

**ANALYTICAL FRAMEWORK FOR  
INSTITUTIONAL ASSESSMENT OF  
CIVIL SERVICE SYSTEMS**

**BARBADOS**

AUGUST 2002.

# **DRAFT FINAL REPORT**

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# 1. IDENTIFICATION DATA AND SCOPE OF THE WORK

## LOCATION:

Barbados is the most easterly of the Caribbean islands . It is located 13° 10' North latitude and 59° 35' West longitude. It lies 435 km (270 miles) north east of Venezuela and 300 km (200 miles) to the north east of Trinidad and Tobago. The total area of Barbados is 430 square kilometers.

## POPULATION and LABOUR FORCE STATISTICS:

Barbados has a population of 268 thousand of which 80% are of African descent, 4% are of Caucasian descent while 16% classify themselves as other.<sup>1</sup> The official language of Barbados is English. The labour force in this country consists of 52.7% of the population (1996 -2000), and the unemployment rate during the period 1991-95 was 19.7% of the total population. In Barbados, so far as Public Sector employment is concerned, this can be broken down into a number of categories:

✎ **Civilian Central Government** (excluding education, health and police). This includes officers of the central executive and all other departments that directly depend on the Head of State or Parliament, together with all other ministries and administrative departments, including autonomous agencies. Education, health, and police employees paid by central government are accounted for separately. Approximately 3.8% of the population were employed with the Civilian Central Government (1991-1995).

✎ **Education** : this covers employees in the primary, secondary, and public schools. Approximately 1.1% of the population were employed in this area (1991 -1995).

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<sup>1</sup> Trends and Forecast. *Population in Focus*, Series One – Issue One, August 2001. (Source: Ministry of Labour and Public Sector Reform), p. 6.

☞☞**Health Employees:** Covers medical and paramedical staff (doctors, nurses, and midwives) . It includes also laboratory technicians employed in government hospitals and other government health institutions. Approximately 1.5% of the total population were employed in this area (1991-1995).

☞☞**Police:** includes all personnel whether military, paramilitary or civilian that exercise police function. ( Statistics are not available).

☞☞**The Armed forces:** covers all enlisted personnel and professional military. Statistics for this category are not available.

The Total Central government wage bill as a % of Gross Domestic Product for the period 1996 - 2000 was \$EC11.7mn.<sup>2</sup>

## **GOVERNMENT:**

Barbados attained independence on the 30<sup>th</sup> November, 1966 and is, at present, a constitutional monarchy with a parliamentary system of government. The Chief of State is Queen Elizabeth II who is represented in Barbados by a Governor General ( currently Sir Clifford Straughn Husbands – June 1st, 1996). The Head of Government and Prime Minister is Owen Seymour Arthur (6<sup>th</sup> September, 1994). Barbados has a bi-cameral Parliament consisting of a Senate, comprising twenty one (21) members who are appointed by the Governor-General. In addition there is a House of Assembly consisting of twenty-eight (28) seats. Members of the Assembly are elected by direct popular vote in singly-member constituencies to serve a five-year term. Barbados has three major political parties: the Democratic Labour Party (DLP), the Barbados Labour Party ( BLP) and the National Democratic Party (NDP). Although Barbados is a central government with no local government system, it is broken down into a number of administrative divisions or parishes namely, Christ Church, Saint Andrew, Saint George, Saint James, Saint Joseph, Saint Lucy, Saint Michael, Saint Peter, Saint Philip, and Saint Thomas.

## **ECONOMY:**

The economy of Barbados has been dependent historically on sugar cane cultivation but recently there has been diversification into manufacturing and

tourism. The year 2000 marked a record of eight consecutive years of real GDP growth in the Barbadian economy. Real GDP grew by an estimated 3.6% which was faster than the rate of 2.3% recorded in 1999. Growth in 2000 was driven by the improved performance of the export sectors, particularly sugar and tourism. The external position of Barbados was strengthened in the year 2000 as net international reserves rose by \$351.7million to a total of \$964.5 million, registering the highest level of net international reserves on record. At the end of December 2000, the import reserve cover grew to nearly twice the internationally accepted target of 12 weeks or approximately 5 1/2 months, up from 13.6 weeks or approximately 3 1/2 months in 1999.<sup>3</sup>

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<sup>2</sup> Taken from " County Sources for Barbados, 2000.

<sup>3</sup> *Barbados Economic and Social Report 2000*, Presented to the Legislature by the prime Minister and Minister of Finance and Economic Affairs, Th Rt. Hon. Owen S Arthur, July 2001. Prepared by the research and Planning Unit of the Ministry of finance and Economic Affairs, July 2001.

## 2.

### **EXECUTIVE SUMMARY**

The Public Service of Barbados is the largest single employer<sup>3</sup> in the country, it serves the largest clientele and has the highest expenditures. There are approximately twenty ministries and a number of Departments, Statutory Bodies and Public Enterprises. Formerly many of the human resource functions in the public service were highly centralized. Recruitment, selection, promotion, discipline and termination were determined by the various Public Service Commissions which include the Public Service Commission, The Judicial Service Commission, The Police Service Commission, and the Electoral and Boundaries Commission. However, there have been a numerous attempts to reform this sector since independence and many of the centralized structures have been reformed to allow for some measure of delegation to line ministries and authorities and in other cases new agencies have been established. The Ministries that were previously responsible for Human Resource Management functions

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included The Ministry of the Civil Service Division, The Personnel Administration Division, and The Training Administration Division .These Divisions all formed part of the Ministry of the Civil Service and were under the control and direction of the Minister of the Civil Service.

The functions of the Ministry of the Civil Service Division, previously referred to as the Establishments Division, included the creation of positions and the determination of terms and conditions of service applicable to such positions. This Division was and still is also responsible for Industrial Relations and for the coordination of Public Sector Reform. The Personnel Administration Division functioned as the Secretariat of the three Services Commission- The Public Service Commission, The Judicial and Legal Service Commission and the Police Service Commission. It was responsible for appointments and promotions, the award of training and study leave, and discipline, as well as the award of pensions and gratuities. This Division also had responsibilities for the recruitment of temporary staff, the grant of leave and leave passages to public officers. The Training Administration Division also played a critical role in the process of Human Resource Management. In consultation with Ministries and Departments, this Division organized service wide training courses, advised Ministries and Department on the organization of departmental training courses and managed Government's overseas training programmes.

However, during the 1960s – the late 1980s a number of major deficiencies in the public sector were identified by policy-makers and reformers. Some of these deficiencies included:

- ✍️The fragmentation and centralization of human resource management which was reflected in the duplication of responsibilities, delays in decision-making, lack of accountability, no overall budgeting for human resources and inadequate communication structures.
- ✍️Absence of planning and budgeting for human resources - because the responsibilities for existing activities related to human resources in the public services were fragmented, the activities of the existing personnel function were not conducted with an overall plan for people management in the public service.

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- ☞☞ Over emphasis on procedures and regulations- because the emphasis in the public service was on the adherence to ‘regulations’ more energy was directed to procedures than on productivity improvement or overall improvements of people management skills of managers in the public service.
  - ☞☞ Reactive decision making- policy making in the public service was reactive rather than proactive.
  - ☞☞ Over reliance on seniority for promotion.
  - ☞☞ Delays in enforcing disciplinary proceedings.

Apart from these issues, however, a number of pressures were also placed on the Government of Barbados to reform the public sector during the 1980s and 1990s.

These included:

- ☞☞ Fiscal deficits.
- ☞☞ The pressures of global economic liberalization and the need to encourage growth and productivity in the private sector.
- ☞☞ Unfavourable trade conditions heightened by global trade groupings.
- ☞☞ Debt burdens and high interest rates.
- ☞☞ The increase in the role of the state and the need to define the role of government.

