*21st Century Government Service*
*Decade of Excellence*

Ministry Paper No. 56
September 2002

# Government
## at
## your service

*Public Sector Modernisation*

*Vision and Strategy 2002 - 2012*

THE CABINET OFFICE
Kingston, Jamaica

*21st Century Government Service*
*Decade of Excellence*

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*Public Sector Modernisation*
*Vision and Strategy 2002 - 2012*

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# Message from
# The Most Honourable
# Percival J Patterson,
# ON, PC, QC, MP
# Prime Minister

The Public Sector Modernisation Vision and Strategy Paper, 2002-2012, represents a critical point in the process of reforming and modernizing the public sector.  It sets out the plan of reform for the next ten years and represents a coherent and comprehensive response to the challenges facing the sector.

This Ministry Paper has been drafted after consultation with a wide cross-section of persons; it defines how government and the public sector should work, its priorities and values. The reform is based on the principle of the right of each of our citizens to security, justice and equal access to services and information. The plan it sets out focuses on improved accountability and transparency, improved access to and better quality services, and the appropriate use of technology to bring government closer to the people.  It places a new emphasis on human resource development in the public sector and the inclusion of public servants *and the public itself* in the decision-making process.

We intend to strengthen the capability of the public sector to respond positively and effectively to changes in the global environment and to local needs. And we will provide the means for participatory governance in both policy-making and service delivery.

The targets are no doubt ambitious, but we must move briskly to achieve the objectives we have set.  The challenges faced by the country leave no other option.

I believe that this Ministry Paper will stimulate a new spirit of creativity, innovation and determination in the public sector and the wider society.

Hon. Percival J. Patterson, O.N. P.C. Q.C. M.P.
Prime Minister

# Message from
# Dr. the Honourable
# Carlton E Davis, OJ, CD
## Cabinet Secretary & Head of the Civil Service

Public Sector Reforms have been a principal feature of the Government's agenda over the last six years or so.

They have been driven by a number of factors, within and without.

These include:
- The impact of the current wave of globalization
- The impact of information technology
- The need for fiscal prudence while at the same time meeting 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.

We have been concentrating our reforms in four principal areas:
- Improved customer service
- New organizational forms with delegated authority to managers to use the inputs given them to produce the required outputs in an efficient and effective way
- Strengthening policy capacity
- Reducing waste

Many reform initiatives in the past have not had the impact which had been expected because, among other things, they were 'punctuated'.

We are determined to avoid this error in the future; hence the decision to create a Permanent Reform Unit in the Cabinet Office to ensure, as its name suggests that reform is a permanent feature of our governance.   This unit was principally involved in drafting the Plan of Action for the next decade  contained in the Ministry Paper: **Public Sector Modernisation Vision and Strategy 2002-2012**.

It has set some ambitious targets; and the challenge for us, therefore is to exceed ourselves and achieve them.

Whilst the Cabinet Office will lead the process the cooperation of every department of government will be required.

I am confident that this will be forthcoming.

Carlton E. Davis
Cabinet Secretary

# Message from
## George A Briggs, CD (Hon)
### Head of Public Sector Reform Unit, Cabinet Office

**"Government At Your Service** – *Public Sector Modernisation Vision and Strategy: 2002-2012*" represents a transition for the Jamaican public sector. It is the beginning of a more cohesive, long-term approach to reform and an end to the short term, multi-project approach that previously characterised Government reform activities. Most importantly, it provides the opportunity to include the wide and differing views on how the public service should operate. The result is a convergence of ideas and a shared vision not just for public servants, but for all Jamaicans. This broad consensus from our stakeholders is important in that it gives special legitimacy to the proposed direction of change and modernisation.

The hopes, dreams and aspirations of Jamaicans for a better quality of life provide the basis of the reform. People and their needs are at centre stage. That is why the restoration of the concept of 'public service' and the regeneration of sound values and principles are two pillars of the change. We are driven by the firm belief that the public sector has a fundamental role to play in facilitating the public to achieve their individual and corporate goals.

We all know that good governance will provide the enabling environment for the social and economic recovery of the country. The new spirit of the public sector confirms that position. The foundation for good governance has already been laid with the introduction of new policies and legislation and the strengthening and amendments of existing ones.

Strides have been made over the past several years under the Public Sector Modernisation Programme (PSMP) and the Jamaica Performance Improvement Programme (JaPIP). This Ministry Paper confirms our commitment to the process. We will stand by our promise to the people of Jamaica to create "an open and impartial public service, which puts the public's interest first and in which valued and respected professionals deliver high quality services efficiently and effectively".

That is our task. That is our promise.

George A Briggs
Head, Public Sector Reform Unit

# Contents

# Introduction:
# Public Sector Reform

## Vision

Our vision is of an open and impartial public sector, which puts the public's interests first, and in which valued and respected professionals deliver high quality services efficiently and effectively.

