate reform trajectory is also critical.

In the absence of an overarching HR planning and policy framework that is integrated with other HRM subsystems and supported by a relevant information system, planning is reactive evidencing limited knowledge of the HR needs as well as deficits in critical areas. Sustaining the current initiative to develop this subsystem has merit.

The work organization process within the CSS has limited applicability, as the expertise to develop job descriptions, [that resided in the central agency], is virtually depleted. In addition, while the existing job descriptions clearly establish educational, training and functional job requirements, they do not incorporate competencies profiles. Attention to developing a cadre of job analysts and the incorporation of personal profiles in job descriptions require attention.

Mechanisms are in place to avoid abuse in employment and wage decisions and to sustain professionalism. These mechanisms operate alongside strong contending views regarding the politicization of the employment practices. The transparency of the employment practices comes into question [in discourse in the public domain] despite the established mechanisms to preserve openness. The performance management subsystem

is in transition and evidences gaps in terms of the reliability and objectivity of the performance appraisal instruments, the homogeneity of performance appraisals and the absence of performance standards and career paths. The vision to modernize the CSS is expected to address these deficits.

The existence of a compensation strategy that links role classification to pay does not have currency. Salaries are not competitive and are the subject of disputes, conflicts as well as public concern. The out come of wage conflicts are across the board increases that are generally characterized as “inadequate.” Emphasis is not placed on non-monetary benefits.

Positive developments are taking place within the professional development management subsystem. Training and development programs of quality are offered by the PSM [in a range of areas, including human resource management, performance management, strategic planning, stress management, occupational health and safety], in order “to improve the efficiency and productivity of the public service” (PSM, Training Division 2004 Training Manual, Memorandum TD: 4/34 dated 2003/10/30). While these offerings are likely to improve individuals’ job performance, they are provided out side of the framework of formal training needs analysis and without the benefit of evaluation of the costs and benefits of training.

The human and social relations management subsystem is constrained by the absence of policies and structured instruments to maintain and improve employee satisfaction. While the unions and organizational leadership receive feedback regarding the organizational climate the subsystem is also constrained by a lack of social capital. There are mechanisms in place to resolve labor conflict. There is a felt need on the part of unions representing the civil servants to sometimes seek the intervention of international agencies to resolve in-country conflicts.

### **Internal Factors**

While “reform is embedded in the Service in Guyana” (testimonial), apparently, the organizational culture, budgetary constraints and perceptions of politicization influence the efficiency of the CSS.

The influence of the organizational culture is partially captured in this testimonial: “the transition psychologically and institutionally from personnel management to human

resource management is not made.” This is compounded by a lack of social capital among stakeholders, particularly unions representing civil servants and central agencies with responsibility for the CSS. This distrust is exacerbated by the perception that resonates in the public domain, that the employment management subsystem is politicized, “there is a narrow and political approach to HRM” (testimonial). The sustained sensitization of stakeholders to the value of an integrated HRM system that is transparent is desirable.

Compensation management is the subject of sustained foment. Resource constraints have arguably stymied the adequacy of across the board increases in pay, in response to unions’ demands. Budgetary constraints also have implications for the professional development management subsystem, as opportunities for HR development generally depends on resource availability. Budgetary constraints have reportedly affected labor relations [February 1962, strike reportedly because of opposition to the Kaldor Budget] that was supported by central government employees (Morrison, A. undated: 43).

### **Environmental Factors**

The legal framework and the country’s political and socio-economic contexts are factors that influence the efficiency of the CSS. There are claims of conflicting rules, archaic rules, rigidity of rules and inconsistent application. While this is not evident from mere observations, documentation suggests that ethnic polarization influences the CSS.

The CSS of Guyana is governed by the Constitution of the Co-operative Republic of Guyana, [the 1980 constitution was revised in 1987 and again in 1998], the Public Service Rules 1987, and the Public Service Commission Rules 1998. The Health and Safety Act 1997 and the Factories Act 1940 were created to monitor the environment continuously in public and private sectors. There are reported inconsistencies in the application of rules as well as content. An example of this is the Severance Pay Act #19. 1997 that deals with procedures for the termination of employment in public and private sectors but is “inconsistent with the Public Service Rules” (testimonials). It is argued that elements of the legal framework, in particular the “PS Rules are archaic and rigid” (testimonials) and do not respond readily to changes in contemporary policy priorities.

The state of the economy and socio-political factors also influence the effectiveness of the CSS of Guyana. Guyana's economy is heavily indebted to the tune of \$1.2 billion. Moderate improvements to the economy have been reported since 2001-02 evidencing a more favorable investment ethos. In this context the supply of skilled human resources has been affected. "Chronic problems include a shortage of skilled labor" ((CIA World Fact book – Guyana //www.odci.gov/cia/publications/factbook/geos/gy.html date accessed 6/2/2004). The shortage is sustained overtime by migration trends of skilled personnel (testimonials paraphrased).

The interconnections between economic factors and the effectiveness of the CSS are reiterated elsewhere. Guyana's economy "has been going through a long period of structural adjustment. One of the main groups to have their real income severely affected is the public service employees." Public service employees who are alluded to as the 'working poor' are , paid low wages relative to the 'living wage'. In 1999, "the cost of a basket of goods and services and savings for a five person family was G\$58,193." The source also argued that low wages affected productivity, resulted in low commitment to the job, high levels of absenteeism as other income earning activities are sought" (in the 'Arbitration Judgment in Hearing between the Government of Guyana as Employer and the Unions representing the Public Service Workers' 31<sup>st</sup> August, 1999 : 10, 12, 17 partially paraphrased).

There are references to "ethnic and political polarization" in documentation, including Lutchman, H (1973) and Ferguson, T (1995: 239). Tyrone Ferguson, emphasizes the significance of the role of political leadership in race-based politics and political victimization of afro- Guyanese civil servants. He alludes to this group of civil servants as having borne the brunt of both political and economic victimization in the pre-independence era, and in the post - independence era as having suffered as a result of "substantial [structural] adjustment victimization", ( 1995:239, partially paraphrased in Morrison, Andrew, SJ. Undated:402). Ethnic and political polarization are likely to affect the human and social relations management sub-system, as well as the employment management and the performance management subsystems. Maintaining trust between stakeholders in such a context is problematic. Low trust is reinforced by "perceptions of ethnic persecution and a them and us ethos" (alluded to in the Arbitration Judgement on

Hearing between of Government of Guyana and the Guyana Public Service Union, 31<sup>st</sup> August, 1999: 31.) A concept paper entitled “Towards the establishment of a race relations committee in the Guyana Civil Service” that advocates the “establishment of institutional safeguards (within the Public Service) which guarantee protection against discrimination based on race and ethnicity” (GPSU 1996:3)

It is evident that environmental factors, in particular, the legal framework, and the country’s economic, political and social contexts influence the CSS in Guyana.

### **Main Conclusions of the Diagnosis**

The Government of Guyana has articulated a reform vision for “establishing a new human resource management infrastructure.” This involves the development of an “HRM strategy framework, inventory and nucleus of expertise, enabling policies and practices, implementation of results-based management and capacity building” (Public Sector Modernization Design Plan 2003:25, partially paraphrased). The Office of the President has overarching responsibility for the reform while the PSM has a key role in the implementation process. Although this reform is underway there is no consensus among key stakeholders, including unions that represent over fifty percent of civil servants, concerning the trajectory for reform. Elements of the HRM subsystems are being addressed, or are likely to be addressed imminently [performance management, HR planning and compensation management]. Other subsystems are to be formalized [work organization, and professional development management] so as facilitate an integrated HRM system.

Contextual factors, the legal framework of the CSS and the social and economic ethos, all constrain the effectiveness of the CSS.

## **5. Summary Table**

<b>CATEGORIES</b>	<b>FACTORS</b>	<b>EVALUATOR’S COMMENTS</b>
<b>ANALYSIS OF THE INSTITUTIONAL CONTEXT</b>	<b>Analysis of the legal framework</b>	The legal framework includes the Constitution, the centrally administered PSC Rules and the PS rules that collectively regulate elements of the HRM system. Emphasis is placed on employment management [recruitment , selection,

		<p>promotion and terminations]. The framework is not comprehensive, is “rigid and archaic” and reportedly inconsistent with existing statute law.</p> <p>In the current reform ethos within the civil service of Guyana there is merit in addressing these deficits so as to make the framework more responsive to changes in policy priorities.</p>
<b>FUNCTIONAL ANALYSIS OF THE CIVIL SERVICE</b>	<b>Organizational analysis of the Human Resources function</b>	<p>The system reflects a unified, centralized approach to decision making. While there is provision for delegation of functions to agency heads, [permanent secretaries and regional executive officers] for the employment of certain junior categories, ultimate responsibility for decision making regarding HR resides with the centralized agencies, namely the PSC and the PSM. Managers generally receive training in human resources management [vide the Certificate course in Human Resources Management, Courses in Performance management, Human Resource Development, and Occupational Health and Safety among other relevant areas], they do not always have the autonomy necessary to ‘manage’ personnel that they supervise. Agency heads may make decisions regarding professional development issues, work organization and performance appraisal.</p>
	<b>Quantitative indicators of the analyzed CS system</b>	<p>Indicator 1. Professionalism of the Civil Service: Number of Political Appointments 45 /10,000</p> <p>Indicator 2. Fiscal Weight of Public Employment: Central Government Wage Bill / GDP 2001 =13.1</p>

		<p>Indicator 3 Civil Service Incentives: Vertical Compression of Wages for 2003 1:8 [Min] 1: 11 [Mid-Point] 1: 13 [Max.]</p> <p>Indicator 4 Average Central government Wage / Per capita GDP</p> <p>Indicator 5. Average central government wage / average private sector wage</p> <p>Indicator 6 Civil Service Employment Figures:  Total number of central government employees / total population  10,000 / 744,200</p> <p>Indicator 7  Indicator of productivity and efficiency: Central Government expenditure (excluding pensions and debt service) / total number of central government employees  14,317.5 (mill) / 10,000</p>
<b>Analysis by sub-systems</b>		
	<b>Planning</b>	<p>This subsystem is evolving. A core building block, namely, the census of staffing needs is underway. The development of a human resource management data base into an integrated networked system, that is accurate and timely, [ using Smart Stream], will facilitate availability optimization. This is a vision of the PSM.</p>

		<p>The degree of correlation between forecasts , results and priorities is achieved to a limited extent within the CSS. Linkages between HR planning and other subsystems, in particular, employment management is constrained until this development is realized. This subsystem is likely to work effectively within the framework of an HR Strategy [ to which internal and external stakeholders are committed,] as well as an integrated HRM system.</p>
	<b>Work organization</b>	<p>The strengthening of this subsystem to incorporate a core of trained organization and methods personnel/ job analysts who may facilitate the development and review of job descriptions on a timely basis, merits consideration.</p>
	<b>Employment Management</b>	<p>The professionalism of the CSS is sometimes confounded by long standing concerns regarding alleged opacity and politicization. These concerns are exacerbated by the delays in resolving disciplinary and employment issues and the “rigidity” of the regulatory framework</p>
	<b>Performance Management</b>	<p>The formalization of a system that facilitates comparison of performance and results and provides feedback is likely to realize the vision to strengthen this subsystem. Commitment to managing the system is also critical.</p>
	<b>Compensation Management</b>	<p>The perception of internal fairness is offset by concerns regarding external inequity and level of wages. While not negating the expressed concerns regarding the need to address pay policy and structures, consideration may also be given to introducing a system of non-monetary recognition in keeping with contemporary HRM practice.</p>
	<b>Professional Development</b>	<p>While there are positive</p>

	<b>Management</b>	developments taking place within this subsystem, these are occurring without the benefit of formal needs assessments or the evaluation of cost and benefits of training.
	<b>Human and Social Relations Management</b>	The expressed “need for transparency in HRM” ( testimonials) may be addressed to some degree by the formalization of this subsystem.
	<b>Differences from other Compared analyses</b>	<p>The design of the CSS of Guyana draws on two models: CS models based on recruitment systems and CS models based on the system management. The latter has overarching influence as the figure “of the public employer seems very centralized” (Longo, F. 2002: 59). This is juxtaposed to the emphasis in principle on the professionalism and independence of those bodies responsible for selection [ the PSCs].</p> <p>While the system reflects a unified, centralized approach to decision making, it does not as readily preserve an image of professionalism and independence. This perception is exacerbated in an internal cultural context of the CSS that evidences low social capital.</p> <p>It is also argued that the institutional and psychological transition from personnel management to human resource management is not yet made. There are some dysfunctions particularly in HR planning, Work organization, Performance management, Compensation management and the Human and Social Relations management subsystems that are likely to affect the efficiency of the CSS. These subsystems are evolving in tandem with a vision for an HR strategy. This obviates the linkages between the subsystems. Analysis of the subsystems show that the integrity of HR</p>

		planning is compromised in the absence of basic information ( a functioning human resource management information system). There is generally emphasis in the work organization subsystem on formal education and qualifications, without reference to personal competencies.
<b>CIVIL SERVICE SYSTEM INDICES</b>	<b>Efficiency</b> [8.6] <b>Merit</b> [10.30] <b>Structural Consistency</b> [9.37 ] <b>Functional Capacity</b> [8.92] <b>Functional Capacity</b> [8.92] <b>Integrating Capacity</b> [8.59]	

## 6. Recommendations

An integrated human resource management system that is formalized is central to an effective CSS. A key consideration is human resource (HR) planning that underpins and ‘informs’ strategic human resource management and is the driving force for a human resource management (HRM) system that is coherent. Successful implementation of an integrated HRM system and related modernization impulses require institutional capacity to manage the system, managerial flexibility and commitment from stakeholders.

The Government of Guyana’s initiative to modernize the human resource management infrastructure is articulated in the Public Sector Modernization Design Plan (Volume 1. Executive Summary May, 2003). The existing HRM system is however not integrated. While the modernization agenda includes “establishing appropriate human resource management strategy, framework, enabling policies and strategies”, specifically a performance management system and an inventory of employees, as building blocks for human resource planning, these efforts are not supported by a human resource

management information system to facilitate availability optimization. Allied to the further development of the HR planning subsystem is the need to strengthen the capacity to develop profiles of competencies, a limitation that dilutes the efficiency of the CSS. The capacity to manage the system is also likely to require strengthening so as to facilitate development and deployment of a cadre of HRM professionals [particularly job analysts]. The ‘monthly staff development meeting’ may be institutionalized as a forum for learning about the integrated HRM system. The commitment of internal and external stakeholders to an appropriate modernization trajectory, for the CSS of Guyana, is also desirable.

The centralized management of public employment is regulated and monitored using a multi agency effort: The Public Service Commission (PSC), the agency with the constitutional mandate for recruitment, appointments, promotions, transfers, terminations and discipline, a mandate embodied in the 1980 Constitution of the Co-operative Republic of Guyana, and further elaborated in the PSC Rules 1998. The PSM has responsibility for staff training and development, compensation, human resource planning and aspects of employment (approving the operation of posts). The PSM.

is often countermanded in the public discourse as the OP gives the seal of approval for all appointments to the public sector “as a matter of formality” (testimonials). Consideration may be given to establishing posts that are designated political, so as to ameliorate the current dissensus regarding the professionalism of the CSS. The enabling rules governing employment are viewed as “rigid and archaic resulting in delays in decision making” (testimonial). There is limited support from external stakeholders for the trajectory of the HRM modernization effort. The CSS of Guyana functions in a context where there are vibrant unions that represent more than 50% of civil servants. However the government and unions have not reached consensus regarding the trajectory of HRM reforms. Recommendations are made bearing in mind these limitations: Develop an integrated human resource management system (Recommendation 1); Develop a human resource planning framework that proactively provides information regarding qualitative and quantitative availability of existing and foreseeable resources to optimize availability and enhance the effectiveness of the CSS (Recommendation 2); Develop suitable job profiles that emphasize competencies (Recommendation 3); Strengthen the capacity to manage

the HR institutions and processes by deploying HR professionals in particular, job analysts. (Recommendation 4); Consideration may be given to establish posts that are designated political (Recommendation 5) Institutionalize 'the best practice' of monthly staff development meetings: (Recommendation 6)Stakeholder support --- Government and the Unions representing Civil Servants to make efforts to reach consensus regarding an appropriate trajectory for modernizing the HR M system (Recommendation 7)

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## **LIST OF APPENDICES**

1. List of Interviewees/ Panelists
2. Valuations of Critical Points
3. Job Descriptions: Senior Personnel Officer ; Personnel Officer
4. Job Advertisement Parliamentary Office
5. List of Abbreviations

## **APPENDIX I**

### **LIST OF INTERVIEWEES / PANELISTS**

#### **Office of the President**

Mrs. Jennifer Webster, Permanent Secretary (Reform Portfolio)

#### **Public Service Ministry**

Dr. Nanda Gopaul Permanent Secretary, Head of the Public Service

Mrs. Grace Mc.Calam Systems Analyst Developer

Mrs. Leila Parris (Recently retired Deputy Permanent Secretary)