In 1997, therefore the Government of Barbados embarked on a number of reform initiatives. Although many of the functions remained with the centralized agencies, the Government, in addition, established an Office of Public Sector Reform. This Agency was given the following responsibilities:

- ☞☞ The Development of Strategic Plans
- ☞☞ The conduct of organizational reviews.
- ☞☞ Assisting agencies with their Customer Charter Programmes.
- ☞☞ Reviewing/Upgrading of systems.
- ☞☞ The establishment of Internal Reform Committees.

Reform measures introduced by the Government of Barbados included the introduction of a Job Evaluation System , the computerization of personnel and financial records, the introduction of a Performance Management System, and training in areas such as strategic planning, change management, team building, stress management, customer service skills, project management and registry

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procedures. There were also recommendations to review the existing legal framework.

Although, these reform measures and systems were proposed, however, it has been found that the rate of implementation has been slow. One of the reasons that have been advanced by officials of the ministries, employees and officials of the various trade unions was that the political will to push the reform process was lacking. Yet, if political will is to be evaluated along criteria such as the establishment of the Office of Public Sector Reform in 1997, Government pronouncements that supports the reform exercise and a generous budget for training, one can suggest that the Government of Barbados is supportive of this venture.

Rather, while the lack of "political will" is not a determining factor, what certainly could have led to the slow rate of success in the reform process to date has been the shift in political regimes or even ministers. Experience demonstrates that while one regime may be committed to expansion of the portfolio of one ministry, another may suggest contraction of this portfolio. Yet, another may suggest transferring responsibilities from one agency to another. These decisions tend not only to create confusion in the mind of the reformers but also it has implications for Strategic Planning and Human Resource Planning as well.

Another constraint identified by officers in the Public Sector was that many of the senior civil servants were reluctant to move from tested and tried processes to new systems and procedures. They contended that older Civil Servants were unfamiliar with the new technology such as computerization and therefore they were reluctant to embrace the "new" systems. In other words, top level managers were afraid of change. No doubt this issue has been identified in a lot of the current literature on reform and in this case study it seemed to be supported by interviews with Civil Servants from the rank and file. These middle and junior level officers suggested that they were anxious to change from



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the traditional system to a 'new' system that would allow for greater mobility. They contended, however, that the managers at the top were reluctant to embrace the new philosophies. They also argued that while they were sent for training and were willing to introduce new processes and systems, their training was largely ignored on their return to the organization.

While it was clear that these factors were critical, there seemed always to be a larger issue. Reformers failed to conceive of Public Sector or Human Resource Management reform as an integrated system. Rather, systems and processes were introduced without taking into consideration how they would inter-relate with other systems. For example, in order to introduce a successful Performance Management System, it would be necessary to have proper job descriptions, a clear pronouncement by the Government with respect to bonus payments for performance along with the replacement of seniority considerations by performance criteria, training, proper spans of control, along with a system of career path planning. In this case, a number of the 'new' systems were introduced in isolation.

At this period, however, it is difficult to conduct a proper evaluation of the Civil Service of Barbados since it is in a state of transition - moving from an old system of "Personnel Administration" to a new system of " Human Resource Management." One cannot evaluate the 'old' because many of these old measures are being revised; yet it is even more impossible to evaluate the 'new' system since many are in the pilot stage while others are mere proposals. Essentially, however, the environment for Human Resource Management is positive.

*Observations.*

Barbados, unlike many of her Caribbean neighbours have had, over the years, relatively stable governments with regular oscillation between the governing parties and opposition parties. Moreover, it has been suggested that the two major parties are ideologically alike. This has allowed for consensus in decision-making between both the Opposition and the Government. Along with a relatively stable political environment, during the late 1990s there has been a marked expansion in

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economic growth due to the increased revenue from manufacturing and tourism. No doubt these two factors will be critical in determining the outcome of the present thrust towards Public Sector and Human Resource Management reform.

*Sources Used:* This research drew on data from the Public Sector, Interviews with top managers, interviews with employees in the Public Sector, officers of the Union and civilians. It also included interviews with University lecturers and consultants. Unfortunately, little data was available from the libraries of the University of the West Indies, St Augustine and Cavehill Campuses. Statistics of absenteeism and dismissals were not available.

### **3.**

## **BACKGROUND REVIEW AND INSTITUTIONAL CONTEXT**

### **3:1 ANTECEDENTS**

Barbados was the second colony to be settled by the British, following the settlement of St Kitts in 1623. Immediately after settlement, an administrative system was introduced in the colony. It consisted of a Governor, a Council and an Assembly. The Governor was appointed by the Crown, while the Council was appointed by the Governor. The Assembly, on the other hand, was elected by free and voluntary election of free-hold land owners.

A major milestone in the development of Public Administration in Barbados was the passage of the Executive Committee Act 1891 (No. 24) which provided for an Executive Committee made up of representatives of the Assembly and Legislative Council. The Executive Council which was appointed by the Crown consisted of the Governor, the Colonial Secretary, the Attorney General, ex-officio members and two other members. The role of the Executive Committee included:

- ☞☞To advise the Governor on any measures which the Executive wanted to bring before the Legislature, including the introduction of all money votes.
- ☞☞To transact public financial business.
- ☞☞To look after public works.
- ☞☞To control and manage certain public institutions.
- ☞☞To be responsible for the preparation of the annual Estimates of Revenue and Expenditure.
- ☞☞The Attorney General, if elected as a member of the House introduces and takes charge of all government measures in the House.

There was at this period, however, two levels of government, namely, a central government and local government administration. While many of the responsibilities for funding and governmental policies were determined by the central government, by the representation of the People Act (1901/2), local administration was concentrated in eleven Parish Boards of vestries. Each vestry was elected annually under the provisions of this Act. The rector of the parish was ex-officio Chairman and the functions of these bodies included:

- ☞☞The appointment of Guardians for the care of the sick and the poor.
- ☞☞The supervision of the almhouse.
- ☞☞The control of sanitation
- ☞☞The upkeep of roads.
- ☞☞The levying of rates on lands and houses and taxes on trade vehicles and draught animals.

By 1938/9 Barbados had a Legislative Council but still did not have responsible government. The Crown retained the right of veto over the Legislative Council while the secretary of State of the Colonies retained responsibility for the appointment and control of public officers. The Governor's role in the colony was two-fold: to uphold imperial interests and oversee execution of imperial policy;

second, to supervise all branches of local administration. The Council was the Governor's chief advisory body while the Assembly had the power of approving supplies.

The next major development in Public Administration occurred in 1946. The then Governor, Sir Graham Bushe, invited the person who he felt commanded the majority support in the House of Assembly to nominate persons to the Executive Committee. This was a major departure since the Attorney General was no longer the chief spokesman of the Executive in the House of Assembly; the majority leader now performed that role. The result was that the Executive Committee became the effective organ of the government, accepting collective responsibility for policy. The implications of this change were that if the House defeated the government, it would have had to be prepared for dissolution. In other words, this ushered in what may be termed an 'embryonic' form of ministerial government.

In 1951 Universal Adult Suffrage was introduced in Barbados and on the 1<sup>st</sup> February, 1954 a ministerial system was inaugurated in the Legislative Council Chamber. G H Adams was appointed premier by the Governor and four other full-time ministers were appointed from the Barbados Labour Party. They were given the following portfolios:

1. Premier – G.H. Adams- Finance, Revenue Department, Education, Police, Fire Brigade and Local Government.
2. R. G. Mapp – Minister of Trade, Industry and Labour including trade and commerce, industry, tourism, minerals and labour.
3. C. E. Talman – Minister of Agriculture including agriculture, lands and fisheries.
4. H. G.H. Cummins – Minister of Social Services including medical and health services, old age pensions, prisons, probation, social welfare and library.
5. M.E. Cox. – Minister of Communication, Works and Housing including aviation, electricity, harbour and shipping, highways and transport, post office, public works, waterworks and housing.