## The Public Sector

A strong and professionally functioning public sector holds a country together. It is the bridge between political representation of national aspirations and individual needs on the one hand, and the life experiences of all citizens on the other.  It translates visions and needs into policy, policy into programmes and objectives, objectives into goals, goals into action, and action into results that should matter to people and meet the needs of the country.

In order to achieve our vision, and the national goals set out in the following Chapter on Sustainable National Development, we must improve the Jamaican Public Sector.  We have made progress over the years, introducing new types of public sector organisations and changing the ways in which public servants work.

We have started to change the ways in which we view the public – we listen more and ask our public for advice and feedback; we now offer more services, geared to make dealing with government easier and less bureaucratic.  Now we need to co-ordinate and build on those reforms.

## Strategic Objectives

To do this, we must be selective in our endeavours, and focus on the strategies that would be levers of change in the direction in which we want to go.   Here's what we in the public sector commit to do.

**What are our key strategic objectives?**

*Our key objectives for public sector reform are:*
- To confirm the role and core functions of Government;
- To improve the ways in which Jamaica is governed, through sharing the exercise of power and increasing participation in decision-making;
- To promote effective management, through appropriate mechanisms, that expressly reflects the government's priorities;
- To re-affirm the values of public service, stressing integrity, objectivity and accountability;
- To deliver high quality services to users at reasonable cost;
- To deliver high quality policy advice to the government;
- To secure improvements through the establishment of a performance culture in the public sector
- To value public servants and make sure that they are both motivated and properly equipped to meet challenges;

- To manage all the resources in the public sector to achieve best value for money in the delivery of services;

We need to go further. We need to give effect to the role of government, and the public sector, as enablers of higher levels of achievement by the wider society, rather than as a drag on development efforts.

We must generally make life easier for our citizens.  So we will be proactive in our approach to these further objectives:

- To create an equitable social and legal framework in which business – corporate and individual enterprise - can flourish;
- To devise and manage a social safety net for the very poor and groups at greatest risk, creating a framework for breaking the cycle of persistent poverty;
- To progress a knowledge society, providing timely and accessible information in support of enhanced service delivery.

## Public Sector Reform Projects

We have taken this task seriously.  The Government, with some external assistance , is undertaking approximately 30 projects in support of public sector reform.   The aims of these public sector reform policies are basically to:

- Enhance accountability by strengthening policy development and internal and external controls;
- Improve customer service delivery;
- Continue the rationalisation of the sector;
- Improve the efficiency of Government procurement and contracting mechanisms;
- Improve financial and human resource management through computerised information systems.

*"Public sector reform is not a matter of choice,*
*but a matter of necessity and survival."*
*Dr Carlton Davis, Cabinet Secretary*

**A Structured Project Approach**
We have addressed these reform policies in a deliberate and resolute manner, though not always with the extent or rate of success we planned for.  Under the Public Sector Modernisation Project (PSMP), and the Jamaica Performance Improvement Programme (JAPIP), our initiatives included:

- The development of a financial management information system: FMIS;
- The development of a human resources information system: HRMIS;
- Pensions reform;
- The review of Public Service Regulations and the Staff Orders;
- The tax administration reform project (TAXARP);
- The reform of secondary education (ROSE);
- Local government reform;
- The Permanent Secretaries Accountability Framework;
- The reform of social policy development, implementation and evaluation (JASPEV);
- The strengthening of the corporate planning function;
- The strengthening and deepening of the audit system;

- Strategic reviews and performance improvement programmes in key ministries;
- The decentralisation of the health delivery system;
- The modernisation of key ministries and other organisations (Ministry of Transport and Works; Jamaica Customs; Jamaica Promotions (JAMPRO)); and
- Implementation of the Report on reducing waste in the Public Sector (The Orane Report).

**New Organisational Forms**

Organisation reviews have been completed in all of the seventeen organisations targeted to become Executive Agencies. Implementation has been effected, giving rise to eight EAs to date:

- Administrator General's Department,
- Office of the Registrar of Companies,
- Registrar General's Department,
- Management Institute for National Development (MIND),
- National Works Agency,
- Jamaica Information Service,
- National Lands Agency, and
- National Environment and Planning Agency.

And significant improvements have been achieved in value for money and service delivery levels.

**Tackling "the Big Six"…**

We have carried out strategic reviews in six ministries, accounting for the largest shares in the budget, and are now proceeding with implementation of the reviews' recommendations in four key ministries – Finance and Planning; Health; Education, Youth and Culture; and Transport and Works. A transformation has already occurred in the Ministry of Finance and Planning (MOFP) and the Ministry of Health (MOH).

**… And Rationalising Statutory Bodies**

Ministry of Finance and Planning (MoFP) has carried out reviews of 134 public sector enterprises (PSEs), and recommendations are being acted on. We commit to be resolute in dealing with these organisations.

