

## Table of Contents

Table of Contents .....	i
INTRODUCTION.....	1
SCOPE OF PAPER.....	3
BRIEF OVERVIEW OF THE PUBLIC SERVICE.....	4
Organisational Structure And Form.....	6
Public Sector Employment .....	8
VISION OF REFORM.....	10
Strategic Objectives.....	11
PHILOSOPHY GUIDING PUBLIC SECTOR REFORM.....	12
RATIONALE FOR PUBLIC SECTOR REFORM .....	15
1.0 PLANNING, BUDGETING, MONITORING & EVALUATING.....	22
1.1 Strategic Planning.....	22
1.2 Financial Management and Budgetary Systems .....	25
1.3 Accountability, Monitoring And Evaluation.....	31
1.4 Monitoring and Evaluation.....	38
1.5 Improving Policy and Programme Implementation .....	45
2.0 ORGANISATIONAL REVIEW .....	53
2.1 Organisational Structure and Functioning.....	53
2.2 Standard Setting and Quality .....	57
2.3 Issues of Productivity .....	60

3.0	HUMAN RESOURCE, MANAGEMENT AND DEVELOPMENT .....	65
3.1	Human Resource Management.....	65
3.2	Human Resource Development and Utilization.....	74
3.3	Performance Management.....	81
3.4	Compensation, Incentives And Rewards .....	87
4.0	CLIMATE AND CULTURAL CHANGE .....	95
4.1	Organisational Culture And Climate.....	95
4.2	Accountability And Governance.....	99
4.3	Public and Citizen's Participation.....	101
5.0	SUPPORTING PROCESSES.....	106
5.1	Communication Process .....	106
5.2	Information Technology and Management Information Systems.....	110
5.3	Enabling Legislation .....	112
6.0	THE WAY FORWARD AND PLAN OF ACTION.....	115
	Individual Ministry .....	115
	Role of Cabinet and Other Agencies.....	118
	Cost Implications .....	126

## INTRODUCTION

There is general consensus that the administrative machinery of the State must be improved to meet the demands of a rapidly changing domestic and global environment.

The calls for increased productivity and sensitivity to the consumers of public goods and services, and the growing concerns for value for money are some of the issues raised by the general public, private sector organisations, labour associations and other interested parties locally, regionally and internationally.

Public managers themselves have also recognised the need for the Public Service to undergo the process of self-assessment and renewal, if the competencies of public officers are to be effectively utilised to achieve stated targets.

Thus environmental scanning, ongoing research and experimentation and the creation of a climate of change and innovation infused with decisive and creative leadership and management are essential.

This White Paper on Public Sector Reform recognises that over the years, a number of activities aimed at improving the capacity of the State's administrative machinery have taken place.

Public Sector Reform is, however, an ongoing activity. In this respect there must be a culture of continuous reflection on past activities to ensure that they remain compatible with the current and future goals of the State.

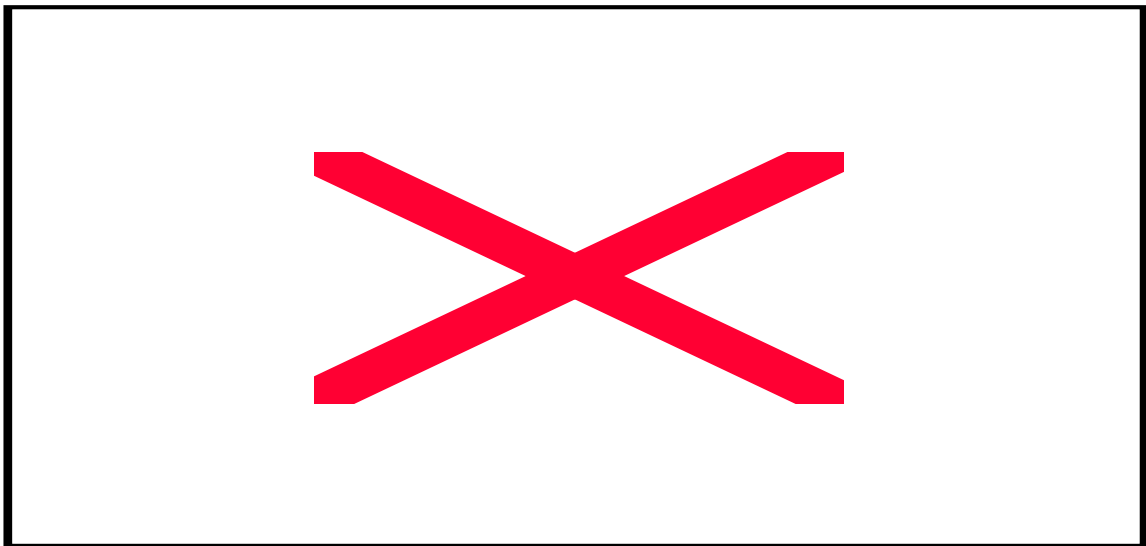
## SCOPE OF PAPER

The White Paper therefore:

1. identifies some of the problems confronting the efficiency and effectiveness of the Public Service;
2. identifies the strengths of the Public Service;
3. discusses the implications of these issues;
4. recommends strategies for reducing these problems and taking the reform efforts forward.

## BRIEF OVERVIEW OF THE PUBLIC SERVICE

The Public Service of St. Lucia is based upon the concepts of the Westminster Whitehall model of democracy which inter alia speaks to a separation of functions between the Executive, Legislature and Judiciary.



These basic concepts have stressed an administrative sub-system which should operate as a neutral and impartial organisation engaging in policy execution.

The post-independence period witnessed growth in the Public Service as it sought to meet the challenges of the expanding role of the State in the social and economic sphere of the country. During this period, the range of services provided by the Public Service expanded with the Public Service playing a greater role in policy formulation and implementation.

In pursuit of these roles the Public Service has witnessed a growth in its size, organisational forms and legal instruments. Arising out of its functions the Public Service, has displayed a number of features which can be deemed as the strengths of the Public Service. These include:

- well defined structures of Ministries/Departments;
- clear and unambiguous salary structure;
- a level of trained personnel; and internal expertise in some areas
- career structure;
- wealth of organisational knowledge;
- continuity - operations continue beyond the life of the party in power;
- specialisation of functions at certain levels;
- opportunities available for continuous training and development

Notwithstanding this, certain tendencies have continued to limit the efficiency and effectiveness of the Public Service. Some of these are:

- over-concentration of decision-making;
- goal displacement
- inflexibility in dealing with day to day problems;
- slow response to adopting practices associated with modern management;
- rigid adherence to outdated processes;
- duplication of efforts;

- a general sense of insensitivity to the needs of customers of the Public Service.
- limit and/or weak supervisory practices
- limited use of the control and evaluative mechanisms available

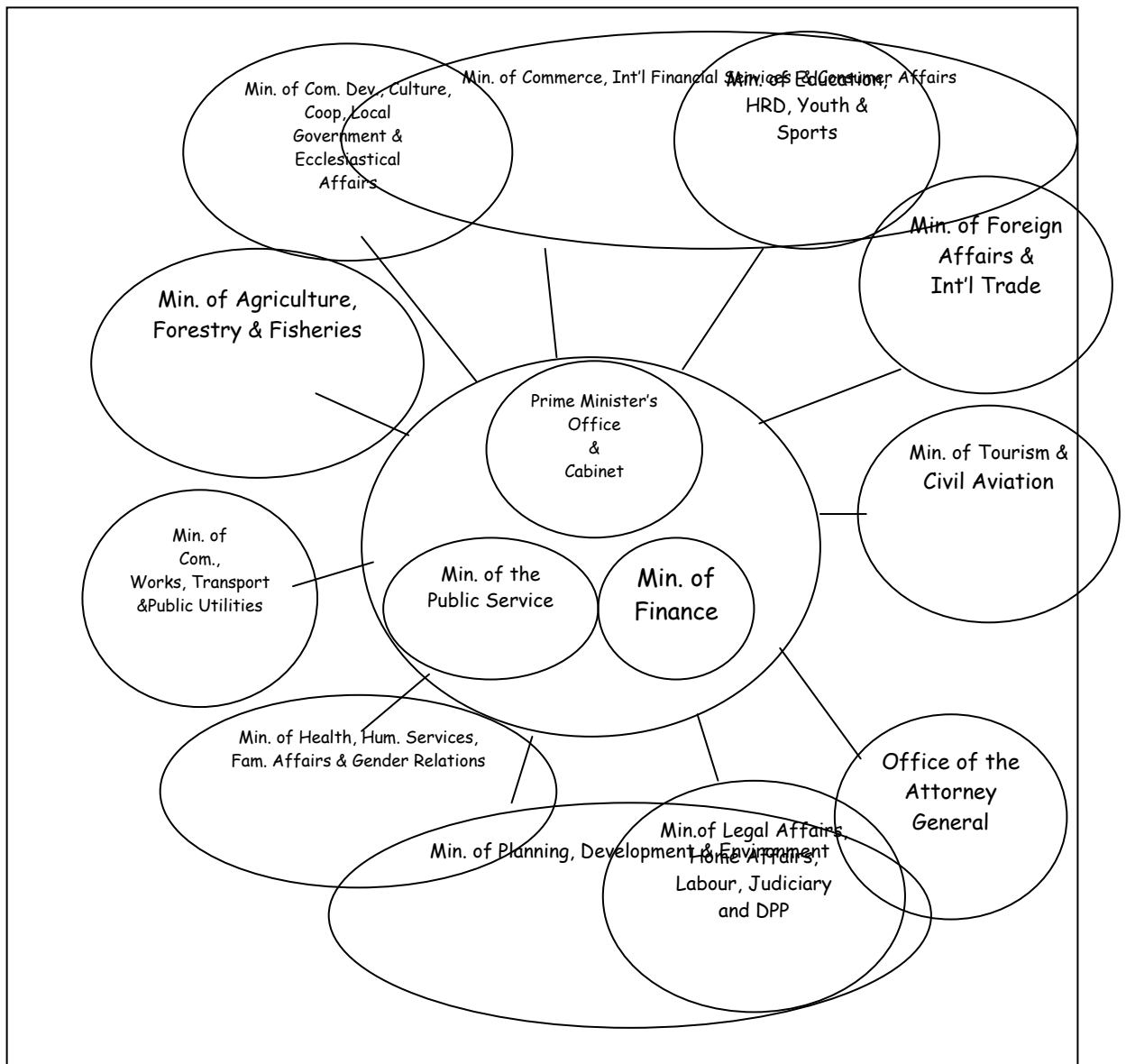
In addition, the changing local, regional and international environment has called for the development of new structures and processes and modification of existing ones.

### **Organisational Structure And Form**

As currently structured, the Public Service is divided into twelve (12) ministries, each under the control and direction of a Minister of Government. The Ministries within the Government Service are:

- ◆ **Office of the Prime Minister and Ministry of Finance, Economic Affairs and Information**
- ◆ **Attorney General's Office and Ministry of the Public Service**
- ◆ **Ministry of Legal Affairs, Home Affairs, Labour, Judiciary and Director of Public Prosecutions**
- ◆ **Ministry of Agriculture, Forestry and Fisheries**
- ◆ **Ministry of Commerce, International Financial Services and Consumer Affairs**
- ◆ **Ministry of Communications, Works, Transport and Public Utilities**
- ◆ **Ministry of Planning, Development and Environment**
- ◆ **Ministry of Foreign Affairs and International Trade**

- ◆ **Ministry of Tourism and Civil Aviation**
- ◆ **Ministry of Community Development, Culture, Local Government, Co-operatives and Ecclesiastical Affairs**
- ◆ **Ministry of Education, Human Resource Development, Youth and Sports**
- ◆ **Ministry of Health, Human Services, Family Affairs and Gender Relations**



In addition to these Ministries, there are a number of other agencies forming part of the establishment. These include

- ◆ Audit Department
- ◆ Office of the Director of Public Prosecutions
- ◆ Electoral Commission
- ◆ Services Commission

The latter is given the power under the Constitution of St. Lucia to appoint persons to hold or act in offices in the public service, to exercise disciplinary control over public officers and to remove such persons from office.

