

CARIBBEAN CENTRE FOR DEVELOPMENT ADMINISTRATION

(CARICAD)



**collaboration with
the Caribbean Development Bank
The Government of the Bahamas**

REPORT

ON

**THE CARIBBEAN MINISTERIAL CONSULTATION
AND WORKSHOP OF PUBLIC SECTOR
MODERNISATION AND DEVELOPMENT**

1998

***THE CARIBBEAN MINISTERIAL CONSULTATION AND WORKSHOP ON
PUBLIC SECTOR MODERNIZATION AND DEVELOPMENT***

9-12 November 1998, Nassau, The Bahamas

I. Background

The Caribbean Ministerial Consultation and Workshop on Public Sector Modernization and Development were held from 9-12 November 1998 at the Marriott Resort, Cable Beach, The Bahamas.

They were organized by the Caribbean Centre for Development Administration (CARICAD) and hosted by the Government of The Bahamas. Financial support was provided by the Commonwealth Secretariat and the Caribbean Development Bank (CDB).

The Consultation and Workshop were convened to provide an overview of the status of initiatives on public sector administration and reform and the developments in these respects being undertaken by CARICAD member countries.

This was the third in a series of ministerial level meetings held as a part of the follow-up process to the CARICAD/CARICOM Working Group on Public Sector Reform, which was endorsed by the CARICOM Heads of Government in 1995.

The Governments of twelve CARICAD member countries were represented: Antigua and Barbuda, The Bahamas, Barbados, Belize, British Virgin Islands, Dominica, Grenada, Guyana, Jamaica, Montserrat, St Lucia and Trinidad and Tobago.

There was also representation of CARICAD, the Division for Public Economics and Public Administration of the United Nations (UN), the Caribbean Development Bank (CDB), the Caribbean Management Development Association (CMDA), the National Union of Public Workers, Barbados, the Bahamas Public Service Union and KPMG.

There was full coverage of the opening ceremony and daily reports on the meeting, including interviews with participants, which were carried by the Bahamas news media.

The Government of The Bahamas arranged daily lunches and various social events which allowed for informal interaction among participants and with Bahamian officials involved in various aspects of public sector administration and reform and with the private sector interface to the process.

II. Opening Ceremony

The Opening Ceremony, organized by the Government of The Bahamas was chaired by Mrs Carol Hannah, The Deputy Permanent Secretary, Ministry of Labour, Immigration and Training. It was attended by about 150 persons and included a cultural presentation by the L. W. Young Vocal Ensemble and School Choir and an invocation by Mr Allan Strachan, Deputy Permanent Secretary, Ministry of Labour, Immigration and Training.

Welcome remarks by Mr Wendell Major, Permanent Secretary, Department of Public Service were followed by brief statements from Ms June Alleyne of the CDB and Dr P. I. Gomes, the Executive Director of CARICAD. Ms Alleyne referred to CDB's commitment, support to, and the availability of its funding for, public sector administration and reform and commented on the approved country and regional programmes in this respect.

Dr Gomes thanked the Government of The Bahamas for hosting the meeting and the CDB and the Commonwealth Secretariat for their support to it. He spoke of the heavy endowment of human resources in the public sector and of the need for improved management in the public service, for better delivery of services and enhancement of national development processes.

The feature address, including the formal opening of the meeting was delivered by the Honorable David Thompson, Minister of State for the Public Service and Broadcasting, Office of the Prime Minister, on behalf of the Prime Minister, the Right Honorable Hubert A. Ingraham. He acknowledged the presence of four Ministers of the Government of the Commonwealth of The Bahamas: Dame Ivy Dumont, Minister of Education, The Honorable Theresa Moxey-Ingraham, Minister of Labour, Immigration and Training, The Honorable Carl Bethel, Minister of Economic Development and The Honorable Zhivargo Laing, Minister of Youth, Sports and Culture.

Also acknowledged was the presence of three Ministers with responsibility for Public Administration of other CARICAD member states: Minister Jose Coye, Belize; Minister Rupert Weeks, Montserrat; Minister Wade Mark, Trinidad and Tobago; and Mr Petrus Compton, Attorney General, St Lucia.

The Honorable David Thompson stated that since assuming office in 1992 the Government of The Bahamas had committed itself to the transformation and revitalization of the Public Service, a comprehensive exercise encompassing all its administrative and operational systems. This reformation he considered to be a dynamic and proactive exercise that would result in a transformed public service, responsive, efficient, cost effective and capable of facilitating the achievement of the Government's national development goals.