## The Challenge

The challenge is to build on these reforms in order to establish a professional public sector that can support the achievement of our national goals. This will mean getting back to core business, and transforming both the structures of the related public sector organisations and the working practices of the public servants they need to run them. We must get to a smaller public sector where fewer people are paid more to produce better. It is a serious challenge. But international experience shows that it can be done.

To achieve our objectives **we will change**:

- The models of governance, through changing the rules by which public sector organisations are governed;
- The structure and staffing of public sector organisations;
- The processes within organisations.

We have had some valuable lessons from our experiences, those of other organisations in other sectors and the reform initiatives of many of our Commonwealth partners. They have shown us, for instance, that progress on any one of these options independently will produce some improvements. But they will be limited. The change must be an integrated process.

For example, when we change the rules under which organisations operate, some managers will grasp opportunities for business innovations and the creative management of people for higher productivity. But these changes to the rules must be supported by the introduction of improved financial and management systems to underpin and sustain the behaviour change. And both are dependent on leaner, flexible and responsive organisation structures, geared to achieving the organisations' goals and capable of adapting to changes in a dynamic environment.

Both international experience and our own recent reforms show that substantial change - on occasion a quantum leap in the efficient and effective delivery of services - requires all three options to be implemented.

## Focal Points for Improvement

There are six aspects of the Public Sector organisation for which we will develop strategies to improve performance.

We will target the areas of
- Policy-making
- Organisational structures
- Systems
- Human resources
- Technology
- Legal framework

and develop appropriate strategies to achieve continuing improvement in performance. And we will ensure that those organisational strategies support the strategies for sustainable development.

The following Chapters of this White paper set out in detail the organisational strategies and our programmes and activities for implementing them. Here we provide an overview of the key organisational aspects of the public sector that we aim to improve.

**Policy-Making**

One of the public sector's main functions is to evaluate policy options and to provide Ministers with advice about the Government's policies. Without sound, objective advice Ministers are unable to assess the extent to which sustainable national development is being achieved. The provision of that advice however takes place within a clearly defined framework of the functions of government.

**The Functions of Government**

*The new role of government
is one that will concentrate more on
facilitating, regulating and monitoring.*
*Rt Hon PJ Patterson, Prime Minister*

The first step in public sector reform is to re-affirm the functions of government in Jamaican society.

For the past twenty years governments in both

**Policy-Making**

Modern policy-making should be evidence based. Evidence marshalled to support policy decisions should cover the impact of policies and their sustainability, both in terms of cost and relevance over time. We will improve policy making such that it will be:

- Results oriented and forward looking: outcomes will be defined;
- Outward looking: Caribbean and international experience will be drawn on;
- Innovative, flexible and creative: established processes will be challenged;
- Evidence based: timely and accurate information will inform policy decisions;
- Inclusive: those affected will be consulted;
- Joined up: sectoral policies will be co-ordinated to achieve national sustainable development;
- Reviewed: monitoring the impact of policies will be a regular feature;
- Evaluated: evaluating policies with a view to making them more effective will become standard practice;
- Instructive: we will learn from experience about what works and what does not.

developed and developing countries have been reassessing their roles in the economy and society - identifying the core functions of government, focusing on them, and improving the delivery of services related to them.

In Jamaica, the role of government is to enable sustainable development and deliver services in an efficient and effective manner. And the core function of government is to establish the social and legal framework for sustainable development.

An important function of government will continue to be the purchase of services on behalf of Jamaicans, with organisations in both the public and private sectors providing services as



Employees of the Passport Office processing applications.

appropriate. The public sector will continue to work with the private sector in order to carry out its functions.

**New Structures**
We will continue to introduce new structures into the public sector.

The improvements we are making to existing Ministries, such as Health, and Statutory Boards, such as JAMPRO, are having an impact. But the biggest performance improvements to date have been from the introduction of new structures: the executive agencies and regional health authorities.

We will continue to roll these out across the public sector. And we will review the impact of introducing other structures, such as vehicles for public private partnerships.

**Systems**
We will change organisational and business systems - the ways in which people think and work in the public sector. We will continue to carry out strategic and organisational reviews to ascertain how public servants are working, and how to improve their performance. Business systems will be re-engineered, bottlenecks will be cleared and new technology will be introduced to enhance service delivery. Organisational structures will be reformed so that posts are directly related to the delivery of services.

**Public Servants**
We will undertake the human resource development of public servants. There will be more short-term training in relevant techniques that are directly applicable to the work that public servants carry out. The Public Sector will become a more professional organisation, with improved pay and conditions and greater productivity.

**Information and Communication Technology (ICT)**
We will ensure that the Public Sector has the modern technology available to make well-informed and timely decisions. This will entail not only introducing computerised systems to analyse information, but also putting in place the performance reporting systems to ensure that relevant information is being fed into them.

We will use ICT to provide the public with greater access to government information, and progressively, more direct service delivery. Through ICT, we will offer single points of access to multiple or related transactions with the state.