## **Public Sector Employment**

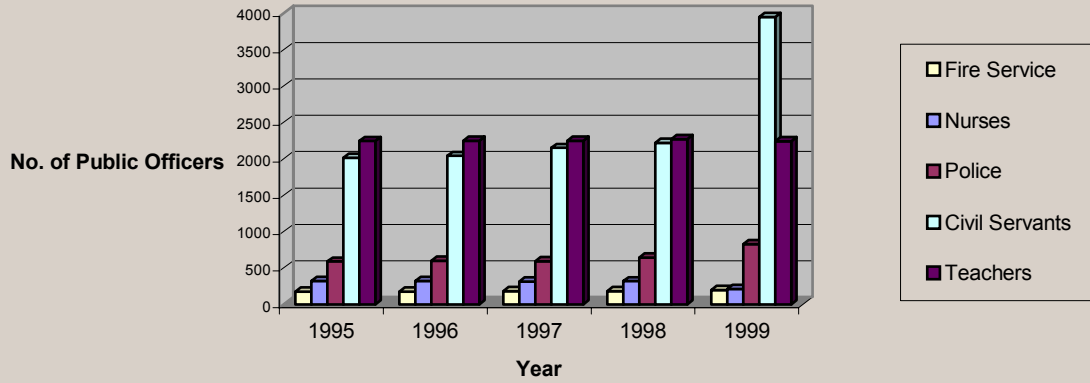
The Public Service comprises staff of the Civil Service, Teaching Service, Fire Service, Nursing Service and Police Service. The total staff complement for the past five years has been as follows:

**CENTRAL GOVERNMENT EMPLOYMENT  
AVERAGE EMPLOYMENT PER  
CATEGORY  
1995 - 1999**

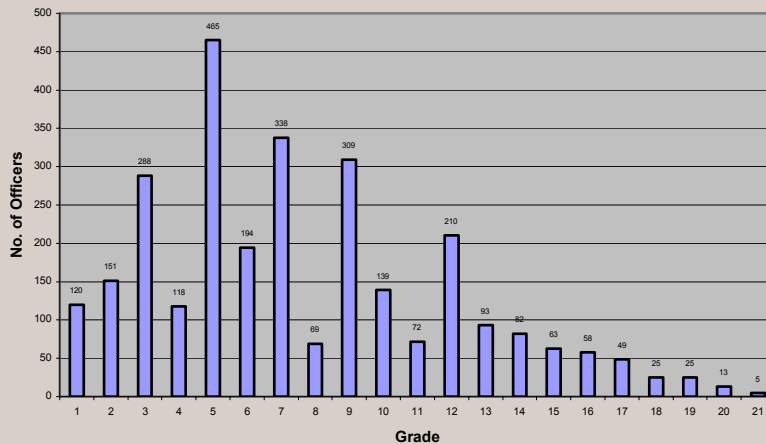
<u>Category</u>	1995	1996	1997	1998	1999
Nurses	319	323	315	318	212
Police	589	601	592	644	829
Fire Service	175	177	184	183	197
Civil Servants	2017	2041	2150	2219	* 3950
Teachers	2245	2247	2249	2272	2243
<b>Total</b>	<b>5345</b>	<b>5389</b>	<b>5490</b>	<b>5636</b>	<b>7431</b>

\*Includes some non-established staff

## Public Officers by Categories



## Size of the Public Service by Grades



However, the staff complement is organised by grades ranging from 1 - 21 with Grade 1 being the lowest and Grade 21 the highest.

## VISION OF REFORM

### Vision

A more sensitive, responsive, efficient, cost conscious  
and accountable Public Service.

---

---

In so doing the **mission of reform** is

*"To develop a Public Service, imbued with a strong  
ethical, professional and national development  
orientation which is capable of delivering cost  
effective quality service."*

## **Strategic Objectives**

The strategic objectives to be achieved in the pursuit of the mission and vision of reform are as follows:

- to maximize the use of scarce resources of the State through the co-ordination and integration of on-going actions and sustaining of a planning culture in the Public Service;
- to provide prompt, high quality and cost effective service that citizens value and in so doing significantly raise the "profile" of the Public Service;
- to develop a customer sensitive Public Service;
- to improve transparency, accountability and governance in the business of the State;

## PHILOSOPHY GUIDING PUBLIC SECTOR REFORM

The philosophy guiding Public Sector Reform is that the State will still remain a key player in the macro-economic management of the affairs of the country and will continue to play a lead role in providing the supportive environment for private sector development and socio-economic development of the country.

In this regard the State will continue to lead in areas of equity, social justice and the integration of our society. As a result, it will continue to perform these core functions, which are the activities it feels cannot be left to private sector organisations or individuals. These include:

- the maintenance of public order, and national security;
- judicial and legislature functions;
- matters pertaining to international relations;
- providing basic social services in particular public health, education and to support social and economic development;

It is recognised that over the years the Civil Society has matured to the extent that, in certain activities and areas, institutions exist which can carry out some functions previously handled exclusively by Government.

Government has recognised this and will therefore place increasing reliance on the private sector and non-governmental organisations to provide these services.

Our Public Sector Reform however will be located within the political, social and economic realities confronting St. Lucia. Public Sector Reform will not be viewed as an end in itself, but rather as a vehicle for improving the implementation of Government's policy, while assisting in the socio-economic development of the country. As such it must contribute to improving the quality of life of the citizens of the State.

Public Sector Reform is therefore one of the means through which the Public Service will assist the country in improving its international competitiveness and meeting the challenges of the ever changing global environment.

In order to be successful in these tasks and to meet these challenges, the Public Service will undergo changes in its way of doing business and its relationship with the Public.

The role posited for the Public Service will, however, still be grounded in the view that the foundation of the Public Service lies in the separation of policy making from policy implementation. In addition, that a neutral and impartial Public Service is essential for the effective implementation of government policies.

In this context the Public Service will be guided by the principles of:

- Professionalism
- Accountability
- Impartiality
- Efficiency

In the quest for a new and dynamic role the Public Service will be staffed with highly motivated employees, operating within an appropriate governance framework and supported by the appropriate processes, sanctions and technical and financial resources.

## RATIONALE FOR PUBLIC SECTOR REFORM

The need for Public Sector Reform is driven by a number of imperatives. These can be grouped under the following headings:

- ◆ Administrative
- ◆ Social
- ◆ Technological
- ◆ Political
- ◆ Economic

### Administrative

Government is concerned about the ability of the State's administrative arm to efficiently and effectively achieve its mandate. Issues of the size of the Public Service and the expenditure on the State Sector are being questioned vis-à-vis whether value for money is provided to the general public.

These concerns have placed a responsibility on the Public Service to adopt modern management methods and practices in delivering valued goods and services. In this milieu, the building of new or re-constituted systems and the decay and abandonment of irrelevant ones is an imperative. Such

systems must deal with the issues of accountability and measures aimed at improving productivity in the Public Service.

### **Social**

Increasingly, citizens are demanding greater participation in the affairs of government, as well as quality public goods and services. The call for better governance and transparency in the operation of the State has therefore challenged the post-colonial historical approach to information, communication and citizen-participation. In this context, fostering the development and sustainability of Civil Society particularly, Non-Governmental Organisations (NGOs) and other interest groups is critical.

Inherent in this are the concepts of decentralisation and devolution of authority with the involvement of a wider cross-section of society in the decision-making and implementing aspects of the State.

The challenge to the State is to develop responsible and responsive and representative administrative systems.

### **Technology**

The 21<sup>st</sup> century has been characterised as the information age, as increasingly organisations are harnessing, improving and managing information in order to secure competitive advantages and be more effective and efficient in delivering quality of services.

The harnessing of modern trends in information technology and the development and refinement of management information systems, have called into question the existing structure, policies, processes and modes of relationship which exist between the Public Service and other organisations.

Under such conditions the Public Service must develop new and innovative policies, structures and processes in order to respond to its various clients and to deliver the quality of goods and services expected of a modern public sector.

### **Political Ideology**

The past decade has seen demands made by donor agencies and also other bodies for a reduction in the role of the State, from an active participant in economic activities to a facilitatory and regulatory one.

This, together with Government's belief that there are now activities, which can be best, handled by the private sector and other non-governmental agencies, means that government should divest itself of some of its responsibilities. The partial withdrawal of the State from some activities necessitates new institutional arrangements to guide the relationship between Government and these agencies.

These arrangements would be fashioned against the socio-economic, cultural and political orientation of our country. Against this background

Government still recognises that it has an active role to play in the macro-economic and social development of the country and the establishment of the regulatory mechanisms to ensure equity and social justice.

### **Economical**

The changing world economic environment and the formation of trading blocs have witnessed a decline in the sources, and quota of aid, grants and other funds made available to developing countries.

The developed countries are also faced with the challenge of utilising their resources in a manner, which benefits their citizens. This has also contributed to reduced aid flows to countries like St. Lucia.

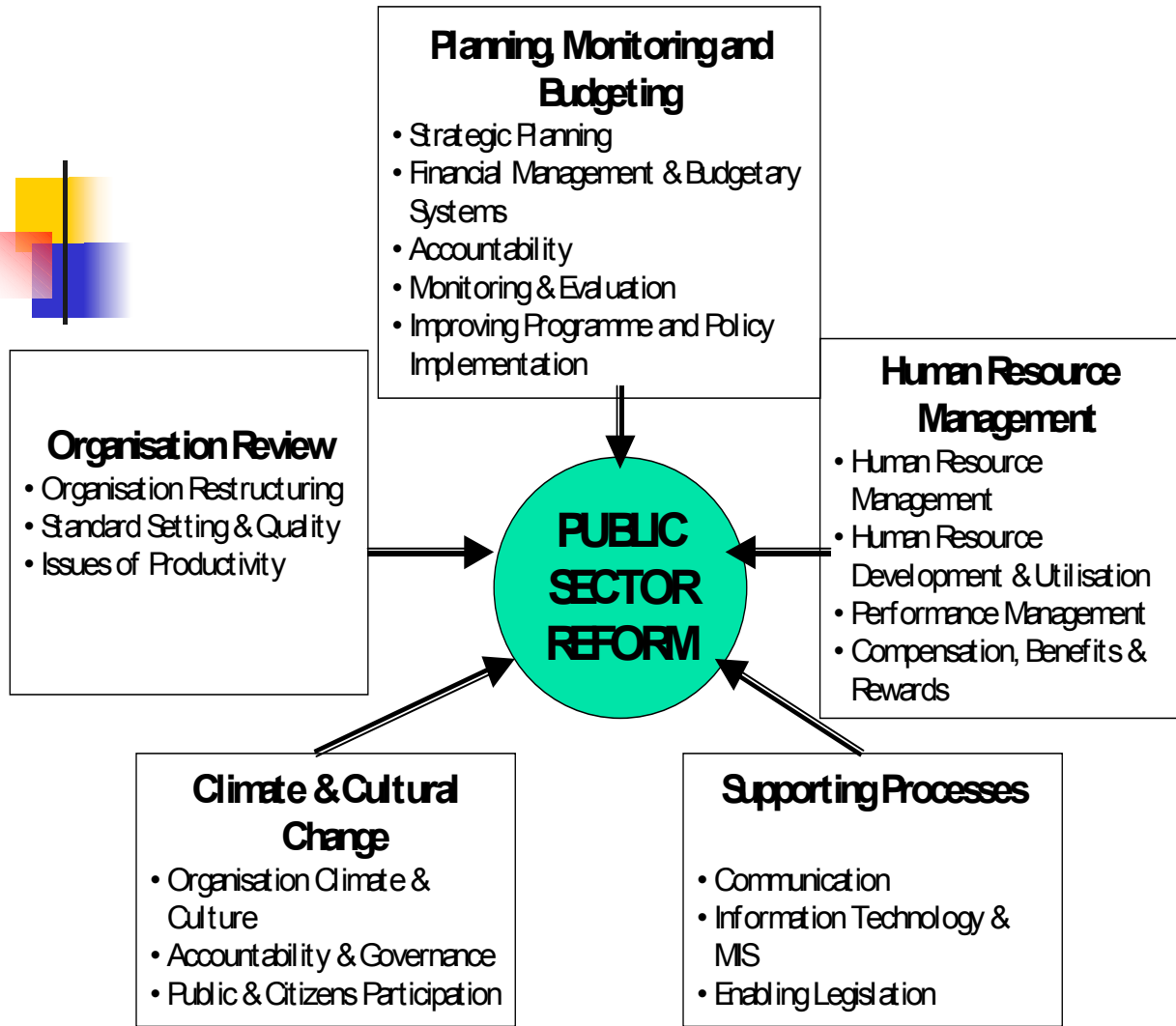
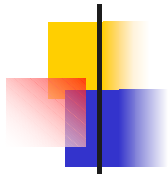
The withdrawal of trade preferences to one of our main foreign exchange earners has meant that Government has to operate with decreases in revenue generated. Therefore, countries like ours must seek to mobilise a greater portion of the domestic resources to facilitate the socio-economic development of their citizens. The State must therefore find innovative ways to utilise its resources. Further, the international, technical bureaucracies as part of their conditionalities, have also called for a new and resourceful role for the State's machinery, in order to ensure that funds secured from these agencies and technical support provided are efficiently and effectively utilised.

It is therefore essential that the Public Service undertake a review of existing policies and procedures. Some of the areas of concern are:

- i. structure, functions and operations
- ii. relations with the public as well as departmental mechanisms for ensuring efficient and courteous service to the public
- iii. accountability, monitoring and evaluation systems
- iv. productivity, waste reduction and control
- v. human resource development and utilisation
- vi. changing the organisational culture and climate.

The Reform of the Public Service will therefore focus on five major themes:

1. Planning, Monitoring, Budgeting and Evaluating
2. Organisational Review
3. Human Resource Management and Development
4. Climate and Cultural Change
5. Supporting Processes



# **SECTION 1**

## **Planning, Monitoring and Budgeting**

- 1.1 Strategic Planning
- 1.2 Financial Management  
and Budgeting Systems
- 1.3 Accountability
- 1.4 Monitoring & Evaluation
- 1.5 Improving Programme and  
Policy Implementation

## 1.0 PLANNING, BUDGETING, MONITORING & EVALUATING

The new Civil Service will address, inter alia, the manner in which the overall business of Government is conceptualised and administered. Germane to this is the planning culture, which pervades the system.