In May 1954, the Legislative Council of Barbados agreed to sixty amendments and a Local Government Bill was passed. This Bill involved the reorganization of local government systems, including the abolition of the eleven vestries and their substitution by city councils. The position of Lord Mayor was established in Bridgetown.

In 1958, a Cabinet Government was firmly established. Under the Interpretation Act, the Governor-in-Council was provided with the power to delegate his duties and functions under the Executive Committee Act to Cabinet Ministers all of whom were members of the Executive Committee. A Minister without portfolio was also appointed as a member of the Legislative Council. This Minister was responsible for Government business.

During this period a number of administrative changes were introduced. Although the Chief Secretary remained responsible for personnel matters in the Civil Service, the Premier assumed responsibility for the maintenance of law, order and internal security. A number of other reforms were also introduced as follows:

- ☞ 1<sup>st</sup> April, 1956 - Establishment of a Housing Authority.
- ☞ 1956 – The introduction of the Factories Act.
- ☞ 1957 – The establishment of a deep water harbour at Bridgetown.
- ☞ 1957 – A Town Planning Advisory panel was set up under chairmanship of Building Advisor to Comptroller for Development and Welfare in the West Indies to advise on planning problems.

There were very few attempts to reform the Civil Service during the 1960s, apart from the abolition of the system of local government administration in 1969. During the 1970s, however, attempts at administrative reform were undertaken when a consultant from the United Nations, Thorbjorn Sorum was contracted to make recommendations on the necessary reforms. One of his major recommendations was that government business should be organized according to 'purpose.' Some of the major changes during this period included the

establishment of the Organization and Management Division ( currently the Office of Public Sector Reform) along with the assignment of responsibility for coordination to the Head of the Civil Service for the implementation of administrative changes.

In 1986 the government launched what has been described as ‘an ambitious reform programme’ but which by 1988 lost its momentum. It has been suggested that the lack of success of this effort was due to lack of resources. By October 2000, in her address to “ the Ministerial Consultation on Capacity Building for Small States in Rome,’ the Head of the Civil Service, Avril Gollop stressed that Barbados had entered into an agreement to undertake an Investment Sector Reform Programme, the objective of which was to increase the competitiveness of the Barbadian economy and improve the climate for private sector investment. One of the early objectives of this programme was the establishment of an information network within Government to facilitate a responsive and efficient environment for the attraction and administration of international financial services and international business. This reform exercise is still ongoing.<sup>4</sup>

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<sup>4</sup> Sources: (1) *1938/39 Colonial Reports*- No. 1913 – Annual Report on the Social and Economic Progress of the People of Barbados 1938/9, published by His Majesty’s Stationery Office. Archives, Barbados.  
(2) *Colonial Reports*- Barbados 1954 and 1955, London, Her Majesty’s Stationery Office, 1957. The Archives, Barbados.  
(3) *Colonial Reports*- Barbados 1956 and 1957, London, Her Majesty’s Stationery Office, 1959. The Archives, Barbados.  
(4) *Brief on Policy Framework for Public Service Act*, 2002-10-10. Source: Office of Public Sector Reform, Barbados.  
(5) *CARICAD Newsletter*, Volume 13, No. 1, April 2001.

## **3:2 LEGAL FRAMEWORK**

### **EXISTING LEGAL FRAMEWORK.**

Management of the Public Service of Barbados rests on the following legislative instruments:-

1. Chapter V11, 1X and X of The Constitution of Barbados.
  2. The Civil Establishment Act and associated Orders.
  3. The Service Commissions ( Public Service) Regulations made under the Service Commissions Act Cap. 34.
  4. The Service Commissions ( Police Service) Regulations.
  5. The Police (Discipline) Regulations.
  6. The Police ( Promotion) Regulations.
  7. The Financial Administration and Audit Act and associated rules.
  8. The Training Act Cap. 35.
  9. The following pension acts-
    - i. The Pension Act, Chapter 25.
    - ii. The Casual Employees Pension Act, Chapter 20.
    - iii. The Public Employees Pension Act, Chapter 30.
    - iv. The Widows and Children Pensions Act, Chapter 37.
    - v. The Teachers ( Secondary) School Pension Act, Chapter 56.
    - vi. The Statutory Boards Casual Employees Pension Act Chapter 383.
    - vii. The Statutory Boards Pension Act, Chapter 384.
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## **A BRIEF DESCRIPTION OF THE EXISTING LEGISLATION.**

### **1. The Constitution.**

Chapter V11 of the Constitution sets out the establishment of the Judicial and Legal, Public and Police Services Commissions, and also the appointment of judicial, legal and public officers. It also provides protection for the pension rights of the officers.

Chapter 1X establishes the Consolidated Fund and makes legal provision for the laying in Parliament of the Estimates of Revenue and Expenditure. Chapter X deals with miscellaneous issues such as definitions, for example “ a public officer is defined as the holder of any public office including any person appointed to act in any such office.”

### **The Civil Establishment Act**

This Act makes provision for the establishment of offices in the Public Service and for the recruitment and remuneration of public officers. This is executed through various civil establishment orders; for example, the Civil Establishment ( General) Order is the legal basis for the establishment of posts in the public service.

### **The Service Commissions ( Public Service) Regulations.**

These regulations set the framework for the following:-

- a. Functions and duties of the Commission
- b. Appointments and Promotions.
- c. Probationary service, Termination of Appointments and Retirement.
- d. Discipline.

- e. Special provisions relating to the exercise by authorized officers of powers of appointment and discipline.

### **The Service Commissions ( Police Service) Regulations.**

These regulations set the framework for the following:-

- a. Proceedings of the Commission
- b. Termination of Appointments.
- c. Discipline.

### **The Police ( Discipline) Regulations.**

These regulations specify the procedures for the conduct of disciplinary proceedings( including the hearing of charges and taking of evidence), the penalties that may be imposed and the procedure for appeal.

### **The Police ( Promotion) Regulations.**

These regulations indicate the procedures for the promotion of officers to a rank not higher than that of Inspector.

### **The Financial Administration and Audit Act**

This Act and the subsidiary legislation- The Financial Administration and Audit ( Drug Service) Rules, the Financial Administration and Audit ( Financial) Rules and the Financial Administration and Audit ( Supplies) Rules deal with the government's conduct of its financial affairs. The issues covered include the preparation of estimates, the control and classification of expenditure, and accounting for public moneys.

### **The Training Act.**

The Training Act makes provision for the establishment of a Training Fund and a Training Loan Fund. The latter fund is used to make loans to public officers and public employees for the purpose of assisting them to pursue a course of study of training approved by the Minister.

### **Pension Legislation**

The Pension Act details the procedures governing the grant of pensions and gratuities to all categories of government employees. These matters include the circumstances in which pensions and gratuities may be granted, determination of the length of service of employees, computation of pensions and gratuities, deaths in the Public Service and the circumstances in which pensions may cease or be suspended.