III. ORGANIZATION OF THE CONSULTATION AND WORKSHOP

The Meeting was constituted of six plenary sessions, two concurrent workshops and three round-table discussions for deliberations on the following thematic areas:

A. Public Sector Reform and Development:

Country highlights: Antigua and Barbuda, The Bahamas, Barbados, Belize, the British Virgin Islands, Dominica, Guyana and Montserrat.

B. Country Case Studies

- (i) Design and Operation of Executive Agencies - The Jamaica Experience;
- (ii) Framework Legislation on Civil Service Reform - St Lucia's Proposals;
- (iii) Devolution of Authority in Personnel Administration and Management in Trinidad and Tobago;
- (iv) Performance Management Development in Grenada

C. Concurrent Workshops

- (i) Issues on Executive Agencies;
- (ii) Legal and Constitutional Issues.

D. Roundtable Discussions

- (i) The Interface of Elected and Non-elected officials;
- (ii) Employee Assistance Programmes;
- (iii) Human Resource Management Issues.

E. Modernizing and Developing Administrative Structures:

- (i) Corporate Governance Issues;

- (ii) The Caribbean Management Development Association (CMDA): Its Structure, Functions and Proposed Activities.

The content of presentations, the documentation provided and results of the deliberations are only partially reflected in this report. The material emanating from the consultation and workshop will be used further where relevant, as inputs for use by CARICAD in other publications.

IV. PUBLIC SECTOR REFORM AND DEVELOPMENT: COUNTRY HIGHLIGHTS

Presentations were made at plenary sessions by representatives of each of the eight countries and selected discussions on the content followed. Each Plenary Session was chaired by a Minister or Head of Delegation of country or institutional representation. Participation at the sessions ranged from thirty to forty representatives.

The presentations and ensuing discussions served for the sharing of experiences and were described as a useful and productive learning exercise by participants. The content covered both positive and negative aspects of the individual country activities relative to public sector administration and reform. They served to highlight innovative areas and to identify practices, approaches, etc. which should be avoided or could be emulated elsewhere.

A summary of each presentation follows. Also, an analysis is provided separately of the main issues, areas of commonality, deficiencies and emulative practices, etc. emanating from the presentations and discussions on their content.

A. Country Highlights

(i) *Antigua and Barbuda*

Mrs Eusalyn Lewis, the Chief Establishment Officer, Antigua and Barbuda, stated that there had been few significant initiatives taken so far relative to public sector reform. However, recently approved financing from the CDB would have assisted in facilitating the process, already begun under the country's nationally conceptualized and implemented structural adjustment programme. Reference was made to the fact that of the 8,000 public service personnel, about 60% were in non-established posts.

(ii) *The Bahamas*

Mrs Carol Hanna, Deputy Permanent Secretary, Public Service Centre, Ministry of Labour, Immigration and Training, Bahamas, reviewed the public service reform process from its initiation in 1992. Actions included the use of retired public service officers for specific

assignments, increased pay levels, enhanced training, improved human resource management and the introduction of a certificate course in public administration at the College of the Bahamas.

A preliminary (Green) paper outlining the reform process had been prepared for public review prior to its finalization (as a White Paper) for legislative approval. The Bahamas offered to provide technical cooperation to other CARICAD member states based on its national experience in public sector administration and reform

(iii) Barbados

Mr Cyril C. Clarke, Permanent Secretary, Ministry of Civil Service, Barbados, stated that the public sector reform process was carried out in collaboration with and was driven by the tripartite grouping of the public and private sectors and the trade unions.

A strategic focus at public sector modernization was initiated in 1995 and defined in a White Paper published about two years later. A number of initiatives had been taken including reforms at specific ministry levels, in particular the Ministry of Finance, pilot projects relative to improving the interface between the public service and the public, emphasis on training, closer attention to increased productivity and the availability of an Employee Assistance Programme for public service personnel.

(iv) Belize

Mrs Elizabeth Chavarria, Acting Permanent Secretary, Belize, described the new Government's specific proposals for public sector administration and reform. She referred to coordinated approaches being undertaken on these proposals between the public service and the private sector. She stated that emphasis on administrative and reform actions was focussed on a number of areas, including: the creation of right attitudes within the public service for change acceptance, performance assessment, the gearing of training to results and the carrying out of a job classification exercise. The Meeting was informed that several ministries had developed their own reform programmes and that a Public Service Act was being proposed.