### 1.1 Strategic Planning

#### **Problem Identification**

The current planning culture within the government service has an input orientation rather than the achievements of outputs. In this respect planning tends to be, and, in a sense, disjointed. Insufficient linkages also exist between the plans of the various agencies of government.

The adoption of a strategic planning approach is therefore a prerequisite for the modern Public Service.

#### Developing and Sustaining a Participatory Planning Culture

This will require that all Ministries and departments prepare a clear mission statement supported by functional objectives. These objectives will be monitored to ensure that the expected results are achieved.

This approach will require the commitment of senior managers and professionals within the various Ministries and Departments, who are expected to be the facilitators of the process.

The process will be facilitated through the Planning Units of Ministries or Departments where they exist or use will be made of the budget committees where planning units are absent.

These teams will be multi-disciplinary in its approach and headed by the Deputy Permanent Secretary or other senior personnel. The teams will have the following mandate:

- i. develop and review the mission and core activities of the Ministry/Department;
- ii. determine and prioritise activities to be undertaken pursuant to the mission of the Ministry/Department;
- iii. develop the broad strategies for the attainment of organisational objectives;
- iv. identify the human, physical and financial resources that are required;
- v. establish the mechanism for periodical review of the progress of the plan.

The institutionalisation of the planning culture within each Ministry will require discussions and consultations with the staff and their various stakeholders.

In such a milieu, it is expected that each Ministry and Department will undertake an assessment of its strengths and weaknesses, and thus engage in the process of environmental scanning and self-assessment.

The use of retreats can also provide a forum for sharing and exchanging ideas, clarifying issues and consensus building.

The establishment of the strategic planning process will also provide a ready basis for the development of a National Plan and Strategy as the information generated will be fed into the Ministry responsible for co-ordinating national planning activities.

In this respect regular meetings and consultations will be held between the chairpersons of strategic planning teams of each Ministry/Department. This forum will serve as an arena for:

- ❖ sharing and exchanging ideas
- ❖ identifying areas of conflict and overlap
- ❖ discussing and harmonising the various strategic plans

Properly executed, the strategic planning process will provide the following benefits:

- ❖ greater accountability and control
- ❖ improved operational efficiency

- ❖ elimination of redundant processes and procedures
- ❖ development and institutionalisation of a team approach to decision making and problem solving.

## **1.2 Financial Management and Budgetary Systems**

Effective and efficient resource allocation requires a high degree of integration between the concepts of strategic planning, the budget and other aspects of the financial management of the Public Service.

Recognising this, Government has paid attention to its principal instrument of resource allocation or the Budget.

### **Problem Identification**

Some of the issues critical to the budgetary and financial management process are:

- The inability of the budget system to reflect priorities, analyse and cost programmes realistically, allocate cash and control expenditure in a way that makes managers accountable and provide timely and accurate financial and accounting information;
- Inadequate or weak linkage between the medium term economic, strategy, the Public Sector Investment Programme and the budget process.

- Ministries devote most of their effort on maximising funding rather than considering actual results;
- Planning for recurrent expenditure seldom takes into account the recurrent cost of capital expenditure;
- There is a strong tendency for the budget to drive the planning process rather than vice-versa.
- Budgets are annual exercises and not part of a rolling multi-year system.

## **Strategies**

Cognisant of all of the above, the following strategies will be pursued:

### **□ Continuous Refinement of the Programme Budgeting Model**

This model will build upon the concept of strategic planning, as it requires that each Ministry and Department defines the objectives and programmes and establishes priority areas for funding. Ministries and Departments will also be required to establish targets to be achieved and performance standards, both qualitatively and quantitatively, for each of their programmes and projects.

Insofar as the programme budgeting model has already been introduced to the Public Service, the Ministry of Finance will continue working with

Ministries and Departments in institutionalising the process within the Public Service through

- Continuous monitoring of the programme
- training of the accounting staff, Budgeting Committee and Planning Units or teams in the use of the model thus ensuring that the concept and its application are understood.

□ **Strengthening Linkages between Budget and Planning Concepts**

Strengthening of this linkage will stem from the realization that all plans must be properly costed and the implications of all actions accounted for. In this respect the Budget will be prepared in the context of the strategic plan and policies of Ministries/Departments. The adoption of the Integrated Planning concept by Government will contribute significantly to strengthening the link.

□ **Strengthening the Links between Budget and Planning Arms of Ministries and Departments**

Greater emphasis will be placed on strengthening the linkages between the planning and budgeting arms of the various Ministries and Departments. In this respect, the multi-disciplinary nature of the Budgeting Committee and regular consultations between this Committee and planning teams will facilitate the process.

Efforts will also be made through training and seminars to ensure that Ministries have on staff officers who are versed in the appraisal of projects, and with the appreciation of the link between recurrent and capital expenditures.

□ **Greater Autonomy to line Ministries**

The management of the budget and finances are still centrally controlled by the Ministry of Finance. This central control of cash and expenditure tended to reduce the ability of Permanent Secretaries to manage and achieve the objectives of their Ministry. On the other hand, centralization aids in the monitoring of expenditure flows and exerts some form of financial discipline on Ministries.

This central control will continue. However, a pilot project aimed at giving certain Ministries their own bank account to which funds are lodged will be experimented with.

Under this arrangement Permanent Secretaries of the pilot Ministries will assume full responsibility for the management of funds entrusted to them. Ministries will not be allowed overdraft facilities.

□ **Review of Accounting Systems**

The adoption of the above systems by select Ministries, coupled with a more thorough approach to expenditure control, necessitates that attention be paid to the quality of financial information and systems in place, both

within central agencies of Finance and Planning and that of other Ministries/Departments.

In this respect Government will continue its efforts at improving its computerized integrated financial information systems. The system will also be extended to Ministries and Departments who are at present not incorporated into the system. Fully operational, this system will provide timely and accurate information to public sector managers.

□ **Decentralization of Accounting Services**

Improving the financial management systems of Government also calls for a certain decentralization of some services currently undertaken by the Accountant General's Department. Consequently, full approval for payment will be delegated to Ministries and Departments.

□ **Appointment of Financial Officers**

The new role envisaged for Ministries and Departments, calls for a more aggressive role for Permanent Secretaries in the management of the financial resources at their disposal. The recognition of the vital role of Permanent Secretaries and Heads of Departments is reflected in the designation of Permanent Secretaries as Accounting Officers.

In spite of the concept of Accounting Officers, there is the need for a co-ordinated approach to a Ministry's function and expenditure patterns in order to ensure value for money.

Given the magnitude of this function, the post of Financial Officer will be created to assist Permanent Secretaries in the discharge of their fiduciary responsibilities. Such officers will, inter alia, be required to (a) monitor expenditure patterns (b) ensure compliance with government's financial framework (c) provide periodical (monthly and quarterly) reports on expenditure and revenue and variances.

Every Ministry and Department will be required to incorporate review of budget variances in the agenda of policy meetings.

□ **Review of organisational structure and staffing of Accounting Section of each Ministry**

**i. Accounting**

The system will require accounting personnel who are skilled in the art of private sector accounting as an essential aspect of the plan is the application of accounting policies. In this respect, an assessment of the existing accounting personnel within the various Ministries will be undertaken to identify areas of strengths and weaknesses. The results of this exercise will enable the effective deployment of staff and the development of the appropriate training programmes.

**ii. Auditing**

A critical shift is also required in the role of the Accountant General's Office, more specifically the Department's pre-audited functions.

Each Ministry will therefore be provided with an Internal Audit Section appropriately staffed. These internal auditors will be answerable to the Office of the Accountant General. To facilitate the above, changes will be made to the Finance Act of 1997.

### **iii. Budget**

The new approach to Budgeting and Planning will require a stronger emphasis on policy analysis. Given this, an assessment will also be made of the capacities and skills of the staff of the Budget Division. Training will therefore be provided to the staff to address deficiencies where they exist.

## **1.3 Accountability, Monitoring And Evaluation**

Accountability in its broadest sense means the acceptance of responsibility and the obligation to answer for one's action to an authority that may impose a penalty for a failure.

### **Problem Identification**

The review of the processes, procedures and structures that support and provide for accountability has indicated that, to a large extent, these mechanisms are either weak or ineffective. A number of reasons have been advanced for this.

These include:

- ◆ Absence of or failure to apply Rules and Regulations pertaining to accountability;
- ◆ Absence of or a weak system for monitoring actions and deviations from stated procedures and policies;
- ◆ Weak, ineffective and sometimes poor supervisory and management practices;
- ◆ Failure or unwillingness to apply corrective measures and sanctions;
- ◆ Unclear roles and responsibilities of certain public officers;
- ◆ Overlapping responsibilities;
- ◆ A general feeling that accountability is the responsibility of Permanent Secretaries and Heads of Departments.

The weaknesses in the accountability systems and processes have only served to facilitate a culture of:

- Poor service levels to customers;
- Inertia and slow response to situations;
- Insufficient attention to the delivery of output;
- Irresponsibility of some officers who do not pay attention to the delivery of output; and
- Wastage or abuse of government's resources.

The lack of accountability can easily lead to corruption among public officers or such other practices, which are unacceptable.

### **Strategies**

The strategies to address issues of accountability recognise that action taken to improve the planning environment and financial management will, to a large extent, also contribute towards improving accountability.

Ministries and Departments will be required to, where these do not exist;

- ◆ Provide clearly defined Rules and Regulations governing all their activities;
- ◆ Provide clearly defined duties and responsibilities for officers;
- ◆ Establish and enforce penalties for deviation from accepted policies and procedures;
- ◆ Enhance and strengthen systems and organisations engaged in monitoring actions.

In addition to the above, the following initiatives will assist in improving the monitoring and accountability climate.

- **The Enforcement of the Provisions of the Integrity Commission Act**

This Act makes provision for Heads of Department, Permanent Secretaries and other senior officers to disclose their financial affairs at the end of

each financial year thereby serving as a constraint to the misuse of public funds and abuse of their public office.

In addition to the above, the Act stipulates a Code of Conduct for such officers.

- **Strengthening the Office of the Parliamentary Commissioner.**

The Parliamentary Commissioner has the power, under the Constitution to investigate complaints of administrative injustice. Government will strengthen this important Office by making provisions for adequate support staff in order to respond promptly to the various demands of the public.

Every effort will be made to ensure that the Report of the Parliamentary Commissioner is given full consideration as prescribed by the Constitution of St. Lucia.

- **Strengthening of the Department of Audit**

This Department is one of the key agencies established to ensure that government's resources are utilized in the manner consistent with Government policies and as voted for by Parliament.

In this respect, attention will be paid to strengthening the human resource aspects of the Department in terms of quality. Greater attention will also be paid to utilising comprehensive auditing and undertaking value for money audits.

- **Public Accounts Committee**

The Public Accounts Committee established by Parliament is entrusted with reviewing the Public Accounts as presented to Parliament by the Director of Audit. This body, which is under the chairmanship of the Leader of the Opposition, has not met as often as it should.

In this context steps will be taken through dialogue between the Prime Minister and the Leader of the Opposition to ensure increased frequency of meetings of this institution.

- **Quarterly allocation and Semi-annual Reviews**

Accountability will also be achieved through the further refinement and development of the system of quarterly allocation and semi-annual reviews where the Ministry of Finance and the political directorate will re-examine expenditure against delivery of outputs. In this respect, ministries will be required, as part of the planning process, to indicate the targets to be achieved quarterly and semi-annually. These will be used as the benchmark against which their performance will be evaluated.

- **Formalization of Reporting System**

Accountability will also be facilitated through the formalization of reporting systems within the various Ministries. Pursuant to this, each Ministry will be required to adopt the following:

- ◆ At the beginning of each financial year each Minister will define in clear terms the general policy objectives and specific programmes which the Ministry is expected to implement during the year;
  - ◆ Each Permanent Secretary will present a quarterly report to their Minister, with a copy to the Office of the Prime Minister and the Ministries responsible for the Public Service and Finance, on the operations and achievements of their Ministry;
  - ◆ Each Ministry will prepare an annual report on its operations and achievements to be laid before Parliament at the end of each financial year;
  - ◆ Responsibility for the preparation of reports will be personally assigned to the Deputy Permanent Secretary or, if there is none in post, to the Assistant Secretary.
- **Introduction of Administrative Justice Act**

The intention of this Act is to ensure that public officers provide reasons to the public for any action on their part when such a request is made.

The requirement that reasons be given for actions of public officers is one mechanism for facilitating accountability to the public.

- **Organisational Structure and Functioning**

In order to ensure the improvement of accountability, Ministries and Departments will be required to provide clearly defined Rules and Regulations governing all essential activities of their Agency.

In this respect, the Ministry of the Public Service will provide technical assistance to Government Agencies in specifying the duties and responsibilities of all public officers.