**Legal Framework**
We will reform some existing laws governing public sector operations, and the rules flowing from them, and introduce new ones. The legal framework must support the modern management of the Public Service. It must contain the provisions, which allow managers to manage the resources available to them, and be accountable for that management.

## Strategic Priorities

We will pay particular attention to the following areas:

- **Customer Service** - Ensuring that at all points of service public service users and not the providers are the focus, matching services to people's life events and delivering quality services in a timely manner
- **Information Technology** - Using up-to-date technology to make dealing with government simpler and easier for citizens and business
- **Human Resource Development** – rationalising and decentralising the systems and structures for human resource management and development, and giving effect to a policy of investment in people to enable them to perform at the highest professional level
- **Modernisation of key ministries (MTW, MOH, MNS, MOJ, MEYC)** – focus on core function of policy-making, and radical reform of systems, processes, efficiency levels, expenditure and services
- **Organisational structures** – accelerated "agencification" – the application of the EA model and principles to more government entities to ensure greater focus on higher level service-delivery and performance management
- **Financial management systems** – adopting a fully integrated computerised business enterprise system which uses full cost and accrual accounting, asset and resource management, in an integrated planning framework
- **Joined-up government** - Creating and establishing cross-government co-ordination machinery/mechanisms

The following Chapters of this White Paper set out how we will achieve these.

## Leadership and Co-ordination of Public Sector Reform

A reform programme cannot be driven without a strong lead from the very centre of government. The Office of the Cabinet is the best place where it can be done with sufficiently comprehensive leadership and acceptance.

### Establishment of the Public Sector Reform Unit

The Public Sector Reform Unit (PSRU) in the Cabinet Office has been established to provide leadership, co-ordination, and cohesion to the implementation and monitoring of the reform initiatives.

*The mission of the PSRU is to drive forward the implementation of the agenda for modernising government, improving the quality, coherence and responsiveness of public services and for promoting a strong and professionally well-managed Public Sector, capable of enabling and facilitating the achievement of the national goals.*

The PSRU is instrumental in generating objectives and identifying priorities within the reform process and will define broad policies in consultation with ministries and agencies. It will help to build up a critical mass of reformers across the public sector and will ensure ownership of and commitment to the programmes by all ministers and ministries.

Led by a Permanent Secretary, this unit operates under the general direction of the Cabinet Secretary and the Prime Minister and reports to the Inter-Ministerial Committee on Administrative Reform (IMCAR).

# Chapter 1: Sustainable National Development

## National Goals

Reform of the public sector is critical to the achievement of the national goal of sustainable development, and the related aims of:

- The establishment of a Quality Society
- A reduction in the proportion of Jamaicans living in extreme poverty
- Increased accountability in both the public and private sectors, to reduce corruption
- A reduction in national debt
- Increased physical, economic and social security for all

The strategies and programmes for the achievement of these national goals are dealt with throughout this White Paper.

Sustainable development provides a framework for the achievement of these goals and public service reform.

**A Quality Society**

A society where:
- There is economic growth and job creation
- Education and human resource development is a primary focus
- There is better housing for more citizens
- There is a reliable public transportation system throughout the country
- There is justice for all
- All can access the highest standards of health care
- Young people can realise their potential and make a full and valuable contribution to their communities and the nation as a whole
- Every family can enjoy the basic necessities of life.

## Sustainable Development

Sustainable development is difficult for small island developing states. The public sector has a crucial role to play in helping to support sustainable development by:

- Creating an enabling environment for the development of the national economy
- Ensuring that people are placed at the centre of decision making
- Being socially inclusive and pro-poor
- Placing a true value on environmental services and protecting and conserving natural resources
- Taking a long-term perspective to the country's development.

Sustainable development will therefore mean rethinking how we carry out the responsibilities of government, requiring new forms of collaboration and innovative approaches.

The Government is both committed to and already on the path towards sustainable development. To further promote

the move in this direction, new core competencies will be needed within the public service.

Existing policy bodies will require an infusion of new ideas and a change in operating procedure. We will find opportunities for developing policies that are economically sound, socially responsible and environmentally friendly.

Both the public and private sectors have already begun to identify sustainable development as a core value, and many of our programmes, plans and projects are incorporating the concept of sustainability, providing us with the sound foundation for collaboration needed both within and between sectors.

We will build upon this awareness, and strengthen these collaborative mechanisms.

## Principles for Sustainable Development

Sustainable Development within the Public Service is based on the following key principles:

- Integrated Policy-Making
- Counting the Cost
- Collaboration

**Integrated Policy-Making**

Social, economic and environmental problems and solutions are all linked. With better knowledge and understanding of the interconnection among issues and policies the Public Sector will produce more effective policies. And our planning will focus on the medium and long-term impacts on future generations.

This perspective will also provide a way for us to see better solutions to current problems and reveal opportunities for synergies that could otherwise go unrecognised. We will also develop approaches towards integrating decision making at all levels of society.

