INTRODUCTION
This paper is being presented in two parts. Part A deals with Public Sector Reform Programmes in Jamaica and Part B with the introduction of a Performance Management and Appraisal System in the Public Service.

PART A: PUBLIC SECTOR REFORM PROGRAMMES
1.0 Historical Background
1.1 Reform is a conscious effort to improve institutional capacity to facilitate the execution of policies as effectively as possible. For over two decades the Government of Jamaica has been engaged in a number of reform programmes. Over time various names have been accorded to these reforms.

1.2 To achieve the transformation to more liberalised and deregulated economies, by the late 1970s, countries such as Jamaica were drawn to multilateral financial institutions, particularly the World Bank and the International Monetary Fund as well as Regional Development Banks for their financial support. Support was usually conditional on the adoption of new economic models, which in the case of Jamaica, included the reform of the Government in all its component parts to make it leaner, more cost effective, and more facilitative and supportive of the development process. The Jamaican Government’s Structural Adjustment Programme of the 1980’s, was at that time the main driving force behind the Civil Service Administrative Reform Programme. The Civil Service Administration was central to the process of development since it had to create the necessary enabling environment. This
The reform programme therefore sought to stem economic decline and put the country on the road to financial recovery, growth and development.

1.3 The Jamaican Civil Service, which bore distinct similarity to other developing countries, was severely challenged to properly perform its role. There was constant criticism that the service’s inefficiency and ineffectiveness exacerbated the problems of an already financially strapped economy. Its rigidity limited its responsiveness to the dynamic environment in which it was now expected to function because it still operated out-dated rules and procedures of a past era. In addition, low salaries, low morale and lack of prestige characterised a significant proportion of the workforce.

1.4 Reform was aimed at improving the performance of government agencies by enhancing their capability to manage. This related to capital programmes, the development of human resources and prudent financial management. Some success was achieved in the area of human resource management through the establishment of a personnel database and the decentralisation of some key personnel functions. Human resource development was addressed through the introduction of an open evaluation system, reclassification of senior management positions, pay adjustments, improved working conditions and considerable training and retraining of staff. Programme management was enhanced by the adoption of strategic planning methodologies and improved reporting systems.

1.5 In terms of financial management reform, a programme-based budgeting system was introduced, financial functions were computerized, cash and debt management was improved and the country’s financial regulations and procedures have, to some extent, been modernised. Line agency restructuring included the establishment of mechanisms to facilitate these agencies to improve performance and achieve their mission. One such mechanism has been the introduction of the Citizen’s Charter. Putting the
customer first is the central theme of the Charter. The Charter operates on six key principles which are applicable service-wide:

1. Standards
2. Information and openness
3. Choice and consultation
4. Courtesy and helpfulness
5. Putting things right
6. Value for money

1.6 The Charter seeks to ensure that each public sector agency that directly provides a service to customers as also each private monopoly company to clearly identify and publicise the services which it offers, apply the six principles of an efficient public service to its operations and set clear timetabled improvement targets.

1.7 Despite the forward strides, reforms were however, limited in their achievements because of certain inadequacies which impacted on effectiveness and sustainability.

REFORM INITIATIVES OF THE 1990S

2.0 Public Sector Modernisation Project

2.1 By far the most comprehensive reform effort was the Public Sector Modernisation Project which commenced in the early 1990’s and implemented in two phases - PSMPI and PSMP II. As stated before many reform initiatives in the past did not have the impact that had been expected because, among other things, the implementation process was disjointed.

2.2 PSMP aimed to avoid past pitfalls, by anticipating problems in its own reform strategies and incorporating measures to deal with them. In recognition of its own capacity and capability, the PSMP was not, initially, aiming to
modernise the entire Civil Service but only high priority entities. Current reforms have been geared towards converting government departments into autonomous but accountable Executive Agencies, expanding and enhancing existing financial and human resources management information systems, and training employees on a demand-led basis.

2.3 The compelling need for further reform arose from both internal and external factors. Some of these were not necessarily new, but are nonetheless restated below:

- The impact of the current wave of globalisation
- The impact of information technology
- The need to ensure fiscal prudence while at the same time meeting the many legitimate needs of our society
- The rising expectations of our society in respect of the variety, cost and quality of service offered it by Government.