### **PROPOSED REVISION OF THE EXISTING LEGISLATION.**

A number of deficiencies of the existing legislation have been found and as a result of a consultation (The Head of the Civil Service, the Cabinet Secretary, Permanent Secretaries, Representatives of the Congress of Trade Unions and Staff Association of Barbados) a framework for a 'new' Public Service Act was developed. This Act which is a replacement of the Civil Establishment Act is anticipated to lead to the following improvements:

- Improved accountability for public officers.
- Establishment of a code of ethics on standards of behaviour expected in their working lives.
- Enhancement of the role and functions of the Services Commission.
- Improve the current mechanism for appointment, promotion, transfer, discipline and tenure of public officers, to be based on the principles of merit, fairness, transparency and equity.
- Modes of leaving the public service.
- Management of financial administration.
- Ensuring a safe working environment for public officers.
- Developing a succession-planning system together with a compensation management system that would attract, motivate and retain employees in the public service.
- Develop techniques that contribute to high morale, motivation and job satisfaction among public officers.

- A clear definition of what constitutes misconduct.<sup>5</sup>

### 3:3

## OTHER ELEMENTS OF CONTEXT.

### (a) The Key economic and demographic indicators of Barbados.

| <b>Indicators</b>                       | <b>1998</b> |
|---|-------------|
| Mid Year Population (0000)              | 266.8       |
| Working age Pop ( end of year 000)      | 133.2       |
| GDP (constant 1974 prices,Bd\$mn)       | 957.5       |
| % change in GDP (real)                  | 4.4         |
| G.D.P per capita ( current prices BD\$) | 14,700.     |
| Consumer price (% rate of growth)       | -1.3        |
| Exchange rate ( per US\$)               | 2.0         |
| Merchandise exports (fob)               | 248.2       |
| Merchandise imports (cif)               | 1,009.8     |
| Trade Balance                           | -644.1      |
| Current Account Balance                 | -55.9       |
| External public Debt (US\$ mn)          | 438.6       |

Central Bank of Barbados- several years.

### (b)Labour Force Statistics

| <b>Main Labour Force Indicators</b> | <b>1999</b> |
|-------------------------------------|-------------|
| Labour Force (000)                  | 136.6       |
| Male                                | 71.0        |
| Female                              | 65.6        |

<sup>5</sup> Sources: (I) A Challenge to Change, *Quarterly Newsletter of the Office of Public Sector Reform*, April – June 2000, Volume 4. No. 2. (ii) *Brief on Policy Framework for Public Service Act, 2002-10-10*. Source: Office of Public Sector Reform, Barbados.

|                               |       |
|-------------------------------|-------|
| Employed Labour Force         | 122.4 |
| Male                          | 65.5  |
| Female                        | 56.9  |
| Unemployed Labour Force (000) | 14.2  |
| Male                          | 5.5   |
| Female                        | 8.7   |

*Source: Continuous Household Sample Survey, Barbados Statistical Service (various years).*

### **(c) Major Public Sector Reform Initiatives – December 1998 – 2002.**

1. – December 1, 1998 - The Conversion of Casual Workers to Public Officers  
Over 4,000 casual workers and public employees were appointed as public officers.

Implications:

- i. Security of tenure.
- ii. Pension benefits.
- iii. Credit facilities.

2. The Establishment of 1,000 temporary positions to allow temporary officers to be appointed. The following appointments have been made-

| Year | No. of Appointments |
|------|---------------------|
| 1997 | 691                 |
| 1998 | 661                 |
| 1999 | 1365                |
| 2000 | 4010                |
| 2001 | 427 ( up to May)    |

Increased manpower has been provided to the Police, Post Office, Prison, Nurses, Customs, Immigration and all other vital sectors of the public service.

3. Amendment to Pension Legislation.

- i. A temporary officer , once he has at least ten years service) may receive pension upon retirement.

- ii. An officer who has been acting in a higher position for three consecutive years, or three years in the last five years of his career, will have his pension calculated at the higher salary.
4. The commencement of a Job Evaluation Exercise.
5. The introduction of a Performance Management System.
6. The Introduction of the Flexibility Responsibility Allowance. The allowance is aimed at compensating police, prison and nursing officers for the extra hours they are required to work
7. The introduction of an Employee Assistance Programmes.
8. The Computerization of the Government's Financial and Human Resource Functions.

## **4.**

# **FUNCTIONAL ANALYSIS OF THE CIVIL SERVICE HUMAN RESOURCE MANAGEMENT SYSTEM**

## **4:1.**

### **HUMAN RESOURCE PLANNING**

#### **Background:**

Planning for human resources in any Public Sector cannot be done in a vacuum. Rather, Ministries, Departments and agencies must be aware of their needs, both current and future, and then acquire the resources required to meet those needs. In the public services of many of the countries of the Commonwealth Caribbean, there was little or no development planning and many ministries, departments and government agencies often functioned according to the 'ambitions' of ministers. The goals of the ministries were not tied into any national plans and in a number of instances ministries, agencies, departments and state-owned-enterprises were either expanded, created or sometimes abolished when newly elected governments came into power.

Human Resource Management, therefore, was not a top priority. Rather, the various Service Commissions, which were responsible for recruitment, selection, promotion, discipline and termination, recruited employees on the basis of two major criteria: the number of existing positions on the establishment ; secondly on the basis of the funds that were allocated by the Ministry of Finance. Thus, Human Resource Planning was confined to the filling of vacant positions when these occurred. It should be noted, also, that because the system of filing was manual, it was difficult to match employee skills to job description.

By the late 1980s, however, governments in many of these countries, adopted many of the features of “ New Public Management.” New Public Management was based on a number of principles including :

- ✍✍ Managers are given the freedom to manage
- ✍✍ Contracting out of government services
- ✍✍ Privatization
- ✍✍ The reduction of the public sector
- ✍✍ Emphasis on output and performance

In an effort to improve the performance of the Public Sector, governments also introduced new systems and processes including Strategic Planning in the ministry, the replacement of archaic filing systems with computerized systems, the introduction of computerized payrolls, job evaluations.

#### ***Current attempts to improve Human Resource Planning in Barbados.***

In February 1997, The Office of Public Sector Reform was established in Barbados. The responsibility of this agency is primarily to facilitate various Ministries and Departments of Government in the following areas:

- ✍✍ Developing Strategic Plans.
- ✍✍ Conducting organizational reviews.
- ✍✍ Assisting agencies with their Customer Charter programmes.

- ✍✍ Reviewing/upgrading of systems.
- ✍✍ Establishing of internal reform committee.
- ✍✍ Assisting in the development and implementation of reform initiatives including co-ordination of training programmes.

The discussion which follows will accordingly look at the key systems and structures that are being introduced in the Public Sector of Barbados to facilitate and improve the Human Resource Planning process.

#### i. **Strategic Planning**

The outline of the strategic plan of each ministry/agency /department outlines the direction of each organization as well as plans, programmes, implementation strategies and resources required. It is supposed to address such pragmatic questions as:

- Where is the organization now?
- Where does the organization wish to go?
- How will the organization get there?
- Who will do what?
- How is the organization doing?

In other words, Strategic Planning as a management tool establishes the broad framework for the programmes and projects which are being implemented as a means of bringing about the planned or desired changes in the Public Service of Barbados.( See Appendix 1) The programmes include:

***Programme Budgeting:*** This programme of reforming financial management in the Public Sector has two major objectives:

- (a) Programme budgeting is activity based i.e. it identifies the cost of each activity performed by ministries/departments/agencies.
- (b) It encourages the management of ministries and departments to focus on outcomes rather than procedural issues.

***Performance Management:*** This system has a number of fundamental features:

- (a) the establishment of performance standards at the start of the appraisal process;



- (b) it is a process of continuous monitoring, appraisal and feedback designed to guide the employee.
- (c) the joint completion of the appraisal form by supervisor and employee.

**Customer Service Improvement Programme:** A fundamental tenet of the reform process is that the Public Service becomes more sensitive to the need of the public by providing prompt and efficient service.