(v) The British Virgin Islands

Mrs Magdalene Rymer, Chief Personnel Officer, BVI, described the situation in the BVI relative to other CARICAD member states, in that as a British Overseas Territory the Governor was responsible for the administration of the public service. She stated that in spite of this status and although there was no policy framework for it, nevertheless public sector reform was being instituted through a series of specific programmes. These included job classification, succession planning and training based on identified needs and guided by a human resources development policy.

(vi) *Montserrat*

Mr. Rupert L. A. Weekes, Deputy Chief Minister, Ministry of Communication and Works, described the impact of the volcano eruption on the public service in Montserrat. Severe disruption had been caused as some public service personnel went abroad during evacuation exercises and later returned to assume duties.

(vii) *Dominica*

Ms Jennifer O. White, Chief Personnel Officer, Establishment Personnel and Training Department, Dominica, reviewed the public sector administrative reform processes which have been underway since 1985. She noted that they had been significantly impacted upon by the structural adjustment processes through specific conditionalities contained therein relative to public service administration and reform. However, more recently the processes had been advanced with funding from the Government of Canada. An Administrative Reform Programme which addressed most of the country's needs was underway.

(viii) *Guyana*

Mr Rabindranath Sivanand, Permanent Secretary, Public Service Management/Office of the President, Guyana, described the difficult social and economic situation and changes on the political scene, within which public sector reform historically had to be addressed. Nevertheless, public administration and reform processes had been embarked upon, originally as part of the country's structural adjustment programme, later within the framework of the Economic Recovery Programme and more recently with bilateral and multilateral donor support, including technical cooperation inputs from CARICAD and some of its member countries. Continuation of the reform process with donor support seemed assured.

B. *Analysis*

Although the presentations were made in terms of individual countries, many aspects of their content and moreso of the subsequent discussions on them, related to issues and activities of relevance and common to most other CARICAD member countries. They were also of interest and inport to CARICAD in serving to indicate technical cooperation needs for individual or multi-country application.

Also emerging from the deliberations was the identification of innovative approaches, objectionable or emulative practices, etc. for use by CARICAD in its programmes for the sharing of information and experiences among its member countries. There were also many instances during the course of the deliberations, when the attention of the Executive Director of CARICAD was drawn by participants to specific areas to which the Centre's services could be applied in terms of the provision of technical cooperation, facilitation of information sharing, etc.

There appeared to be concern in many countries and the need for close attention to be paid to the increasing ratio of non-established to established posts in their public services. In some countries it was found that even the heads and other senior personnel of key government departments, often as political appointments, are in the non-established posts category. Also, since in some cases personnel in non-established posts can negotiate their conditions of service, some holders of established posts have sought to change their status to the former, where this would be to their financial benefit or would result in significantly improved working conditions. Accountability, suitable qualifications, succession planning, inequality in remuneration and benefits were also among the issues related to the proper resolution of the increasing growth in non-established posts within the public service.

The application of private sector operational modalities and management criteria to the public service considered by some as essential to its modernization, evoked much discussion, mostly in favour of it. However, some reservations were raised in terms of their widespread application where criteria in the private sector oriented to profitability would not apply to public sector responsibilities, objectives and requirements, in terms of activities such as the equitable delivery of services to the public. The level of public/private sector interface emerged with relevance to all aspects of the Meeting's deliberations and would require closer attention and follow-up as an essential input to public sector modernization.

The issues of suitable physical accommodation and the application of information technology received limited attention, but when raised they were considered as most relevant to the modernization process of the public sector and their pursuit was endorsed.

The need for training and re-training was raised in relation to all the presentations and discussions and was reiterated in each thematic area during the course of the consultation and workshop. It was noted however that training should be geared to particular objectives, including new competencies oriented towards the modernization and reform processes of the public sector. Collaboration between the private and public sectors in jointly addressing training needs should be explored. Further possibilities may also be pursued through horizontal cooperation, including greater multi-country use of national centres of excellence and possible expansion of the services of CARICAD and CMDA in this respect.

Together with the need for formal training there is also the requirement for orientation of public service personnel to more diligent attention to personal attributes of integrity.