2.4 The Government in addition to improved customer services has also been concentrating on reform in four principal areas:

- New organisational forms, the main feature of which is delegated authority to managers to use the inputs given them to produce the required outputs in an efficient and effective way
- Strengthening the policy making capacity
- Reducing waste

2.5 Modernisation Initiatives within the public Sector

1. Establishment of nine (9) Executive Agencies
3. Tax Administration Project (TAXARP)
4. Human Resources Policy (including Training)
5. Job Evaluation Review Programme
6. Public Service Pay Review Programme
7. Pensions Reform (including a Green Paper on Pension Reform)  
8. Rationalisation of State-owned Public Enterprises  
9. Review of the Staff Orders  
10. Amendment of the Public Service Regulations  
11. Health Sector Reform (including Regionalisation)  
12. Education Decentralisation (completed)  
13. Reform of Secondary Education (ROSE)  
14. Local Government Reform Programme  
15. Labour Market Reform  
16. Delegation by the Public Service Commission of Human Resource Management functions  
17. Ministry of Finance Human Resource Delegation  
18. Procurement  
19. Justice Reform  
20. Financial Sector Reform  
21. E-Government  
22. Citizen’s Charter/Customer Services  
23. Performance Management Review  
24. Efficiency Measures Review (The Orane Report)  
25. Social Policy Framework (JASPEV)  
26. Social Safety Net Reform (PATH)  
27. Public Sector Modernisation Project  

3.0 CHARTING THE WAY FORWARD  

3.1 With globalisation, Jamaica has had to achieve and sustain economic and competitive success. It was recognised that national competitiveness is dependent upon an effective and efficient Civil Service that can create an enabling environment for sustainable economic growth and social
development. The success of Civil Service reform will determine the extent to which the Jamaican government will be able to achieve that goal.

3.2 The creation of an efficient and effective Civil Service is now recognised will be more permanently achieved if stakeholder participation is central to the process. Active participation is the only way to ensure ownership and success of Civil Service reforms. PSMP is ensuring that current reforms are participatory and encourage support and commitment from both the political and administrative directorates.

3.3 Past reforms have helped to alter the traditional role of the Civil Service. They have not been entirely successful but reform of any institution takes time since attitudes and values cannot be changed overnight. The onus is on the present modernization programme to ensure that the Civil Service performs its new role in as efficient, effective and economical a manner as possible to put Jamaica on the road to economic and social recovery.

4.0 Public Sector Reform Unit

4.1 To ensure that reform would become a permanent feature of the Country’s governance the decision was taken to create a permanent reform unit to succeed the Public Sector Modernisation Project. The Public Sector Reform Unit (PSRU) was established in 2001 “... to provide leadership, co-ordination, and cohesion to the implementation and monitoring of the reform initiatives.” The Unit is headed by a former Permanent Secretary Mr. George Briggs, and operates under the general direction of the Cabinet Secretary and the Prime Minister and reports to an Inter-Ministerial Committee on Administrative Reform.

5.0 Ten-Year Strategic Plan

5.1 The first task of the PSRU was to establish a 10-year framework - a departure from the several reform programmes which were operated in the 1980s, 1990s, to the present decade. The framework was intended to help the

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PSRU itself and organisational leaders to coordinate and integrate the various reform programmes and recommendations necessary to create a coherent and holistic Modernisation Vision and Strategy for Jamaica's Public Service. It would address the challenges of the future and the key cross-cutting issues/themes involved in the modernisation process. These include:

- Sustainable National Development
- Governance
- Values and Principles and Regeneration of the Public Service
- Customer Service
- Resource Management and Accountability
- Managing People
- Performance Management
- Technology

6.0 Stakeholder-based approach

6.1 The themes identified above were first addressed within Theme Groups, comprised of various governmental and non-governmental stakeholders, including Permanent Secretaries of line Ministries, Chief Executive Officers of Executive Agencies, members of the private sector and civil society such as representatives of political parties, trade unions, international agencies, tertiary institutions, Non-Government Organisations and the Church. This stakeholder-based approach to the development of the modernisation strategy was aimed at engendering consensus, and participation throughout the process, thereby ensuring its validity. Consultation led to the generation of objectives and identification of priorities within the reform process and the defining of broad policies.
6.2 Following the development of a preliminary Draft White Paper, the next phase was to embark on a process of National Consultation which culminated in an open-forum discussion of the Draft Ministry Paper in June 2002.