Nine stages are proposed in the Strategic Planning Process for the Public Service of Barbados . These are illustrated in Table 1.

**Table 1: The Strategic Planning Methodology**

|                |         |                                    |
|----------------|---------|------------------------------------|
| <b>Phase 1</b> | Stage 1 | Situation Audit/Environmental Scan |
|                | Stage 2 | Forecasting /Data Analysis         |
|                | Stage 3 | Resource Evaluation                |
|                | Stage 4 | Setting of Objectives              |
|                | Stage 5 | Determination of Strategies        |
| <b>Phase 2</b> | Stage 6 | Implications of Strategies         |
|                | Stage 7 | Financial Planning                 |
| <b>Phase 3</b> | Stage 8 | Implementation/Execution           |
| <b>Phase 4</b> | Stage 9 | Monitoring, review and Control.    |

It is proposed that the steps in Stages 1 –5 are to be carried out through a collaborative effort among the cross-functional teams comprising staff from across the ministry and the Strategic Planning Committee. The findings of the team will be presented to the Strategic Planning Committee at the Strategic

Planning Retreat and will inform the objectives and the subsequent strategies that are to be developed.

It is evident that this phase of the Strategic Planning process will have a number of implications for Human Resource Planning since consideration will be given to several focal areas including :

- ? ? The gazetted functions and nature of the operations of the ministry/department.
- ? ? The organizational structure and reporting relations.
- ? ? The existing organizational culture.
- ? ? The size of the ministry/department/agency.
- ? ? Numbers of staff/job descriptions and qualifications of staff.
- ? ? Systems, processes and procedures.
- ? ? Legislation/policy.
- ? ? Customer needs, concerns and feedback.
- ? ? Working conditions, office accommodation.

Stage 6 of Phase Two also has implications for Human Resource Planning. It is proposed that having determined the strategy/action plan, the implications must be developed in further details which will involve the following:

- ? ? The establishment of detailed plans/projects.
- ? ? The development of manpower and human resources plans and the assignments of various responsibilities.
- ? ? The development of organizational plans.
- ? ? The establishment of financial plans.
- ? ? The establishment of procedures/systems and operating manuals.

Issues relating to Human Resource Planning also emerge in Phase 3, Stage 8, or during the implementation or execution of the plan. It involves detailing the activities to be undertaken which were identified in the preceding phases such as:

- ? ? Work -break –down structure; the defining and organizing of work
- ? ? Communication; developing strategies for reporting and monitoring performance evaluation.
- ? ? Training for all levels.
- ? ? Team building<sup>6</sup>

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<sup>6</sup> See *Strategic Planning in the Barbados Public Service, Guidelines for the development of Strategic Plans*, Public Sector Reform, The Office of Public Sector Reform, Ministry of the Civil Service, March 1998.

### ***Status of the Strategic Planning Exercise.( February 2002).***

The following ministries /agencies/departments have been given technical assistance by the Office of Public Sector Reform.

- Ministry of Education, Youth Affairs and Sports.
- Ministry of Physical Development and Environment.
- Ministry of Economic Development.
- Corporate Affairs and Intellectual Property.
- Central Purchasing Department.
- Inland Revenue Department.

The Under-mentioned Ministries/Agencies are currently being offered technical support:

- Ministry of the Civil Service
- Office of the Attorney General
- Ministry of Finance
- Ministry of Home Affairs
- Ministry of Labour and Social Security
- Community Development Division
- Land Tax Department <sup>7</sup>

One of the major constraints in the introduction of introducing Strategic Plans according to officers in the Office of Public Sector Reform was that in 1999 – 2002 the National Strategic Plan had not been completed. Also in 1999, when a ‘new’ government assumed office some ministries were expanded to include other responsibilities so that the exercise had to be restarted. There was also a fear of change on the part of workers.

Another important aspect of Human Resource Planning is to find out whether the skills of employees match the job for which they are employed. A Job Evaluation is therefore critical in this process.

## **II. Job Evaluation**

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<sup>7</sup> *Public Sector Reform. The Facts. Issue 1, June 2002. Produced by the Office of Public Sector Reform, Roebuck Plaza.*

Job Evaluation is a process meant to provide the organization with a structured frame for determining job value .It is concerned with jobs and the fair and efficient compensation of these jobs. Phase 1 of this process has been successfully completed in Barbados. This phase involved the interviewing of key job informants and expert panels to obtain information on key differentiating element between jobs. The Job Information Questionnaire which came out of this exercise was pre-tested twice; firstly at the Ministry of the Civil Service and then tested through a diagonal slice of incumbents from a cross section of Ministries.

### ***Present Status of the Job Evaluation Exercise in Barbados***

The Public Service of Barbados is about to embark on Phase 2 of the Job Evaluation exercise which involves the design and implementation of a job evaluation system that is ‘unique’ to the conditions that exist in the Civil Service of Barbados. This Phase involves:

- (a) Collecting further data on key themes that exist throughout all the jobs in the civil service.
- (b) Designing a Job Information Questionnaire (JIQ) that incorporates Phase 1 diagnostics.
- (c) Validating the JIQ in a pilot test on benchmark jobs.
- (d) Developing an infrastructure to implement the Barbados Job Evaluation System that will continue after the initial implementation.
- (e) Using the Barbados Job Evaluation System to create a hierarchy of job based on their value.
- (f) Establishing a wage structure based on hierarchy of jobs determined by the Barbados Job Evaluation System.
- (g) Conversion of the JIQ into electronic form for application

***The final round of data collection will begin in October 2002 and completed in December 2002. The results of the job evaluation done on the collected data will take approximately six months. Results will not be known until March- April 2003.<sup>8</sup>***

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<sup>8</sup> *Challenge to Change*, The Newsletter for Public Sector Reform, April – June 2002, Volume 6 No.1, Office of Public Sector Reform , Barbados.

### ***III. THE COMPUTERIZATION OF FINANCIAL AND HUMAN RESOURCE FUNCTIONS.***

The Government of Barbados has introduced a programme called “ Tax Administration and Public Expenditure Management.” This programme was subdivided into four sub-programmes of which the Public Expenditure Management Project had as its main focus the computerization of the Treasury department and the related financial accounting and management activities of Government. The software package chosen for this computerization effort was the *SmartStream Product Suite* developed by the software developers Dun and Bradstreet.

From this product suite three systems comprising eight software modules were purchased: SmartStream Financials ( comprising the Ledger, Funds Control, Accounts Receivable and Budget Modules); SmartStream Procurement (made up of the Payables and Purchasing modules);{ *These will be discussed in another section*} and Smartstream Human Resources ( of which the Payroll and Personnel Modules have been implemented).

#### ***SmartStream Human Resource- Current Status..***

The Personnel module of the SmartStream Human Resources began in July 1999 and the first payroll was run in November 1999. The systems were at first centralized at the Ministry of the Civil Service, Personnel Administration Division, The Treasury Department and the Data Processing Department. This new system allowed rapid access to information on officers assigned to the ministries or departments. Essentially SmartStream Human Resources manages human resources functions from hiring through termination including personnel administration and payroll and benefits processing. The personnel and payroll modules enable ministries to develop more efficient processes for hiring training and retraining of its workforce and management of information and processes for

administering, calculating and disbursing the payment of wages, salaries and other forms of compensation.

The Personnel module facilitates the maintenance of information on the requirements, duties and compensation of each position within ministries and departments thereby affording ready access to this information. The module also provides activities to record and manage a wide range of information related to employee assignments, leave, qualifications and other personal data.