#### **Commissions**

Public Service Commission

Ms. Debra Lewis Acting Secretary,

Teachers' Services Commission

Mr. Trevor Thomas, Secretary

#### **Ministry of Education**

Mr. Ganga Persaud, Permanent Secretary

Mrs. Evelyn Hamilton, Chief Planning Officer

Mrs. Beverly Munroe, Principal Personnel Officer

#### **Guyana Public Service Union**

Mr. Patrick Yarde President / CEO

Mrs. Karen Vansluwtman Corbin 3<sup>rd</sup> Vice-President

Mr. Sydney Edwards Member, Central Executive Council

Mrs. Miriam Gadraj Research Officer & Training Officer

Mr. Randolph Kirton, Attorney-at- Law

Mrs. Vera Naughton Education Officer

Ms. Chanchawatha Persaud, Research Officer

Mrs. Patricia Went

Mrs. Dawn Woodford, Asst. to the President

#### **Ministry of Health**

Ms. Sonya Roopnauth, Permanent Secretary

#### **Ministry of Labor**

Mr. Pulandar Khandi Permanent Secretary

Mr. Ivelaw Henry, Snr. Statistician

Mr. Ronald Bissoondial Asst. Chief Labor Officer

Mr. Dhanraj Sookdeo Asst. Chief Labor Officer

Mrs. Charlene Parris Snr. Labor Officer

Mrs. Lydia Green Snr. Occupational Safety & Health Officer

**APPENDIX 2** Valuations of the Critical Points

Subsystems	Valuation Point	Indices and Sub-Indices	Valuation
Planning	1	STC,CP	4,4
	2	STC	6
	3	STC,FL	4,4
	4	CP	6
	5	E	4
	6	E	6
	7	E	9
	8	E	2
	9	COM	6
	10	DC	2
	11	STC	6
Work Organization	12	CP	4
	13	FL	9
	14	CP	3
	15	FL	4
	16	FL,IE	2,2
	17	CP	3
	18	COM	2
	29	COM	1
	20	COM	2
	21	COM	6
	22	FL	2
	23	DC	2
Employment Management	24	M,COM	9,9
	25	M	9
	26	M	6
	27	M,IC	6,6
	28	COM	4
	29	COM	3
	30	M,COM	4,6
	31	M,COM	9,9
	32	M,COM	6,6
	33	IC	3
	34	COM	3
	35	FL	9
	36	E	4
	37	IE	2
	38	M	6
	39	IE,FL	6,6
	40	FL	4
41	E	4	
Performance Management	42	STC,IE	2,6
	43	IE	2
	44	IE,IC	4,2
	45	DC,IE	2,2
	46	IE	6
	47	CP,IE	2,4
	48	IC	4
	49	DC	4

Compensation Management	50	STC	4
	51	IC,IE	2,1
	52	IC	6
	53	FL	6
	54	COM	6
	55	IE	4
	56	CP,E	4,2
	57	E	6
	58	IE	6
	59	CP	6
	60	M	6
	61	CP	6
	62	E	1
	63	E	6
64	IE	1	
Development Management	65	IC	4
	66	CP	2
	67	IE	9
	68	M	6
	69	FL	4
	70	FL	2
	71	COM	6
	72	COM	3
	73	FL	3
	74	CP	2
	75	STC,E	2,2
76	CP,E	2,2	
Human and Social Relations Management	77	IC	2
	78	IC	1
	79	IC	2
	80	CP	3
	81	IC	2
	82	CP,IC	4,6
	83	IC	6
	84	IC	6
	85	IC	3
	86	IC	6
	87	IC	6
88	IC	3	
89	E,IC	2,2	
The Human Resources Function Management	90	DC	4
	91	DC	3
	92	DC	9
	93	DC	6

## **APPENDIX 3 Job Descriptions**

**APPENDIX 4 Job Advertisement [Insert]**

**APPENDIX 5**  
LIST of ABBREVIATIONS

<b>BEAMS</b>	<b>Basic Education Assessment and Management</b>
<b>GPSU</b>	<b>Guyana Public Service Union</b>
<b>HR</b>	<b>Human Resource</b>
<b>HRM</b>	<b>Human Resource Management</b>
<b>OP</b>	<b>Office of the Prime Minister</b>
<b>ORIT</b>	<b>Inter-American Regional Organization of Workers</b>
<b>PS</b>	<b>Public Service</b>
<b>PSC</b>	<b>Public Service Commission</b>
<b>PSM</b>	<b>Public Service Management</b>



**REGIONAL POLICY DIALOGUE  
MANAGEMENT AND TRANSPARENCY OF PUBLIC  
POLICY NETWORK**

SHORT FORM FOR THE  
INSTITUTIONAL ASSESSMENT  
OF CIVIL SERVICE SYSTEMS

Case of

**SURINAME**

Final Report Submitted to the

**INTER-AMERICAN DEVELOPMENT BANK**

November 2004

By

Hedy Isaacs

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## **Acknowledgements**

The Inter-American Development Bank (IDB), through its Regional Policy Dialogue, Public Policy and Management Network, commissioned this study of the institutional assessment of civil service systems (CSS) in Suriname. The government of Suriname's framework for reform which is articulated in the Ministry of Home Affairs Report 'National Seminar on a Strategic Framework for Governance: Towards Consensus Building and Performance Enhancement for Public Sector Reform' envisions the modernization of the legal framework for the CSS, and the optimization of human capital using job evaluation and decentralization strategies.

The researcher who was engaged as a consultant to the Bank to undertake the institutional assessment of the CSS in Suriname was guided in the research undertaking and the subsequent report by a methodological framework that the IDB provided. The framework, developed by Professor Francisco Longo offered quantitative as well as qualitative criteria for assessment. This report which conforms to the IDB's short assessment form for the evaluation of national CSS, has six sections. Section 1 provides an executive summary. In Section 2, an analysis of the seven human resource management subsystems that constitute the CSS is provided as well as a symbolic valuation of the HRM subsystems. Section 3 provides a functional analysis of the CSS, using select World Bank indicators of governance. Indices relating to efficiency, merit, structural consistency, functional capacity and integrating capacity constructed to reflect the CSS in Suriname are explicated. Conclusions that highlight organizational culture, budgetary adjustments, legal, socio- economic and political factors that influence the CSS are analyzed and presented in Section 4. The Summary Table in Section 5 offers a synthesis of the preceding sections. In section 6, recommendations are provided. Over a period of five days [July 19- 23, 2004], the researcher consulted with thirty four (34) persons (A list of these persons' names appears at Appendix 1), also consulted documented sources and analyzed the existing CSS in order to develop recommendations. I wish to express appreciation to all the persons interviewed, who shared their ideas and material, in particular, Mr. Jeffrey Joemmanbaks, Acting Permanent Secretary, Ministry of Home Affairs(MHA), Mr. Adiel Kallan M.P. Permanent Secretary, Ministry of

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## **1. Executive Summary**

The Government of Suriname has developed a reform agenda. Commitment to the reform effort is evident at the leadership level and is underpinned by support from internal and external stakeholders. President Rualdo Venetiaan of Suriname is Chairman of the Commission for Public Service Reform. The government's engagement of its stakeholders to reach consensus regarding an appropriate reform strategy reinforces the reform impulse. The MHA Report: National Seminar on Strategic Framework for Governance: Towards Consensus Building and Performance Enhancement for Public Sector Reform (October 22 and 23, 2003) explicates the reform impulse and the government's efforts to forge partnerships towards creating the reform ethos: "the process of change will mainly relate to the human resources within the government machinery, the Civil Service, that to an important extent is the foundation on which the public service rests" (2003:8). "Civil Service management", a component of the reform agenda, addresses the modernization of the legal framework for the CSS [The Personnel Act, 1985], and in its broadest sense, [the work organization and employment management subsystems] my emphasis. There is also a vision to optimize human resources, "current human resource capacity should be fully utilized" (op cit: 96). The reform imperative, "reformulation of civil servants' duties" has implications for other human resource management (HRM) subsystems, namely, performance management, professional development management and human resource (HR) planning subsystems.

The proposed paradigm shift to decentralize service delivery will also have an impact on the CSS.

The Constitution of the Republic of Suriname, 1987 Chapter XX Article 157 Public Administration emphasizes efficiency, decentralization, and rationality of methods. The Constitution, together with the Personnel Act [Personeelwet] 1985 provide rules governing employment in the civil service, and constitute the legal framework for the CSS in Suriname. A coherent HR strategy as a framework for integrating the range of human resource management subsystems is critical to the reform endeavor. The inventory of civil service employees that is in progress, as well as the recently completed job evaluation exercise are central to developing the HR planning subsystem and facilitating the optimization of human resources. In a context where “over the period 2000-02 government spending on central government wages and salaries averaged 13 percent of GDP, the staff complement of the Civil Service is 36,000, approximating 40 percent of the total formal employment sector,” (Alleyne, T. et al undated: 3 Sections 4-5) and there are no incentives in place to increase productivity, (MHA Report 2003: 42-44), the reform agenda is timely. In tandem with imminent and current reform that address the HR planning and work organization subsystems, is the desirability of integrating all the other HRM subsystems, namely, employment management, performance management, development management, compensation management, human and social relations management. The performance management subsystem, although critical to the effective functioning of the employment management, development management and compensation management subsystems and ultimately to the efficiency of the CSS, is not included on the reform agenda. Recommendations are made, bearing in mind these limitations. (Develop a coherent HR Strategy: Recommendation 1); (Develop an integrated HRM system: Recommendation 2); (Formalize the performance management subsystem with a view to its initial introduction in pilot ministries: Recommendation 3); A prerequisite for decentralized service delivery and hence decentralization of HRM, is capacity. A related issue is the locus of responsibility for the facilitation of intensive managerial training for civil servants and a ‘change management’ ethos to sustain relations between internal and external stakeholders. (Provide intensive managerial training as well as sensitization to change management: Recommendation 4); (Develop a

structured HR management information system to support the planning subsystem: Recommendation 5); (Institutionalize the ‘best practice’ of non-monetary awards/incentives. Recommendation 6); (Formalize training needs assessments: Recommendation 7).

## **2. Analysis of Human Resources Management**

### **Subsystems**

#### **Human Resources Planning**

*This subsystem is evolving. The vision of a planning framework for the CSS is linked to the inventory of all government employees that is underway. While a structured overarching HRP subsystem that is underpinned by an HR management information system does not exist within the CSS, the government’s five year macro planning framework, agencies’ responses to annual and monthly requests from the Ministry of Finance (MF) for indicative HR needs, as well as HR planning initiatives within individual agencies, guide related activities. The current approach to planning is reactive. There is evidence of deficits, particularly at the higher levels of the service and significant surpluses at the lower levels. There is reportedly a ‘considerable’ number of positions that are not occupied by serving civil servants [described as ‘ghosts’] that attract monthly pay,(testimonials paraphrased). [The number of these positions was not established.] “Among skilled personnel, there is also a mismatch of existing personnel with the type of jobs needed”( Alleyne, T. et al Undated: 6 Section 14).*

The Ministry of Finance (MF) in 2003 requested each ministry to make four year projections of their staff needs detailing man hours’ and number of persons. The MF also secures annual and monthly assessments of the civil service staff requirements/complement. “Each ministry has a policy document. The Deputy Permanent Secretary, Support Services has responsibility for HRP.” In the absence of a systematized approach to planning that is underpinned by an accurate and timely management information system, this task is challenging. Planning initiatives are undertaken within ministries, including the ministries of Education, Health, Agriculture and Defense. In the Ministry of Education “a manual Planning Information System (PIS) exists for teachers and an electronic system exists for administrators.” The Health Sector Strategic Plan

[Volksgezondheid] 2004-2008 includes an HRM component: Strategy 6 speaks to 'human resources development.' "This strategy has as its objective to safeguard the presence of sufficient qualified, professional motivated personnel, and in addition building sufficient manpower in the sector and to improve working conditions." Efforts are being made to strengthen HR planning by developing an accurate and timely human resource management information system within the health ministry. Relevant information is manually kept for administrative staff and partially electronic for the professional staff, but requires development in order to be accurate and timely. In the Ministry of Defense, HRP is systematized for the Military and driven by the annual request from the MF [to facilitate the budget exercise] for the civilians. The Ministry of Agriculture has "since 4-5 years undertaken HR planning" (testimonial). Despite this effort there are deficits. Agronomists and other skilled persons are in short supply.

In general, the responses suggest that in the absence of an overarching systematized HRP, the existing reactive approach to HRP that is tied to requests from the MF or in a few instances "to applications for jobs" is inadequate to the task of maintaining the critical skills required. Even in those agencies that have taken a proactive approach to HRP, they still face deficits in critical skills. There is also a vision of an overarching HR planning framework that is supported by an efficient electronic HRMIS to strengthen this subsystem. The MHA is currently undertaking of an inventory of civil service employees. This represents a major step in making the vision a reality.

### **Work Organization.**

*This subsystem is evolving. The integrity of the subsystem was enhanced by the recently completed job evaluation exercise that classified jobs according to roles. Allied to this was the development of job descriptions that include competencies profiles, to replace existing job descriptions that focus on required tasks and educational qualifications. Another related activity that was recently undertaken was the training of a core of job analysts to undertake the review of job descriptions on an ongoing basis. Provided that the positive developments that are taking place within this subsystem are sustained, these developments are likely to facilitate the optimization of human resources.*

Job descriptions indicate tasks and qualification requirements, evidencing the absence of competencies profiles. While there are interconnections between the work organization,

employment management and performance management subsystems, the absence of competencies profiles, poses a challenge to optimization of human resources. Job descriptions are currently used in making employment [promotion] decisions. There is also evidence that job descriptions are used for performance evaluation.[ Reference is made on the performance evaluation report form to the tasks undertaken during the period of review].

The recently completed job evaluation exercise [delineating roles] for the totality of job categories in the civil service, will provide the bases for addressing deficits in the current job descriptions. “T Jong A Hung Consultants have developed job descriptions that incorporate competencies profiles. These job descriptions will be used for recruitment and promotion activities” (testimonials paraphrased). Additionally, the vision of ongoing evaluation of jobs and the existence of twenty job analysts who have been trained to undertake this task within the civil service is likely to preempt deficits of the kind in the near future and facilitate the optimization of human resources.

### **Employment Management**

*Acting within the framework of the Personnel Act 1985 and Article 157 of the Constitution of the Republic of Suriname, the designated premier actor, the MHA, as the civil service ministry that makes policy and is traditionally the agency through which all civil service documents are routed, administers this subsystem, with the support from the Council of Ministers that is chaired by the Vice-President. The Central Bureau for Efficiency (CSFE) that is located within the MHA plays a key role. Each Minister may also make employment decisions for specified staff levels. “Each ministry also has a post of Deputy Director, Personnel Administration,” (testimonial). This subsystem is reportedly open and merit-based: “clear criteria that are merit-based and that emphasize professional ability exist. Reliance on political criteria is minimal. Positions are generally open by law and are advertised” (testimonials). While the Civil Service, particularly at the “top staff levels”[levels 21-24] and “higher levels”[levels 15-20] is generally manned by highly qualified persons who satisfy professional ability / technical criteria as required by the Personnel Act all personnel[directors] at these levels “must satisfy political criteria/be approved by the political directorate,” “high ranking civil*

*servants are appointed by the President” (testimonials). There are 48 posts of political advisors. Collectively, this group, [advisors and directors] “constitutes approximately 20-30 % of the civil service (testimonials paraphrased). Other elements within the civil service are reportedly politicized having been employed by a previous administration and retained. These elements may include ‘ghosts’ (testimonials, paraphrased). The total number of ‘ghosts’ and other ‘elements’ were not established. Absenteeism is monitored by Social Care Officers and Civil Service Inspectors. Attendance records are routinely maintained and are taken into account when promotion and termination decisions are being made. Strict monitoring of absenteeism has arguably not deterred the practice. It is argued that there is a “serious breakdown in discipline, reflected in a high rate of absenteeism at the workplace. Absenteeism is tolerated without any real threat of sanctions”. These manifestations are attributed to the absence of effective personnel management,( Alleyne, T. et al , undated:7 Section 15, partially paraphrased).*

The Personnel Act 1985 and the Constitution of the Republic of Suriname, 1987 Chapter XX Article 157 Public Administration constitute the legal framework for the CSS. The Act first promulgated in 1962 and revised in 1985 provides rules governing employment in the civil service. These include rules relating to appointments, rights and duties of civil servants, discipline, dismissals and suspensions, and procedures for legal action against the government. Article 157 Public Administration, emphasizes efficiency, decentralization, and rationality of methods. While the absence of a structured HRP framework precludes linkages between the overall vision of the total manpower needs and actual establishment, this does not detract from the focus on the quality of the staff complement. Recruitment for positions is open by law using advertisements. Internal sourcing is often exhausted prior to making efforts to recruit externally. It is apparent that individuals are highly qualified, particularly at the professional, higher levels of the service. Testimonials consistently affirm that the “top staff levels” and “higher levels,” must satisfy political criteria. Respondents assert that “in real life most of the directors [administrative heads/permanent secretaries] are [generally] political” (testimonials). Of the 24 levels of posts in the CSS [1 being the lowest, 24 the highest], ministers have discretion to appoint levels 1-15 [but must have the Vice President’s approval to do so], while “levels 16-24 are appointed by the President”. Although “ministers may make

promotion decisions for levels 1-15, the CSFE has to review these decisions” (testimonials). “There is also security of tenure, ‘ghosts’ numbering 200-300 are paid but do not work” (testimonial). This situation has persisted over the years despite the freeze on employment that was instituted five years ago.

Inspectors and Social Care officers monitor attendance. There is no evidence that absenteeism indices are maintained.

Despite the ‘emphasis on preserving a meritocracy’ [my emphasis, based on testimonials], ‘top staff levels’ and ‘higher level personnel,’ who satisfy technical requirements criteria for the job, also apparently must satisfy political criteria in order to be employed in the civil service. One possible means of enhancing transparency of employment management procedures may be the establishment of designated political posts at this level. This consideration has its own problematic, namely the maintenance of institutional memory as a result of a change in the administration. A related challenge in a developing country context is the questionable existence of adequate numbers of persons to fill positions at these levels.

### **Performance Management**

*The current reform agenda does not address the development of this subsystem. While a basic instrument exists for evaluating performance, the prerequisites for effective performance management, namely, clear performance objectives and standards have yet to be addressed. Performance is generally appraised once per year and usually when promotion decisions are taken. In the absence of guidelines regarding what constitutes differing levels of performance, [Levels: Excellent, Good, Satisfactory, Insufficient, Bad] are indicated on the form,] the existing instrument is open to interpretation by managers/supervisors. The likely misinterpretation is exacerbated by the fact that standards of performance are not yet instituted to provide benchmarks against which to measure performance. The form does not expressly include a developmental component. These gaps limit the technical reliability and objectivity of the instrument.*

There is a [one page] performance evaluation instrument that is administered throughout the civil service. Essentially, this form [Appendix 3] provides a brief profile of the incumbent [name, date of birth, marital status, date of first appointment, education, scale

/function], a description of current job and current salary. The specific 'performance criteria' are : knowledge of discipline; general education, dedication to work, leadership, ability to work independently, behavior toward supervisor, performance in current capacity; character/personality. This form is completed and referred to the employee for his comments. The developmental element that would incorporate opportunity for the individual to discuss with his supervisor his performance, in terms of strengths and weaknesses as well as a relevant strategy for improvement is not emphasized.