- **Establishing of Internal Audit Sections within Large Ministries**

The process of establishing internal audit teams within Ministries and Departments has already begun through the establishment of internal auditors within the Ministries of Communications, Works, Transport and Public Utilities.

This post or office will now be extended to the larger Government Departments thereby aiding in the pre-audit functions of these Ministries.

- **Civil Service Code of Conduct**

This document will lay the foundation for codes of behaviour for all public officers, thus assisting in improving accountability of public officers.

- **Establishing and Enforcing Penalties**

Given the above, penalties will be prescribed for breaches of the Code of Conduct. A firm stance will therefore be adopted in dealing with indiscipline and misconduct.

- **Other Mechanisms**

Accountability to the public will also be achieved through

- standard setting
- public reporting on results
- more effective complaints handling system.

## **1.4 Monitoring and Evaluation**

The changes to strategic planning are designed to shift management thinking across the Public Service from an input orientation to a focus on achievement of outputs. However the development of a strategic plan - no matter how comprehensive and no matter how consultative the process - will not change the focus unless there is a coherent, co-ordinated system to monitor achievements of the planned outputs during the year. Monitoring and evaluation are therefore important elements in the process of accountability.

The strategic planning to be developed throughout the Public Service reform process will establish an approach to management which involves setting clear and attainable objectives relating to the key outputs of the Ministry,

and measuring the performance of the Ministry in achieving those objectives. It will stress the importance of concrete results and of establishing measurable performance indicators, which will indicate how well the Ministry is achieving its objectives.

### **Strategies**

Each Ministry will be required to develop critical performance indicators at a strategic level. These performance indicators will focus on the information that top managers in each Ministry need to review on a regular basis in order to establish whether the Ministry is delivering the results that are required. Permanent Secretaries and their Ministries will be required to meet quarterly to assess actual achievement against planned output. Use will also be made of comparison against certain benchmarks and performance of previous years to assess trends.

Ministries will be required to identify a small number of key outputs and develop efficiency and effectiveness indicators for these outputs.

Quarterly allocation meetings with the Ministry of Finance, and the recently instituted biannual work programme meetings with the Prime Minister will remain an important part of the monitoring and evaluation process, where information about achievements against the performance indicators will be discussed. In addition, further mechanisms for enhancing accountability through monitoring and evaluation as discussed elsewhere will include:

- Clear definition of ministry's policy, objectives and specific programmes at the beginning of each financial year by each Minister;
- Quarterly reports by each Permanent Secretary to the Minister, with a copy to the Office of the Prime Minister and Ministries responsible for the Public Service and Finance;
- Annual Ministry reports on operations and achievements laid before Parliament.

Monitoring and evaluation will also be used to:

- Eliminate uncertainty around specific issues;
- Facilitate consultative mechanisms;
- Serve as a filter to ensure the consistency of the policies adopted by managers with the management culture that is envisioned by the government;

It is therefore essential that internal mechanisms for ensuring, monitoring and evaluation be undertaken. These will be facilitated, for example, through:

- The holding of regular meetings between Heads of Departments and their staff;
- Developing and institutionalising reporting systems within Ministries and Departments.

## Cost Management

Cost management covers two broad areas:

- Budgetary control
- Cost containment

Budgetary control is a key management tool which provides managers with information for and approaches to dealing with variations from budgeted revenue and expenditure as they occur during the financial year.

### **Strategies**

Programme Managers will be informed of their budgetary allocation for the fiscal year, and also receive periodic reports on actual expenditure *versus* their allocation. This information is intended to guide them in the use of resources so that they can more effectively allocate their budgets. The critical information required for budgetary control is the variances between budgeted income and expenditure and actual, thus highlighting areas of over-spending or apparent savings for which operational adjustments may be made as the year progresses.

The following information will be needed for each budget centre:

- The Approved Estimates for the current financial year;
- Variance reports for the month or quarter. These will set out positive and adverse variances between the current year's actuals, the

previous years and the quarterly budget, expressed in terms of monetary difference and percentage change.

A particular emphasis will be to be placed on variance analyses as a tool for managers to monitor the performance of their units. The value of variance analysis lies in the investigations which will take place in response to significant or unexpected variances. When such investigations are undertaken, the following outcomes are possible:

- It can be ascertained whether there have been erroneous or misallocated charges;
- Unauthorised transactions may be revealed;
- Decisions for the re-allocation of funds can be made in cases of genuine savings;
- Decisions for cuts and re-allocation of savings can be made where cost overruns are indicated.

Budgetary control measures will be incorporated into each Ministry's management reporting and performance monitoring procedures. To accomplish this, the following will continue to form part of the strategy

- Financial and variance reports will be prepared on a quarterly basis by the Ministry of Finance;

- The reports will be circulated to the operating units with standing instructions that any positive or adverse variance in their year-to-date revenue and expenditure of 5% or more will be investigated by the Financial Officer, and a formal report submitted to the Permanent Secretary;
- The review of budget variances will be a formal agenda item in management meetings and included in the quarterly allocation meetings with the Ministry of Finance.

### Cost Containment

Cost containment involves the development of programmes which can be conducted by management and staff to identify areas of cost savings and waste elimination.

### **Strategies**

Areas of expenditure such as *Office* and *General* can be contained through monitoring and action by management. In addition to heightening cost consciousness, specific initiatives will be mounted to address areas of waste and inefficiency. These initiatives will be identified and driven largely by management and staff of the operating units using project management techniques to plan and execute their cost containment programmes.

Unlike budgetary control measures, which call for reactive action on the part of management, cost containment strategies are intended to be proactive in

approach. The success of cost containment programmes relies on the knowledge and skills of the staff in the operating units, who can identify potential areas of waste or inefficiency, and devise effective measures to correct the problem.

As part of its activities, the Budget Committee will among other things:

- set targets for cost savings to be achieved through programmes;
- identify the first set of cost containment initiatives.

Some suggested cost containment measures include:

- The identification of areas of waste and unauthorised usage of materials, and the initiation of corrective action;
- The development of energy conservation measures, e.g. installation of switches per a standardised number of lights, installation of individual air conditioning systems;
- The development of commodity substitution strategies, e.g. the wider use of generic drugs;
- The identification of commodities to be bought in bulk;
- Preventive maintenance to prolong the useful life of plant and equipment
- Inventory Control

In terms of the setting of quantifiable targets for cost savings to be achieved, the following points will be considered:

- Certain categories of cost can be contained through the elimination of waste. It is therefore, necessary to know what quantities of the targeted commodity are used, and what percentage goes in waste. This percentage then becomes the targeted saving;
- Where the cost of commodities are subject to inflationary price rises, a cost containment goal could be to maintain expenditure on those commodities at current levels;
- Where cost variables are not apparent, a stated percentage or dollar value can be set as the targets.

Whichever approach is used to set targets, progress towards meeting them will be monitored throughout the duration of the programme and beyond, as a test of the sustainability of the measures instituted.

### **1.5 Improving Policy and Programme Implementation**

One of the major thrusts of the reform agenda is improving the rate of policy and programme implementation. This aspect of the reform is critical as improving the rate of policy and programme implementation will contribute towards ensuring

- the timely completion of government projects;

- ensure a more effective and efficient use of resources allocated;
- maximization of the scarce resources available to government and ultimately improving the range of services to the citizens of the State.

### **Strategies**

It is expected that a number of strategies outlined under the other headings will lead towards improving the rate of policy and programme implementation. These include:

- **Development of a Planning Framework i.e. measures aimed at improving the planning culture. More specifically the development of realistic and feasible plans.**

This is of importance, for delays and the slow rate of implementation of policies and programme are linked to poorly conceived and prepared policies and programmes. Public Officers will ensure that policies, plans and programmes are thoroughly discussed, costed and their anticipated effects clearly defined;

- **Greater use of the tools of project management;**

Greater use will be made of project management tools and techniques in the execution of policies, plans and programme. As far as is practical use will be made of such tools as network analysis;

- **Proper Prioritising of Programmes and Projects**

It is recognised that resources available to the State are indeed limited, therefore every effort will be made to ensure that programmes and projects are weighted and prioritised for funding from the budget and other sources.

In this regard, that Ministries and Departments will select and concentrate on a few priority areas, which are achievable within a given time frame.

- **Development of Organisational Capacity**

Strategies aimed under the headings of human resource management will contribute towards building organisational capacity. Specific attention however will be paid to the training of public officials in project management techniques, policy analysis and programme evaluation. Attention will also be paid to developing the bargaining and negotiating skills of public officials.

- **Partnership and Strategic Linkages**

Government Ministries and Departments are encouraged to engage in partnership and strategic linkages in the execution of some of the programmes and projects of Government. This is based on the realization that there are some activities which can be best executed on behalf of

Government by non-governmental organisations, private sector organisations and other civic groups.

- **Development of Project Team Approach**

The execution of certain programmes and projects requires the appropriate organisational framework and structure. In this regard greater use will be made of cross-functional teams and matrix organisational framework to facilitate improving the rate of implementation of government programmes and projects.

- **Institutionalising and Strengthening Mechanism for Monitoring and Evaluation**

Increasing the rate of policy, programme and project implementation is also a factor of the monitoring and evaluative mechanisms in operation. The monitoring and evaluative mechanisms will be handled at two levels:

1. **Operational Level**

This will occur at the Ministry and Department level, whereby each Ministry will utilize its Planning Unit or Budget Committee to monitor the implementation of programme policies and projects of their respective Ministries.

It is also expected that this team/Unit will submit monthly reports to their Minister and Permanent Secretary on the state of work in progress.

## 2. Strategic Level

This level involves the Office of the Prime Minister and the Ministries of Finance and Planning.

### □ Office of the Prime Minister

The Office of the Prime Minister has a key role in ensuring that government's programmes and policies are implemented. Consideration will be given to the clearer separation of the functions of the Cabinet's Office from the day-to-day administrative matters of the Office of the Prime Minister.

In addition to providing clearer definitions of the roles and functions of the Office of the Cabinet Secretary, attention will be given to increasing the resource capacity of this Office.

This will allow the Office of the Cabinet Secretary to focus more fully on

- Ensuring that the policies and dictates of Cabinet are expeditiously carried out;
- Co-ordinating the activities of the Committee of Permanent Secretaries;

- Bringing to the attention of Cabinet matters affecting the rate of implementation of policies, programmes and projects of Government;
- Ensuring interdepartmental consultation on matters before they are submitted to Cabinet.

□ **Role of the Ministries of Finance and Planning**

The role of these agencies is critical in ensuring and assisting in the rate of policy and programme implementation in St. Lucia. In this regard, greater attention will be paid to its resource allocation, coordination and evaluation role.

In pursuit of these, the Quarterly Allocation meetings will be viewed not only as a budgetary exercise, but also as a vital process in monitoring, evaluating and improving the implementation of government policies. Attention will therefore be given to improving the information flow and consultative process required for such a change.

To give further meaning to the evaluative and monitoring functions of the central agencies, the role of the Ministry of Planning in the implementation and execution of plans will be reduced, thus freeing the resources of the Ministry to play a greater role in co-ordinating the efforts of other Ministries and Departments in pursuit of the national goal.

The evaluative role of the Ministries of Finance and Planning will be further strengthened through the development of, and institutionalisation of the Integrated Planning Development Process.

This will allow the efforts of all Ministries to be co-ordinated and thus provide a mechanism for evaluating and assisting in the improvement of policy implementation. Critical to this is the role of the Ministries of Finance and Planning in evaluating the plans proposed by Ministries and Departments for funding and other budgetary support. This clearly requires greater collaboration between officers responsible for recurrent and capital expenditure within the said Ministries.

The above has implications for the structuring of the budgetary process and also the structure of the Ministries.

□ **Other Measures**

Other measures mentioned in other sections will also contribute towards increasing the rate of policy implementation:

These will include:

- i. Efforts to increase accountability
- ii. Design of appropriate organisational structures and;
- iii. Improved human resource development and utilization

# **SECTION 2**

## **Organisation Review**

2.1 Organisation  
Structure and  
Functioning

2.3 Issues of  
Productivity

2.2 Standard Setting

## 2.0 ORGANISATIONAL REVIEW

### 2.1 Organisational Structure and Functioning

Taking cognisance of the Mission and Vision established for each Ministry under the headings of strategic planning, and the various processes contained therein, it is essential that organisational reviews be undertaken, to establish and ensure the fit between goals to be achieved and the vehicles through which these are to be achieved.

#### **Problem Identification**

In general, the Public Service has a tendency towards:

- centralisation of authority;
- emphasis on job retention regardless of commitment and productivity;
- fragmentation and delays in the flow of communication;
- a multi-tiered, hierarchical and bureaucratic structure.

In its functioning the Public Service has also tended to:

- display duplication of efforts and overlapping roles and responsibilities;
- discourage a team based approach to the management of the affairs of the State;
- reflect weakness in the implementation of programmes;

- assign responsibility to officers without the appropriate authority and ability;
- utilise outdated information technology and management information systems;
- pay insufficient attention to monitoring and evaluation mechanisms.