The recruitment module assists in the recruitment process by tracking recruiting source details, defining the processes by which hiring is done, managing applications and applicant information, tracking costs and converting successful applicants to hired employees. *The Personnel Department will be the primary user of this module in their recruitment activities*

***Challenges:-***

Interviews with officers from the Ministry of the Civil Service indicated that one of the greatest challenges in introducing the SmartStream system is that many of the older officers are not familiar with the computer. They are more comfortable with the customary procedures.

***OBSERVATIONS.***

While, no doubt, the introduction of these systems will lead to a more efficient method of human resource planning, what was obvious was that there was little or no integration between the three different systems which were sometimes applied in isolation of each other.

4:2.

**WORK ORGANIZATION.**

Although all Ministries/Departments/Agencies had to develop their own Job Descriptions, interviews with officials of the Office of Public Service Reform have indicated that these descriptions are inadequate and cannot be used in the Job Evaluation Exercise. Staff of these agencies will therefore have to be re-trained in the writing of Job Descriptions.

Interviews with civil servants, heads of departments, union officers have revealed however that line managers and all levels of staff are actively involved in the determination of Job Descriptions.

***Observation:***

While Job Descriptions are important in any Ministry/Agency/Department yet, it is reasonable to assume that these agencies should first have a proper structure in place, organizational charts which reflect the authority system and span of

control. It was unfortunate that there was no overall organization plan available in the Public Sector and officers indicated that many revisions were made to the existing plan. They also indicated that functions of some Ministries had been revised.

#### **4: 3**

#### **EMPLOYMENT MANAGEMENT**

Currently, persons are selected for employment in the Civil Service on the basis of certain set criteria such as academic qualifications. The candidate is then selected based on his qualifications and possibly interviewed whenever a vacancy emerges. The Personnel Administration Division is the central recruiting agency for the Public service of Barbados. It provides employees for the various Ministries and Departments on request. Its recruitment and selection policies aim to obtain the number and quality of officers required to satisfy the employment needs of the public service. In order to provide workers for the various agencies, Personnel Administration must ensure that vacancies are available and applicants meet the minimum qualification requirements for the posts. The number of posts in the Public Service, the qualification requirements and other conditions of service are laid down by statutes, administrative orders and collective agreements.

#### ***Filling of vacancies in the Public Service: Recruitment and Selection.***



- Vacancies arise mainly as a result of one of the following:
- Grant of leave to a substantive holder of a post for a specific period;
  - Retirement/resignation of substantive holder of the post;
  - Creation of new post.
  -

When a vacancy occurs, the Ministry/Department requests the Personnel Administration Division to fill it. They may either identify a suitable officer to fill the vacancy or request that one be provided. However, every job position in the Public Service has some basic qualification and /or work experience requirement to satisfy employment in the particular position. Entry into professional and technical positions usually require at least a basic professionally recognized qualification in the discipline for example:

*Administrative Officer* – degree from an accredited University

*Clerical Officer*- at least three subjects at CXC GP grade 111 or equivalent including English Language.

*Maid* – primary education.<sup>9</sup>

### **Criticisms by the National Union of Public Workers (NUPW) with respect to Appointments/Promotions and Related Issues.**

During the period 1<sup>st</sup> January – 31<sup>st</sup> December 2001 the NUPW dealt with a number of cases where appointments and promotions in the public service did not follow the established procedures and guidelines. At the Bridgetown Fisheries Complex, for example, the Union found that there was a failure to observe established procedures in the appointments of Maintenance Officers to the posts of Maintenance Supervisor and Maintenance Technician. At the Barbados Water Authority, also, workers ‘downed tools’ on January 7<sup>th</sup> to protest what they saw as an unfair appointment. There was also the complaint of a lack of transparency in the recruitment and promotion procedures. On May 7, 2001 for instance, workers staged protest action on

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<sup>9</sup> *Guide to Seeking employment in the Barbados Public Service Personnel Administration Division.*, Bridgetown, Barbados..

May 7<sup>th</sup> 2001 against the recruitment of a Management Accountant from outside the Corporation. There were complaints of 'supersessions' in the Immigration Department when it was alleged that there was a 'supersession' of 29 immigration officers. In their 2002 report, the NUPW also indicated that there were a number of cases where workers were frustrated at long outstanding appointments.<sup>10</sup> Although many of the matters were resolved, officials of the Union contend that nearly 90% of the appointments in State-owned Corporations and in agencies such as the airports and hospitals are political in nature<sup>11</sup>

***Reception or induction.***

There is no process in place in the public service with respect to the reception or induction of 'newly' appointed officers.

***Discipline***

The process for discipline is set out in The Service Commissions ( Public Service ) Regulations 1978, Part v. It states inter alia:

23 (1) The power vested in the Commission by section 94 of the Constitution with respect to the removal of officers and the exercise of disciplinary control over them shall be exercised by the Commission.

(2) Reports of misconduct by officers shall be investigated in such manner as the Commission determines. ....

Disciplinary procedures are also set out in the General Orders for the Public Service of Barbados 1970.<sup>12</sup>

Officials of the Union are of the belief that there are proper procedures in place for the handling of grievance matters and consultation. The procedure is as follows:

- Each department has shop stewards who sit on the boards.

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<sup>10</sup> 2001 and 2002 The National Union of Public Workers Annual Reports, A document of the NUPW Dalkeith House, Dalkeith Road, Barbados.

<sup>11</sup> Interview with representatives of NUPS on 24/6/2002 at NUPS building.

<sup>12</sup> Government of Barbados, *General Orders for the Public Service of Barbados 1970*. Revised edition 1997, Government Printing Department, Barbados, May 1997, pages 11 –35.

- There is monthly consultation with the Service Commissions and the representatives of the Union..
- Tripartite Commissions are also fully functional.

Yet, there were a number of staged disruptions by the union in 2001-2 when matters requiring immediate attention was not appropriately addressed by Head of Departments and Permanent Secretaries . Some of these included:

- October 31- November 2, 2001 – General Post Office- anthrax scare.
- December 29, 2001 – Licensing Authority – due to unhygienic condition due to the shortage of janitorial staff.
- April 19, 2002- Workers of the Licensing Authority protesting ‘having to work in a container.’”
- January 23, 2002 – protest of workers of the Queen Elizabeth Hospital (QEH) after a shooting incident in one of the wards.
- May 3- protest by orderlies of QEH - delays in the appointments of their colleagues.
- March 15, 2002- protest by Emergency Medical team- lack of water.
- March 25,2002 – protest by Public Market employees who were terminated.
- April 15- 17 – staged three day sick out by workers of the Sanitation Services Authority protesting the non-payment of Hazard Allowance to cemetery workers.
- April 22- 24 – Registration Department – poor environmental conditions.
- May 2,2002 – May 4<sup>th</sup> – Sick out by workers of Meteorological Office- appointment of colleague to Deputy Director 'superceding' one colleague.
- May 16<sup>th</sup>- ‘walk off the job’ by workers of the record department (QEH) – head of department refused to meet with them to discuss outstanding issues.
- May 17 – 27<sup>th</sup> – Workers of National Petroleum Corporation- unlawful cut in their weekly wages.

### ***OBSERVATION.***

It is clear that the method of recruitment and selection employed by the Personnel Administration Department relied more on procedures rather than on skills and ability. However, with the full implementation the SmartStream Human Resource software package, it is proposed that more emphasis will be placed on selection based on merit and ability.

As it relates to discipline, it is evident that there are a number of problems in this area. In the public service of Barbados, serious disciplinary matters can take years to resolve for several reasons. Firstly, some officers contend that the human resource function of which discipline is a critical part is not well managed; top public sector managers are not sufficiently familiar with the procedures and also there is the need

to ensure that the principles of natural justice are not disregarded in the quest for quick resolution of charges.