There is a vision to institute a structured performance management system for teachers. This is a component of the Ministry of Education's 'Basic Education Project.' In the Ministry of Finance there is a Dutch Project on institutional strengthening; one of the elements is performance appraisal. The policy vision for the Ministry of Defense incorporates annual [for specified categories] and bi-annual [police and fire arms] administration of the existing performance evaluation report forms. Reportedly, there is currently no plan afoot to introduce a performance management system for the civil service. (Recommendation: Formalize and introduce the performance management subsystem in a pilot agency / pilot agencies)

### **Compensation Management**

*In the absence of valuation of posts, wage structure and payment policies have been guided by the Civil Service Code, national development priorities, and resource availability. Stability and reactivity are juxtaposed within this subsystem as instances of exceptional awards have created anomalies, perceptions of inequity, and sustained the reactivity of the system. There is some dissatisfaction with wages that has to be viewed against a background of high wage costs relative to GDP and a civil service that is characterized as large. "The wage bill and the size of the civil service are the main sources of fiscal vulnerability and macroeconomic stability" (Alleyne, T. et al undated: 3 Section 1). In addition salaries do not generally attract, motivate or stimulate effort. "Individuals often engage in other jobs, outside of office hours," (testimonials). This view is reinforced by Alleyne, T. et al, who assert that "salaries for skilled personnel are below the private market making it difficult to attract and retain the best trained and experienced staff," (undated: 6 Section14). Reward for contribution is generally*

*monetary. There are efforts in some agencies, including the Ministries of Regional Affairs, Foreign Affairs, and Agriculture, to creatively reward contribution using non-monetary incentives, a best practice that is not wide-spread. In a context where there are concerns about the public productivity there may be merit in introducing non-monetary incentives. A contributory pension system is in place. While there are interconnections between this subsystem, employment management and professional development management the reactivity of this subsystem has a negative effect on the functional capacity of the CSS of Suriname.*

The wage structure and payment policies are guided by law. Government's ability to respond to employees' /unions' demands for wages and salaries increases is arguably constrained by the size of the civil service, as well as the cost of wages, relative to available resources. Documented evidence suggests that in the absence of valuation of posts, exceptional awards made outside of the framework of the Civil Service Code have resulted in increased reactivity of the subsystem. In 1998, "ad hoc adjustments for certain groups of workers" (Alleyne, T. et al, undated:4 Sections 6-8), were made. In the case in point the reactivity in the subsystem was sustained over a period of years as teachers nurses, the military, police and firemen, whose salaries were formerly on par with the administrative cadres (Directors and Deputy Directors), now earned salaries that were twice as large as their administrative counterparts (Alleyne, T. et al partially paraphrased). The government attempted in 2002 to satisfy the demand of the Confederation of Labor Organizations, (CLO), a confederation of eighty unions that represents the workers in the civil service, to bring salaries back in line with the Civil Service Code. There is apparently some dissatisfaction with wages that affects productivity: "people are not generally satisfied with government salaries" "people leave because of dissatisfaction with wages"(testimonials). Dissatisfaction with salaries does not motivate employees to be productive. Comprehensive reform was undertaken under the aegis of the Ministry of Home affairs, involving, the classification of roles by salary levels, in an effort to systematize this subsystem.

Reactivity in this subsystem is reinforced as the civil servants' union 'fights' for better situations for civil servants, and the government attempts to respond. "Resource constraints, (money) limit the civil service. The job of the union is to fight for better

situations”, (testimonials). The CLO negotiates with the Ministry of Home Affairs for wages, benefits and conditions of service among other things. Beyond these more traditional bargaining points the union also engages in partnerships with Banks to facilitate civil servants obtaining mortgages to purchase homes.

The Personnel Act 1985, [Article 60 page 44] provides for exceptional awards. These include letters, certificates of appreciation, increments. Individual Ministries have taken related initiatives. Ministry of Foreign Affairs, among others, dedicates a day to recognize long service awardees offering monetary and non-monetary incentives. Best practices initiated by the Ministry of Agriculture include, public recognition of employees at end of year functions attended by unions, the Minister of Agriculture and other officials; Festivities for religious groups; engaging in a participatory approach to decision - making. Under the umbrella of a Commission for Recreation and Education, the Ministry of Regional Affairs, for the past six years has had an annual summer camp for the children of employees, an annual camp for civil servants, annual function to recognize employees with 25 years service, (a budgeted activity), annual Christmas party for staff, as well as for children. The Ministry of Education has an annual meeting with all staff placing emphasis on human resource development. The Ministry of Planning and Development introduced the practice of awards to staff, since 2001, (testimonials, paraphrased). Training is viewed as a non-monetary benefit that individuals take full advantage of (testimonials).

An independent Bureau administers a contributory pension scheme. Employees contribute 10 percent of salary to the pension fund. Pension is paid based on the percentage of years in duty multiplied by 2% maximum, [the maximum years of service being thirty five years]. Age sixty is the maximum retirement age. The existing pension regime is not considered adequate.

This subsystem is inherently reactive. The careful introduction of the new regime that links wage to role classification is likely to enhance the functional capacity and the integrating capacity of the CSS of Suriname. Consideration to institutionalizing a system of non-monetary incentives may also have merit.

## **Professional Development Management**

*A centrally managed training department in the MHA guided by a policy and plan provides training opportunities for administrators service-wide. Employees take full advantage of training opportunities. Centrally organized training “open to all civil servants” is supplemented at individual ministry level, where Education Units develop and deliver agency specific training and development efforts for staff. Individual employees also pursue external development efforts on their own initiative provided that they secure the necessary permission from their employer [for time-off for study purposes]. Needs assessment and the evaluation of the costs and benefits of training is a vision. This vision is sustained at the individual agency level where, the Permanent Secretary, Minister and the Personnel Division of the Ministry informally identify training needs annually. In the interim there are mechanisms for changing the training plans. Investment in training is not evaluated. There are voids in career and succession planning that limit the impact of training and development efforts as well as the structural consistency of the CSS of Suriname.*

Guided by a training policy and plan, a department, within the MHA, dedicated to training, undertakes related tasks. The MHA “occasionally provides training for newly recruited civil servants, [as well as] courses on gender, public sector topics/ duties, elections, archives, civil servants development training, civil registry, [and the] Personnel Act.” Individuals generally take full advantage of training and development opportunities and express satisfaction with these offerings (testimonials). Individual agencies, including the Ministries of Agriculture, Foreign Affairs, Social Affairs, Justice and Police, Defense, Health, and Education also provide training opportunities for staff. The Ministry of Foreign Affairs “draws on the University of Suriname, Lim A Po [a private training and research institute in Suriname], on internal training in collaboration with other agencies and on external support for training. Ministry of Social Affairs prepares a training plan annually for social workers based on informal assessment of field officers’ training needs. Ministry of Agriculture is partnering with the University of Suriname to develop appropriate training in house for highly skilled employees. This training is to be implemented by August 2004 and is being undertaken in an effort to bridge the gap in the supply of skilled personnel. Also this ministry provides scholarships for high level

personnel. The Ministry of Defense's training plan is incorporated into annual macro plans. The vision is to evaluate training in terms of assessing costs and benefits and to strengthen the institutional capacity of the ministry to deliver training. The Ministry of Justice and Police, conducts in-house training as well as coordinates the participation of agency personnel in programmes offered by external institutions. The Ministry of Education has a training budget, conducts formal needs assessments to develop its training plan for 2004-2007. The ministry also organizes on the job training, facilitates exposure of staff to external training through scholarships, study leave and time-off from the job (testimonials paraphrased).

Ongoing efforts of agencies reflect positive development of this subsystem. Aspects require strengthening include emphasis on formal training needs assessment, the evaluation of costs and benefits of training and the voids in career planning. Another problematic that needs to be addressed is access to resources to satisfy the increasing demands of employees for exposure to training and development efforts.

### **Human and Social Relations Management**

*While there are no structured instruments to evaluate the organization climate periodically, feedback is provided through weekly staff meetings, and staff interactions with unions. In a conjoined 'top-down', 'bottom-up' system of communication staff at the directorship levels meet with ministers after cabinet meetings each week for feedback. In turn departmental heads meet with their staff. In this manner information is shared and feedback relating to evaluation of progress in terms of program implementation is received. 'Social care officers [also] exist in some ministries to recognize absences' (testimonial). The culture of labor relations is "generally not confrontational, in theory" (testimonial). There is usually tension when contracts need to be renewed. "Although there was excessive labor conflict in the past, in the last two years there has been relative rest." Mechanisms are in place to facilitate the resolution of conflict. "The Ministry of Labor, in close collaboration with the MHA" (testimonials partially paraphrased), takes care of health related issues for civil servants.*

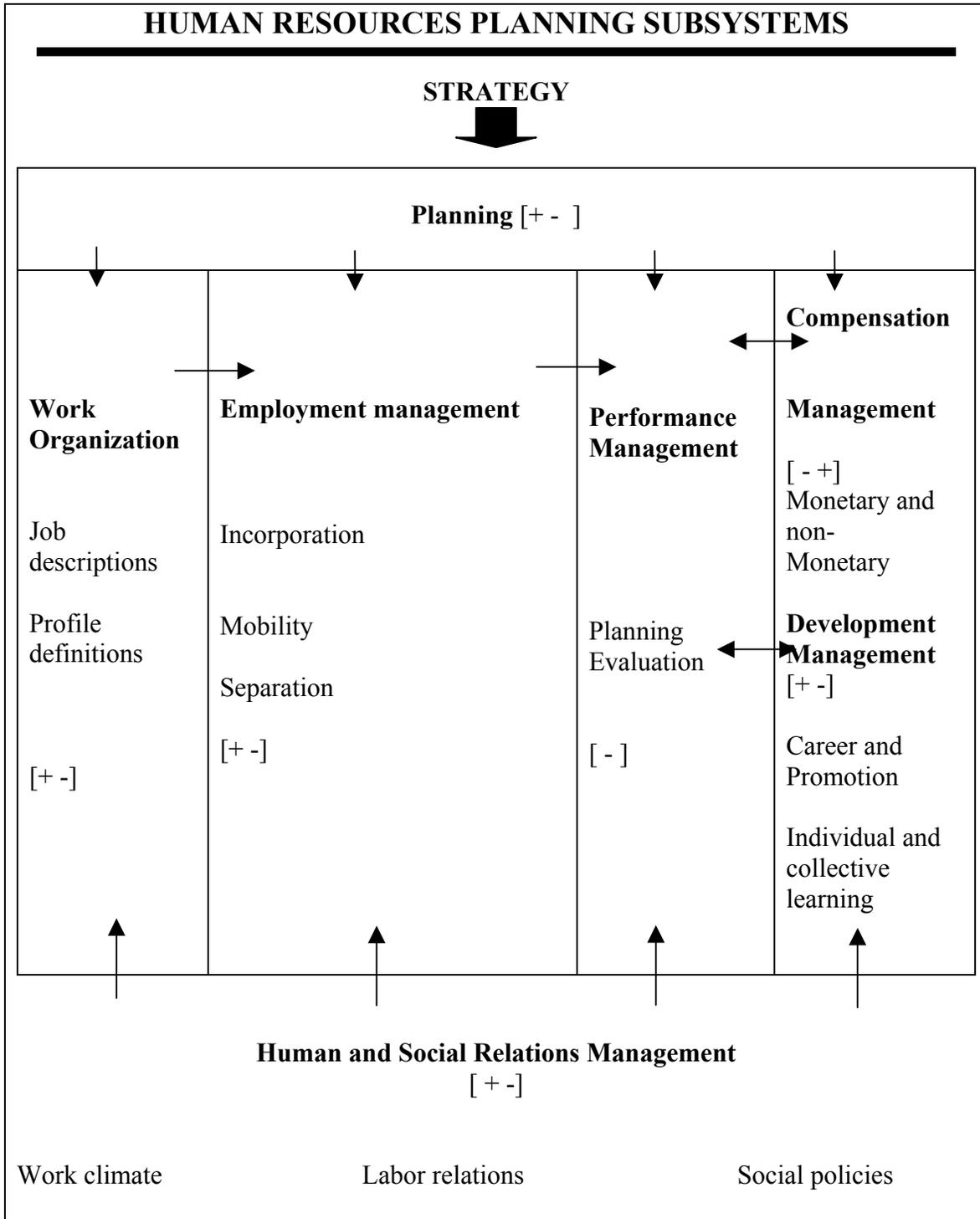
Meetings at various levels serve as instruments for providing feedback or sharing information that is largely policy/program related rather than sensitizing the agency to the

needs, suggestions and feelings of employees. “Suggestion boxes exist only in the private sector” (testimonial).

The Social Care Officer essentially monitors attendance. Civil Service Inspectors from the MHA identify late coming in the Civil Service. It is confirmed that “Nurses, Teachers and Police have their own inspection” (testimonial).

Reportedly, there is generally non-confrontational labor relations ethos, evidencing a relative calm in terms of labor conflicts. The expiration of a labor contract signals increasing tensions. “Despite the ‘personnel stop’ [freeze in employment,] the civil service has grown. The effort to contain the size of the civil service requires increasing interaction between unions and government. These interactions may become problematic as “some unions are tied to political parties” (testimonial). There are negotiation and other mechanisms to facilitate these interactions. In terms of health and safety, “the Ministry of Labor working in close collaboration with the MHA” address health related matters (testimonials). “The Department of General Affairs in respective ministries takes care of safety in a general way”,(testimonial).

# Symbolic Valuation of the Human Resources Subsystems



### 3. Indicators

#### A.) Quantitative Indicators

##### Professionalism of the Civil Service

###### 1. **Number of Political Appointments [Estimated]:** [10,054 / 35,201]

There are approximately 48 positions that are designated political. These are the posts of political advisors to ministers and are held by civil servants and non- civil servants. While it is apparent that highly qualified persons are generally recruited particularly at the higher levels [Levels 15-20/ approximately 8,848 persons] of the civil service, [Levels 21 -24] top staff levels with the exclusion of Directors and Deputy Directors of Ministries (approximately 1,058 persons) testimonials also consistently affirm that the satisfaction of political criteria is integral to the recruitment process at these levels. “There are 25 directors and 75 deputy directors” (MHA). These positions, it is estimated together with political advisors approximate 30% of the civil service, according to the testimonials. No contending views are expressed.

Sources:

Statistical Yearbook November, 2002. Table 8.2. “Number of Civil Servants per Ministry, 1998 -2002” [2002 figure used]

Ministry of Finance, Cebuma, July 2004

Registration on Civil Service Registration, December 2002, Ministry of Home Affairs, Paramaribo, Suriname

Testimonials, July 19-24, 2004

##### Fiscal Weight of public employment

###### 2. **Central Government wage bill/ Gross Domestic Product**

Data regarding the wage bill was not established.

Alleyne, T. et al assert that “over the 2000-02 periods, central government wages and salaries averaged 13% of GDP, the highest in LAC, where the average was 5 percent. The large wage bill is attributable mainly to the large number of employees rather than high salaries, at least for skilled personnel.”

The wage bill excludes training grants and the contributory pension. Using the World Bank comparator of between 5- 25% the fiscal weight of public employment is a relative burden on the economy

Sources:

Alleyne, T. Prat, J. and Simone, A. Civil Service Reform: Background and Issues (undated: 3 Section 5)

General Bureau of Statistics/Section: National Accounts

Table 1 ‘Gross Domestic Product by kind of Activity at current prices (in min Surinamese Guilders, 1990-2002.’ Revised Data October 2003

## Civil Service Incentives

### 3. Vertical Compression of Salaries

<i>Monthly Salary in Guilders</i>	<i>Cleaning Staff</i>	<i>Master's Degree</i>	<i>Ratio</i>
January 1, 1997	22,220	124,925	1:5.6
January 1,1998	40,000	174,000	1:4.4
November 1,2001	322,000	606,000	1:1.9
<b>January 1,2002</b>	387,000	1,024,000	1:2.6

Source:

Alleyne,T et al (undated:4) Table 'Wage Compression' in Civil Service Reform: Background and Issues

Ministry of Home Affairs, July 24, 2004.

This is a measure of the difference between the total pay received by the employees at the top wage level and those at the lowest level of the wage scale. The ratios calculated were examined against the range 1:7 and 1: 20. Overall the ratios are outside the range and suggest that there is the need to address the issue of internal equity in the compensation structure.

### 4. Average Central government wage / Per capita GDP

[Wage bill] Data not established

### 5. Average Central Government Wage/ Average Private Sector Wage

This is a measure of the competitiveness of the public sector wage relative to other sectors in the labor market. [Wage]Data was not established. It was established that "salaries for skilled personnel are below the private market, making it difficult to attract and retain the best trained and experienced staff" Alleyne, T. et al (undated: 6, Section 14).

Civil Service Employment Figures

### 6. Total number of Central Government Employees / Total population

35,201/ 481,146

The number of central government employees is low in relation to comparable international figures the range of 0 -100. Although the civil service is generally described as being 'large', relative to international comparators the derived indicator is low and suggests insufficient development of the public sector overall.