## **Strategies**

The strategies to be pursued under organisational review are:

### **1. Identification of key outputs**

Utilising the mission and strategic objectives originating out of the strategic planning process each Ministry will identify its key outputs. This process has already begun. However, the need exists for further refinement of the processes to reduce redundancies and areas of overlap between Ministries.

### **2. Priority Setting**

This step will involve identifying the outputs which can be considered as high priority vis-à-vis those which can be considered of lower priority. This process will also help in identifying activities, which can be reorganised to consume fewer resources.

### **3. Identification of Main Customers**

There will be both internal and external customers. This process here will also facilitate the mapping of the relationships between Ministries and their clients.

### **4. Identifying and Reviewing Enabling Legislation**

The operations of most of the Ministries of Government are guided by legislation; a number of these pre-date our independence. It is of importance that a review of the Statutes be undertaken to ensure that it supports the Mission and strategic objectives of the Ministries or activities concerned.

### **5. Reduction and or Elimination of Duplication of Effort**

Resulting from the above activities areas of duplication and overlap will be identified. In this context, it is essential that this be dealt with through consultations and dialogue between the various Permanent Secretaries, particularly at the level of the Committee of Permanent Secretaries.

### **6. Development of Appropriate Processes and Procedures**

Organisational review will also deal with developing appropriate processes to guide the operations of Ministries and Departments. In so doing, it is essential that operations manuals be developed for each Ministry. These will provide clear guidelines for the conduct and functioning of Ministries and Departments.

The business of organisation re-structuring must be done in the context of existing budgetary allocations for personal emoluments. Wherever possible Ministries and Departments will consider the size of the Public Service and the use of such mechanisms as (i) privatising (ii) contracting and corporatising certain government services.

In considering areas which lend themselves to these interventions, the following criteria will be considered:

1. the area should not affect national security and justice;
2. the area should be one in which performance can be readily measured and monitored.

These criteria are essential in order to ensure quality and cost effective service to the public. Considerations will be given to government facilitating the creation of private sector agencies to carry on the business which was formerly done by the Civil Service entities.

Government's role in this endeavour will be:

1. to prepare the Articles of Association and Bye-Laws for the entity;
2. to enter into a three to five year contract with the entity.

The above will ensure a transitional period as the Section/Unit moves from the Civil Service to a private entity. It will also ensure a degree of social comfort for employees of the chosen Departments.

## **2.2 Standard Setting and Quality**

Quality and standard setting is aimed at improving the level and quality of services provided to the customers of Government - the public, other organisations and other Ministries and Departments of Government.

We therefore recognise that setting standards and improving quality is also aimed at getting value for money and by extension a strategy for improving productivity.

Consequently, prime attention will be paid to services which have a direct impact on the lives of the citizens and on business activity within the State.

### **Strategies**

Improving the quality of goods and services produced by the Public Service requires an assessment of all systems and procedures of the Public Service and the identification of areas of overlaps and redundancies and their subsequent elimination. In developing the strategies it will also be borne in mind that quality service involves both a quantitative and qualitative element.

The broad quality parameters which will be utilized are:

- Timeliness
- Reliability
- Responsiveness

- Integrity
- Readiness to assist
- Accuracy of information

In order to achieve improvements in the above, each Ministry will be required to:

1. Provide a statement as to what each Ministry/Department aims to achieve and with what resources;
2. Establish the expected quality of the services and set standards for each key output of Ministries/Departments in terms of the above criteria. These standards will be made known to the staff of each Department through circulars and bulletin boards. Insofar as improving the level of service to customers is our main focus, the standards and quality to be provided by Public Officers will be published in the media and other Government Programmes. Such an approach will serve as another link in ensuring performance and accountability.
3. Establish control mechanisms for ensuring adherence to standards. Such control mechanisms will include rewards for excellent performance and sanctions for poor performance.
4. Establish Quality Circles/Work Improvement Teams and designate a suitable person as Quality Co-ordinator. The number of persons in

each Team will depend upon the size and the nature of the business of Ministries/Departments.

To ensure quality across the Civil Service a sub-committee of Permanent Secretaries will be formed to co-ordinate quality standards across the Civil Service.

This body will liaise with Ministries and Departments to develop and establish those standards of performance which are applicable across the Civil Service.

A key aspect of quality is also effective supervision. In this regard, attention will be paid to developing the supervisory skills of lower and middle level supervisors where those do not exist and to strengthen these skills in lower and middle level supervisors who are already in possession of such knowledge.

Cementing this, a quality culture requires that the business of quality be given prominence in the quarterly and semi-annual reviews of the work of Ministries and Department. In this regard, Ministries and Departments will be required to report on quality improvements within their Ministries.

In pursuit of the above, the Public Service will move towards developing a quality award scheme along the lines of the European Quarterly Award or the Malcolm Baldrige Award. These schemes identified a number of areas for which quality improvements are sought in organisations. The processes and procedures identified under the various headings through which quality

can be improved or measured will serve as the basis for developing our own quality awards scheme. Ministries will therefore be assessed for quality improvements along the lines of the scheme developed. In the long run consideration will be given to adopting the International Quality Standards, ISO 9000.

### **2.3 Issues of Productivity**

Allied to the business of quality improvement is also that of productivity, as poor and low productivity is a cost to the State.

Improvements in productivity requires that we address the following:

- ◆ Human Resources
- ◆ Systems and Procedures
- ◆ Organisational Structure
- ◆ Management Style
- ◆ Work Environment
- ◆ Materials, Equipment and Technology
- ◆ Cost Management

#### **Human Resources**

The ability of the Public Service to achieve its performance goal is dependent upon the quality of its human resources, as it is the activities of employees which are co-ordinated. Therefore the following will be adopted:

- ◆ Employees will be provided with the necessary training in areas related to their work;
- ◆ There will be correlation between employees' abilities and their job;
- ◆ Performance standards will be set for the organisation and employees;
- ◆ A healthy working environment will be created within Ministries and Departments;
- ◆ Effective communication will exist between the management and staff
- ◆ Grievances will be satisfactorily and speedily resolved.

#### Systems and Procedures

Improving productivity within the Public Service requires that efforts be taken to review all systems and procedures in order to identify

- ◆ Areas of redundancies
- ◆ Areas of overlap
- ◆ Duplication of efforts
- ◆ Areas that lend themselves to quantitative analysis and the establishment of quantitative measures

## Organisational Structure

The organisational structure is one of the main instruments through which the activities of individuals are co-ordinated, and has an impact on productivity, therefore appropriate structures will be developed to ensure that:

- Functions of Divisions, Sections and Units are properly defined to avoid duplication of effort;
- Functions of Ministries are co-ordinated in a manner which complement each other;
- The free flow of information and resources between and within Ministries is facilitated.

## Management

A key aspect in the quest for increased productivity is the role, functions and influence of managers within the Public Service. Such officers will therefore play a critical role in the planning and determination of the goals of their respective Ministries and the creation of a working environment, which is based upon positive work values of integrity accountability and discipline.

## Work Environment

The environment within which work is done also plays its part in increasing productivity. As such, attention will be placed on the design, layout and the provision of basic office supplies and equipment. In short, attention will be placed on the ergonomics of the work place.

## Materials, Equipment and Technology

Officers will also be provided with the basic tools, materials, equipment and technology to carry out their work/function. Faulty equipment and tools as well as the unavailability of critical documents required by staff can reduce the level of expected productivity.

Increasing productivity within the Public Service also suggest:

- i. a degree of measurement of productivity;
- ii. the establishment of productivity indicators;
- iii. the translation of organisational productivity measures and standards into individual productivity.

In so doing, it is essential to:

- identify main output of Ministry/Department
- establish productivity indicators based upon the main output identified
- collect information with regards to productivity

The same process will be utilised for establishment of productivity levels for the individual employee or group of employees.

# SECTION 3

## Human Resource Management

- 3.1 Human Resource Management
- 3.2 Human Resource  
Development & Utilisation
- 3.3 Performance Management
- 3.4 Compensation, Benefits &  
Rewards

## 3.0 HUMAN RESOURCE, MANAGEMENT AND DEVELOPMENT

### 3.1 Human Resource Management

A critical aspect of any Public Sector Reform Programme is the focus on human resource development and utilisation.

This aspect is essential, as it is the activities of employees, which are harmonised in pursuit of the goals of the State. Towards this end, employees of the Public Service must possess the necessary technical, interpersonal and conceptual skills required for effective performance of their functions.

Human resource development and utilisation also requires that employees have the information pertaining to their job, performance expectations, standards and criteria for evaluation. Of importance also is the timely feedback on performance and the establishment of corrective mechanisms.

The management of the human resource is a key component towards improving the efficiency of the public sector.

#### **Problem Identification**

A review of the management and development of the human resource has revealed the following:

- ◆ Under-utilisation of professional, technical and managerial skills hampers the efforts to successfully implement plans and programmes.
- ◆ Hierarchical structures, centralised management and non-participatory leadership styles;
- ◆ Lack of or ineffective supervision contributes to the reduction in the capacity and capabilities of the human resources;
- ◆ The skewness of training towards the middle and upper echelons of the Public Service;
- ◆ Training and development appears to be geared towards academic skills rather than practical "hands on" training;
- ◆ No effective review mechanisms for dealing with poor performance;
- ◆ Identification of the human resource needs of the Public Service is still not systematic and thorough;
- ◆ Job orientation is still not treated with the priority that it deserves and that there are mixed feelings as to its impact;
- ◆ Limited power and authority of public sector managers to effectively manage the human resources at their disposal;
- ◆ Duplication of effort and a degree of overlap between the Ministry of the Public Service and the Department of Human Resource Development in relation to training of public officers;

- ◆ Lack of supporting policy environment to ensure greater accountability and impartiality in human resource management areas;
- ◆ Lack of appropriate delegation for human resource management to managers in Ministries and Departments;
- ◆ A Public Service Commission which may not be carrying out its functions in the most appropriate way to meet the needs of the Public Service.

### **Strategies**

The strategies to improve the processes and functioning of the system will focus upon

- Improving the Role and Function of the Public Service Commission
- Re-examination of the Role of the Ministry of the Public Service
- Review of the training process across the Public Service.

### Public Service Commission

The Commission is vested with the power or authority to:

- a) appoint persons to hold offices or to act in offices in the Public Service;
- b) confirm appointments;
- c) exercise disciplinary control over persons;
- d) remove these persons from office when necessary.

The Constitution of St. Lucia also confers unto the Commission the powers to regulate its own proceedings and to delegate any of its powers with the consent of the Prime Minister to any public officer.

The Public Service Commission has within recent times reviewed the list to which Permanent Secretaries and Heads of Departments can appoint persons under delegated authority. Further the Public Services Commission has delegated authority to Permanent Secretaries to institute disciplinary action against lower grade public officers for breaches of discipline.

### **Improving Policy Environment**

In addition to the above, attention will be paid to providing the necessary policy environment for the Service Commission to perform its functions through:

- i. establishment of a Code of Conduct
- ii. establishment of a Civil Service Act
- iii. developing and prescribing penalties for breaches of the Codes of Conduct.

### **Ministry of the Public Service**

As one of the central agencies in the Civil Service the role of the Ministry of the Public Service is key to Public Sector Reform initiatives. This Ministry is charged with:

1. making recommendations with regards to terms and conditions of employment of officers;
2. examining and evaluating the organisational structure and management proposals of Ministries and Departments and making policy recommendations accordingly;
3. collecting, compiling and maintaining proper records on the staffing and structure of Ministries and Departments and keeping such data current;
4. providing information and advice on matters relating to staffing, structure, organisation and management of Ministries and Departments;
5. preparing career, recruitment and succession plans, defining measures to attract and retain skilled and experienced personnel, determining causes of undesired staff turnover and recommending appropriate action;
6. determining the training needs at all levels within the Public Service and establishing a priority among these established needs;
7. evaluating the training programmes on their completion to determine their effectiveness.

8. keeping and updating regularly the policies, regulations and procedures of the Civil Service as they relate to personnel administration.

The Ministry also plays a role in some aspects of the recruitment process notably the management of interviews and or initial screening of applicants. This Ministry is also responsible for the processing of applications for Civil Service training of less than six months duration.

### **Strategies**

In the context of the new era, the Ministry of the Public Service will be required to shift away from issues of placement and other routine activities to one of placing greater emphasis on its responsibility for policy formulation and a more strategic and advisory role in human resource management.

Consequently the Ministry of the Public Service will give greater focus to its role as a facilitator, regulator, research centre, counselling and guidance, training and development.

### **Facilitating**

The Ministry of the Public Service will continue to provide advice to the various Ministries and agencies on all matters of human resource development and utilisation and continue to serve as the conduit of information from various Ministries and Public Officers to the Public Service Commission.

### Regulating

The regulatory function of the Ministry is based upon the principle of fairness and organisational justice on all matters pertaining to the issue of training, the condition of service of employees and issues contingent upon this. The regulatory function will also be aimed at the protection of the integrity of the Public Service by ensuring that Ministries and Departments adhere to policies enunciated by Cabinet on matters of the governance of the Civil Service.

### Negotiating

The negotiating role of the Ministry of the Public Service is tied with its relationship with the various Staff Associations.