***Reform of Disciplinary and Grievance Procedures.***

In attempting to reform the Public Service, as far as discipline is concerned, the government proposed that two complementary codes, a Code of Conduct and a Code of Discipline be introduced. The Code of Conduct seeks to circumscribe the behaviour that would be deemed acceptable and those activities that should be proscribed. The Code will cover areas such as punctuality, absence from duty, employment activities, gifts and bribes, the handling of records, information and documents, the engagement in political activity, strikes, criminal conviction, sexual harassment, the use of information technology and the internet, and adherence to legislation. In other words this Code outlines the behaviours expected of public

officers, a breach of which would lead to disciplinary action under the Code of Discipline. The government has also indicated that grievance procedures will be revised since the old framework that is currently in place has not produced the desired results, largely because management and unions have not adhered to the procedures.<sup>13</sup>

#### 4.4

#### **PERFORMANCE MANAGEMENT**

The introduction of a Performance Management system is also being introduced in the Public Sector of Barbados. Previously, promotion to the next level was determined mainly on the basis of seniority and increments were automatic. Although there was a Staff Reporting Form, these forms were inadequate since they were not based on specific aspects of the work performed. It is hoped, though, the 'new' Performance Management System will impact on the way the performance of officers is gauged. The hallmark of the system will be better planning through the process of identifying and linking the objectives and strategies of the organization to the tasks of each public servant. One of the major aim of the system, also, is to identify the strengths and weaknesses of officers in order that measures could be taken to offer them greater assistance in their effort to improve their performance. A number of Ministries are to act as pilots including:

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<sup>13</sup> *Brief on Policy Framework for Public Service Act, 2002-01-10. Office of Public Service Reform, Barbados.*

- Ministry of the Civil Service
- Ministry of Finance
- The Ministry of Home Affairs
- The Ministry of Labour
- The Office of the Attorney General

#### 4:5.

#### **COMPENSATION MANAGEMENT**

The last classification scheme that was introduced by the Government of Barbados occurred in 1989. Based on this scheme, wages and salaries for the various positions had been determined. However, currently the *Civil Establishment Order 2001* sets out the emoluments for the various positions, the number of positions, and the emoluments according to Ministries and Departments in the Public Service. These positions are coded as either S, P,C, or Z.<sup>14</sup> The highest position (S1) carries with it an annual emolument of

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<sup>14</sup> *The Civil Establishment Act Chapter 21. The Civil Establishment (General) Order, 2001.* Statutory Instruments Supplement No. 43. Supplement to Official Gazette No. 76 dated 3<sup>rd</sup> September, 2001. Barbados.

EC\$91,667.76 while the lowest position in the C scales carries with it an annual emolument of EC\$16,629.60. The compression ratio between the top and bottom levels thus was 5.521.

The total central government wage bill as a percentage of the Gross Domestic Product during the period 1996 –2000 was 11.7 % since approximately 28,000 persons are employed in the public sector including the statutory corporations. Recently a Flexibility Responsibility Allowance was introduced in the public service as a means of compensating police, prison and nursing officers for extra hours which they are required to work. Members of the Criminal Investigations Department received the following increased duty allowances:-

| <i>Rank</i>      | <i>Former</i> | <i>New</i> |
|------------------|---------------|------------|
| Inspector        | \$100         | \$500      |
| Station Sergeant | \$ 80         | \$400      |
| Sergeant         | \$ 80         | \$400      |
| Constable        | \$ 60         | \$300      |

The hourly rates for the flexibility responsibility allowance were:

| <i>Rank</i>          | <i>Scale</i> | <i>Hourly Rate</i> |
|----------------------|--------------|--------------------|
| Asst. Superintendent | P9-7         | \$27.00            |
| Inspector            | P 13-10      | \$24.00            |
| Station Sergeant     | P 16 -14     | \$22.00            |
| Sergeant             | P 20 -17     | \$20.00            |
| Constable            | P 35-21      | \$18.00            |
| Special Constable    | P36          | \$12.00            |

Prison Officers and nurses received similar rates.

Generally officers of the Public Service along with representatives of the various trade unions perceived salaries to be fair in comparison with their private sector counterparts in the lower and middle levels. At the higher levels or top managerial positions, however, the salaries were far lower than comparative positions in the private sector.

*4:7*

**DEVELOPMENT MANAGEMENT**

1. **Promotion:** Previously promotion was based mainly on seniority considerations. With the introduction of a Performance Management System, it is expected that promotion will be determined by merit and ability rather than on seniority.

**11. Training:** The Training Administration division has a total of twenty employees of which 10 are Training Officers. This Division provides the following training services to the Public Service:

- ~~☒~~ Processing of study and training leave applications on behalf of public officers;
- ~~☒~~ Providing local in-service training courses, seminars and workshops;
- ~~☒~~ Providing in-house consultancies on training to Ministries and Departments;



- ✍️✍️Assisting in the identification of training needs within Ministries and Departments;
- ✍️✍️Processing requests for loans form The Training Loan Fund;
- ✍️✍️Providing library services.

To date 2000 public officers have been trained in a number of courses including Accounting, Information technology, Management, Self development, Languages and General Skills. The Training Administration Division also provides specific programmes for Civil Service managers such as the General Management Courses, Levels 1- 5.

One of the major constraints, however, according to officers in this Division is that no comprehensive 'needs analysis ' is carried out and they depend largely on the Ministries/agencies to identify their needs. This problem is further compounded by the fact that Ministries/departments still are in the process of formulating Job Descriptions and there is no Performance Management System in place so that it is difficult to identify what is commonly known as a 'skills gap.'" There is also no overall training for the Public Sector, and no induction training.

Officers of the Training Administration Division face two major challenges namely, the small number of training officers and the lack of proper training venues. However, they have indicated that there is a generous budget for training and that the Government of Barbados also funds Training Leave along with Study Leave. In addition, funding is provided for four senior officers to pursue a Masters in Business Administration.<sup>15</sup>

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<sup>15</sup> See: Government of Barbados: Training Administration Division. *In Service Catalogue (April 2000 - March 2001) Training for Quality Performance in the Public Service*. Printed by the Government Printing Department, Barbados. Also see: *Draft Proposal for In -Service Management Training* submitted to members of the Public Service Training Commission by Training Administration Division, June 1999 and *Training for Quality Performance* by the Training Administration Division.

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#### **4:7**

#### **HUMAN AND SOCIAL RELATIONS MANAGEMENT**

While a number of teams and committees have been established in the public service of Barbados to steer the current reform exercise, there appears to be little or no integration among the various reform measures. For example, while training in Performance Management is an on-going exercise there seems to be little or no link between this process and either training or promotion. There was, however, a number of brochures, booklets and pamphlets distributed throughout all Ministries outlining the various reform measures and the officers in charge of the reform initiatives were found to be competent, efficient and excited about the proposed reforms. The various trade unions were also actively involved in the reform exercise and members of the union were consulted and were also critical actors in the various committees.

#### **4:8**

#### **THE HUMAN RESOURCE FUNCTION ORGANIZATION**

Interviews with top level managers and public officers revealed that due to the adherence of the seniority principle many managers were inflexible and unwilling to change; many managers were unable to carry out their 'new' responsibilities;

5.