Attention was drawn to the need for CARICAD member states to deal more assiduously with the impact of globalization and technological progress on their economies and on the transformation processes in the public sector which were required to cope with externally induced economic shocks and growing international competitiveness. The early identification and effecting of training needs in new technologies and other competencies, the enhancement of negotiation skills and greater use of information systems were among the areas identified for urgent action within the public sector.

Many other issues raised within the context of this thematic area, public sector reform and development, were reiterated and elaborated on in subsequent sessions more specifically related to them and are reflected in those sections of the report.

V. COUNTRY CASE STUDIES

(a) Design and Operation of Executive Agencies

◆ *The Jamaican Experience*

Mrs Pat Sinclair-McCalla, the Project Director, Public Sector Modernisation Programme, provided the rationale for the use of Executive Agencies as a mechanism for inducing change and transformation towards the modernization of the Jamaica public sector. It included the more effective implementation of government policy, improved responsiveness to public needs and the derivation of better value for money through increased productivity and enhanced delivery of services.

It was stated that the Executive Agencies' concept was an innovative process for Jamaica, being undertaken within the framework of a changing environment and vision for the future, in which the traditional characteristics of management, functional operations, culture, etc. were being transformed into a new and necessary modality, with a focus on results and the delivery of quality services.

A description was given of the process leading to the establishment of the Executive Agencies, its support in terms of local and foreign inputs and its derivation and adaptation based on existing structures and from the experiences of similar initiatives in other countries such as New Zealand, United Kingdom and Canada. Among the key issues outlined for the effective operation and sustainability of the Executive Agencies were that of the involvement and support of the major stakeholders from the targeted entities: Ministers and senior staff of the Ministries under the aegis of which they function, as well as central Ministries, in particular, the Minister of Finance, the Cabinet Office, the Public Service Commission and the Trade Unions.

Although still an innovative process, it was stated that some noticeable benefits have already been achieved in terms of enhanced services to the public, greater revenue generation and increased value of output from expenditure.

Other benefits mentioned related to the use of the Executive Agencies as a model and framework for overall modernization of the public sector and the application of its principles in the reform process.

(b) Framework Legislation on Civil Service Reform

◆ *St Lucia's Proposals*

Mr. Petrus Compton, Attorney-General, St Lucia pointed out that the Constitution of St Lucia incorporated more input on the Public Service Commissions than on the operational activities of the public service. He noted that the structure, functions and the legislative framework of the public service, like in other CARICAD member states were replicas of the British civil service. This is further evidenced in that there was no Public Service Act in St Lucia providing a legal framework for the functioning of the public service but compliance was based on inherited British civil service practices and conventions.

Nevertheless, modernization was in effect, including enactment of the required legislation to provide an enabling environment for it and to give the public legal recourse in dealing with deficiencies in the delivery of services, etc. with the public sector. The Attorney-General referred to the various legislative processes being put in place but cautioned that there were constraints to legislation in that it was very time-consuming and expensive where corrective action was involved. It was important too that with the enactment of legislation the public should be properly informed of it.

(c) Devolution of Authority in Personnel

◆ *Administration and Management in Trinidad and Tobago*

There was an opening statement on this country case study by the Honourable Wade Mark, Minister of Public Administration, Trinidad and Tobago, followed by presentations by Ms Sandra Marchack, the Chief Personnel Officer, and Ms. Jeanne Roseman, the Director of Personnel Administration of the Personnel and Service Commissions Departments respectively - two departments which have been at the forefront of change in public administration in Trinidad and Tobago.

The Minister stated that Trinidad and Tobago had embarked on a quest for a new Public Administration in 1997. There was the need to develop a new policy agenda with a vision and change processes which would create an improved public service.

The devolution of authority in personnel administration and management involved the decentralization of the human resource management functions of the Personnel Department and the Service Commissions Department. Public Service managers were to assume responsibility for managing the human resources of their staff. There would also be a shift in focus from regulation to deregulation, compliance to empowerment and control to facilitation.

Mrs. Jeanne Roseman, the Director of Personnel Administration described the experiences in Trinidad and Tobago of the Services Commissions Department, relative to the delegation of authority in personnel administration by the Public Service Commission, to Permanent Secretaries

and Heads of Department. The Service Commissions Department serves as the Secretariat for four Service Commissions, but the presentation focussed mainly on the Public Service Commission, because of its responsibility for the majority of the 50,000 members of the public service.