**Counting the Cost**

We will incorporate full cost accounting into all Government policies, programmes and projects. Full cost accounting requires the recording of all costs associated with the generation and use of a product or service, including raw material collection, production and disposal of wastes. This will ensure that our natural resources - such as air, water and beaches – are not regarded as free goods, only to be paid for by society or by future generations in the form of damage to ecosystems. Our prices and market mechanisms will be adjusted to reflect environmental costs.

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### What is Sustainable Development?

Sustainable Development is an on-going process with actions which integrate the need for social development, economic opportunity and environmental protection, to meet the needs of present and future generations.

The key elements of sustainable development are:

- **Social Well Being and Basic Needs** for all people regardless of race, gender, or religion
- **Prosperity** – economic growth as a continuous goal for national development
- **Environmental Quality** – environmental conservation and protection  - recognizing that our resources are finite
- **Equity within and between Generations** – ensuring that all our citizens in this generation and all future ones have the same or greater opportunities to access economic, social and environmental capital
- **Equity and Justice** that support good governance

Parrotee Bay, St. Elizabeth

**Collaboration**

We will employ an integrated approach to policy-making that involves developing new types of collaboration within government and with the wider society. We recognise that tackling many of our challenges requires the combined competencies, resources and authority of several ministries, agencies and institutions.

## Strategies for National Development

Five broad strategies will guide our programmes to achieve our national goals. These are:

- A national sustainable development strategy
- A planning strategy;
- A policy reform strategy
- A regulatory strategy;
- A greening of government strategy

**National Sustainable Development Strategy**

We will develop a National Strategy for Sustainable Development which:

- Brings together the goals and aims of all sectors of society within a common vision
- Describes how to protect our environment and natural resources, both for their own sake as well as for their contribution to the country's economic growth
- Addresses important national issues such as food security, disaster mitigation planning and management, cultural identity, and particularly poverty reduction.
- Identifies the role of each sector in ensuring that society reaps environmental, social and economic benefits for present and future generations
- Creates a unit to ensure that the strategy is fully carried out

**Planning Strategy**

We will develop an enabling planning framework which:

- Brings together the objectives of development plans and policies from different sectors, to ensure collaboration and consistency with sustainable development principles
- Requires ministries and agencies to provide a clear timeframe and identify the resources needed to accomplish each objective
- Improves the collection, management, analysis and use of data/information within Ministries and agencies and electronically links institutions across the island
- Increases the ability of all ministries and agencies to participate in development planning
- Improves the use and allocation of all resources - human, financial and natural - and enhances the ability of government to satisfy basic needs in the most effective manner
- Looks at ways of creating better communities for people to live and work in.

**Policy Reform Strategy**

We will reform the policy and decision making processes of government by:

- Making sure that national goals and objectives are prioritised
- Creating a system that links the policies, strategies, plans and actions of Ministries and agencies to ensure that their combined outcomes are in line with national priorities
- Training decision and policy makers to ensure that they have the necessary skills
- Building sustainable development into all policies and decisions within Government and across society by making sure that they are all assessed for their potential impact on the economy, society, and the environment.
- Making sure that all policies address gender, class, social and equity issues
- Giving local government institutions more input in the design of policy that affects the people and the communities around them

- Including the private sector, civil society and the poor in the development of policies that affect them
- Giving everyone – within government and the wider society - prompt access to information related to decisions and policies

**Regulatory Strategy**

We will develop an enabling regulatory framework which:
- Uses multiple strategies to address issues of crime to create a safer society
- Introduces more effective tools for the enforcement of regulations with better incentives for compliance
- Allows those being affected to participate in development of regulations and how they are enforced, for example, giving greater responsibility to private sector industries (such as the mining or coffee industry) to regulate themselves, thereby encouraging a corporate-led system of compliance
- Establishes effective standards and systems to direct the use of public resources by the private sector, the public sector and civil society
- Develops tools and systems to ensure that economic growth has the least possible negative impact on the environment
- Applies the requirements of international, regional and sub-regional protocols and agreements into national regulations and standards as appropriate

**Greening of Government**

We will ensure that Government's operations and programmes assist in the conservation and protection of the environment by:
- Requiring that all corporate plans have sustainable development strategies so that along with economic benefits, plans highlight how ministries and agencies will ensure safety and health benefits within the public sector and the communities with which they interact.
- Making environmental accounting a part of the decision-making process
- Meeting and/or exceeding all legal and voluntary requirements to which the government sub-scribes
- Institutionalising respect for the environment within Government, through training, institutional capacity building, and the development of an Environmental Stewardship Policy for the Public Sector.
- Instituting a procurement policy which ensures that Government purchases meet environmental specifications and are consistent with signed international treaties
- Using market-based economic instruments such as taxes, fees, charges and tradable permits to manage land use, minerals, fisheries, water, air quality, forests and providing incentives for the use of cleaner technologies.
- Making the conservation and more efficient use of natural and economic resources a part of public sector culture to encourage the reallocation of financial resources from operational expenses to the implementation of programmes

## Timetable

The strategies supporting Sustainable National Development within the public sector are multi-year and comprehensive and provide direction to the other thematic areas of the overall vision and strategy. The other thematic areas state the timelines and responsibilities for the actions noted within this chapter

# Chapter 2: Governance

## Vision

Our vision is of a Jamaica in which all citizens enjoy a quality life in a society that is just, inclusive, and open and in which authorities are accountable.