Indicator of Productivity and Efficiency

**7. Central government expenditure (excluding pensions and debt service) / total number of central government employees**

Central government expenditure not established

/ 35,201

Source:

Statistical Yearbook November, 2002. Table 8.2. "Number of Civil Servants per Ministry, 1998 -2002"

**B.) INDICES FOR THE EVALUATION OF CIVIL SERVICE SYSTEMS**

**Table of Indices**

<b>INDEX</b>	<b>Index value ( on a scale of 4 to 20)</b>	<b>SUB-INDEX</b>	<b>Sub-index value (on a scale of 2 to 10)</b>
<b>[ E] Efficiency</b>	<b>[8.83]</b>		
<b>[M] Merit</b>	<b>[8.92]</b>		
<b>[SC] Structural Consistency</b>	<b>[11.01]</b>		
		<b>[STC] Strategic Coherence</b>	<b>VS=4.42</b>
		<b>[DC] Directive Consistency</b>	<b>VS = 5.56</b>
		<b>[CP] Consistency of Processes</b>	<b>VS =5.07</b> Sum of VS x 20 / Sum of MRV = IV SC
<b>[FC]Functional Capacity</b>	<b>[9.45]</b>		
		<b>[COM] Competency</b>	<b>VS =4.50</b>
		<b>[IE] Incentive Effectiveness</b>	<b>VS =4.51</b>
		<b>[FL] Flexibility</b>	<b>VS = 5.12</b> Sum of VS x20 /Sum of MRV = IV FC
<b>[IC] Integrative Capacity</b>	<b>IV = 10.93</b>		

## **Elaboration of Indices**

Based on the analysis of 93 critical points that reflect essential elements of the HRM subsystems, the researcher constructed indices and sub-indices. Table 1 provides a list of the valuations of the critical points and the corresponding number of critical points to which the values relate. In order to derive the indices for Merit, Efficiency and Integrative Capacity, the sum of the valuations for each index was divided by the number of the critical points related to the index, to get the resulting value (RV). The RV was compared with the maximum reference value (MRV) for each index, multiplied by twenty to obtain the index value (IV). The other indices, namely Structural Consistency and Functional Capacity are linked to sub-indices. The value of each sub-index (VS) was derived using the formula  $RV \times 10 / MRV = VS$ . The VS corresponding to each sub-index was grouped and added and taking 20 as the maximum for each index, the value of each IV was calculated for each case. The maximum value for each index twenty,[20] was used as the basis for comparing the CSS of Suriname.

### Efficiency [8.83]

In conformance with Longo's analytical framework, the Efficiency Index "evaluates the degree of optimization of the investment in human resources detectable in the CSS of Suriname, " as well as its alignment with the scale of the fiscal policy and its reference markets" (Longo, F. 2002:77). Specifically, this index, which is linked to 13 critical points, assesses existing HR planning capability, the cost of public employment relative to the state of the economy, adequacy of pensions and social care benefits, current efforts to analyze benefits of costs of training as well as the benefits of non-monetary incentives. While steps are being taken to formalize HR planning in the CSS of Suriname, the other elements mentioned require strengthening.

### Merit: [8.92]

This index, which, is linked to 10 critical points evaluates the extent to which employment and wage decisions are guided by professional criteria.

#### Structural Consistency: [11.01]

This index assessed the existence and formalization of basic elements of the HRM system, namely, the HR planning, Work organization and Performance management subsystems. The index is linked to 3 sub-systems, Strategic coherence, Directive consistency and Consistency of processes that collectively are related to 29 critical points.

Strategic Coherence is linked to 7 critical points and measured whether HRM policies and practices were aligned to the strategic priorities of the Government of Suriname.

Directive consistency is linked to 8 critical points and valued the “level of development of the directive function” in the CSS of Suriname, “with special attention to the relationship between the central techno- structure and line directives” (Longo, F. 2002:78). Consistency of processes is related to 14 critical points and assessed the extent to which basic processes that sustain an integrated HRM system are developed and integrated in the CSS of Suriname. While efforts are being made to formalize the HR planning and the Work organization subsystems, performance management is not yet incorporated to the reform agenda.

#### Functional Capacity: [9.45]

The functional capacity index measured the extent to which the CSS of Suriname promoted behaviors that led to improvement in public services. The related sub-indices are Competency, Incentive Effectiveness, and Flexibility. The sub-indices are collectively linked to 41 critical points. Competency is linked to 15 critical points and measured whether existing HRM policies and practices facilitate adequate development and supply of civil servants with requisite skills. Incentive Effectiveness is related to 14 critical points and valued the extent to which existing policies and practices facilitated productivity, learning and improved service quality. The Flexibility index is linked to 12 critical points and measured whether existing policies and practices had the capacity to accommodate changes in policy priorities.

Integrating Capacity: [10.93]

This index is linked to 19 critical points and measured the effectiveness with which the CSS of Suriname aligned expectations and interests of different stakeholders, so as to empower these stakeholders and reduce conflicts.

## **4. Conclusions**

### **Analysis of Causal Areas**

The Government of Suriname's current reform agenda evidences recognition of the centrality of human capital to an effective public service. The imperatives of the "Civil Service Management" component of the reform agenda focus on the formalization of the Work organization subsystem, on developing a human resource planning framework [my emphasis], the optimization of human resources, the modernization of the rules governing the CSS, and decentralized service delivery. These developments are not framed within an integrated HRM system.

The evolving overarching planning framework has limited applicability as there is evidence of deficits at the higher levels of the service, significant surpluses at the lower levels, as well as 'ghosts.' The realization of the vision of an HR planning framework that is supported by an accurate and timely human resource management information system will strengthen this subsystem. The inventory of civil service employees that is underway is critical to the formalization of this subsystem. Collectively, these developments will facilitate interconnections with other HRM subsystems.

The work organization subsystem is developing positively. The completion of the job evaluation exercise, the development of job descriptions that incorporate personal profiles and the training of a core of job analysts are required in order to sustain the subsystem and to optimize human resources.

While civil servants at the "top levels" and "higher levels" are highly qualified, and satisfy professional ability / technical criteria established by the Personnel Act, 1985, employees at these levels also satisfy political criteria in order to be appointed. Approximately 10,054 of a total 35,201 civil service positions are affected.

Although a basic performance evaluation instrument exists and is used routinely for promotion decisions, the preconditions for effective performance management, namely

performance objectives and standards are not satisfied. Performance evaluation is not conceptualized as a developmental tool, and the technical reliability and objectivity of the instrument also require strengthening. These deficits preclude meaningful linkages between, performance management, compensation management and professional development management.

The compensation management subsystem manifests stability as well as reactivity. Ad hoc adjustments to wage structure and payment policies have met with dissatisfaction from employees. Arguably, salaries do not generally attract, motivate or stimulate effort. These limitations obtain in a context where the “wage bill and the size of the civil service are [considered to be] the main sources of fiscal vulnerability and macro economic in stability” (Alleyne,T. et al undated: 3, Section1). Certain agencies creatively reward contribution using non-monetary incentives. This ‘best practice’ is not wide spread. The introduction of the new regime that links wages to role classification is likely to enhance the functional capacity and the integrating capacity of the CSS of Suriname.

The professional development management subsystem reflects positive developments as centrally organized training is supplemented at individual agency level, as well as at individual employee level. The demand for training by individual employees outweighs existing resources. Needs and demands are not aligned. Elements of the subsystem require strengthening, including the need for greater focus on formal training needs assessment to guide related activities and the need to evaluate the costs and benefits of training. There are also voids in career planning.

The evaluation of the organizational climate is not formally undertaken. Regular staff meetings and staff interaction with unions are the means of circulating information to employees and to a limited extent providing feedback regarding employees’ feelings and needs. The organization functions within a labor relations ethos that is generally non confrontational. Health related matter are dealt with by the MHA and supplemented at the ministry level by the Department of General Affairs.

### **Internal Factors**

The organizational culture and budgetary adjustments influence the efficiency of the CSS in Suriname. The emerging culture of reform operates in tandem with some cynicism

regarding the possibility for successful outcomes of imminent and current reforms. Budgetary adjustments contrive to make certain HRM sub-systems reactive as well as demotivate some individuals.

Reforms to the CSS are being undertaken that have the blessing of the political directorate as well as support from internal and external stakeholders and are monitored by the Monitoring Commission headed by the Permanent Secretary, MHA. There is evidence of some cynicism regarding the likelihood of reforms succeeding particularly as these reforms are not undertaken in tandem with growth of the private sector and adequate capacity of the civil service to sustain reform (testimonials, paraphrased). “HRM is a pipedream” [in addition] “there is a lack of capacity in the civil service” [to support an integrated HRM system] my emphasis. Successful reform in the civil service is viewed as a function of growth in the private sector. “The private sector is not growing therefore the public sector cannot reform.” There is arguably an ethos of separateness that may stymie reforms to the CSS. “There is a lack of integration and jurisdictional interdependence among agencies in the civil service” (testimonials.) While there is consensus among stakeholders about the need for reform there is apparently ambivalence about the likely success of the outcomes.

Budgetary adjustments also influence the efficiency of the CSS. Alleyne, T. et al ( undated: 4 Sections 6-8), allude to the four year period of ad hoc adjustments [1998 - 2001] , when the creation of new ‘strategic groups’ and ‘constitutional groups’ and the “disconnection of directors and deputy directors in ministries from the general salary scale” resulted in an inflationary spiral, significant increases of more than 80 percent to the monthly wage bill. Despite the passage of time the effects of these adjustments are perceived as having currency. “These exceptional awards have arguably led to the capping of salaries as well as loss of promotional opportunities for some persons. They do not motivate”(testimonial). A fundamental issue is the capacity of the CSS to influence civil servants’ behavior effectively and promote work conduct that is in keeping the organizational goals. The budgetary adjustments have apparently had a sustained influence on the functional capacity of the CSS.

## **Environmental Factors**

The legal framework of the CSS of Suriname, and the country's socio-economic and political contexts influence the CSS. The Personnel Act, 1985, first promulgated in 1962 and partially revised since then, is described as "rigid" as it cannot respond readily to changes in contemporary policy priorities. "The rules regarding compensation management are inflexible, particularly at the higher levels where salaries are capped. This has implications for promotion and de-motivates" (testimonials).

There is ambivalence concerning the impact of political and social factors on the CSS. Politics and ethnicity are considered by some persons to have an impact on the CSS, while others oppose this view. [There are] "too many [political] parties! Everything is political"(testimonial). The discontinuity from traditional democratic government to military rule has 'arguably led to a highly politicized civil service and a 'hustle mentality.' Political parties were generally ethnically based and this is reflected in the composition of certain public agencies. The Ministry of Public Works was largely Indian; the Ministry of Social Welfare, mainly Indonesian. In the current political ethos, a multiracial coalition party [exists]. There is an attempt at collaboration rather than ethnic bias. There is sustained effort to maintain a meritocracy,' (testimonials, partially paraphrased). Yet other persons argue that "ethnicity does not matter. The capability of the employee is what matters" (testimonial). Hoefte, R. and Meel, P.(2001:84) argue that the dynamic of small size is likely to contribute to clientelism and turns the meritocracy argument on its head : "in small-scale countries' ethnic divisions make governments more willing to practice clientelism. Economic policy thus proves to be ethnic policy, simply because ethnic and economic lines of division run parallel." The economic context is also considered influential from another perspective. "Income of the state is inadequate to satisfy the needs of central government employees. Investment in human capital needs to increase. There is need for a vision, how to get people motivated" (testimonials).

Legal and contextual factors influence the CSS of Suriname. Existing rules constrains adaptability to contemporary policy changes. Socio-economic and political factors mentioned are likely to impinge on the professionalism of the civil service and the functional capacity of the CSS.

**Main Conclusions of the Diagnosis**

The current reform agenda of the Government of Suriname is underpinned by commitment from the political leadership as well as support from internal and external stakeholders, including unions. The reform agenda incorporates a “Civil Service Management” component that addresses the modernization of the legal framework for the CSS as well as the formalization of elements of the HRM system. Emphasis is being placed on the work organization, HR planning and the employment management subsystems, as well as the decentralization of service delivery. The HRM system is fragmented, evidencing a need for a coherent HR strategy as well as the strengthening and integration of the development management, compensation management and human and social relations management subsystems with the subsystems that are being reformed. There is a performance management void that needs to be addressed. These steps will enhance the functional capacity and structural consistency of the CSS, as well facilitate the interconnections between the HR subsystems.

Contextual factors, namely, the legal framework for the CSS, the organizational culture, budgetary adjustments, political and socio-economic factors, also constrain the effectiveness of the CSS.

## 5. Summary Table

CATEGORIES	FACTORS	EVALUATOR'S COMMENTS
ANALYSIS OF THE INSTITUTIONAL CONTEXT	Analysis of the legal framework	<p>The existing legal framework does not address the HRM system holistically. It is also characterized as “rigid” particularly as it relates to wages and does not respond readily to contemporary policy priorities. The “legal framework is not a motivator.” (testimonials)</p> <p>An imperative of contemporary human resource management practice is that policies incorporate guidelines that facilitate adaptation to change. A coherent legal framework that facilitates functional flexibility in particular more decentralized and skills based mechanisms for recruitment and selection as well as wage flexibility, that links variable pay formulas to performance may merit consideration.</p>
FUNCTIONAL ANALYSIS OF THE CIVIL SERVICE	Organizational analysis of the Human Resources function	<p>The CSS of Suriname reflects fragmentation of HRM responsibilities among several ‘actors’ yet centralized decision-making. Managers may not generally make decisions [particularly employment decisions] concerning personnel that they supervise, without recourse to the central services. While it is clear that managers have technical competence, it is not clear whether they possess the HRM competencies or are exposed to related training.</p>
	<p>Quantitative indicators of the analyzed CS system</p> <p><b>Indicator 1</b>  <b>Number of political appointments [9,906/35,201]</b></p>	<p>The characterization of the civil service as highly politicized discounts the requirement of professionalism, particularly at the higher levels of the civil service where, professional as well as political criteria must be satisfied (testimonials paraphrased.)</p>

	<p><b>Indicator 2</b> <b>Central government wage bill/GDP</b></p> <p><b>Indicator 3.</b> <b>Vertical Compression</b> <b>January 1, 2002</b> <b>1:2.6</b></p> <p><b>Indicator 4.</b> <b>Average central government wage bill / Per capita GDP</b></p> <p><b>Indicator 5.</b> <b>Average central government wage / average private sector wage</b></p> <p><b>Indicator 6.</b> <b>Total number of central government employees/ total population</b> <b>[35,201/481,146]</b></p> <p><b>Indicator 7.</b> <b>Central government expenditure (excluding pensions and debt services) / total number of central government employees</b></p>	<p>No data established re the wage bill</p> <p>Internal equity not evident</p> <p>Average central government wage bill not established</p> <p>Data not established. "Salaries for skilled personnel are below the private market making it difficult to attract and retain the best trained experienced staff" Alleyne, T. et al (undated: 6, Section 14)</p> <p>Using the international comparator 0-100 as a frame of reference, the result suggests that there is insufficient development of the civil service. This indicator, compared to indicators for other countries in the region, is high. "In contrast, public sector employment in LAC [which] averages 4 percent of total population" (Alleyne, T. et al undated : 3 Section 4)</p> <p>Central government wage bill was not established</p>
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<b>Analysis by sub-systems</b>	<b>Planning</b>	Manual as well as partly electronic “personnel data bases” exist in the MHA and individual ministries that collectively constitute a foundation from which to develop a HRMIS that is accurate and timely. This is likely to require a collaborative effort of the agencies involved and emphasis on jurisdictional interdependence.
	<b>Work organization</b>	The system has suffered from weak capacity to produce skills profiles and this deficit limits the extent to which human resources are optimized. A strengthened subsystem provides a basis for integration with employment management, performance management and professional development.
	<b>Employment Management</b>	The requirement that higher level and top level personnel satisfy political criteria overshadows the requirement that incumbents also satisfy professional criteria. This creates the public perception of a highly politicized civil service and a disregard for the ‘weight of qualified work in the composition of personnel.’
	<b>Performance Management</b>	A performance management void exists that constrains meaningful linkages between pay and performance.
	<b>Compensation Management</b>	Contemporary HRM practice has shown that non-monetary incentives may provide scope for motivating employees and improving their productivity. This best practice is not institutionalized throughout the civil service agencies.
	<b>Professional Development Management</b>	Positive developments that are taking place in several ministries will be enhanced within the context of formal training needs assessments, evaluation of training investments and career planning.

	<b>Human and Social Relations Management</b>	Periodic evaluation of the organizational climate using structured instruments is likely to provide valuable information and guide related policies.
	<b>Differences from other Compared analyses</b>	The CSS of Suriname is framed within CS model based on systems management evidencing integrated systems and a central role for the public employer. There is a vision to replace integrated systems with a fragmented system that will facilitate decentralized HRM decisions. Intensive managerial training is a pre-requisite. It is desirable that this training also incorporates training that will facilitate 'change management'. There are dysfunctions in the employment management, work organization, and compensation management subsystems that are likely to affect the efficiency of the CSS. Dysfunctions that affect flexibility relate to the "impression of guaranteed stability" - that "work is too secure" (Longo, F. 2002:61) This is evident from the existence of 'ghosts'. The performance management void may also be a contributory factor. The capacity to produce skills and job profiles is also weak.
<b>CIVIL SERVICE SYSTEM INDICES</b>	<b>Efficiency: 8.83 Merit: 8.92 Structural Consistency: 11.01 Functional Capacity: 9.45 Integrative Capacity: 10.93</b>	

## 6. Recommendations

Recommendations are made bearing in mind current reforms as well as the reform vision of the Government of Suriname. While current and imminent reforms to the CSS of Suriname are timely and seek to strengthen elements of HRM subsystems, they do not address the HRM system holistically. Reforms to the Work organization and HR planning subsystems are complemented by a vision to optimize HR and to decentralize

HRM so as to give managers greater autonomy and responsibility for HR matters. These reforms are not framed within either an HR strategy or an integrated HRM system, in keeping with contemporary HRM practice. The recommendations reflect the considerations mentioned.

Develop an HR Strategy: Recommendation 1

Develop an integrated human resource management system: Recommendation 2

A related issue is the need for intensive managerial training and the sensitization of managers as well as external stakeholders to the change management ethos. Provide intensive managerial training and sensitization to change management: Recommendation

3. Develop a performance management system with a view to its initial introduction in pilot ministries: Recommendation 4

Develop a HR management information system to support the planning subsystem: Recommendation 5

Institutionalize the best practice of non-monetary benefits: Recommendation 6.

Formalize training needs assessments so as identify short and long term needs of the civil service: Recommendation 7.