The Ministry will continue to serve as the focal point for dialogue and discussions with the Staff Associations on matters pertaining to the overall development of the Public Service. In this context, the Ministry will further strengthen this process by ensuring that Staff Associations are consulted on all matter affecting the growth and development of the Public Service. Monthly meetings have already been established with the Civil Service Association. This process will be extended to cover other Public Sector Unions.

## Research Centre

Ongoing action and environmental assessment must be part of the ethos of the Ministry of the Public Service. Consequently greater focus will be given to the research role of the Ministry of the Public Service in the following areas:

- ◆ Issues of organisational efficiency and effectiveness
- ◆ Development of new management practices and techniques;
- ◆ The conduct of management audit and other organisational methods and studies;
- ◆ Research on various incentive schemes and reward systems;
- ◆ Evaluating the success of any new administrative, human and organisational policies approved by Cabinet.

In this regard, the Ministry of the Public Service will be seen as a main source of policy advice to Cabinet on matters of organisational structures and functioning.

## Training and Development

Modern management thought and practice recognises that there must be a strong link between the mission and business strategy of an enterprise and its human resource policies, more specifically, the training, human resource development and utilisation aspects.

The Ministry of the Public Service will therefore play the lead role in

- ◆ Coordinating training activities to ensure that there is no duplication of effort;
- ◆ Co-ordinating job orientation activities;
- ◆ Liaising with local, regional and international personnel and organisations in the delivery of training programmes pertinent to the development of the Public Service;
- ◆ Developing relevant training programmes geared towards improving the productivity and skills enhancement of the Public Service.

#### Counselling and Guidance

Another critical role of the Ministry is that of providing counselling and guidance services. The focus would be on providing public officers with instructions on issues of career planning and sustaining and enhancing behaviour that is supportive of the new ethos of the Public Service.

Emphasis will also be placed on providing assistance to public officers whose behaviour and other concerns impact negatively on their performance and the productivity of their Ministry and Department.

In the drive to give greater attention to its developmental role, the Ministry of the Public Service has devolved to other Ministries and Departments

responsibilities for the approval of vacation and other forms of leave that does not require a replacement.

In addition to the above, the Ministry will consider devolving to other Ministries some other activities such as:

- i. providing for rental of accommodation;
- ii. processing of increments for deserving officers within their own Ministries and Departments;

### **3.2 Human Resource Development and Utilization**

The human resource development function is carried out by a number of Agencies/Ministries/Departments. The training functions considered as long term (over six months) is carried out by the Human Resource Development Department, of the Ministry of Education, Human Resource Development, Youth and Sports while training considered to be less than six months is the purview of the Ministry of the Public Service. Additionally, some training is undertaken by a number of line Ministries.

#### **Problem Identification**

There however is a lack of integration and effective co-ordination between the training initiatives of the various agencies engaged in the process.

Other areas of weaknesses identified are:

- skewness of training towards the middle and upper echelons of the Public Service;
- training and development appears to be geared towards academic skills rather than practical "hands on" training;
- identification of the human resource needs of the Public Service is still not systematic and thorough;
- Job orientation is still not treated with the priority that it deserves.

### **Strategies**

The strategies to address these issues are based on the premise that the development of human resources of the Civil Service is essential to improving the capability of the Civil Service to meet the demands of the populace. In this context the strategies will focus on developing and implementing a human resource strategy for the Public Service.

Some of the activities to be considered are:

- Clearly stated aims for each organisation and its constituent parts based on the organisation's overall strategy. This involves identifying the core areas that each Ministry/Department must continue to focus on to succeed. These critical success factors (e.g. **quality focus, quick response, revenue generation, innovation, customer focus, cost control, learning** etc) would be the principal focus of each Ministry/Department and on which all employees' attention must be focused.

In this regard some work has already begun under the introduction of the programme budgeting system.

- Developing appropriate policies and procedures to guide the relationship between the Ministry of the Public Service and the Human Resource Development Department of the Ministry of Education, Human Resource Development Youth and Sports.

These policies will, inter alia, recognise that the Ministry of the Public Service will be responsible for identifying both long and short term training for public officers, whilst enabling the Human Resource Development Department to make the final decision about the use of scarce national resources allocated to training.

In this milieu, the Ministry of the Public Service will have full responsibility for co-ordination of public service training using National Training guidelines set by the Department of Human Resource Development.

Already discussions are ongoing between the two Departments on providing clear and separate responsibilities.

- Developing and or strengthening the human resource management capabilities within each Ministry/Department.

The activities associated with this heading are two-fold

- (i) Creating Human Resource Development Units within each Ministry and Department. These Units will be responsible for:
  - (a) Identification of training needs of their Ministry
  - (b) Staff development and training
  - (c) Counselling and guidance
  - (d) General research in aspects of administrative efficiency and effectiveness
  - (e) Improving the coordination of efforts at human resource development within the Public Service
  - (f) Serving as change agents within each Ministry

These units will work closely with the Ministry of the Public Service in developing policies and procedures to guide the human resource management and development process. The close linkage between these Units and the Ministry of the Public Service will also serve as a forum for the sharing of ideas and achieving a common understanding of the interpretation and application of the various rules, regulations and enactments guiding the Public Service.

These Human Resource Development Units will be as far as is possible or practical be headed by the Assistant Secretary within each Ministry. It

is therefore essential that attention be paid to the cadre of persons being appointed as Assistant Secretaries.

- ii. Providing greater clarity between the role of the Ministry of the Public Service and other Ministries on training related matters.

With the establishment of Human Resource Development Units within each Ministry and Department, the role of each party needs greater clarity.

The role of the Ministry of the Public Service will be to:

- Plan and co-ordinate training and development programmes to meet agreed priorities;
- Where necessary, source training assistance required to implement training programmes;
- Develop a planned programme of local training for areas of commonality;
- Assist Ministries in the process of establishing training plans.

The role of other ministries in the process will be to:

- Determine training priorities;
- Establish a training plan for staff at all levels;
- Implement training activities;
- Review the performance of their staff.

## Career Development

The above approach rests on the premise that the Civil Service is still seen as a career for the vast majority of public officers. In this respect, career development and planning is a crucial pillar. This development will have as its focus:

- a. the proper selection, recruitment and placement of officers at the entrance level of the organisation;
- b. a deliberate attempt at organisational socialisation through properly structured induction, orientation and training seminars and mentoring;
- c. introduction of a probationary period for all new entrants within the Civil Service and for persons promoted to higher grades;
- d. greater use of acting appointments for persons promoted to higher grades for a period not exceeding six months;
- e. ongoing assessment of the performance of officers;
- f. provision of incentives for performance and sanctions for non-performance.

The benefits of the new Human Resource Development and Management approach are as follows:

- integration of organisation vision with the human resource strategy;

- more efficient and effective use of all human resources;
- establish and reinforce a new culture and ethos;
- easy monitoring of organisational development and individual growth.

Application of the above strategies would create a cadre of responsible, knowledgeable and well-motivated public officers, to create a more efficient and productive Public Service.

### Improving the Skills and Knowledge of Employees

There is need to intensify the efforts of the Ministry of Public Service to upgrade the skills of officers through:

- i. the provision of appropriate in-service training programmes aimed at all levels within the Public Service, particularly those within the middle management grade;
- ii. training geared towards problem solving and improving the performance of the individual employees and consequently that of the organisation;
- iii. the adoption of the action-learning concept during training seminars and programmes will contribute to creating the linkage between training and organisational performance.

### **3.3 Performance Management**

The management of performance encompasses the entire organisational effort in achieving greater productivity within an organisation.

#### **Problem Identification**

An analysis of the processes, procedures and practices of performance management within the Civil Service has revealed the following:

- No appraisal of top management
- Insufficient emphasis placed upon the performance appraisal system;
- No uniformity in standards set for performance;
- Roles not clearly defined;
- Overlapping responsibilities;
- Performance management tends to focus primarily on performance appraisal;
- Little correlation between successful performance and rewards systems;
- Absence of or limited mechanisms for taking action against poor performers;
- Absence of measurable standards of performance.

## **Strategies**

Cognisant of the above, the following strategies will be adopted:

- **Defining Purpose of Ministries and/or Department**

Each Ministry will be required to define its purpose and mission. These will then be cascaded downwards into objectives for each Unit and Section within Ministries and Departments. This process has already begun within the Civil Service. All efforts will be made to ensure that these initiatives will be brought to fruition within a reasonable time.

- **Establishing Performance Standards and Measurements**

It is recognised that in all cases quantitative measures of performance are not possible. In such instances the use of performance indicators as processes for measurable performance will be used.

The development of such performance indicators is one of:

- i. judgement
- ii. substance
- iii. machinery

In this respect, the development of such performance indicators will be through

- i. retreats
- ii. consultations

iii. benchmarking against other agencies

It is essential that these performance indicators be documented so that both employees and the general public are made aware of the standards expected of each Ministry of Government.

Performance indicators are both financial and non-financial. Examples of non-financial performance indicators are:

- timeliness in completion of projects/assignments
- quality
- coverage

An example of financial indications is the degree of divergence between budgeted and actual revenue and expenditure

A useful guide is to express performance in terms of end results.

Ministries and Departments have already done some work in this regard, however these indicators must be reviewed annually to ensure that they truly reflect the plans and programmes being undertaken by the various agencies.

- **Development of Appropriate Performance Evaluation Processes and Procedures**

The development of this initiative should be through the establishment of a Committee comprising:

- a. Representative of the Unions representing Civil Servants;
- b. Permanent Secretary of the Ministry of the Public Service
- c. Permanent Secretary of any Ministry under consideration.

The purpose of this Committee will be to review the current process and to make recommendations on the introduction of new processes and procedures.

In anticipation of this process each Ministry will be required to establish an in-house team to examine its own specific case and submit its recommendations to the Committee.

- **Appraising Top Management**

The degree to which performance management is taken seriously by any Ministry/Department is also related to the extent to which top management themselves are appraised and rewarded according to their performance.

Consequently, the appraising of employees will extend to all levels of the Civil Service including Permanent Secretaries and Heads of Departments.

These groups of officers have traditionally not been evaluated. The new Civil Service culture will require that the performance of all employees be periodically assessed. In this respect, the following criteria are proposed for the evaluation of Permanent Secretaries and Heads of Departments.

i. **Support for the Minister**

The idea here is since the Minister is responsible for the broad goals of any particular Ministry then it is the duty of the Permanent Secretary to provide support for such initiatives once enunciated by Government;

ii. **Policy**

This includes advice to the Minister and contribution to broader Government policies.

iii. **Communication and Public Relations**

This factor should cover efforts at improving communication within Ministries and action taken to improve communication with the public and other clientele;

iv. **Financial Management**

- ◆ Prudent use of financial resources allocated to the Ministry
- ◆ The introduction of initiatives to reduce expenditure
- ◆ The degree to which Permanent Secretaries adhere to circulars from the Ministry of Finance.

v. **Human Resource Management**

This general heading should cover:

- ◆ Efforts at human resource planning, succession planning, performance evaluation
- ◆ The extent to which a Permanent Secretary complies with directives and circulars from the Ministry of the Public Service.

vi. **Achievements of stated goals and objectives**

This pertains to the degree to which the stated goals and objectives as listed in the programmes of Ministries and Departments are accomplished.

Evaluation of such officers should be done using a Review Panel comprising:

- i. Retired Permanent Secretary appointed by the Minister of the Public Service - **Chairman**
- ii. The Permanent Secretary of Finance;
- iii. Cabinet Secretary;
- iv. Permanent Secretary of the Public Service;
- v. Minister of Permanent Secretary under review;
- vi. Parliamentary Commissioner;

In developing an appraisal system for top managers within the Civil Service consideration will be given to adopting the 360-degree appraisal format.

## Training and Communication

Training should have as its principal focus equipping public officers to manage performance. Attention will therefore be paid to:

- ◆ Performance evaluation as a supervisory tool;
- ◆ Goal Setting
- ◆ Conflict Resolution
- ◆ Performance evaluation systems
- ◆ Counselling and guidance
- ◆ Problems associated with performance appraisal.

This training will be aimed initially at persons designated as Human Resource Co-ordinators within the various Ministries, but will be extended to all Supervisors within the Civil Service.

In the long-term, the continuity in training will be handled by the officers designated as Human Resource Co-ordinators.

## **3.4 Compensation, Incentives And Rewards**

A critical aspect of any organisation is its reward system. This includes the compensation paid for the satisfactory performance of the duties assigned to an employee and the incentives both monetary and non-monetary for performance over and above what is expected.

The existing compensation plan of the Civil Service which was introduced in 1992 sought to address the following (i) the multiplicity of grades and salary scales which existed at the time, and (ii) the difference that existed between the various broad groupings or classification bands of the Service. In so doing, the new plan encompassed the following:

- (1) established benchmark qualification and experience requirements for each post/grade within the Civil Service;
- (2) equated salaries throughout the Civil Service;
- (3) provided flexibility in the promotion of officers;
- (4) streamlined the various classifications and pay scales of the Service.