Governance is the exercise of power in the economic, political, and administrative management of the country's resources. Governance comprises the traditions, institutions and processes that determine how power is shared and exercised, how decisions are made and how authority responds on issues of public concern.

## Elements of Good Governance

Good governance has the following key elements:

- **Openness:** Processes and information, which allow the public to see how institutions work and function to ensure that information is accessible, appropriately packaged and widely disseminated to the public.
- **Justice:** Equal access to justice, health care, education, livelihood, a clean and healthy environment and other services, regardless of colour, gender, race, creed, political affiliation, socio-economic group or sexual orientation.
- **Inclusiveness:** All individuals, and groups including the elderly, the variously challenged and the poor
- **Accountability:** Acting responsibly in the discharge of our duties and daily lives

## Principles of Good Governance

Good governance is built on the following principles:

- **Participation** - operate a political system in which all people are able to *participate* in and influence government policy and practice;
- **Facilitation** - provide a stable environment which *facilitates* investment and trade as a basis of economic growth, environmental sustainability and development;
- **Pro-poor** - implement sound *pro-poor* policies, which bring together, allocate and effectively account for public resources;
- **Equitable access** - manage the country's economic, ecological and social resources to facilitate the *equitable provision and access* to services and public goods;
- **Justice** - ensure *security and justice* for all people as well as *respect* for human rights and rule of law;
- **Open and accountable** - develop *open and accountable* society free from corruption;
- **Partnerships** - establish and strengthen *partnerships* with the private sector and civil society, including contracting of services and developmental activities.

The Government has over the years subscribed to these principles and has sought ways in which to give expression to them in discharging its functions and dealing with Jamaicans. We will continue to embrace these principles and to strengthen and deepen the practices, which demonstrate the commitment to good governance.

There have been growing demands from the citizenry for greater involvement and a bigger say in government decisions that affect their lives, business and well being.  In recent times, these demands have sometimes been expressed in extreme terms.  Similarly, there have been calls for more transparency and accountability in the public sector.

As we act to address these demands we will give particular focus to the following:

- Access to government, consultation and participation
- Public sector accountability
- Corporate governance and accountability
- Machinery of government issues:
    - Parliamentary scrutiny
    - Devolution
    - Horizontal management, that is, cross-government cooperation

**Access, Consultation and Participation**
Citizens want a better understanding of the processes by which government decisions are taken on major issues, more prior consultation, and greater opportunities for stakeholder participation in public business at all levels.

While there are now many ways in which citizens can and do exercise their rights and obligations as partners in governance, we need to re-examine these and redesign, expand and strengthen the structures and processes.

We commit to improving the partnership in governance through new relationships with local government, communities, and the voluntary and private sectors.

**Public Sector Accountability**
Improving accountability for the performance of public business is important in creating a more open and responsive public service.  A hard look will be taken at how effectively the public sector provides timely and ongoing information on its activities and their outcomes to the public, particularly to those most affected by policies.

**Corporate Governance and Accountability**
The country's economy depends on the drive and efficiency of its business enterprises.  And the effectiveness with which their boards discharge their responsibilities in large measure determines Jamaica's competitive position.  They must be free to drive their businesses forward, but exercise that freedom within a framework of effective accountability.



New Kingston

This is the essence of good corporate governance. We will seek agreement with the private sector on means by which good corporate governance may be promoted.

**Issues of Machinery of Government**
*Parliamentary Scrutiny:*
Public sector reform everywhere includes the devolution of power to lower levels of government, greater separation of policy making and management responsibilities, and significant delegation of authority over the use of resources from the centre to line agencies.

These reforms will demand more information on the activities of the agencies and their use of resources. This will enlarge the role of the *Public Accounts Committee* and will involve further strengthening of the *Auditor General's Department*.

We will need to look at more extensive use of select parliamentary committees in reviewing departmental activities, particularly from a value for money perspective to provide for adequate scrutiny by the representatives of the people.

*Devolution:*
Local Government reform has been proceeding, with the redefinition of the functions of the *local authorities* and improvements in the financing of their activities with more secure sources of revenue.

Changes in the local government structures are to be implemented. This will necessarily involve greater *devolution of powers*, particularly over matters that affect local communities, and which do not affect other communities or the nation as a whole.

We will put in place the necessary mechanisms for local accountability for management and finance.