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## **LIST OF APPENDICES**

- 6.** List of Interviewees/ Panelists
- 7.** Valuation of the Critical Points
- 8.** Performance Appraisal Report form (English translation based on testimonial)
- 9.** List of Abbreviations

## **APPENDIX I**

### **LIST OF INTERVIEWEES / PANELISTS**

#### **Ministry of Home Affairs**

Mr. Jeffrey K. Joemmanbaks, Acting Permanent Secretary

#### **Ministry of Education**

Mr. Adiel Kallan M.P. Permanent Secretary

Mrs. Carmen Blom, Secretary to the Ministry of Education

Mrs. Usha Adhin, Chief of Bureau of International Affairs

#### **Confederation of Civil Servants Organizations**

Mr. Ronald L.A. Hooghart, President

Mr. Freddy A.A. Waterberg, Vice-President

Mr. Michael H.S. Miskin, Treasurer

Mrs. Joyce Blokland, Secretary

Mrs. Yone Garisson, Secretary

Mr. Guno Elskamp, Secretary

Mr. Walther Tjon-A-Tjieuw, Advisor

#### **Ministry of Agriculture**

Mr. Jagdie Bhansing, Deputy Permanent Secretary

Dr. R.I. Kalka, Deputy Permanent Secretary, Administration

#### **Ministry of Defense**

Mr. Ronald Julen, Permanent Secretary

Mr. R. Spa, Deputy Permanent Secretary, Personnel

#### **Ministry of Finance**

Mrs. Adelene. Wynerman

#### **Ministry of Foreign Affairs**

Mr. Frederik L. Boekstaaf, Permanent Secretary

Ms. Jane Garland-Nanhu, Assistant to the Permanent Secretary

#### **Ministry of Health**

Mrs. Codfried- Kranenburg, M.D. Permanent Secretary

#### **Ministry of Justice and Police**

Mr. J. Kross

Mrs. Huyzen-Sedney, Deputy Secretary, Juridicial Affairs

Mrs. Maritza Sibelo, Head, Department of Training

Mrs. S. Djastro-Pawirosentoro, Head, Personnel Affairs Department

Mrs. Danielle Bieldsnydar-Van Windt, Head, Personnel Care

**Ministry of Labor**

Mr. J.L. Belfor, Deputy Secretary, Legal and International Affairs

**Ministry of Regional Development**

Mrs. Joyce Van Varsseveld, Permanent Secretary

**Ministry of Social Affairs and Housing**

Mrs. Clarisse Pawironadi-Dasi LL.M, Permanent Secretary

Mrs. Farah Pahalwarrkha, Deputy Head, Research & Planning

Mr. Almand Wajimin, Deputy Secretary, Administration

Mrs. Jennifer Felter, Member of Technical Committee for Public Service Reform

Mr. William Kartokariyo, Human Resource Management Manager

**Ministry of Trade and Industry**

Mr. Tuur, M.B.A., Permanent Secretary

**APPENDIX 2** Table 1 – Valuations of Critical Points

Subsystems	Critical Points	Indices or Sub-Indices	Valuation
Planning	1	STC,CP	4,4
	2	STC	6
	3	STC,FL	4,4
	4	CP	6
	5	E	4
	6	E	6
	7	E	6
	8	E	2
	9	COM	8
	10	DC	3
	11	STC	6
Work Organization	12	CP	6
	13	FL	9
	14	CP	3
	15	FL	6
	16	FL,IE	3,3
	17	CP	3
	18	COM	2
	19	COM	2
	20	COM	4
	21	COM	4
	22	FL	3
	23	DC	3
Management of Employment	24	M,COM	6,9
	25	M	6
	26	M	6
	27	M,IC	6,6
	28	COM	4
	29	COM	6
	30	M,COM	6,6
	31	M,COM	6,6
	32	M,COM	6,6
	33	IC	3
	34	COM	3
	35	FL	9
	36	E	6
	37	IE	2
	38	M	4
	39	IE,FL	6,6
	40	FL E	4 6

Performance Management	41	STC,IE	2,6
	42	IE	2
	43	IE,IC	4,2
	44	DC,IE	2,2
	45	IE	6
	46	CP,IE	3,6
	47	IC	4
	48	DC	4
	49		
Compensation management	50	STC	6
	51	IC,IE	6,3
	52	IC	4
	53	FL	4
	54	COM	6
	55	IE	4
	56	CP,E	6,2
	57	E	3
	58	IE	6
	59	CP	6
	60	M	6
	61	CP	9
	62	E	2
	63	E	9
64	IE	2	
Professional Development Management	65	IC	6
	66	CP	2
	67	IE	9
	68	M	6
	69	FL	6
	70	FL	3
	71	COM	6
	72	COM	3
	73	FL	2
	74	CP	2
	75	STC,E	3,2
76	CP,E	2,2	
Human and Social Relations Management	77	IC	3
	78	IC	2
	79	IC	2
	80	CP	3
	81	IC	2
	82	CP,IC	6,9
	83	IC	9
	84	IC	9
	85	IC	3
	86	IC	9
	87	IC	6
88	IC	3	
89	E,IC	3,3	
The Human Resources Function Organization	90	DC	6
	91	DC	3
	92	DC	9
	93	DC	9

**APPENDIX 3**

Performance Appraisal Report Form [Translated from Dutch during interview]

**MINISTRY OF**

**Department: Personnel**

**Performance Evaluation**

**Here I have the honor to send you the undermentioned for agreement**

**Name /Surname :**

**Personnel #:**

**Children under 21 years:**

**Date /Place of Birth:**

**Single / Married:**

**Date of First Appointment:**

**Education:**

**Scale / Function:**

**Date of Scale:**

**Description of Current Job:**

**Current Salary:**

**Absences due to Illness:**

**Illegal Absences:**

**To fill in : Excellent, Good, Satisfactory, Insufficient or Bad**

**Knowledge of your discipline:**

**General Education:**

**Dedication to your work:**

**Leadership [giving leadership to personnel under you]:**

**Ability to work independently:**

**Behavior towards your supervisors:**

**Performance in your current function:**

**Character/personality:**

**Overall Comments/ Other comments:**

**Signature of Head of Department**

## **APPENDIX 4**

### **LIST OF ABBREVIATIONS**

**CLO** Confederation of Labor Organizations  
**CSFE** Central Bureau of Efficiency  
**HR** Human Resources  
**HRM** Human Resource Management  
**MF** Ministry of Finance  
**MHA** Ministry of Home Affairs  
**PIS** Planning Information System

**REGIONAL POLICY DIALOGUE  
MANAGEMENT AND TRANSPARENCY OF PUBLIC  
POLICY NETWORK**

SHORT FORM FOR THE  
INSTITUTIONAL ASSESSMENT  
OF CIVIL SERVICE SYSTEMS

Case of  
**TRINIDAD AND TOBAGO**

Draft Assessment Completed  
November, 2004

By  
Hedy Isaacs

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## **Acknowledgements**

The Inter-American Development Bank (IDB), through its Regional Policy Dialogue, Public Policy and Management Network, commissioned this update of the study of the institutional assessment of civil service systems (CSS) in Trinidad and Tobago. The Government of the Republic of Trinidad and Tobago is engaged in a program of reform that incorporates a vision for the modernization of human resource management (HRM) subsystems, namely Employment management, Performance management, and Professional Development management. These reforms are being reinforced by the strengthening of the institutional framework for (HRM), specifically the restructuring of key agencies, namely the Personnel Department, The Services Commissions Department and the Pensions Division of the Ministry of Finance, with the Ministry of Public Administration and Information playing an enabling role. The decentralization of the HRM function is a component of the reform vision.

The researcher, who was engaged as a consultant to the IDB to undertake the updated institutional assessment of the CSS in Trinidad and Tobago, was guided in the research undertaking and the subsequent report by a methodological framework that the Bank provided. The framework, developed by Professor Francisco Longo offered quantitative as well as qualitative criteria for assessment. This report which conforms to the IDB's short assessment form for the evaluation of the national CSS has six sections. Section 1 provides an executive summary. In Section 2, an analysis of the seven HRM subsystems that constitute the CSS is provided as well as a symbolic valuation of the HRM subsystems. Section 3 provides a functional analysis of the CSS, using select World Bank indicators of Governance. Indices relating to efficiency, merit, structural consistency, functional capacity and integrating capacity constructed to reflect the CSS in Trinidad and Tobago are explicated. Conclusions that highlight organizational, legal, and political factors that affect the CSS, are analyzed and presented in Section 4. The Summary Table in Section 5 offers a synthesis of the preceding sections. Recommendations are presented in Section 6. This research was undertaken remotely, as

required by the IDB. The researcher relied heavily on documented sources as a collective frame of reference for analyzing the existing CSS, in order to develop recommendations. I wish to express appreciation to Mrs. Jacqueline Wilson, Permanent Secretary in the Ministry of Public Administration and Information and Ms. Donna Ferraz, Director, Public Service Transformation Division (PSTD), of the [same] ministry, for sharing information regarding recent initiatives that affect the CSS in Trinidad and Tobago. I am grateful to Miss Ingrid Carlson Consultant to the Regional Policy Dialogue, Public Policy and Management Network [IDB Office Washington] for providing a copy of the previous (2002) Institutional Assessment of the CSS in Trinidad and Tobago.

## **1. Executive Summary**

While the Government of the Republic of Trinidad and Tobago “has been pursuing public service reform since 1992,” apparently emphasis on HRM is evidenced in a “1997 White Paper on a policy addenda for the New Public Administration” (Draper, G 2001:19). The foci of reforms articulated then, namely, the decentralization of the HRM function, strengthening the Performance management subsystem [my emphasis], by introducing a new performance appraisal system, and undertaking job evaluation, has not remained static. The reform agenda has since included plans to strengthen elements of the Professional Development management subsystem to facilitate the development of leadership. These plans “focus on succession planning for future Permanent Secretaries through targeted human resource development activities as well as a comprehensive hand over and mentoring period.” (CARICAD 2001:13). HRM Units have been set up in each ministry. In addition, the introduction in 2002 of an automated human resource information system (HRIS) in the central [personnel] agencies, namely, the Public Service Commission Department, the secretariat to the Public Service Commission, and the Personnel Department has provided a basis for the development of the human resource (HR) planning subsystem. Although not fully functional as an HR planning tool, HRIS has been networked to line agencies by The Public Service Commission Department. Other relatively recent developments have taken place that are likely to affect the CSS in the Republic of Trinidad and Tobago. The Public Service Reform

Initiation Programme was established in 2004, to develop related strategy, networks and capacity. The PSTD of the Ministry of Public Administration and Information, and the New Systems Facilitators, “dedicated staff to lead each Ministry in terms of the change management issues” are now in place. While the reforms articulated are undoubtedly of significance, they address elements of select HR subsystems, and are formulated without the benefit of an articulated HR Strategy or an integrated HRM system. The Service Commissions Department, [mandated by the constitution as the Secretariat to the Public Service Commission (PSC) and the other three Commissions], the Personnel Department, the Ministry of Public Administration and Information and the Ministry of Finance are the main actors in the CSS. The Constitution of the Republic of Trinidad and Tobago (1976), the Civil Service Act Chapter 23:01, the Public Service Commission Regulations (1966), and the Pensions Acts, collectively constitute the legal framework for the CSS. The Public Service Commission (PSC) has a constitutional mandate to make employment management decisions as these relate to appointments --- recruitment, selection, promotion, terminations and the exercise of discipline. The structure and functions of the PSC conform to the Public Service Regulations. The Civil Service Act addresses elements of the Human and Social Relations management subsystem, specifically procedures for disputes resolution as well as for negotiation and consultation, between Government, and civil servants or their representatives, namely Associations of Civil Servants. The Personnel Department has responsibility for negotiating and consulting with existing civil service associations on civil servants’ terms and conditions of employment. In addition to benefits management, the Department has responsibility for job evaluation, salary administration, industrial relations and employee development. The Public Management Consulting Division in the Ministry Of Public Administration and Information is responsible for providing policy advice in relation to position management. The Pensions Branch of the Ministry of Finance has responsibility for the administration of pensions. The existing legal framework will require modernization in response to policy changes that are likely to result from the reforms envisaged, particularly, the decentralization of the HRM function. Recommendations are made bearing in mind these issues. Develop and articulate a coherent HR strategy that all the stakeholders agree to: Recommendation 1. Develop an integrated HRM System:

Recommendation 2. Modernize the legal framework to accommodate the current reform initiatives: Recommendation 3

## **2. Analysis of Human Resources Management Subsystems**

### **Human Resources Planning**

*The human resource planning subsystem is not yet formalized. The phased introduction of the computerized HRIS is indicative of the recognition of the significance of timely and accurate information to identifying HR deficits and surpluses. In 2002, HRIS was introduced “in three pilot agencies, namely, the Service Commission Department, the Personnel Department and the Treasury Division, Ministry of Finance” (Bissessar A. 2002:21). The designated central agency to “provide advisory and technical support services” (testimonial) to line agencies is the Personnel Department. Since then HRIS has “been networked to line agencies” (testimonial, paraphrased.) HRIS is not a planning tool. Strategic coherence between this subsystem and the employment management subsystem is constrained.*

*The importance of the HR planning subsystem resonates within the policy planning arena at the macro level where the Government of the Republic of Trinidad and Tobago has embarked on an E- Government program. The vision is that by “2005, 60% of all ministries and agencies will be at an advanced stage in terms of having in place ‘government to government ‘applications that enable the sharing and integration of national and local government agencies and those that bring best practices in key government operations including” HRM (<http://www.unpan1.un.org/intradoc/groups/public/documents/CARICAD/UNPAN008482.pdf> page 13 partially paraphrased).*

### **Work Organization**

*This subsystem is being formalized, initially, at the leadership levels. To combat the succession planning void at the permanent secretary level, a deputy permanent secretary cadre was developed, a job evaluation exercise undertaken and job descriptions developed. “These job descriptions include competencies profiles and will provide the bases for the recruitment of persons to the new posts. In 2003, a job evaluation exercise*

*was also undertaken for the Police and Teaching services. A similar exercise is currently being undertaken for the central civil service” (testimonial, partially paraphrased). Job descriptions have not been regularly updated overtime. The “last job classification was done in 1966” (BissessarA. 2002:22). The job descriptions prepared then, did not include personal profiles. This deficit limits the interconnections between the Work Organization subsystem, and the Employment Management and HR planning subsystems.*

### **Employment Management**

*The “criteria used for the selection and entry of employees in the public administration” is described as relying on the “generalized use of selection procedures based on competition (open or closed), objective and criteria, tests, competent neutral selection panels, and other guarantees to ensure that the best candidates are hired” (Draper, G 2001:14). Despite the presumed equality and merit in the enrollment process, “underrepresentation of one of the two dominant ethnic groups has been perceived as discriminatory” (BissessarA.2002: 27-28, paraphrased). Although the number of political appointees, if any , was not established, it is argued that ethnic cleavages along political party lines is sometimes reflected in the management of this subsystem (ibid).*

*While the importance of induction programmes is recognized, “these have not yet been introduced” (ibid 2002: 28). A probationary period of a year facilitates the process of socialization. In terms of mobility management some level of horizontal occupational mobility is possible, but “this tends to be limited to the same sector. Geographic mobility, is possible if required by the organization” (Draper, G. 2001:16). There also “tends to be significant job security in the public service.” Employees’ services may be terminated if the disciplinary procedures are breached. These regulations are “seldom applied, and the process for their application is too long” (ibid 2001:15). It is also argued that “many cases of indiscipline are overlooked “to avoid job loss. Cultural factors also preclude the imposition of sanctions for breaches of the disciplinary procedures”(BissessarA. 2002: 29 partially paraphrased). Absenteeism indices are not maintained.*

Overall while there is apparent professionalism in the recruitment and selection process, there is room for strengthening the other elements of this subsystem.

### **Performance Management**

*Positive developments are taking place within this subsystem, which, is being “formalized at the Permanent Secretary level” (testimonial, paraphrased). There is also a vision to introduce a performance management system throughout the civil service.*

*It is argued that the existing performance appraisal tool tends to be uniformly applied “to give employees ratings on the higher end of the scale” in order to avoid internal conflict. [In these circumstances] their usefulness for HRM decision – making is seriously compromised. There is no merit pay system in place” (Draper, G. 2001: 16).*

*The previous report on the institutional assessment of the CSS in Trinidad and Tobago, also alludes to the introduction of a ‘performance management and appraisal system’ in the 1990’s that focused on performance planning, performance appraisal and feedback. The report also highlighted factors that confounded the successful implementation of the system, namely, the absence of job descriptions, the difficulty with setting standards “when the objectives of government are constantly being changed” and “distrust among the two races” (BissessarA.2002:33 partially paraphrased).*

The formalization and strengthening of this subsystem will facilitate the necessary linkages with the compensation management and professional development subsystems. These interconnections are critical for an integrated HRM system.

### **Compensation Management**

*This subsystem does not reflect nepotistic or abusive practices, as there is emphasis on “equal pay for equal work” (DraperG. 2001: 17). There is generally an element of reactivity in the compensation strategy as the civil service responds to the demands of the Public Services Association of Trinidad and Tobago, as well as to other recognized unions that represent the civil servants. While the salary structure aims to attract and retain, it is reportedly not competitive, particularly at the senior levels and the indicator derived for the vertical compression of salaries reflects tight compression. It is also argued that the since appointment of serving officers to contract posts [a current convention] is usually accompanied by their receipt of higher salaries, that this very often distorts salary administration. The current job evaluation exercise will in all likelihood facilitate role classification linked to pay and a salary structure design that*

*balances employees' relative contribution to the organization's results with applicable salaries in the market.*

*Besides salary, civil servants also receive non-monetary incentives. These, according to (BissessarA.2002:35) "include recognition and awards, family days, and the introduction of 'Public Service Week' Wages include other benefits such as a Cost of Living Allowance, and incremental payments that are paid on the officer's anniversary date. Some categories of officers are also entitled to traveling allowances, housing allowances and at higher levels entertainment allowances." Of significance, is the Prime Minister's Innovating for Service Excellence Award Scheme which was introduced in April 2004, that will "reward and recognize innovative initiatives, encourage innovation in the public service and improve the image of the public sector" (The Newsletter of the Commonwealth Association for Public Administration and Management CAPAM 2004:15 Vol. 10 No. 3).*

*Civil servants also receive pension benefits. The 'perceived' adequacy of pension was not established through testimonials. An International Monetary Fund Report ( 2003: 20) asserts that this benefit is 'generous.'*

While positive developments are taking place within this subsystem, the updated valuation instruments will facilitate role classification linked to pay and ultimately strengthen the subsystem.