The overall emphasis of this new plan was to create a Civil Service that would:

- i. attract and retain competent and motivated employees and individuals;
- ii. serve as a motivator to public officers;
- iii. develop a leadership cadre capable of leading the Public Service into a new era;
- iv. inculcate a work culture that emphasised performance and engendered a sense of purpose.

Criticisms of the plan were that it created a culture, which valued qualifications or certification higher than experience and or demonstrated ability. Additionally the changing organisational structures of Ministries and Departments over the past years have called into question the classification of certain posts within the Civil Service. These factors appeared to have limited the ability of the compensation system to achieve the above objectives.

### **Strategies**

Given the above, a review of the Classification Plan will be carried out to ensure that there is equity and consistency in classification of the posts.

The immediate responsibility for this will be entrusted to the Ministry of the Public Service assisted by experts to be recruited for that purpose.

It has also been recognised that the changing role of the Public Service requires a number of specialists whose rates of pay cannot be accommodated within the existing Classification Plan. In such a case the use of contract employment will be considered for such persons.

This provision will provide flexibility in the payment of salaries to these officers which are above what is stipulated within the Plan.

The payment of such salaries will require the prior approval of Cabinet.

## Incentives

The Civil Service must incorporate a system of incentives, which provides meaningful reward for the excellent performers within the organisation and also to serve as a motivator for achieving organisational goals.

Incorporated within the existing compensation plan for Civil Servants is an incremental system. This system forms part of the salary scale utilised within the Government Service. The assumption here being that persons would enter at the minimum of a given salary scale and would progress through this scale with annual increments up to the maximum of the scale.

### **Problem Identification**

The general feeling is that the existing system does not serve as an incentive to induce performance as:

- a. the quantum of increment is rather small;
- b. there is unwillingness on the part of some supervisors to give an employee a score which is deemed as unacceptable;
- c. persons who are at the maximum of the salary scale do not benefit from any increments.

### **Strategies**

Given the concerns expressed, it is proposed that a new incremental/incentive scheme be developed which will:

- Link performance to the actual attainment of specified goals and objectives;
- Serve as a meaningful incentive to Civil Servants;
- Enable officers who are at the maximum of the scale to also benefit.

The new increment scheme will take into account the collective bargaining framework, which has to some extent rendered the existing incentive scheme irrelevant.

#### Linking performance to the actual attainment of specific objectives

This will require that every Ministry and Department use their performance indicators to arrive at meaningful performance standards for assessing the output of their employees.

Such an arrangement will require dialogue between Heads of Departments and their staff.

#### Non-Monetary Rewards

In addition to monetary incentives the issue of showing appreciation for the efforts of employees will be addressed although through non-monetary rewards. This recognition will:

- ◆ convey a sense of achievement to deserving employees;
- ◆ encourage higher performance;
- ◆ reinforce desirable behaviour.

The development of the recognition system will be approached at two levels

- a. Ministry/Department
- b. Civil Service

### **Ministry/Department Level**

At this level, each Ministry/Department will establish clear criteria towards giving recognition to deserving persons within their Ministry/Department. These criteria will be established based upon discussions with the staff of each Ministry/Department. In this context, the performance measurement and standards developed by each Ministry and Department will be used as a guide.

The recognition will be given in the following forms:

- Letters of appreciation
- Publicity in Civil Service Newsletter
- Selection of Worker of the month.

### **Civil Service Level**

At this level a choice will be made to the Civil Servant of the year for each Ministry and then an overall "Civil Servant of the Year." The current criteria established by the Ministry of the Public Service will be used as a guide. The forms of recognition which are being considered are:

- Gifts

- Medals and awards
- Additional leave
- Attachments/Exchange visits

The institutionalisation of this process requires its acceptance by the employees of the Public Service. However, the criteria established and the rewards to be given will be made known to all employees of Ministries and Departments.

The support of managers in the Public Service is also extremely important, as the extent to which the scheme is accepted is the degree to which it will be successful.

# SECTION 4

## Climate & Cultural Change

4.1 Organization Climate &  
Culture

4.2 Accountability &  
Governance

4.3 Public & Citizens  
Participation

## 4.0 CLIMATE AND CULTURAL CHANGE

### 4.1 Organisational Culture And Climate

The creation of a new Civil Service requires a change in the existing climate and culture. The measures discussed so far, such as

- Accountability, transparency and integrity
- Improving Customer service
- Strategic planning and the focus on output
- Performance management
- Productivity

will all contribute to improving the organisational climate and culture of the Public Service.

This culture however can only be sustained if efforts at addressing the human aspects of the organisation are undertaken and officers are instilled with the new work values.

#### Key Values

The new Public Service must encompass a new set of values. These values will ensure probity, stability and professionalism in the conduct of the business of the State. The new culture to be created is based upon the recognition that:

- ◆ Personal values
- ◆ Customer-focussed values
- ◆ Leadership values
- ◆ Professional values
- ◆ Productivity and Quality values

are all important attributes of successful organisations.

### Personal Values

This speaks primarily to the inculcating of the work ethic, attitude and skills which are desirable for successful performance within the organisation and will also address the expectations of employees. Consequently, measures aimed at:

- ◆ improving human resource development and management capacities of employees;
- ◆ developing a more appropriate reward system
- ◆ establishing codes of conduct.

will contribute towards enhancing the personal values of employees.

## Customer-Focussed Values

The aim of the Public Service is to provide quality goods and services. In this context, customer-focussed values will focus on

- ◆ speed in delivery of service
- ◆ accessibility
- ◆ openness
- ◆ public redress
- ◆ non discriminatory practices
- ◆ empathy
- ◆ customer relations
- ◆ equity

The establishment of a Customer Care Centre and a Customer Charter for each Ministry will greatly enhance the customer focus of the Public Service.

## Leadership

The new Civil Service culture requires a leadership that is also infused with a national ethos, well trained, experienced and has demonstrated abilities over the years in their field of endeavour. A critical aspect of this is human relations and conceptual skills, which are vital for organisational success.

The same set of qualities is required for the middle level ranks of the Civil Service, if we are to sustain the new culture. In this scenario the issue of career development, selection and training of management is critical.

Such training will be geared towards providing these officers with the relevant skills in modern management practices, and also provide an understanding of the environment within which the Civil Service operates, specifically the legal and economic environment.

An implied purpose of the training will also create a cadre of persons who share a common vision. The introduction of qualifying examinations for movement into these ranks will also be considered. The emphasis on leadership is therefore paramount for it is through innovative leadership which is mission driven and also concerned with the human aspects of the organisation can administrative reform be truly achieved.

### Organisational Justice

Employees operate best in an environment of trust, respect, organisation, discipline, participation and defined processes, rules and procedures. The above factors speak to developing an environment in which decisions on human resource management, placement and development are perceived as just and equitable.

In this context, creating a climate of openness and mutual respect is important. The development of such an environment is therefore essentially related to the manner in which issues of human resource management and

development is handled. The watch words will be **equity, impartiality** and **openness**. Retreats and feedback will be used in facilitating such an *esprit de corps*.

## **4.2 Accountability And Governance**

Reforming the Public Service requires that we pay attention to issues of governance, that is, the way we relate to the citizens of the State in the management of a country's economic and social resources for development.

The concept is reflected in the extent to which:

- Government policies and decisions are deemed to be open and transparent;
- the bureaucracy which is sensitive to the needs of the citizens of the State, interested groups and stakeholders;
- the degree of accountability and professionalism is displayed by the agencies of the State;
- Civil Society is participating in public affairs;

In short what we require is a Public Service which is responsive, representative and acts responsibly.

### Responsive Public Service

Our Public Service is responsive when we display a high level of sensitivity to the needs of the public. We are representative when the decision, policies and activities of the Public Service are reflective view of the public.

### Responsible Public Service

The Public Service acts responsibly when it ensures that its behaviour is governed by a strong professional ethos coupled with effective means for ensuring accountability and performance.

### **Strategies**

The strategies to develop such a Public Services is indeed captured in all the various strategies of the Public Sector under the headings of:

- Human Resource Development and Management
- Planning, Monitoring and Budgeting
- Organisational Review

These strategies contain elements that seek to create a Civil Service, which is aware of its role in national socio-economic development. We therefore will be vigorous in pursuit of these strategies.

The strengthening of auditing, accounting and financial management and the search for continuous improvements in our regulatory systems, and legal institutions, will all aid in improving accountability and governance.

Accountability will be further secured through the promulgation of the Administrative Justice Bill. This Bill will, among other things, require that Public Officials give reasons when requested to by a person affected by their decisions. The Act will contribute significantly to increasing transparency of the operations of Government.

### **4.3 Public and Citizens' Participation**

The issue of transparency and governance is enhanced through the greater participation of Civil Society both organised and individually in the affairs of the State. In this regard, the following strategies will be employed:

#### **Re-introduction of Local Government**

This institution is seen as essential to the participation of Civil Society in the affairs of their communities. The process of re-establishing local government as a meaningful and viable entity is being actively pursued under the Local Government Reform process.

Already, a Task Force has been appointed to make recommendations on the most appropriate forms of Local Government to be established, the services to be undertaken by the Local Government Authorities and what mechanisms will be used to institutionalise the process.

## Establishment of a Permanent Consultative Committee

This Committee will comprise

- i. representatives of the Private Sector
- ii. representatives of the Public Sector
- iii. representatives of non-governmental organisations
- iv. representatives of Civil Society

This forum will serve as a vehicle for exchanging and sharing of information and policy advice on matters pertaining to the social and economic development of the State, and will be under the auspices of the Prime Minister.

## Office of Private Sector Relationship

This Office will continue to strengthen communication, co-operation and social partnership between Private Sector Organisations and Government. Strengthening of these links will ensure that the private sector's views will be considered on all matters pertaining to the socio-economic development of the State.

The Office, will in addition, support the strengthening and development of the Private Sector and its constituent institutions.

### Strengthening Community Based Organisations

To facilitate the effective participation of Civil Society in their development and in the business of government, attention will be given to strengthening the capacities of community-based organisations through (a) the provision of management and administrative training, and (b) providing, where possible, financial support to these bodies. Enhancing the capabilities of these bodies will provide another instrument through which public policy can be delivered.

### Policy on Public Communication and Consultation

The issue of public and citizen's participation will also be addressed through the process of public consultations with various interest groups on issues, which are of interest to them. In addition, Permanent Secretaries and Heads of Departments are authorized to hold such press briefings as required on issues of governmental policies. Issues of information dissemination will also be done through the publication of magazines and pamphlets and the greater use of the Government Information Service.

### Establishment of Complaints Bureau

The establishment of a Citizens Complaints Bureau will serve as a mechanism through which the public can make known its views on the operations and or services provided by the Public Service to the Citizens of the State. Such a Bureau will therefore serve to ensure that qualities and standards established for the Public Service are constantly reviewed, leading to improved service and value for money.

In this context, every Ministry will be required to provide a Customer Care Centre. The effective operations of such a Centre requires that the citizens of the State be made aware of such a desk, in terms of its location and access. It is therefore important that as much publicity as possible be given to this venture.

# **SECTION 5**

## **Supporting Processes**

5.1 Communication

5.2 Information Technology  
& Management  
Information Systems

5.3 Enabling Legislation

## 5.0 SUPPORTING PROCESSES

### 5.1 Communication Process

All effective organisations require an efficient and effective communication system. This is essential as the gathering, transmittal and sharing of information are critical elements for institution building.

#### **Problem Identification**

It can be said however, that the communication process within the Civil Service is fragmented at various levels.

This is in part due to

- Overlapping roles and responsibilities;
- The lack of clear definition of roles;
- The extent that information, which is public knowledge, is treated as official secret.

This has, inter alia, contributed to the following:

- Policies, procedures and other such information which are relevant to the conduct of the business of Ministries and Departments are sometimes not transmitted with the desired urgency;
- Ineffective use made of information technology;

- Delays in transmitting information to the Public, in particular, the answering of correspondence;
- Duplication of effort;
- Poor customer service;
- Insufficient feedback to internal and external customers.

Communication with the public is also a concern as, to a large extent, the general public is largely unaware of:

- (a) the location of; and
- (b) the services provided by various agencies of Government.

Indeed, access to Government Ministries and Departments is usually hampered by the state of telephone systems within the Public Service. Access is made even more difficult by the frequent changes of location of government offices and the lack of information on the telephone numbers for accessing these institutions. There are instances where such numbers have been changed, but these were not reflected in the Government listings as contained in the telephone directory.

### **Strategies**

Given all of the above, efforts will be made to:

1. Improve telephone access to various Government Departments;

2. Ensure that the public is made aware of the various telephone numbers for accessing Ministries, by publishing these in the *Gazette*, and local newspapers, particularly when these are changed;
3. Establishment of a computerised management information system within each Ministry and Department;
4. Ensure that the *Government* telephone listings are updated and current;
5. Public Consultations.

### Counter Services

The issue of communication with clients of the Public Service must also address the quality of counter service provided to the Public.

Counter services are generally left to junior officers, who, in most cases, lack both the organisational knowledge and interpersonal skills required for such a critical and demanding function.

The resultant effects of the above is usually:

- ◆ Insufficient and sometimes inaccurate information being supplied to the public;
- ◆ Insensitivity to customers;
- ◆ Delays in providing services to the public;
- ◆ Poor perception of the Ministry or Department concerned.