The conclusion of a position paper prepared on the role of the Service Commissions in the context of Public Service Reform, was that the Commissions must be relieved of some of their functions in personnel administration and that the relevant managers in the public service be empowered to carry them out.

The initiatives taken and the restructuring process put in place to effect this delegation of authority were outlined and the challenges to its successful implementation described. It was noted that the Commissions were mindful that although the Constitution allowed the delegation of authority for personnel administration they still remained ultimately responsible under the Constitution for the proper exercise of the functions. In this regard the establishment and maintenance of proper monitoring systems and procedures must be emphasized, to ensure that delegated functions were performed in accordance with the regulations and guidelines laid down by the Service Commissions.

In general, the transformation process relative to the devolution of authority for personnel administration from the Service Commissions to managers in the public service had progressed well. In support of this have been the continuing political will for a reformed public service and the relenting efforts on the part of many senior officers of the public service to effect the transformation.

Mrs. Sandra P. Marchack, Chief Personnel Officer, Personnel Department, presented the third segment of the Trinidad country case study on the topic: "*Decentralization of the Human Resource Management Function in the Public Service of Trinidad and Tobago: The Experience of the Personnel Department*".

The Chief Personnel Officer described the processes in the change and the experience in transforming the Personnel Department from a centralized personnel management agency, a regulatory agency, enforcing rules and regulations to a central human resource management agency, placing emphasis on attributing, developing, retaining and maintaining a quality work force. The challenge to effect the above, it was stated was in changing the Personnel Department itself to serve as an enabling and facilitating agency, for transforming the Public Service to become a preferred place of employment staffed by efficient, professional and motivated people. The Personnel Department was restructured to become more responsive to its own human resource management needs and those of the wider Public Service. This facilitated the devolution process, allowing the Personnel Department to become a central human resource management agency responsible for policy formulation in various human resource management functional areas, providing advisory and consultative services in this respect to line Ministries and Departments.

(d) Performance Management Development in Grenada

Mr Cajeton A. K. Hood, Permanent Secretary of the Prime Minister's Office and Legal Affairs, Grenada, reviewed the history and described the existing status of the development of performance management in Grenada's public sector. He stated that a staff reduction policy was being embarked upon mainly on the basis of attrition and with the involvement of the trade union movement in order to reduce the public service from its 7,000 level which was considered too large.

A strategic review of the public service relative to its performance was carried out with bilateral donor assistance and an action plan for developing performance management processes formulated on the basis of the review.

Mr Hood outlined some of the systems put in place in Grenada in terms of overall modernization of the public sector including some performance management systems. These related to the institution of pay systems acceptable to the unions and compatible with Government's resource base and expenditure policy. Reference was made to various staff training exercises, a regrading process, performance appraisals at all levels and the use of management teams by Ministers and Permanent Secretaries.

VI. Workshops

Two concurrent workshops were held for further deliberations and the preparation of reports on two of the country case studies. The presenters served as facilitators for the respective workshops.

(a) Issues on Executive Agencies

This Workshop reported on some strategic issues identified in relation to the design and operation of executive agencies. It stressed the importance that specific criteria be clearly developed for selecting government departments for transformation into Executive Agencies. The need was expressed for a redefinition of the role of Permanent Secretaries in relation to the Executive Agencies within their Ministries. It stated that mechanisms be established to ascertain that the objectives of the Executive Agencies were being accomplished, including systems to determine the extent of the delivery of services and the quality of such services.

It was felt that staff attitude surveys as well as customer satisfaction feedback would assist in providing useful information on the effectiveness of the Executive Agencies. The report of the Workshop urged that levels of output be quantified for comparison against some base targets and in terms of the specific level of resources deployed.

Training and retraining were considered as imperative for the personnel of the Executive Agencies in view of the increased emphasis on improved efficiency, effectiveness, customer satisfaction, strategic planning and business acumen. Permanent Secretaries must also be included in this institutional building process, since the shift from the established civil service structure to that

of Executive Agencies would demand a cadre of Permanent Secretaries properly trained and well suited to meet the demands for the new dispensation of responsibilities and enhanced skills.