INDICES FOR THE EVALUATION OF CIVIL SERVICE SYSTEMS

**Grouping of Critical Points by Indices and Sub- Indices**

| <b>Indices and Sub-Indices</b>     | <b>Critical Points</b>             | <b>Total</b> |
|------------------------------------|------------------------------------|--------------|
| <b>Efficiency (E)</b>              | 4,4,15,5,4,10,12,4,12,2,1,2,       | 75           |
| <b>Merit (M)</b>                   | 15,9,9,3,3,4,9,6,8,8,6,            | 80           |
| <b>Structural Consistency (SC)</b> |                                    |              |
| Strategic Coherence (STC)          | 4,6,4,6,2,4,2,                     | 28           |
| Directive Consistency (DC)         | 2,4,2,4,4,2,6,12                   | 36           |
| Consistency of Processes(CP)       | 4,6,4,1,3,2,6,3,6,6,2,1,2,2,6,     | 54           |
| <b>Functional Capacity (FC)</b>    |                                    |              |
| Competency (COM)                   | 6,1,3,6,4,15,8,9,6,6,6,6,3,6,4,2,  | 91           |
| Incentive Effectiveness (IE)       | 2,2,8,6,2,2,6,4,4,8,6,2,3,         | 55           |
| Flexibility (FL)                   | 4,9,2,2,3,6,8,6,4,4,2,4,           | 54           |
| <b>Integrating Capacity (IC)</b>   | 6,1,4,4,8,6,4,2,2,2,2,6,9,3,6,6,2, | 76           |

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they did not exert their responsibilities as 'people managers.'" It was felt also that there was too much political interference in Personnel Administration.

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|  | 3, |  |
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### Maximum reference values of indices and sub-indices.

| <b>Indices and sub-indices</b>     | <b>Resulting Value (RV)</b> | <b>Value corresponding to index (IV)</b> |
|------------------------------------|-----------------------------|--|
| <b>Efficiency (E)</b>              | 5.77                        | 12.5                                     |
| <b>Merit (M)</b>                   | 8.0                         | 12.3                                     |
| <b>Structural Consistency (SC)</b> |                             |  |
| Strategic Coherence (STC)          | 4.0                         | 4  |
| Directive Consistency (DC)         | 4.5                         | 5.14                                     |
| Consistency of Processes(CP)       | 3.8                         | 4.43                                     |
| <b>Functional Capacity (FC)</b>    |                             |  |
| Competency (COM)                   | 6.06                        | 5.68                                     |
| Incentive Effectiveness (IE)       | 3.90                        | 4.04                                     |
| Flexibility (FL)                   | 4.50                        | 5.03                                     |
| <b>Integrating Capacity (IC)</b>   | 4.00                        | 8.90                                     |

### Final Maximum Values of the Indices

| <b>Index</b>                     |              |
|----------------------------------|--------------|
| <b>1. Efficiency</b>             | <b>12.5</b>  |
| <b>2. Merit</b>                  | <b>12.3</b>  |
| <b>3. Structural Consistency</b> | <b>13.57</b> |
| <b>4. Functional Capacity</b>    | <b>14.75</b> |
| <b>5. Integrating Capacity</b>   | <b>8.90</b>  |
|                                  |              |

## 6.

### **CONCLUSIONS AND RECOMMENDATIONS**

It is difficult at this period to evaluate the Human Resource Management Systems of the Civil Service of Barbados since the systems are being reformed from the former system of Personnel Administration where emphasis was placed on rules, regulations and procedures to a system where the emphasis is on human resource development and planning. Human Resource Management thus incorporates a number of elements including the selection of employees based on skills and initiatives, promotion based on performance criteria, proper needs assessment in training, human resource and strategic planning.

It was found that in the Public Service of Barbados a number of functions and responsibilities have been assigned to key agencies/ministries and departments, yet while a lot of emphasis was placed on systems of human resource management as was evident from the wide range of brochures that were distributed two main areas seemed to be inadequate:

1. Little or no emphasis was placed on the structures under which these systems were to operate. For example, with respect to the introduction of a Job Description exercise, a Job Classification Exercise, a Strategic Planning Exercise and Performance Management Systems, it is critical that certain structures should be put into place such as proper authority structures and the necessary span of control should be clearly enunciated in each department and each ministry.
2. From interviews with top level managers, it was also clear that the focus of each manager was mainly on their area of responsibility. This did not allow for a clear, comprehensive plan for reform and thus there is the possibility that systems could be introduced in isolation without the necessary support systems in place e.g. the Performance Management System must be supported by proper methods of training and compensation .

There were, however, a number of positive elements in the move to introduce reform measures in the Civil Service in Barbados, namely:

- i. There was support from the various sectors including the trade union, the Civil Service and the political directorate.
- ii. Managers seemed to be very efficient, well informed and committed to reform.

- iii. The introduction of the computerized "SmartStream" project when it is fully implemented will be an extremely useful management tool.
- iv. Government has approved adequate funding for the proposed reform.
- v. Because of the large degree of consensus and compromise between the Government and Opposition it is more than likely that there will be no impediments to introducing 'new' legislation or 'revised' legislation by which to govern the Public Sector.
- vi. Unlike Trinidad and Tobago or Jamaica, the proposed reform will not be accompanied by downsizing.

It could be recommended, however, that in order for the Public Service to achieve its goals for reforming the Public Sector a number of additional measures should be put in place:

- (a) Top managers should conceptualize reform as an integrated whole rather than fragmented systems.
- (b) A mechanism for monitoring and constant evaluation should be put in place.
- (c) Instead of piloting various systems in a number of ministries/agencies/departments one total integrated human resource management system should be piloted in three organizations: one small department, one large department and a statutory corporation. The outcome of the reform that is introduced should be evaluated, revisions should be made to accommodate organizational constraints, and then this could be 'rolled down' in other ministries.
- (d) A number of temporary employees should be hired to perform routine tasks while senior and middle managers should be left with some time to concentrate on the reforms that are to be introduced.
- (e) University academics should take a more active role in the reform exercise.
- (f) The Library of the University should be more active in their search for reform material.
- (g) There should be more data collection - data with respect to absenteeism and dismissals were not available.
- (h) There should be a 'drive' to educate officers via induction training courses about the history of the Public Service. The history of the Public Service for this document had to be 'pieced' from the archives.
- (i) The Government Printery was unable to supply much of the critical information such as the Regulations governing the Public Service. These Regulations should be made available to all public officers.
- (j) There should be some sort of mentoring set up between all the Caribbean territories in order for them to share their successes or failures.

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## ***INTERVIEWS***

20<sup>TH</sup> June 2002 - Jamal Khan, Professor Public Sector Management, The University of the West Indies, Cavehill, Barbados.

21<sup>ST</sup> June 2002 - Michael Archer, Director, Office of Public Sector Reform, Roebuck Plaza, Roebuck Street, Barbados.

21<sup>ST</sup> June 2002 - Officers ( middle and junior), Office of Public Sector Reform.

21<sup>ST</sup> June 2002 - Major Brathwaite, Director of Training, Training Administration Division, Pine Hill Barbados.

24<sup>TH</sup> June 2002 - Ms. Layne, Chief Personnel Officer, Ministry of the Civil Service, Personnel Administration Division, Carlyle House, Bridgetown , Barbados.

24<sup>TH</sup> June, 2002 - Middle and junior level officers, Ministry of the Civil Service.

24<sup>TH</sup> June 2002 - Mr. Roland Fitt, Permanent Secretary, Office of Public Sector Reform, Roebuck Street, Barbados.

25<sup>TH</sup> June 2002- Deryck Alleyne ( Education Officer) and Ann Marie Lorde (Research Officer) NUPS.

25<sup>TH</sup> June 2002 - 'round table ' discussion with middle level officers from the Public Service.

27<sup>TH</sup> June 2002 - Wayne Soverall, Project Coordinator, Ministry of the Civil Service. (also Lecturer at Cavehill Campus)