7.0 Future Role of the PSRU
7.1 The PSRU has been mandated to ensure the success of the Plan of Action. Another longer term goal is for the PSRU to assist in the development of reformers across the public sector and ensure the ownership of and commitment to the programmes by all portfolio ministers and ministries.

PART B: PERFORMANCE MANAGEMENT AND APPRAISAL SYSTEM

8.0 Underlying principle
8.1 One of the key cross-cutting features of the Vision and Strategy 2002 – 2012 is contained in Chapter 7. The introduction of a new Performance Management and Appraisal System (PMAS) is a key element in the creation of this new culture. It is based on a principle of setting individual goals and performance criteria in correlation with the organisational goals and objectives, development of performance measures, regular review, adjustment and feedback.

8.2 This system is intended to enhance organisational efficiency and effectiveness, encourage better planning and communication between managers and their staff, identify development needs, address performance problems and recognise and reward achievement.

9.0 Objectives of the PMAS for the Civil Service
9.1 The PMAS is expected to assist in the development of a modern, efficient civil service, respected by the public for its efficiency, fairness and responsiveness by creating an environment that will enable employees to focus their efforts on providing quality service to the public and achieving results which matter.

9.2 The aims of the System are:
- to ensure that the work programme of each employee reflects the goals of the division/unit and the overall goals of the Ministry/Department
- to ensure that supervisors and employees have a common understanding of job requirements
- to review individual performance against mutually agreed individual performance standards
- to provide feedback on performance to employees and identify training and development needs
- to develop a more open and participative environment through improved communication between supervisors and employees
- to encourage improvement and recognise good performance.

10.0 Definition and Purpose

10.1 The intention is to devise a system in which employees
- understand the overall purpose of the organisation
- are aware of the extent to which each individual’s role impacts on outcomes
- accept that they will be held accountable both individually and collectively for the achievement of the stated goals and objectives.

10.2 This is also expected to be a way of obtaining better results from the organisation – teams and individuals – by understanding and managing performance within an agreed framework of planned goals, standards and competency requirements. It is a process for establishing shared understanding about what is to be achieved, and an approach to managing and developing
people in a way that increases the probability that it will be achieved in the short and longer term.

10.3 Underpinning the system is a set of guiding principles and basic elements.

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<thead>
<tr>
<th>GUIDING PRINCIPLES</th>
<th>BASIC ELEMENTS</th>
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<tr>
<td>Effective Communication</td>
<td>Clear, precise and realistic expectations</td>
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<td>Objectivity</td>
<td>Agreement on performance criteria</td>
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<td>Transparency</td>
<td>Commitment to regular feedback, e.g. quarterly, in line with the corporate Planning cycle and at least one formal annual evaluation</td>
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<tr>
<td>Fairness</td>
<td>Commitment to appropriate follow-up, e.g. Training and Development</td>
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<td>Equitable treatment</td>
<td>Maintenance of appropriate records</td>
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<td>Mutual respect</td>
<td>Introduction of incentive schemes</td>
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<tr>
<td>Mutual respect</td>
<td>Enforcement of appropriate sanctions</td>
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11.0 Prerequisites

- General awareness of the overall context/environment within which the organisation operates
- General knowledge of the mandate (mission, vision, values, et cetera) of the organisation
- In-depth knowledge of the specific goals and performance objectives of the organisational unit (Ministry, Department, Division, Region, et cetera) within which the individual functions
- Thorough knowledge of the duties and responsibilities of the position which the person holds (Job description, Position or Project description, Terms of Reference)
- Agreement reached through dialogue and negotiation on specific performance expectations and performance assessment criteria, for the period under consideration
• Agreement on the timing of fixed periodic reviews and feedback sessions
• Commitment to regular on-going feedback
• Commitment to pursue follow-up measures that result from reviews and feedback sessions - in particular training and development actions.