*Horizontal Management – Cross-government cooperation*
With decentralization and greater autonomy for the management of organisations has come the need to ensure that there is integration among agencies in the delivery of services through mechanisms such as "one stop shops".

Equally important is the development of effective mechanisms for integrated policy development on cross boundary issues. In addition to the existing cabinet sub-committees, we will improve the ways in which *ministers and officials* cooperate formally when there are crosscutting issues, and also the ways in which *inter-portfolio and interdepartmental coordination* should be designed. For the implementation of high priority/cross-cutting initiatives, budget allocations will be pooled to create a secure collective resource.

## Strategic Objectives
In order to achieve good governance we have set the following strategic objectives:

Creation of a **Knowledge Society**, which is fundamental to informed decision-making and concerted action, by:

- Facilitating access to information through all available media
- Publishing better designed and user-friendly brochures on policy, procedures and government services
- Putting in place systems and structures to effectively implement the requirements of the Access to Information Act
- Appointing dedicated liaison officers to provide information to the public in all departments and other agencies.

Establishing Participatory And Coordinated Mechanisms that promote the demand for responsive and effective public policies, by:

- Expanding the role of Parliament and its Committees in the monitoring of public policy and in the review of performance and expenditure of government, and strengthening their administrative capability to carry out this role
- Making research/evidence-based policy development mandatory for new policy initiatives, with proof of inputs from stakeholders.
- Improving the policy cycle and decision-making process
- Reviewing jointly with stakeholders, existing formal and informal channels for policy dialogue, evaluating their effectiveness, and structuring a framework for meaningful participation at all levels
- Implementing a single registration system for citizens and permanent residents, and conducting analyses of the national data-base for the identification of representative stakeholder groups
- Seeing the government from the users point of view
- Establishing strategic committees for the management of policy issues across government

Establishing a framework for social inclusion with the appropriate institutional mechanism to address issues of exclusion and discrimination and to ensure that all people can participate in the process of governing, by:

- Providing enabling constitutional, legislative and institutional systems for addressing discrimination and exclusion
- Expanding the terms of reference for the ombudsman/public defender to address issues of discrimination
- Ensuring that institutions have the capability to provide citizen access to redress
- Providing information on citizens' rights, responsibilities and procedures to exercise their rights, through community notice boards and the public information system.
- Publicising the existing channels of participation available to the public and actively involving citizens through focus groups, citizens' juries and other forums
- Improving the information system for assessing policy and programme impacts.
- Setting up networks for the participation of citizens in providing policy solutions to problems.

Design and enforce mechanisms/sanctions to maintain the rule of law, which will facilitate economic growth, security and social capital formation through better access to timely, affordable and just resolution of disputes/judicial matters, by:

- Continuing and accelerating reform within the security and justice sectors
- Ensuring that resources are provided for laws to be enforced
- Ensuring that citizens are aware of their obligations to support the force of law
- Ensuring the timely disposal of legal matters through the strengthening of administrative capability of the courts
- Making legal aid and other legal services available at the local level
- Promoting the use of Alternative Dispute Resolution mechanisms
- Revising civil procedures and rules to make the judicial process more client-driven

Promote more efficient use of public resources for development through decentralization of decision-making, in order to increase participation and management of resources, through:

- Local Government Reform - We will empower people through local governance structures
- Strengthening the functioning of Regional, Parish and Community Development Committees
- Strengthening the legal framework for the Local Authorities

Facilitate greater transparency and openness of government's operations through access to, improved quality and better presentation of information, by:

- Ensuring that annual and other periodic reports of ministries and agencies are complete, timely and available for public scrutiny.
- Promoting the implementation of the Access to Information Act
- Promoting civic and other public responsibilities in schools and communities
- Ensuring the enforcement of the following Acts:
  - **Financial Administration Act**
  - **Public Bodies Management and Accountability Act**
  - **Executive Agencies Act**
  - **Contractor General Act**
- Establishing the accountability framework for the Local Authorities to account for the use of public funds, including public disclosure of expenditures

Promote social peace by creating a stable and non-violent political environment, by:

- Establishing a high standard of integrity in the conduct of political office.
- Stricter adherence to the code of conduct for Ministers, parliamentarians and other politicians.
- Making dispute resolution approaches available to all communities
- Encouraging collaboration and partnership in the conduct of national business.
- Promoting good corporate governance and the Code of Best Practices for accountability in corporate enterprises to enhance economic stability and safeguard stakeholders
- Strengthening relationships between community and security forces
- Expanding the use of non-custodial sentencing

## Where Are We Now?

- The *National Planning Council*, among other mechanisms, is a major forum for inputs by all sectors of the economy to influence macro-economic policy and priority national socio-economic programmes and projects. The work of these mechanisms needs to be evaluated.

- The consensual *National Industrial Policy* remains a point of departure for investment decisions and development activity that addresses the agreed strategic national development objectives.