## **Strategies**

Some of the strategies for improving counter services of Government's Ministries and Departments are as follows:

- Counter service will be provided by experienced public officers. These persons will be knowledgeable about the operations of their Ministry and also that of Central Government;
- Officers responsible for providing counter service will be specifically chosen and provided with the necessary orientation;
- Officers providing counter services will be provided with name tags;
- A senior officer within each Ministry will be directly responsible for handling queries and providing explanations to the Public;
- Consideration will be given to reviewing the queuing system used within the Government Service.

## **5.2 Information Technology and Management Information Systems**

Increasingly, the world of business is being driven by the speed of information. The technology to support this is also developing at a rapid rate. Competitive advantages, cost reduction and efficiency are now being achieved through the leverage of information technology.

The Civil Service too, is affected by the rapid development in these fields. Indeed our ability to play the (a) mediatory (b) regulatory and (c) facilitatory role will depend largely upon the quality and speed of information at our disposal. In this environment, it is imperative that the Civil Service develops the strategy to meet the demands which will be placed upon it.

### **Strategies**

Such strategies will include:

- (a) the development of the appropriate management information system and policies;
- (b) strengthening the information technology capacity of the Civil Service through networking;
- (c) Integration of information among Ministries/Departments;

- (d) Offering efficient online service to Government Departments in the initial phase and to citizens and business sectors in the latter stages.

The above will be facilitated through the establishment of a Committee on Information Technology. This Committee will have the following responsibilities:

- a) assess the information technology needs of the Civil Service;
- b) appraise and recommend proposals for the acquisition of information technology;
- c) prepare guidelines and criteria for the selection of equipment and software;
- d) develop the appropriate training programme to facilitate the process;
- e) co-ordinate efforts in creating a Public Service data base and networking among government workers;
- f) training in Systems Analysis.

In this context, it must be noted that the current efforts at developing and improving:

- integrated financial management systems
- integrated tax information systems

are all efforts at improving and harnessing modern information systems within government.

### **5.3 Enabling Legislation**

Reforming the Public Service also requires that the legislation, which facilitates the functioning of the Public Service, be reviewed.

Some of the legislation which will be reviewed are:

- i. Finance Act
- ii. Customs Act
- iii. Land Development/Interim Control Act 1971
- iv. Local Authorities Ordinance
- v. Audit Act
- vi. Hospital Ordinance and Regulations
- vii. Crown Lands Ordinance

Government has already made amendments to the Interim Land Development Act to ensure the more efficient operation of the Development Control Authority. The legislation will be further modified to enable more concrete action on issues before the Authority.

Attention will also be given to the structure and composition of Boards and Authorities, which assist the Public Service in performing their functions. The establishment of a Public Service Act will also be pursued.

Government will also review the Pensions Act. The principal Act, which was enacted in 1967, has undergone a number of amendments over the years.

However, no thorough assessment, has been done on the Act in terms of (1) reviewing methods used in calculating pensions and gratuities; (2) the provision of the Pensions Act vis-à-vis that of the National Insurance Scheme and; (3) relevance of the Act to modern thought on pensions funds and human resource development and management.

# SECTION 6

The Way  
Forward



## 6.0 THE WAY FORWARD AND PLAN OF ACTION

The implementation of the Reform will as much as possible be Ministry specific. In that regard the responsibility for reform within each Ministry/Department will be that of the Permanent Secretaries and Heads of Department.

### **Individual Ministry**

To facilitate this process each Ministry will establish its own Internal Reform Committee. This Internal Reform Committee should be broad based and include representatives of all Sections within the said Ministry/Department. The Committee will be responsible for research and organisational assessment of the various processes, procedures and structures of their respective Ministries/Departments and explore strategies for increasing the efficiency and effectiveness of their Ministry/Department. Additionally the Internal Reform team will serve as a consultative body and liaison with the Ministry of the Public Service and the Office of Public Sector Reform.

These Internal Reform Teams will also include also a representative of the appropriate staff Associations.

It is however essential that the team develops the necessary skills to enable its members to act as facilitators and so assist the Ministry of the Public Service and the Office of Public Sector Reform in providing support to the

Ministries and Departments as they proceed to implement various aspects of the Reform.

Priority will be given to workshops for key managers and facilitators. These workshops will have specific performance objectives such as:

a. Changing the culture from administration to performance management:

- How to improve performance of a Ministry/Department as an organisation;
- How to improve performance of individual public officers;
- How to improve cross-ministerial/departmental co-operation, co-ordination, collaboration;
- Addressing issues of accountability and determining performance indicators;
- The importance, development and communicating of a Ministry's and Department's Mission /Statement;
- Budgetary controls and efficiency audits/checks.

b. Utilisation of Staff:

- Identification and development of a portfolio of skills;
- Development of interpersonal skills;

- Work-plans and assessment of productivity;
  - Records management;
  - Managing conflict
  - Leadership and team-work
- c. Improving Customer Service:
- What standards can the public/individual users expect;
  - How can complaints and redress be institutionalised;
  - Training for front-line staff;
  - Development of a Code of Conduct.
- d. Improving information systems:
- Identification of Information requirements for the key activities of a Ministry/Department;
  - Identification of training skills needed by staff to implement an information system based on the above;
  - Identification of the organisational changes which the above will involve and some of the current practices/activities which will become obsolete.

e. **Managing change:**

- Identification/analysis of where the organisation is, where it wants to be and an examination of changes needed in working practices to bridge the gap;
- Methods of communicating and involving all levels of staff in the process of change;
- Setting out clearly defined and measurable performance objectives;
- Monitoring and evaluating the change process.

### **Role of Cabinet and Other Agencies**

Notwithstanding the above a number of other institutions are essential for the efficient and effective implementation of the Reform activities:

#### **Cabinet of Ministers**

The Cabinet of Ministers will provide the highest level of guidance and leadership needed for the Reform efforts. It will therefore:

- Review results of ongoing initiatives
- Provide resources and support
- Give broad policy guidelines in keeping with government's policy.

- Make recommendations to Parliament for the modification and enactment of legislation pertaining to the structure and functioning of the Public Service.

In this respect regular consultations will be held between Cabinet and the various agencies engaged in reform efforts.

### **Committee of Permanent Secretaries**

The Committee of Permanent Secretaries is also a critical player in the Reform Process and will serve as a consultative forum for discussions on reform initiatives which call for common action and solutions. In this way the Committee will also serve to provide much needed input on the resolution of problems and issues arising out of the implementation stage.

### **Role of Trade Unions and Staff Associations**

The Trade Unions and Staff Associations representing employees of the Civil Service are major groups in the process of initiating the acceptance of the Reform Process. It is therefore essential that representatives of the workers be on each Internal Reform Committee. This action will recognise the role of the Trade Unions as partners in the strides towards creating a new Civil Service. It is also anticipated that the various Staff Associations would continue to be represented on various Committees and or Commissions dealing with matters pertaining to the general management of the Government Service.

## **Role of the Ministry of the Public Service**

The Ministry of the Public Service is vital to institutionalising the Reform Initiative. In this respect, it is expected that this Ministry will continue to:

- Develop policies which are common to all Ministries and Departments;
- Serve as a clearing house for information;
- Provide technical advice to the various reform teams;
- Ensure organisational equity and justice in the issue of public sector reform.
- Develop quality targets;
- Provide training, workshops and seminars on issues of public sector reform;
- Monitor the achievement of quality targets.

## **Role of the Office of Public Sector Reform**

The responsibilities of the Office of Public Sector Reform is to:

- Ensure the coordination of all reform initiatives;
- Serve as a research arm on all areas of public sector reform;
- Monitor and evaluate the efforts at reform taking place in each Ministry/Department;

- Secure and arrange for various consultancies on public sector reform;
- Disseminate information on all aspects of public sector reform.
- Prepare quarterly reports on activities geared towards Public Sector Reform for submission to Cabinet.

## PLAN OF ACTION

The plan of action and its implementation recognises the following that:

1. a number of Ministries have already began the process of organisational reviews and are at various stages in the reform process.
2. a number of initiatives are already ongoing;
3. it is important that the reform show some success at a very early stage;
4. the reform activities in some cases will be Ministry specific and some others will be system wide;
5. a system of coordinating all reform efforts is essential in order to achieve a coherent reform programme;
6. a number of reform activities will run concurrently.

Given all of the above the following Plan of Action is proposed.

ACTIVITIES	PURPOSE	RESPONSIBILITY
Presentation of White Paper to Cabinet	Approval by Cabinet	Responsibility of Office of Public Sector Reform
Circulation of White Paper to all Ministries and Departments	To publicize the Public Sector Reform Agenda	Office of Public Sector Reform
Retreat with Ministers and Permanent Secretaries	Sharing of Information and consensus building on Public Sector Reform	Cabinet Secretary, Office of Public Sector Reform
Activation of Publicity and Communication Committee of White Paper	Information dissemination	Office of Public Sector Reform, G.I.S., Ministry of the Public Service
Holding of Retreats by various Ministries	Preliminary discussions on deciding core functions of Ministries or refinement of previous documents	Individual Ministries
Establishment of Change Teams	To begin the process of Ministry specific reforms	Individual Ministries
Identification of Ministries/Departments for specific focus	To achieve some visible success and thus gain further public support for reform	Cabinet of Ministers
Training of Change Teams	To provide common understanding on the management of change	Ministry of the Public Service, Office of Public Sector Reform

Organisational Review	Identification of core process and procedures of Ministries	Individual Ministries Office of Public Sector Reform, Ministry of the Public Service
Establishment of Human Resource Development Units/Teams	To facilitate the improvement and/or introduction of activities aimed at improving Human Resource Development	Individual Ministries, Ministry of the Public Service
Drafting of Public Service Legislation	To guide the behaviour of public officers	Services of Consultant to be secured
Establishment of Work Improvement Teams/Quality Circles	Improving Quality and Performance	Ministries/Departments
Appointment of Committee to Review Appraisal Systems	Develop appropriate appraisal systems	Ministry of the Public Service
Establishment of or Strengthening of Planning Teams with Ministries	First step towards adopting integrated planning framework	Individual Ministries
Training Workshops on Strategic Planning and Performance Budgetting	Improving capability among major players	Office of Public Sector Reform and Ministry of the Public Service
Re-structuring Ministry of the Public Service	To enable this Ministry to play a more aggressive role on issues of Reform	Cabinet

Establishment of Sub Committee of Permanent Secretaries	Forum for dialogue and discussion on issues of Quality etc.	Cabinet Secretary
Establishment of Economic and Social Council	Consensus Building in the Strategic Direction of the State	Cabinet

## **Cost Implications**

An initial assessment of the areas for which cost will be incurred are:

- (a) training
- (b) consultancies
- (c) communication strategies and
- (d) restructuring of Ministries and Departments

Given the magnitude of the reform process, coupled with the fact that the major thrust of the exercise will be, as far as possible, implemented by the individual ministries, it is not feasible to identify precisely the cost associated with reform.

Provisions have already been made for some of the estimated expenses in the Estimates of Expenditure for the financial year 2000/2001. The sum of \$120,904 has been provided under the Capital Head of the Public Sector Reform Programme. Provision has also been made in the allocation of some Ministries for activities associated with the reform effort.

To minimise the cost to Government, use will be made of officers within the Public Service to conduct training programmes and undertake organisational review. In addition, external assistance will be sought from the (a) Commonwealth Secretariat, (b) Caribbean Centre for Development Administration and (c) Department for International Development.

Further, by working within existing staff complement, the cost associated with any restructuring should be kept to a minimum.

The expected cost associated with the reform activities should however be offset by the expected increases in productivity that will accrue out of the reform process.



## PLAN OF ACTION - MACRO AND MICRO

Activities in order of Priorities (Proposed)

□ Macro-Activities (System Wide)

1. Hosting of Retreat - Ministries, Permanent Secretaries and Heads of Departments - (pg. 24)
2. Re-structuring of the Ministry of the Public Service (Section 3)
3. Re-structuring of the Cabinet's Office (pg. 49)
4. Selection of Ministries for specific attention
5. Establishment of Permanent Consultative Committee (pg. 102)

□ Macro-Activities - Committees

1. Sub Committee of Permanent Secretaries to examine issues of reform (implementation) (pg. 119)
2. Establishment of Committee to review appraisal system (pg. 83)
3. Establishment of Committee on Management Information Systems (pg. 111.)

4. Committee to review Classification and Pay Plan (pg. 89).

□ Micro-Issues (Ministry Specific)

1. Holding of Retreats

2. Establishment of Change Teams

3. Organisational Review

4. Organisational Re-Structuring

5. Development of Human Resource Units or Team

6. Establishment of Customer Charter

7. Establishment of Work Improvement Team

8. Establishment of Quality Control Coordinator

9. Establishment of Planning Units or Teams

□ Legal Issues

1. Drafting and Enacting of Public Service Commission Rules and Regulations

2. Drafting and Enacting of Public Service Act and Regulations

3. Review of existing legislation pertaining to the functioning of Ministries and Departments.