12.0 Roles and Responsibilities

Supervisor:
☐ Ensure knowledge of operating environment
☐ Ensure knowledge of mandate, mission values of organisation
☐ Ensure work is defined and organised to achieve stated goals and objectives
☐ Ensure that each individual within the organisation has an up-to-date job description showing the scope of responsibilities and specific duties
☐ Provide effective leadership, give clear consistent direction, and identify and provide where possible the necessary resources and relevant tools to get the job done
☐ Foster team spirit and cohesion
☐ Provide/facilitate opportunities for training and development to enhance performance
☐ Prepare and present for discussion performance expectations and performance assessment criteria and regular feedback

Employee:
☐ Maintain/improve knowledge, skills, et cetera
☐ Maintain awareness of operating environment
☐ Maintain knowledge of mandate, mission, values, et cetera
☐ Know and understand the scope of responsibilities and duties to be performed
☐ Know and agree to performance expectations and performance assessment criteria
Know and understand the consequences of consistently poor performance
Provide upward feedback on issues affecting productivity
Producing and maintaining output of high quality

Review Officer:
Ensure equitable treatment
Resolve any disagreement which may result from the assessment process

Human Resource Manager:
Ensure knowledge of the system
Facilitate exercise of supervisors’ responsibilities
Act as resource person to both supervisors and employees
Organise orientation sessions
Ensure that proper records are maintained
Monitor, review and audit the system to ensure transparency, adequacy, equity and integrity of the system
Receive employee complaints and offer guidance and counselling
Ensure that appropriate follow-up action is taken

13.0 Recourse and Redress
13.1 Where the employee disagrees with the Manager’s assessment, the following procedure should apply:
Step 1. The Employee and the Manager should try to resolve the issue
Step 2. The Employee and the Reviewing Officer should try to resolve
Step 3. The Employee should seek the intervention of the Human Resource Manager

13.4 If there is still no resolution then the employee has the right to invoke the formal grievance procedure with or without representation.
14.0 Steps in the Process

**STEP 1: March/April**
Supervisor & Employee
Develop & agree on
Performance objectives/targets

**STEP 5: March/April**
Annual Review,
Setting targets for new financial year,
including those in relation to training & development

**STEP 2: June/July**
Review performance in relation to targets and agree appropriate adjustments/action

**STEP 4: December/January**
Review performance in relation to targets & agree appropriate adjustments/

**STEP 3: September/October**
Review performance in relation to targets & agree appropriate adjustments/action

15.0 Implementation Strategy

15.1 The strategy for implementation is to utilise a participatory/capacity building approach. To this end, a Performance Management Implementation Team (PMIT)\(^2\) has been formed, having the responsibility for spearheading the implementation process. The team is led by the Chief Personnel Officer. PMIT is supported by a Technical Support Team which provides technical advice and administrative services. This team is drawn from the Cabinet Office and the Office of the Services Commissions.

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\(^2\) Terms of Reference is provided at Appendix I
15.2 At the Ministry level, Employee Performance and Appraisal Management Teams (EPMAT)\(^3\) have been formed to spearhead the implementation process. The major task of the project teams is to oversee the development of output-focussed job descriptions, performance standards and work plans. These project teams are supported by Management Analysts from the Cabinet Office. Technical/Advisory support and assistance are being supplied by consultancy services.

15.3 A communication network has also been formed comprising public relations managers from the Ministries to guide the implementation process.

15.4 On July 1, 2004, the system will be implemented on a pilot basis, in the following entities:

- Office of the Prime Minister
- Cabinet Office
- Office of the Services Commissions
- Ministry of Finance and Planning
- Ministry of Transport and Works
- Ministry of Local Government, Community Development and Sports

15.5 It is expected that the system will be implemented in all other Ministries during the 2005/2006 financial year.

16.0 CONCLUSION

16.1 The reform initiatives pursued to date have achieved varying levels of success. The gains have manifested in noticeable changes in the way some agencies operate, the foremost of which has been the Executive Agencies.

\(^3\) Terms of Reference is provided at Appendix II
16.2 The true measure however, is sustainability and this is totally dependent on the continued commitment and co-operation of a responsive civil service in partnership with all other stakeholders.