### **Professional Development Management**

*This subsystem is being formalized and does not currently reflect strong linkages with the employment management, performance management and the compensation management subsystems. The former Central Training Unit, [in the Ministry of Public Administration and Information] which has been re-structured and renamed the Public Services Academy, has as its vision corporate training and policy making regarding the subsystem. The Human Resource Units that were established in respective line agencies, in the thrust to decentralize the HRM function are expected to undertake relevant in-house training. The Personnel Department has responsibility for training policy development. Ideally this policy will be " aimed at guaranteeing the necessary*

*individual and collective learning to achieve organizational objectives, developing employees' skills and stimulating their professional progression" (Longo, F. 2002: 34). The vision is to revise the existing policy. In terms of training management, training conducted is not based on needs analysis and the investment in training is not evaluated in terms of costs and benefits. There was an apparent hiatus in the conduct of departmental training "during the period 1997-2002", with the "exception of training in performance management systems." Apparently funding constraints was the major contributory factor (BissessarA. 2002:37 partially paraphrased).*

*In terms of career design quality, "seniority is generally acknowledged as an important factor in promotion decisions," (Draper 2001:15). The results of training are not necessarily taken into account (ibid paraphrased). There is also a career planning void.*

While it is evident that training and development are recognized as important, this subsystem requires formalization to facilitate the delivery of training that is based of needs analysis and that satisfies service specific needs. In other words it is desirable that the "training system is designed to serve the organization's strategy" (Longo, F. 2002:36).

### **Human and Social Relations Management**

*Although there are generally no structured instruments in place to assess the organizational climate, a Public Service Employee Survey that was administered in partnership with the Public Service Union, in March 2004, served this purpose. All [30,000] civil servants were surveyed with a 46% response rate. Questions were posed concerning, 'communication,' 'equity,' 'opportunities for training,' 'knowledge of organizational objectives,' 'leadership,' 'vision 20/20'[ among others], in an effort to elicit feedback regarding civil servants' feelings. The management of the organizational climate, is framed within an institutionalized centralized decision-making ethos and is characterized by top-down communications.*

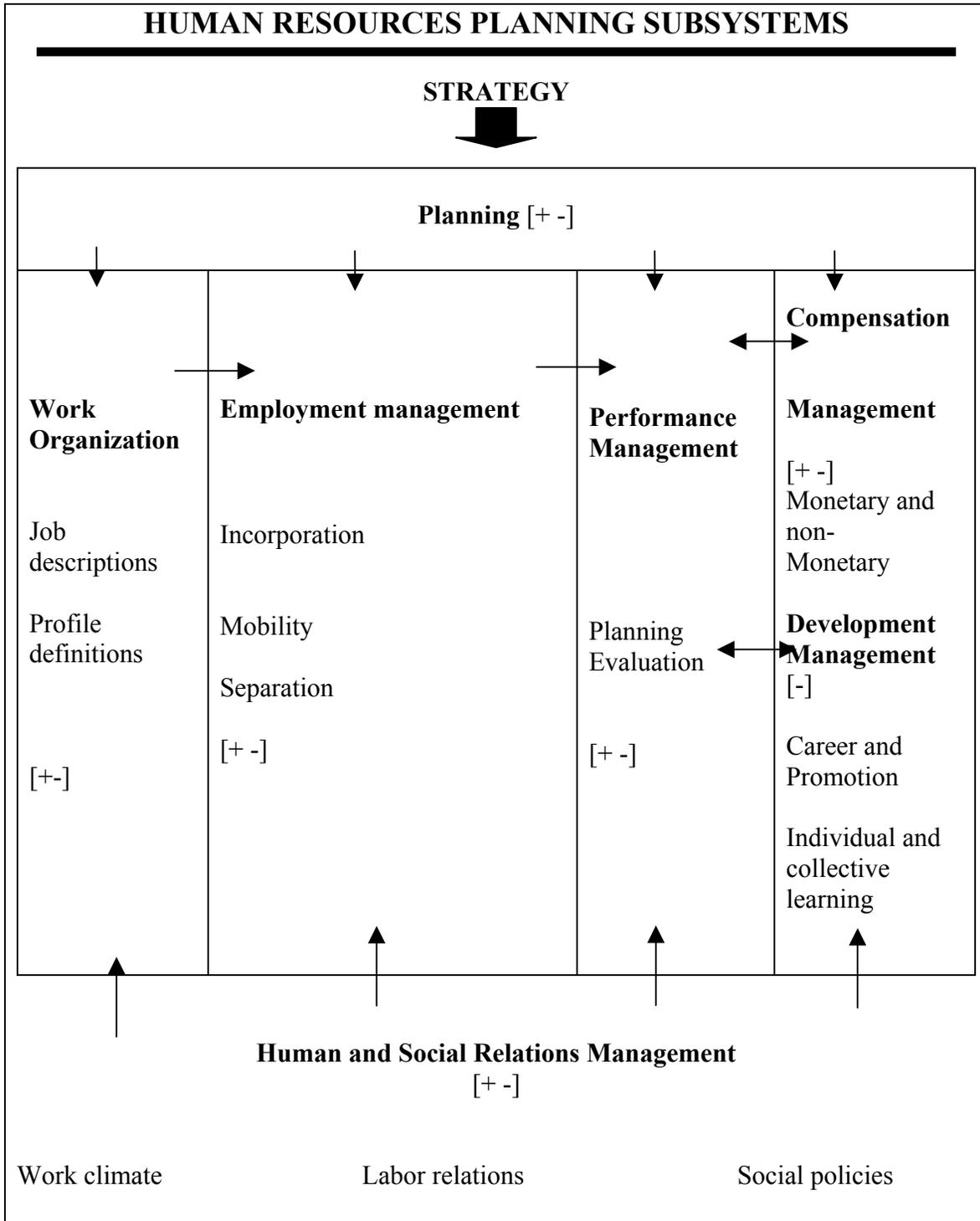
*In terms of labor relations management there are well established mechanisms in place to facilitate collective negotiation of pay and working conditions at the national level. Relations between Union and Government are arguably adversarial: "generally the*

*environment between union and government is adversarial, and many of the disputes by the union are reactive and centre mainly around the issue of wages or accommodation” (BissessarA 2002: 38). Within each government agency there is a shop steward that represents the daily paid employees and who facilitates the airing and resolution of concerns of this category of employees. It is argued that there is room for improving the quality of communication and interaction between government and the unions as this is likely to reduce resistance to reforms. “The union has resisted attempts by government to introduce new systems. For example, the delay experienced in implementing the job classification exercise was due to the fact that the Union instructed public officers not to fill out the required forms since it may lead to downsizing in the organization” (ibid ). Maintaining high morale is sometimes an issue in the CSS of Trinidad and Tobago. This feature is sometimes linked to the convention of ‘special hiring regimes ‘including daily paid employment and service and term contracts. “In Trinidad and Tobago civil servants may be appointed to projects on contracts while being on leave from their substantive posts. The appointment of serving officers to contract posts is usually accompanied by their receipt of higher salaries. This very often adversely affects morale.....Many contracts tend to be for three to five years. In some cases renewal of contracts may be granted even after the original justification for the contract has passed” (Draper, G. 2001: 15).*

*Civil servants receive a pension that the IMF describes as ‘generous.’ The IMF has also recommended that “pension reform in the public sector is needed to harmonize benefits and protect against a build up of unsustainable liabilities as the population ages.” Specific related recommendations include, “the introduction of a fully-funded pension scheme to replace the current advance-funded program; a gradual increase in the retirement age to 65; and a reduction in the generosity of civil service pensions for new hires” (IMF Country Report No. 03 /232 2003:20). Other benefits include old age pension and a national insurance scheme.*

While positive developments are taking place within this subsystem there are also elements that require strengthening.

# Symbolic Valuation of the Human Resources Subsystems



### 3. Indicators

#### A.) Quantitative Indicators

##### Professionalism of the Civil Service

1. **Number of Political Appointments:** Data not established / 30,000

Source:

Ministry of Public Administration and Information, November, 2004

##### Fiscal Weight of Public Employment

2. **Central Government Wage Bill / Gross Domestic Product**

7.8% [Year 2002/03]

This is a measure of the extent to which the cost of public employment is a load on the economy. The wage bill excludes training grants and the pension. Using the World Bank comparator of between 5 – 25%, the fiscal weight of public employment is not a relative burden on the economy. [The percent quoted is a projection.]

The same source indicates that overall central government expenditure as a percentage of GDP is 25.1%.

Source:

I M F Country Report No. 03/232

Table 2 page 24, Trinidad and Tobago: Summary of Central Government Operations  
International Monetary Fund Washington, D.C.

##### Civil Service Incentives

3. **Vertical Compression of Salaries 2003**

		<b>TTS Monthly Min.</b>
Salary Level	Level 4 (Lowest) Maid	\$2,154
	Level 68 (Highest) Permanent Secretary	\$10,164
Compression		1: 4.71

Source:

[Indicator derived from data presented in ]

(BissessarA.2002 Analytical Framework for the Institutional Assessment of Civil Service Systems: Trinidad and Tobago IDB, Washington, D.C.

This is a measure of the difference between the total pay received by employees at the top wage level and those at the lowest level of the wage scale. The ratio calculated was examined against the range 1:7 and 1:20. The ratio derived is outside of the range and reflects tightly compressed salaries.

#### **4. Average Central Government Wage / Per Capita GDP**

Data not established

#### **5. Average Central Government Wage / Average Private Sector Wage**

Data not established

Civil Service Employment Figures

#### **6. Total number of Central Government Employees / Total Population**

30,000 / 1.3 million: 4.3%

The number of central government employees is low in relation to comparable international figures in the range 0-100 and suggests insufficient development of the central government overall.

Source:

Ministry of Public Administration and Information November, 2004

Indicator of Productivity and Efficiency

#### **7. Central Government Expenditure (excluding pensions and debt service) / total number of central government employees**

\*TT\$14,774 million/ 30,000

Sources:

I M F Country Report No. 03/232

Table 2 page 24, Trinidad and Tobago: Summary of Central Government Operations. International Monetary Fund Washington, D.C.

\*This figure relates to the fiscal year October 1 to September 30 2002/03

Ministry of Public Administration and Information, Trinidad and Tobago. November 2004

B.) INDICES FOR THE EVALUATION OF CIVIL SERVICE SYSTEMS

**Table of Indices**

<b>INDEX</b>	<b>Index value (on a scale of 4-20)</b>	<b>SUB-INDEX</b>	<b>Sub-Index value (on a scale of 2-10)</b>
<b>[E] Efficiency</b>	<b>10.66</b> 64/13 x 20 / 9.23 =IV		
<b>[M] Merit</b>	<b>10.76</b> 70 / 10 x 20 /13 = IV		
<b>[SC] Structural Consistency</b>	<b>9.39</b>		
		<b>[STC] Strategic Coherence</b>	<b>VS = 4.28</b> 30/7 x 10 /10 = VS
		<b>[DC] Directive Consistency</b>	<b>VS = 4.14</b> 29 /8 x 10 / 8.75=VS
		<b>[CP] Consistency of Processes</b>	<b>VS =4.41</b> 53 /14 x 10 /8.57 = VS Sum of Vs x 20 / Sum of MRV = IV
<b>[FC] Functional Capacity</b>	<b>9.31</b>	<b>[COM] Competency</b>	<b>VS = 4.69</b> 75/15 x 10 / 10.66 = VS
		<b>[IE] Incentive Effectiveness</b>	<b>VS = 4.36</b> 59 / 14 x 10 / 9.64 = VS
		<b>[FL] Flexibility</b>	<b>VS = 4.87</b> 56 /12 x 10 / 9.58 = VS Sum of VS x 20 / sum of MRV = IV
<b>[IC] Integrating Capacity</b>	<b>10.59</b> 90 /19 x 20 / 8.94 = IV		

## **Elaboration of the Indices**

The researcher constructed indices and sub-indices based on the analysis of 93 critical points that reflect significant elements of the HRM subsystems. A list of the valuations of the critical points and the corresponding number of critical points to which these values relate is presented at Appendix 1. In order to derive the indices for Merit, Efficiency and Integrative Capacity, the sum of the valuations of each index was divided by the number of the critical points related to the index, to get the resulting value (RV). The RV was compared with the maximum reference value (MRV) for each index, and multiplied by 20 to obtain the index value(IV). The Structural Consistency and Functional Capacity indices, respectively, were linked to sub-indices. The value of each sub-index (VS) was derived using the formula  $RV \times 10 / MRV = VS$ . The VS corresponding to each sub-index was grouped and added and taking 20 as the maximum for each index, the value of each IV was calculated for each case. The maximum value for each index, twenty, (20) was used as the basis for comparing the CSS of Trinidad and Tobago.

### **Efficiency [10.66]**

This index is related to thirteen critical points and values the existing HR planning framework, the cost of public employment relative to the state of the economy, adequacy of pensions and social care benefits, current efforts to assess the costs and benefits of training and the benefits of non-monetary incentives.

The HRIS, although not yet a planning tool, has been networked to the line agencies. Pensions are characterized as 'generous' and social care benefits are in place. Aspects of the Professional Development Management subsystem require formalization. The institutionalization of instruments to assess the organizational climate merits consideration.

### **Merit [10.76]**

This index measures the extent to which employment and wage decisions are influenced by nepotistic practices. In the CSS in Trinidad and Tobago, these decisions generally conform to professional criteria. This index is linked to 10 critical points.

#### Structural Consistency [9.39]

This index evaluates the extent to which the HR planning, Work Organization and Performance Management systems are formalized. The index is linked to 3 sub-indices, namely, Strategic Coherence, Directive Consistency, and Consistency of Processes that collectively are linked to 29 critical points.

Strategic Coherence valued the linkages between strategic priorities of the Government of the Republic of Trinidad and Tobago and HRM policies and practices.

Directive Consistency assessed the extent to which the directive function in the CSS in Trinidad and Tobago is developed. This sub-index is linked to 8 critical points.

Consistency of Processes sub-index is linked to 14 critical points and measured the extent to which core processes that underpin an integrated HRM system are in place in the CSS in Trinidad and Tobago. The information system that provides a foundation for HR planning is in place. The Work Organization sub-system requires formalization. The performance management system has been formalized at the permanent secretary level.

#### Functional Capacity [9.31]

This index valued the extent to which the CSS in Trinidad and Tobago encouraged behaviors that promoted improvement in public services. This index is related to 41 critical points and three sub-indices, namely Competency, Incentive Effectiveness, and Flexibility. Competency valued the capacity of HRM policies and practices to furnish an adequate supply of skilled personnel. This sub-index is related to 15 critical points. Incentive effectiveness evaluated the extent to which HRM policies and practices facilitated productivity, learning and improved service quality. The Flexibility index valued the responsiveness of the existing policies and practices to changes in policy priorities.

## **4. Conclusions**

### **Analysis of Causal Areas**

The Government of the Republic of Trinidad and Tobago is focused on a reform agenda that envisions the decentralization of the HRM function, formalizing the HR planning

subsystem and strengthening the Professional Development Management and Performance Management subsystems.

In terms of the decentralization process, while the HR Units have been established in each ministry it is argued that staff competencies require development for the Units to function optimally. It is also argued that there is limited delegation of functions from the centre to the line. “Training has been the only responsibility that has been fully devolved” (Bissessar 2002:39). Yet it is argued that the delivery of training has been stymied by resource constraints as well as the lack of capacity. Only routine aspects of the employment management and human and social relations management subsystems have also been decentralized, namely, approving acting appointments for designated offices, maintaining records of appointments and separations, “dealing with all disciplinary matters of a minor nature, leave administration, some aspects of benefits administration and some aspects of grievance handling” (ibid:38 – 39 partially paraphrased).

Although HR planning is recognized as a core building block of the HRM system, the existing HRIS is not a planning tool and this constrains the formalization of the HR planning subsystem. The development of the Performance Management subsystem focuses initially on the career planning and developmental components for the leadership cadres, namely, Permanent Secretary and Deputy Permanent Secretary. The vision to strengthen the Professional Development Management subsystem incorporates the development of a training policy. There are deficits in other key elements of this subsystem including the need to conduct training needs analysis and to evaluate the benefits of the investment in training.

There are voids in the Work organization and Employment management subsystems that limit the optimization of human resources and the linkages between these subsystems. While it has been asserted that “there are no job descriptions” in place, the current job evaluation exercise in the civil service is expected to address this deficit. The Employment Management subsystem requires strengthening via the institutionalization of induction programs.

The development of structured instruments to assess the organizational climate on a regular basis would serve to strengthen the Human and Social Relations Management subsystem.

The establishment of Public Service Reform Initiation Program will provide the impulse for developing related strategy, networks and capacity. These efforts are supported by the 'New Systems Facilitators' to lead each ministry in terms of change management issues. The Service Commissions Department, the Personnel Department, and the Ministry of Public Administration and Information are designated as active participants and facilitators of the reform process. The focus on developing networks evidences recognition of the importance of engaging all/other stakeholders in the planning and implementing of reforms.

While the initiatives undertaken by the Government of the Republic of Trinidad and Tobago reflect efforts to modernize systems and structures in the CSS, these modernization efforts are being undertaken without the benefit of a clearly articulated HR strategy and an integrated HRM system.

### **Internal Factors**

The existing organizational culture, that is characterized by inertia, resistance to change, and mistrust, affects efforts to improve the efficiency of the CSS in Trinidad and Tobago. "There is resistance by the public servants; others allege that there is resistance by the unions." Others argue that [delays to reforming the CSS (my emphasis)] are "due to bureaucratic apathy" (BissessarA.2002:8). Draper, (2001: 5), characterizes the ministerial permanent secretary interface as evidencing tension and mistrust. "In the mind of the senior public servant trust issues emerge at times when governments change or even in the same government when ministers change"(ibid). It is argued that mistrust that is sometimes evident in the society and exacerbated by ethnic concerns also resonates at other levels within organizations. Mistrust between the ministers and senior public officials, is a source of delays in implementing reform.

### **Environmental Factors**

Political and legal factors influence the reform efforts and ultimately the efficiency of the CSS. "Managers claim that there is a lack of political will and therefore they are unsure of the direction that should be taken by their ministries. There is no doubt that there is

validity in these claims. Indeed it should be recalled that for the past three years, Trinidad and Tobago went to the polls three times because of deadlock between the major political parties. During this time, reform of the public service was virtually at a standstill, since there was or could not be any clear directions from the political directorate” (BissessarA.2002: 8). A related issue is the ‘distance’ between the government and the unions [elaborated on in the section of this report that dealt with the human and social relations management subsystem] that influences the pace of reform. It is also argued that the legal framework is not responsive to changes in policy priorities. Specifically, the vision to decentralize the HRM function will require changes to the existing legal framework for the CSS.