(b) Legal and Constitutional Issues

The Workshop reported on Legal and Constitutional Issues within the Context of Administrative Reform. It stated that the process of modernization of the public sector required omnibus legislation which would be initiated by harmonizing existing pieces of legislation into a National Public Service Act. The introduction of Freedom of Information Legislation was supported, as well as the establishment of Standing Parliamentary Committees which can serve as an effective system for overseeing accountability.

The Workshop recommended that each country enact a Public Service Act which would include a clear definition of the relationship between the Minister and Permanent Secretary, and of the role of the Secretary to the Cabinet Secretary, the Head of the Public Service and Heads of Departments.

It was felt that the role of the Head of the Public Service should be clearly defined in terms of authority, functions and lines of reporting to that office.

The Workshop reported that there should be a Code of Ethics for Public Officers and a definitive statement on the working relationships between the Executive and the Public Service Commissions.

The report cautioned that constitutional amendments require time to be effected and that careful consideration should be given to detailing institutional relationships within the Constitution.

A major recommendation emanating from discussions at this Workshop and endorsed by the Consultation in plenary session, was the proposed establishment of a Regional Task Force on Public Sector Reform under the aegis of CARICAD. The Task Force would deliberate and report on human resource and financial management, legal and constitutional issues and the modernization and reform processes.

VII. Roundtable Discussions

Three Roundtable discussions were held concurrently, each with a facilitator. On their completion reports were presented by the facilitators at a plenary session followed by discussions.

- (i) The interface of Elected and Non-elected officials - Mr Carl Taylor;
- (ii) Employee Assistance Programmes - Ms Rita Portillo

- (iii) Human Resource Management Issues - Mr Roosevelt Finalyson

Reports

(i) *The Interface of Elected and Non-elected Officials*

The Roundtable discussions identified four issues relevant to the relationships between Ministers and senior public service personnel: responsibility, accountability, answerability and blame. Discussions revolved mainly around the relationship between the Minister and the Permanent Secretary, their roles with respect to each other's functions and relative to those of heads of departments and other senior level personnel within the public service. Various scenarios reflecting potential negative and positive aspects of interaction between Ministers and Permanent Secretaries were discussed and based on these deliberations suggestions were recommended for reducing possible conflict and promoting greater understanding.

(ii) *Employee Assistance Programmes*

The discussion focussed on employee assistance programmes targeted to poor performance within the public service, essentially personnel incapable or unable to deal with personal problems. It was noted that there was limited experience with respect to these programmes among CARICAD member countries, with the result that approaches to dealing with the problems of these employees were often considered in terms of mental health factors.

Initiatives to deal with problems of poor performance of public service personnel, within the framework of employee assistance programmes, were underway in The Bahamas, Barbados and Trinidad and Tobago. The experience gained had shown the need for research, data gathering and analysis on a number of issues. These related to cost factors, ethical issues, confidentiality, etc. Particular attention within employee assistance programmes would need to be paid to many areas of services and delivery systems for their effective implementation. Performance management systems, modalities for dealing with clients, in particular drug offenders, alcoholics and gamblers requiring rehabilitation and the establishment of counselling facilities, were identified as essential areas for attention. Also considered as important inputs to the programmes were life style, family life, social support services and the effects on public service personnel of deficiencies in physical infrastructure and public utilities which impact on their productivity and stress threshold.

The high financial investment and recurrent expenditure required for the provision of facilities, promotion and sensitization programmes were mentioned as major constraints to the rapid implementation of employee assistance programmes.

A major consideration observed relative to employee assistance programmes was that of the input of personnel management practices and systems for its effective implementation. In this regard it would seem more relevant to provide for a change from the existing personnel management systems, to more applicable overall and broad based human resource management processes which could be more readily oriented to address employee assistance programmes.

It was suggested that the existing focus of employee assistance programmes on poor performing personnel, considered a minority group within the public service, should be expanded to cover pensions, social security and other retirement benefits for retirees. Retirees and their dependents constituted a rapidly increasing component of the public service to which employee assistance programmes should also be directed.

(iii) Human Resource Management Issues

Discussions initially were wide ranging but later focussed on the lack of proper management systems for the optimum use of the talents, skills and abilities of public service personnel. Attention was drawn to the diversity in many respects within the population of CARICAD member countries as a human resource management issue. It was noted that some human resource management decisions might be based on or influenced by gender, cultural, religious and other preferences which could impact on the equitable functioning of particular departments and on the public service as a whole.

The importance of the selection of properly trained and well-suited persons as human resource managers was highlighted as essential for the modernization and reform of the public sector, particularly in the context of job matching and harnessing the flow of human energy towards those goals.

There was discussion on job matching, considered as part of a process which required persons to make conscious decisions concerning their abilities and interest. It was suggested that this process should begin in the school system, assisting individuals to identify their talents and interests, so that they would be able to match them with and orient them to study and job choices, thus creating closer linkages between education and the job market.

The report on the Roundtable discussions pointed out that while there were commendable practices in human resource management in the private sector, modernization of the public sector in that respect should not aim at making it a carbon copy of the private sector. It was recommended that efforts should be made to identify the best practices from both sectors and to adopt or improve them for application to public sector modernization.

An issue raised, but not elaborated upon in the plenary discussions, was the subject of the growing use of consultants in various public service functions. In most cases the use of consultants was directly related to national human resource availability. Their services were far more costly than the use of public service personnel working in similar capacities, or the cost of their training for new competencies for which consultants might need to be contracted. This issue should be considered within the human resource management plans and programmes of all countries.

There was a positive reaction to proposals for the greater use of experienced, retired public service personnel for specific assignments.

VIII. Modernizing and Developing Administrative Structures

Mr Albrecht A. Horn, the Deputy Director, Division for Public Economics and Public Administration, United Nations, New York, USA, the Chairperson for this session, described the functions of the Division for Public Administration and the inputs of the United Nations globally to the area of public sector administration and reform. In referring to the thematic areas of the Consultation and Workshop, he highlighted the required efforts for the modernization and reform of the public sector, the need for adjustment to new state functions, the application of emerging information technology and the adoption of relevant private sector management techniques to the public sector.

(i) Corporate Governance Issues

A representative of KPMG, Jamaica, addressed various issues relative to public sector administration and reform, the interface between the public and private sectors and the applicability of private sector management criteria and practices to the public sector. He noted that there was a tendency for public sector reform to be restricted to the civil service and not generally applied to other areas of the public services. He felt that there was need for a clear definition of the role and understanding of public sector operations in society and suggested the removal of operations of doubtful public sector relevance to the private sector if they could be more efficiently carried out by the latter.

He described a number of negative factors besetting the public sector and stated that cultural change was necessary in it relative to focus on the achievement of national development goals, as opposed to emphasis on compliance with procedural and other bureaucratic activities.

The representative of KPMG outlined precepts of governance which were applicable and common to both the corporate structure as well as the public sector. He compared criteria in the private sector related to the identification of products and services for profitability to similar norms in the public sector in terms of its responsibilities for the delivery of services, social equity, etc. He urged the synchronization of public sector resources with those of the private sector to provide meaningful support to public service delivery systems for the benefit of all stakeholders.

(ii) The Caribbean Management Development Association (CMDA)

Ms Susan M. Branker, Director, Caribbean Management Development Association (CMDA), Barbados, described the organization and functions of the Association, an NGO based at CARICAD in Barbados. Chapters have been established in Jamaica, Barbados and St Kitts and Nevis, with more proposed for other CARICAD member countries.

The CMDA sought to create a meaningful character for change in management structure and functions relative to individuals, public and private sector entities NGOs, the trade union movement and other areas of civil society. The Association's activities include hosting of country workshops for the exchange of experiences, the preparation of a compendium of best practices and innovative areas in management systems and the undertaking of studies as a basis for public/private sector interface in management development. A certification programme is proposed for managers in collaboration with the University of the West Indies (UWI) and various other programmes in management training for public service employees are planned.

An institutional strengthening grant from the British Government, Department for International Development (DFID), is being utilised for implementation of the Association's Business Plan. A major event, planned for June 1999 will be an International Conference on the theme: Government, Business and Society: Caribbean Challenges for the 21st century.

CLOSING REMARKS

In paying a special tribute to Mrs. Carol Hanna and staff of the Public Service Centre for Human Resource Development, the Bahamas, CARICAD's Executive Director expressed the appreciation and gratitude of the participants to the Government of the Bahamas and donors, particularly the CDB, for their generous assistance in making the Consultation and Workshop, a very successful event.

The Executive Director also indicated the urgency with which CARICAD would embark in pursuing financial and technical assistance to have the proposed Regional Task Force established and operationalised early in 1999, with a view to a Regional Consultation in the year 2000.

A list of participants is included (available) as an Annex to this Report.