### **Main Conclusions of the Diagnosis**

The Government of the Republic of Trinidad and Tobago is pursuing a reform agenda that emphasizes the decentralization of the HRM function, strengthening of the Performance Management and Professional Development subsystems and the formalization of the HR planning subsystem. The decentralization of the HRM function is stymied by the legal framework, that requires modernization, as well as by the need to develop the capacity to manage a devolved function. The emphasis on strengthening the Professional Development Management subsystem by developing a Training Policy and plans, does not take account of the need for addressing voids in career and succession planning. While there is a vision to address the Work organization subsystem, there are deficits in the Employment Management and Human and Social relations Management subsystems that require attention.

Internal and environmental factors constrain the reform impulse and the likely improvements in the efficiency of the CSS. Reforms are framed within an organizational culture that evidences some resistance to change, and mistrust. There is recognition of the need to develop networks of stakeholders and an ethos that engenders participation and empowerment. The commitment of stakeholders to the reform agenda, particularly at leadership levels in the political and labor relations arenas, is critical to sustaining the reform endeavor.

Proposed and current reforms are of significance, in terms of the positive impact that they are likely to have on the CSS. These reforms are neither framed within a clearly

articulated HR Strategy to which all stake holders agree, nor an integrated HRM system. These deficits affect the optimization of human resources and the strategic coherence between the HRM subsystems.

## 5. Summary Table

CATEGORIES	FACTORS	EVALUATORS COMMENTS
<b>BACKGROUND</b>		
<b>ANALYSIS OF THE INSTITUTIONAL CONTEXT</b>	<b>Analysis of the legal framework</b>	Revisions to the existing legal framework are required to facilitate the envisaged decentralization of the HRM function. The revisions are not likely “in the near future. As this will require constitutional reform which calls for a two thirds majority in Parliament. The two party system, which, is largely polarized along ethnic lines, however precludes” the required consensus (BissessarA.2002:22 partially paraphrased).
<b>FUNCTIONAL ANALYSIS OF THE CIVIL SERVICE</b>	<b>Organizational Analysis of the Human Resources Function</b>	The CSS in Trinidad and Tobago is epitomized by centralized decision- making. With the exception of the decentralization of training and routine aspects of the employment management subsystem, managers in line agencies, do not have autonomy to make HRM related decisions.
	<p><b>Quantitative Indicators of the analyzed CS system</b></p> <p><b>Indicator 1</b> Number of political appointments</p> <p><b>Indicator 2</b> Central Government Wage Bill / GDP 7.8% [2002/03]</p> <p><b>Indicator 3</b> Vertical Wage Compression of Salaries [for 2003]</p>	<p>Data regarding political appointments was not established.</p> <p>The fiscal weight of central government employment is not a relative burden on the economy.</p> <p>Evidence of tight compression in the compensation structure</p>

	<p><b>1:4.71</b></p> <p><b>Indicator 4</b> <b>Average Central Government Wage / Per Capita GDP</b></p> <p><b>Indicator 5</b> <b>Average Central Government / Average Private Sector Wage</b></p> <p><b>Indicator 6</b> <b>Total number of central government employees / total population</b> <b>30,000 / 1.3 million: 4.3%</b></p> <p><b>Indicator 7</b> <b>Indicator of productivity and efficiency</b> <b>Central Government Expenditure / total number of Central government employees</b> <b>TTS 15,403 million / 30,000</b></p>	<p>Data not established</p> <p>Data not established</p> <p>The number of central government employees is low in relation to comparable international figures in the range 0 – 100 and suggests insufficient development of the central government overall</p>
<b>Analysis by subsystems</b>		
	<b>Planning</b>	The importance of HRM and by implication HR planning is a component of the Government's E-government program. While the HRIS is in place in ministries and departments this system is not yet formalized into a planning tool.
	<b>Work Organization</b>	The strategic coherence between this subsystem and the employment management subsystem will be addressed when job descriptions that incorporate personal profiles are in place. Currently, only permanent secretaries' and deputy permanent secretaries' job descriptions include competencies profiles.
	<b>Employment Management</b>	Employment decisions generally conform to professional criteria.

		<p>Over time concerns have been expressed regarding the representativeness of the civil service, leading to advocacy for the establishment of monitoring mechanisms.</p> <p>While a year long probationary period facilitates socialization, it is likely that the effectiveness of this process would increase with the introduction of a structured induction program in place.</p>
	<b>Performance Management</b>	<p>This subsystem is central to an integrated HRM system. Strategic coherence between this subsystem, and the compensation management and professional development subsystems will be strengthened with the formalization of this subsystem. Current efforts to formalize the subsystem at the leadership levels of the civil service, is a positive step.</p>
	<b>Compensation Management</b>	<p>The compensation structure reflects tight compression. Other benefits, including pension and non-monetary benefits are in place, and are apparently adequate.</p>
	<b>Professional Development Management</b>	<p>The formalization of this subsystem will facilitate the desired interconnections with the employment management, the performance management and compensation management subsystems. Critical components requiring attention are training management and career design quality. Ideally, training management will emphasize training delivery that is based on needs analysis, and is evaluated in terms of costs and benefits. The existing career planning void influences career design quality, as promotion decisions tend to rely on seniority rather than the results of training</p>
	<b>Human and Social Relations Management</b>	<p>While the government has had the vision to administer a Public Service Employee Survey [in March, 2004] to assess the organizational climate, the</p>

		<p>reportedly adversarial labor relations ethos as well as an apparent need to build social capital influences this subsystem adversely.</p> <p>Civil servants' pension, is considered to be 'generous'. Other benefits include old age pension and the national insurance scheme. One source of disquiet that affects the morale of civil servants is linked to the convention of special hiring regimes that facilitate certain serving civil servants' extended appointments to projects on contract, and at higher pay than their counterparts in service.</p>
	<b>Differences from other compared analyses</b>	<p>The system management model features prominently. The CSS in Trinidad and Tobago evidences 'integrated systems' in which the "public employer seems very centralized" (Longo, F. 2002: 59). Yet there is a conflicting trend reflecting fragmentation of the system centrally: four central agencies are the key actors.</p> <p>The professionalism and independence of persons in charge of selection is mandated in the Constitution, evidencing the recruitment system model.</p>
<b>CIVIL SERVICE SYSTEMS INDICES</b>	<b>Efficiency:</b> <b>Merit:</b> <b>Structural Consistency:</b> <b>Functional Capacity:</b> <b>Integrative Capacity:</b>	<b>10.66</b> <b>10.76</b> <b>9.39</b> <b>9.31</b> <b>10.59</b>

## **Recommendations**

The Government of the Republic of Trinidad and Tobago has embarked on a reform agenda that incorporates an HRM component. Current reforms address critical elements of HR subsystems. These reforms are not framed within an HR Strategy. A broad strategy that delineates related priorities and objectives and has the support of all stakeholders, is consistent with contemporary human resource management practice, and is the foundation for an integrated HRM system. Reforms to the CSS are also constrained by the legal framework that does not readily respond to stated changes in policy priorities, in particular the stated thrust to decentralize the HR function. Three recommendations are made with these limitations in mind. Articulate a broad HR Strategy that all stakeholders agree to: Recommendation 1. Develop an integrated HRM System: Recommendation 2. Modernize the legal framework to accommodate the current reform initiatives.

## **Proposed Improvements**

Within the framework of the recommendations articulated, the HR strategy would serve as a guide to policy makers and practitioners and other stakeholders and serve as a building block for an integrated HRM system.

Specific improvements to the HR subsystems are likely to include the formalization of HR planning [use of the HRIS as a planning tool]. HR planning constitutes “the entrance to any integrated HRM system and allows the definition of coherent policies in all the remaining subsystems to which it is connected” (Longo, F. 2002:14).

The optimization of human resources is generally facilitated by the inclusion of personal profiles in job descriptions, to establish and specify the contents of the tasks and the specific characteristics of the individuals who will perform the tasks. This is a likely outcome of the current job evaluation exercise and will serve to strengthen the Work Organization subsystem.

The integrated HRM system is likely to address the ‘induction program’ void in the employment management subsystem.

A formalized performance management subsystem is likely to stimulate as well as plan and evaluate civil servants’ contributions. The strategic coherence between this

subsystem and the professional development management and compensation management subsystems will be enhanced.

The sustained use of structured instruments to assess organizational climate will serve to inform HR policies and programs. The Public Service Employee Survey undertaken by in collaboration with the unions is a positive development.

In a dynamic reform ethos, engendering the internal dynamic to manage change in each central government agency is an important consideration. The ‘New Systems Facilitators,’ “dedicated staff to lead each Ministry in terms of change management issues” is a positive development that may lead to greater understanding about the change process and reduce the current resistance to change.

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## **LIST OF APPENDICES**

1. Valuation of the Indices
2. List of Abbreviations

## APPENDIX 1

### Valuation of the Critical Points

Subsystems	Critical Points	Indices/ Sub-Indices	Valuations
Planning	1	STC, CP	4,4
	2	STC	6
	3	STC, FL	4,6
	4	CP	6
	5	E	4
	6	E	6
	7	E	9
	8	E	3
	9	COM	6
	10	DC	2
	11	STC	6
Work Organization	12	CP	4
	13	FL	6
	14	CP	2
	15	FL	4
	16	FL,IE	2,2
	17	CP	2
	18	COM	2
	19	COM	2
	20	COM	4
	21	COM	4
	22	FL	2
	23	DC	2
	Employment Management	24	M, COM
25		M	9
26		M	6
27		M, IC	9,9
28		COM	6
29		COM	3
30		M,COM	4,6
31		M,COM	9,9
32		M,COM	6,6
33		IC	2
34		COM	3
35		FL	9
36		E	2
37		IE	2
38		M	6
39		IE ,FL	6,6
40		FL	6,
41	E	4	
Performance Management	42	STC,IE	2,6
	43	IE	2
	44	IE, IC	4,2
	45	DC,IE	2,2

	46	IE	6
	47	CP,IE	2,4
	48	IC	4
	49	DC	4
Compensation Management	50	STC	6
	51	IC,IE	6,3
	52	IC	6
	53	FL	4
	54	COM	9,9
	55	IE	4,4
	56	CP,E	4
	57	E	9
	58	IE	9
	59	CP	6
	60	M	6
	61	CP	9
	62	E	2
	63	E	9
	64	IE	3
Development Management	65	IC	6
	66	CP	2
	67	IE	6
	68	M	6
	69	FL	6
	70	FL	3
	71	COM	4
	72	COM	2
	73	FL	2
	74	CP	1
	75	STC,E	2,2
	76	CP,E	2,2
Human and Social Relations Management	77	IC	3
	78	IC	3
	79	IC	2
	80	CP	3
	81	IC	3
	82	CP,IC	6,9
	83	IC	9
	84	IC	6
	85	IC	3
	86	IC	6
	87	IC	6
	88	IC	2
	89	E,IC	3,3
Human Resources Function	90	DC	4
	91	DC	3
	92	DC	6
	93	DC	6

## **APPENDIX 2**

### **List of Abbreviations**

<b>CAPAM</b>	Commonwealth Association for Public Administration and Management
<b>CARICAD</b>	Caribbean Centre for Development Administration
<b>HR</b>	Human Resources
<b>HRIS</b>	Human Resources Information System
<b>HRM</b>	Human Resources Management
<b>PSC</b>	Public Service Commission
<b>PSTD</b>	Public Service Transformation Division

**REGIONAL POLICY DIALOGUE  
PUBLIC POLICY MANAGEMENT AND TRANSPARENCY  
NETWORK**

**COMPARATIVE INSTITUTIONAL ASSESSMENT  
OF CIVIL SERVICE SYSTEMS**

**Summary of six Country Assessments**  
Submitted to the

**Inter-American Development Bank**

DECEMBER, 2004

By  
Hedy Isaacs

DRAFT  
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## **Acknowledgements**

This work represents a synthesis of the institutional assessments of civil service systems (CSS) in six countries, namely, Bahamas, Barbados, Guyana, Jamaica, Suriname and Trinidad and Tobago. The methodological framework developed by Professor Francisco Longo provided a basis for these institutional assessments.

The researcher was engaged by the Inter-American Development Bank to conduct ‘new’ studies in the Bahamas, Guyana and Suriname and update studies undertaken in 2002 in Barbados, Jamaica and Trinidad and Tobago. Over the period June to November, 2004, the researcher interviewed one hundred and eighteen (118) persons in panel interviews as well as individually and undertook extensive document review. The researcher wishes to express appreciation to the interviewees for sharing information. Five other persons also facilitated the process by sharing documentation and assisting the researcher to gain access to ‘experts’ in the designated contexts. Lists containing the names of these persons are appended to the respective country reports.

## **Introduction**

This report reflects the collective efforts of countries in dynamic and diverse contexts, to sustain a reform ethos that places some emphasis on the modernization of the civil service systems (CSS).

The methodological framework provided quantitative and qualitative criteria for assessing the key components of the CSS, referred to as the human resource management (HRM) subsystems: Human Resource (HR) Planning, Work Organization, Employment Management, Compensation Management, Performance Management, Professional Development Management and Human and Social Relations Management. The qualitative and quantitative assessments are congruent, evidencing the validity of the methodological framework. The framework facilitated the identification of commonalities, uniqueness, best practices and dysfunctions vide five indices, namely, Efficiency, Merit, Structural Consistency, Functional Capacity and Integrating Capacity. The report that follows highlights these features through the lens of the indices.

## **Indices for the Institutional Assessment of the CSS: A Synthesis of Six Country Studies**

### **Efficiency**

This index valued the optimization of human resources (HR) in the respective CSS. It is linked to the existence of a formalized HR planning framework that is supported by an accurate and timely HR system evidencing alignment between HR needs, existing resources and adequate distribution of HR. The index also measured the overall cost of public employment relative to the economy, the existence of cost benefit evaluations of non-monetary benefits and training and the adequacy of pension and social care benefits.

**HR Planning:** *The overarching strength of the subsystem in the respective CSS is that the core building blocks are either in place or are evident on the reform agenda. The major weakness is that HR planning is not formalized and availability optimization is constrained.*

While the HR planning frameworks reflect varying levels of development, evidencing the existence, or the vision to introduce core building blocks, namely, an inventory of civil service employees, or an HR information system that is automated or manually maintained, overall, this is an area of weakness as HR planning is not formalized.

In three of the countries automated HR information systems are in place in central agencies and are being networked to line agencies to facilitate functionality.

In the Bahamas, the JD Edwards system is to be networked to line agencies.

In Barbados the development of a human resource management information system (HRMIS) is in its final stages and currently has limited applicability as a production model.

In Guyana HR planning is in its embryonic stage. While Smart Stream HR has been installed, staff deficits are reported in critical areas. A census of staffing needs is underway.

The capability of the existing HRMIS in Jamaica is limited, as this system is essentially “a prototype and not a production model.” An MOU is in place that ‘freezes’ employment until 2006 and gives leeway to satisfy the vision to replace the existing system. A census of public sector employees is scheduled to take place in 2005.

In Suriname, HR planning is being formalized and is juxtaposed to the traditional approach that is reactive, evidences surpluses at the lower levels, deficits at the higher levels of the service and “ghosts”. A positive development is the inventory of civil service employees that provides the basis for developing an overarching computerized human resource management information system. HR planning initiatives within select ministries are significant, as they guide related activities.

In Trinidad and Tobago, a human resource information system (HRIS) is in place but not yet formalized as a planning tool.

**Fiscal weight of public employment:** *In terms of the overall cost of public employment relative to the economy, this is significant in all the countries.*

**Evaluation of Staff Benefits:** *None of the countries undertake cost-benefit evaluations of either training or non-monetary benefits [where these exist.]*

While long service awards constitute a norm, the Bahamas is exceptional in terms of the emphasis that it places on other non-monetary benefits.

In Barbados select agencies sometimes provide employee of the year awards in recognition of service beyond the call of duty.

In Guyana the practice of non-monetary benefits is not evident.

In Jamaica, select central government agencies provide benefits, including on site day care facilities and transportation for staff.

In Suriname, The Personnel Act, 1985, provides for exceptional awards. These include letters, certificates of appreciation and increments. Other non-monetary benefits, including recreation days for children of staff, public recognition at end of year functions attended by the unions and ministers of government, festivities for religious groups, have been institutionalized in certain ministries.

In Trinidad and Tobago, a recent initiative is the Prime Minister's Innovating for Service Excellence Award Scheme. The objectives of the scheme are to "reward and recognize innovative initiatives, encourage innovation in the public service and improve the image of the public sector" (Commonwealth Innovations, The Newsletter of the Commonwealth Association for Public Administration and Management (CAPAM) Volume 10 N0.3. 2004). Other non-monetary benefits introduced previously, include family days and the 'Public Service Week.'

All the countries generally show respect for cultural differences and make allowances for religious holidays.

**Absenteeism indices** *are not maintained in any country.*

There is evidence that attendance records are maintained in all countries, and taken into account in the cases of the Bahamas, Suriname and Guyana, in making promotion decisions. Even in the case of Suriname where absenteeism is strictly monitored, this has not deterred the practice. The rate of absenteeism is reportedly high and has serious implications for the maintenance of discipline.

**Adequacy of pensions and social care benefits:** *With the exception of Trinidad and Tobago, where the pension offered is described as “generous” by the International Monetary Fund (IMF), this benefit is characterized as inadequate in the other countries. Social care benefits including national insurance and old age pension schemes are generally in place in all the countries.*

## **Merit**

*This index measured the use of professional criteria in HR policies and practices, specifically the extent to which wage and employment decisions evidence nepotism, abuse and politicization. Overall, in the central government, these decisions are underpinned by professionalism.*

Open procedures and mechanisms are generally in place to ‘insulate’ civil servants from politics. These provide the bases for employment decisions. Public Service Commissions with the constitutional mandate to make related decisions and with the technical competence to do so are generally evident. Suriname’s administrative system is unique. While there is a legal framework that governs the transparency of employment and related decisions, the framework does not require the establishment of a similar Commission. Despite these mechanisms and procedures, for merit-based recruitment and selection, professionalism of decision-making is sometimes contested, particularly in the cases of Guyana, Suriname and Trinidad and Tobago. In Guyana and Trinidad and

Tobago, ethnic and political factors apparently fuel these contestations. In Suriname, political issues apparently predominate. In other countries appointment to the position of Permanent Secretary is on the recommendation of the head of government. While these appointees are expected to satisfy professional criteria as well, their appointments are sometimes perceived as political [satisfying political criteria solely.] The convention of hiring consultants and contract employment, or employment on contract to projects at the discretion of a minister, arguably provides scope for politicization.

Gaps in service-wide induction programs or, in some instances, voids are apparent with the exception of the Bahamas.

Of significance the strategic coherence between the employment management and the work organization subsystems is not fully realized as some countries have not yet formalized the latter.

In the Bahamas emphasis is placed on merit-based employment. While only a limited number of positions is reportedly filled by 'political criteria' this is counterpoised against the practice of contract employment that is widespread at line agency level, under the ambit of ministerial discretion. The number of contract officers was "unavailable."

While absenteeism indices and turnover data are not maintained, promotion decisions take account of employees' attendance records.

In Barbados employment [recruitment and selection] decisions generally satisfy professional criteria. In the public domain the perception is that permanent secretaries are employed using political criteria.

In Guyana, efforts at the professionalism of the CSS are sometimes juxtaposed to long standing concerns about alleged opacity and politicization.

In Jamaica, while emphasis continues to be placed on insulating those responsible for employment management from political influence, data bases of staff turnover and absenteeism do not exist.

In Suriname, the requirement that appointees to the “top level” and “higher level” posts, [that total ten thousand and fifty four,] satisfy political criteria creates the public perception of a highly politicized civil service and a disregard for the ‘weight of qualified work in the composition of the personnel’.

While the CSS in Trinidad and Tobago, evidences efforts to maintain professionalism, the employment practices in the public service have been the subject of investigation and there has been advocacy for a representative civil service and an assurance that the racial balance is reflected also in the central agencies that have responsibility for HRM.

## **Structural Consistency**

This index values the existence of core structural building blocks of the CSS, namely, HR planning, Work organization and Performance management and the extent to which these structures are formalized and integrated. The index is linked to three sub-indices: Strategic Coherence, Directive Consistency and Consistency of Processes.

*In all the countries evidence of an explicit HR strategy was not forthcoming. The human resource information to support an integrated HRM system is being formalized evidencing a positive development as well as a constraint on the interconnections between the core structural building blocks of the CSS. With the exception of Bahamas and Barbados, there are voids in career and succession planning that constrain structural consistency.*

### **Strategic Coherence**

*Strategic planning frameworks exist in select countries that are likely to affect decisions regarding HR needs.*

In the Bahamas the Department of Public Service (DPS) is developing human resources planning for the civil service. The HR audit conducted by the DPS in 2003 assessed service-wide needs in terms of competencies, experience and placement. In practice HR planning is a function of the goals of national development, available resources and the

budget impulse. The Ministries of Health and Education have strategic plans that drive needs assessment process that is linked to priorities and strategies of these organizations. Planning initiatives are also evident in the Royal Bahamas Police Force.

In Barbados strategic planning has been introduced to ministries incrementally, since 2003, under the aegis of the Office of Public Sector Reform. Barbados' reform agenda incorporates a vision of a strategic approach to HR planning. The realization of this vision is imminent as HRMIS is in its final stages of implementation. The current practice is that vacancies are filled as they arise, provided there are budgetary allocations to cover.

Guyana's planning subsystem is evolving. A core building block, namely an inventory of employees is underway. The practice is that the HR planning process is driven by annual approval for established posts and relies on staff lists and authorized inventories that individual agencies retain.

In Jamaica in the absence of an overarching planning framework, the assessment of HR needs is driven by corporate plans and the annual budget exercise. The existing HRMIS is a prototype and not a production model and is being replaced. Another core building block, in the development of HR planning, is likely to be realized in 2005 when an inventory of public sector employees will take place.

Suriname is developing a human resources planning subsystem. Under the aegis of the Ministry of Home Affairs an inventory of all government employees [underway July 2004] is a first step. In practice HR needs [quantitative] are assessed monthly, annually and four year projections are made in response to requests for information by the Ministry of Finance. Strategic planning initiatives are also being undertaken by ministries, including the ministries of Education, Health, Agriculture and Defense.

Trinidad and Tobago is developing its human resources planning capability. The existing HRIS has been networked to line agencies but is not yet a planning tool.

The lack of an HR strategy affects all the HRM subsystems particularly training. The absence of a training strategy is exacerbated by the practice of training on demand and not evaluating costs and benefits of the investment on training. In many countries the training budget is inadequate given needs. Countries, including the Bahamas, Barbados, Jamaica and Trinidad and Tobago are developing / have articulated the vision to develop training policies. Jamaica has developed needs assessment instruments.

### **Directive Consistency**

This index valued the level of development of the directive function ‘with special attention to the relationship between the central techno-structure and the line directives.’

*Countries’ stated intent to decentralize HR decision making, is juxtaposed to evidence of highly centralized decision making, limited autonomy of designated HR managers, and constraints on the capacity of these persons. The value- added by central HR agencies is apparently not always readily evident.*

*All the countries evidence centralized decision making.*

*In the Bahamas, while managers evidently possess the required technical qualifications for the job and efforts are made for them to receive management training, there is a limited extent to which they may exert their decision making responsibility as people managers.*

*Decision making is centralized in Barbados.*

*In Guyana the system reflects a unified centralized approach to decision making. While there is provision for the delegation of functions to agency heads [ permanent secretaries and regional executive managers] for the employment of certain junior categories, ultimate responsibility for decision making resides with the central agencies namely the Public Service Commission and the Public Service Ministry.*

*In Jamaica employment management decisions have been devolved to the leadership [permanent secretaries] in select ministries only.*

*In Trinidad and Tobago reportedly ‘routine human resources decisions’ [acting appointments, leave applications] have been devolved to line agencies.*

*In Suriname, while HRM responsibilities are fragmented among several actors, decision making is centralized. Managers may not generally make decisions concerning the personnel that they supervise, without recourse to the central services.*

*In most countries, in terms of the autonomy of the designated HR managers, a predominant view expressed was that the capacity of this cadre requires strengthening. The value-added by central agencies was not always evident. In one country the pervasive view was that central agencies that are dedicated to monitoring or auditing the HRM function in line agencies may add greater value.*

### **Consistency of Processes**

This sub-index valued the extent to which basic processes that sustain an integrated HRM system are developed and integrated in the respective countries

*Overall, the information system to support an integrated HRM system is being formalized evidencing a positive development as well as a constraint on the interconnections between the core structural building blocks of the CSS.*

*The main problematic within the work organization subsystem in most of the countries, is the non formalization of elements of the subsystem, as well as the issue of capacity [lack of job analysts].*

*The strengths in terms of performance evaluation are that all the countries appraise performance. Implementation is a major problematic. Performance management systems are also in place in a number of countries.*

**Work Organization:** *The work organization problematic is manifested by deficits in job descriptions [descriptions do not generally incorporate competencies profiles resulting in the non optimization of human resources], a lack of regular job classification to facilitate role classification linked to pay, and a void in the technical capacity to conduct job analysis.*

**Performance Management:** *In all of the countries performance is evaluated. The homogeneity of the evaluations is problematic in some. Yet, it is arguably 'culturally*

*incorrect' [my emphasis] to do otherwise in the contexts. In another country the technical reliability and objectivity of the instrument precludes its use as an effective developmental tool. Performance management systems have been formalized in Barbados and Jamaica.*

In the Bahamas a formal performance evaluation system is in place. The Department of Public Service (DPS) has developed a performance appraisal manual that explicates guidelines for assessing performance, so as to ameliorate bias. Since 2003, the DPS has also conducted ongoing seminars for managers/ supervisors in the use of the designated instruments. Despite these initiatives, there is reportedly a tendency for some supervisors, in their effort “to shy away from being judgmental” to assess employees’ performance as average or above average even where performance may not completely satisfy required criteria. While staff is systematically evaluated, the lack of performance standards is an added challenge in assessing performance effectively.

In Barbados the formalization of the performance management subsystem is ongoing in pilot ministries. Sustaining this thrust to incorporate other agencies will lead to the strengthening of the interconnections between performance management professional development management and compensation management.

In Guyana, while performance management is not yet formalized there is a performance evaluation system in place. There is a tendency for homogeneity in the evaluation of performance.

In Jamaica a performance management system has been formalized and is currently in place in seven pilot ministries.

In Suriname the instrument is basic and while there is overall coverage, gaps in the technical reliability and objectivity of the tool limits its effectiveness. The current reform agenda does not address performance management.

In Trinidad and Tobago the evaluation of performance has been formalized at the permanent secretary and deputy permanent secretary levels. The lack of job descriptions at other levels currently precludes effective performance evaluation but this is likely to come on stream once the current job evaluation exercise is completed. There is also a tendency for homogeneity in the evaluation of performance. It is reportedly ‘culturally incorrect’ [my emphasis] to do otherwise.

## **Functional Capacity**

This index valued the extent to which the CSS in the countries promoted behaviors that were in keeping with organizational priorities and led to improved public services. The index is linked to three sub-indices, namely, Competence, Incentive effectiveness and Flexibility.

### **Competence**

‘Competency’ valued the capacity of HRM policies and practices to furnish an adequate supply of skilled personnel.

*A major weakness is the pervasiveness of a view of professional qualification that equates with formal education.*

Contemporary HRM practice places emphasis on employment decisions that rely on professional criteria, and is framed within an HR strategy that results in the optimization of human resources. In all the countries while recruitment and selection processes are not arbitrary, there is reliance on a view of professional qualification that generally precludes competencies. Allied to this is the fact that the technical capacity to develop the competencies profile is often lacking. Generally applicants for appointment to administrative, technical and professional posts require university degrees. For promotion purposes while seniority is a consideration, in most of the countries, this factor is generally considered if all other requirements are equal. In Trinidad and Tobago, reportedly, heavy reliance is placed on seniority.

A related concern is that while all the countries place emphasis on providing training opportunities for individuals, training effectiveness is often stymied by deficiencies:

Training is not generally informed by formalized needs analysis. The evaluation of costs and benefits of investments in training is not undertaken in any of the countries.

In the Bahamas, while job descriptions of technical personnel incorporate personal profiles, generally emphasis is placed on formal education, 'clearly established educational, [training and functional job requirements]'. In-house management teams [not job analysts], prepare job descriptions that are used in job search and are integrated with the performance evaluation and probationary processes.

In Barbados formal educational qualifications are emphasized. Job descriptions that emphasize tasks and qualifications are in place.

Guyana also emphasizes formal education and this requirement is reflected in the existing job descriptions. The core of trained job analysts is depleted..

A range of training programs is offered, without the benefit of formal needs assessment. A best practice that obtains in the education ministry is a monthly staff development meeting in each region, for professional staff and heads of nursing schools. In this forum management's concerns are aired and a seminar in an area of felt need is incorporated into the proceedings.

In Jamaica, the focus is on the formal educational requirements. There is a core of trained analysts. Posts are generally graded and classified at regular intervals. The work organization subsystem is being enhanced by the revision of all job descriptions to make them output oriented.

A training policy is being developed to guide related activities. Needs analysis instruments have been developed but have not yet been administered service wide.

In Suriname, traditionally the focus on formal education has had currency. The integrity of the work organization subsystem was enhanced by the recently completed job evaluation exercise that classified jobs according to roles. Job descriptions that

incorporate competencies profiles have been developed. Training of a core of job analysts to review job descriptions on an ongoing basis was also done.

A centrally managed department in the Ministry of Home Affairs guided by a policy and a plan provides training opportunity for administrators service-wide. Centrally organized training is supplemented at individual ministry level.

In Trinidad and Tobago, the work organization subsystem is likely to be strengthened on completion of the current job evaluation exercise vide the grading and classification of posts. A deficiency exists in training as

### **Incentive Effectiveness**

Incentive effectiveness values the effectiveness of HRM policies and practices in stimulating productivity.

*Positive developments include the efforts of certain countries to formally socialize new recruits. A major challenge is the management of the disciplinary process that sometimes has a negative impact on performance. This is largely due to delays in resolving related issues. Deficiencies in pay policies have a similar effect in some of the countries. While there are no abusive practices associated with the compensation management in the countries concerned, salaries are not generally competitive and do not necessarily motivate. In fact sometimes there is a search for additional income through 'overtime' or jobs outside of the service. The compensation structure except in the cases of Jamaica and Barbados is not linked to role classification.*

In the Bahamas, efforts are made to formally socialize new recruits.

The salary structure is linked to progression through careers for certain occupational categories, but pay is not considered competitive particularly at the higher levels of the service. A Salaries Review Committee, an institution that has been in place since 1967 assigns salary scales in a manner that fulfils the objectives of internal equity and transparency in wage decisions.

In Barbados, there are apparent concerns regarding the difficulty with enforcing discipline quickly and effectively, for non performance. This difficulty has sometimes led to feelings of frustration and low morale among those who perform.

Salaries at the upper levels are not competitive.

There is no formalized induction program.

In Guyana delays in resolving employment and disciplinary issues affect performance negatively. Delays are a function of the “rigid regulatory framework.”

Although the pay policy reflects internal equity, other deficiencies exist. Perceptions of internal equity are offset by concerns regarding external inequity and the level of wages. The compensation strategy tends to be reactive and the products are the subject of sustained foment and dissatisfaction. Although job classification is considered desirable, the valuation of posts has become moribund. The current job evaluation exercise to determine the worth of a range of occupational categories is expected to link role classification to pay.

In Jamaica there are gaps in service-wide induction programs.

The compensation system is reasonably well developed. There is evidence of internal equity. With the introduction of the performance management system it is envisaged that pay and productivity will be linked.

In Suriname, in the absence of the valuation of posts, the wage structure and payment policies are generally guided by the Civil Service Code. Despite this legal framework, exceptional awards are made largely in response to the demands of the 80 unions that represent the civil servants. It is expected that the reactivity of the system will be reduced following comprehensive reform that was recently undertaken under the aegis of the Ministry of Home Affairs, and involving the classification of roles by salary levels.

In Trinidad and Tobago

Compensation rates are generally ‘determined by negotiation between the Chief Personnel Officer and the Unions’ that represent civil servants. While there is some

reactivity, the system is developed. Pay is linked to positions that are graded according to rank of officer. Pay increases progressively the higher the grade/ rank.

## **Flexibility**

This sub-index measures the extent to which policies and practices facilitate timely adaptation to the changes in the HRM context.

*In most countries related problems are attributable to the rigidity of the legal framework.*

In the Bahamas the predominant critique is that the legal framework contributes to the bureaucratization of HRM, in particular recruitment.

In Barbados and Guyana, the “rigidity of the legal framework” is a contributory factor to the delays in resolving disciplinary matters.

In Guyana also the critique is that the enabling rules governing employment are “rigid and archaic resulting in delays in decision-making”.

In Jamaica the regulatory framework is being modernized to facilitate responsiveness to changes in policy priorities.

In Suriname the ‘rules regarding compensation management are inflexible, particularly at the higher levels where salaries are capped. This has implications for promotion and de-motivates.’

In Trinidad and Tobago, it is argued that the thrust for decentralization may only be realized with the modernization of the legislative framework.

## **Integrating Capacity**

This index valued the extent to which CSS align expectations and interests of different stakeholders in an effort to empower these stakeholders and reduce conflicts.

*There is consensus that there are deficiencies in the management of human and social relations in the majority of the countries. No structured instruments generally exist to assess the organizational climate on a regular basis. The labor relations climate is confrontational in two of the six countries and is exacerbated by a lack of social capital. Communications in a number of countries is top-down in nature and not always effective.*

The Bahamas is exceptional in terms of placing emphasis on mechanisms for providing feedback about the organization climate.

The labor relations climate is stable. A non confrontational relationship exists between unions, government and workers. While communication is considered to be generally adequate, there is evidence of infrequent weaknesses in the communication mechanisms as this relates to the dissemination of HRM procedures.

In Barbados, the labor relations ethos is generally non confrontational. 'The top-down nature of the communication does not always prove to be effective.'

In Guyana, the labor relations ethos is confrontational. There are no mechanisms in place to assess the organizational climate in a structured manner.

In Jamaica, there are no structured instruments for assessing the organizational climate. The labor relations climate is currently stable. This is reinforced by an MOU between the government and the unions that 'freezes' employment for three years, effective February, 2003.

In Suriname, there is currently a stable labor relations ethos. Periodic evaluation of the organizational climate using structured instruments is likely to provide valuable information and guide related policies.

In Trinidad and Tobago, the Public Service Employee Survey undertaken [in 2004] in collaboration with the unions is a positive development. The sustained use of structured

instruments to assess the organizational climate will serve to inform HR policies and programs. The labor relations ethos in Trinidad and Tobago is generally confrontational.

## INDICES FOR THE EVALUATION OF CIVIL SERVICE SYSTEMS

**Table of Indices**

Country	Index	Index Value
	<b>Efficiency</b>	
Bahamas		10.40
Barbados		9.31
Guyana		8.6
Jamaica		9
Suriname		8.83
Trinidad and Tobago		10.66
	<b>Merit</b>	
Bahamas		14.16
Barbados		12
Guyana		10.30
Jamaica		15.38
Suriname		8.92
Trinidad and Tobago		10.76
	<b>Structural Consistency</b>	
Bahamas		10.34
Barbados		11.03
Guyana		9.37
Jamaica		10.90
Suriname		11.01
Trinidad and Tobago		9.39
	<b>Functional Capacity</b>	
Bahamas		10.32
Barbados		9.65
Guyana		8.92
Jamaica		11.60
Suriname		9.45
Trinidad and Tobago		9.31
	<b>Integrating Capacity</b>	
Bahamas		12.4
Barbados		10.9
Guyana		8.59
Jamaica		12
Suriname		10.93
Trinidad and Tobago		10.59