- We have made frequent use of *Private Sector led, representative task forces* for investigating problems and recommending policy solutions and programmatic action.

- We have restructured the *Local Government* system and strengthened their financial base. A Green Paper proposing further strengthening of the system has been issued for public discussion and input.

- The *Social Development Commission* has successfully established Community, Parish and Regional Development Committees that help to determine the allocation of resources to services and programmes that best meet the priority needs of the local populace. This initiative will be expanded, and fully institutionalised.

- With the *Jamaica Social Policy Evaluation (JASPEV)*, we have designed a new inter-portfolio policy development framework and governance structure for the effective implementation of social policies and delivery of services, with a focus on the impact of the policies' outputs on the circumstances of the beneficiaries.

- We have established a *Policy Analyst Network* and initiated *Policy Capacity Building programmes* within the public service.

## Timetable and Action Plan

For the indicated financial years we will to accomplish the following:

**2002/2003**
- Establish web sites and liaison officers in all ministries for access to information on their activities
- Make available to all ministries and agencies, the guidelines for developing policy and improving the policy cycle.
- Ensure all legal professionals will undertake sensitisation workshops to update them on current international practices.
- Make courts and legal services available in all parish capitals.
- Ensure all parishes have functioning Parish and Community Development Committees.
- Complete a joint assessment of local and international best-practice experience in public consultation and participation, and recommend effective means that may be adopted.
- Issue guidelines making it a requirement that all policies affecting the national or local populace or specific groups, as relevant, must have stipulated minimum levels of public consultation and participation.
- Publicize and distribute brochures outlining citizen responsibilities and rights.

**2003/2004**
- Simplify all Government forms and documents
- Establish the national registration system
- Have in place a policy and legislative framework for social inclusion and elimination of discrimination
- Ensure that the Office of the Ombudsman/Public Defender is adequately staffed to deal with issues of discrimination.
- Establish the systems and processes to give effect to the Access to Information Act
- Have in place a policy performance (impact) measurement system
- Accelerate the reforms of the justice system
- Promote good corporate governance and reach agreement on a code of best practice for corporate accountability.

**2004/2005**
- Ensure that the amended FAA Act is in effect.
- Require all ministries to publish timely annual and other periodic performance reports.
- Have in place bi-annual public forums on public expenditure
- Have in place adequate resource mobilization mechanisms for the delivery of public services at the local level.
- Have in place the code of Conduct for Ministers and Parliamentarians
- Include civic and public responsibilities in the curriculum of educational and training institutions at all levels.

# Chapter 3:
# Values and Principles and the Regeneration of the Public Service

## Vision

Our vision is of a Public Service in which every public servant thinks and acts in the best interest of Jamaica and its citizens, with honesty and objectivity, taking decisions that are transparent and for which the officer is accountable.

*"Integrity, truth, respect for human dignity and the quest for excellence underpin the foundation of sound social development. We must pledge to make probity and ethical values the basis of all our public duties."*
*The Prime Minister of Jamaica, the Rt. Hon. P.J. Patterson (1994)*

**The Seven Principles of Public Life**

To achieve the above vision we will seek to ensure that the actions of public servants are based on the following principles of public life:

- Selflessness
- Integrity
- Objectivity
- Openness
- Accountability
- Honesty
- Leadership

- *Selflessness:*
  Holders of public office should act solely in terms of the public interest. They should not do so in order to gain financial or other material benefits for themselves, their family, or friends.
- *Integrity:*
  Holders of public office should not place themselves under any financial or other obligation to individuals or organizations that might seek to encourage improper behaviour in the performance of their official duties.
- *Objectivity:*
  In carrying out public business, including making public appointments, awarding contracts, or recommending individuals for rewards and benefits, holders of public office should make choices on merit.

- *Accountability:*
  Holders of public office are accountable for their decisions and actions to the public and must submit themselves to whatever scrutiny is appropriate to their office.
- *Openness:*
  Holders of public office should be as open as possible about all the decisions and actions that they take. They should give reasons for their decisions and restrict information only when the wider public interest clearly demands.
- *Honesty:*
  Holders of public office have a duty to declare any private interests relating to their public duties and to take steps to resolve any conflicts arising in a way that protects the public interest.
- *Leadership:*
  Holders of public office should promote and support these principles by leadership and example.

**Anti-Corruption**

Corruption is the abuse of entrusted power for personal gain or for the benefit of a group to which one owes allegiance.

Corruption in public life involves: "behaviour on the part of officials in the public sector, whether politicians or civil servants, in which they improperly and unlawfully enrich themselves or those close to them by the misuse of the public power entrusted to them"

Corruption hinders the achievement of our national goals, having adverse impacts on investment and economic growth, on politics and the responsiveness of government, and on the delivery of basic services and personal security, particularly for poor people.

## Where Are We Now?

Many public servants already put into effect the above principles of public life in their dealings with citizens and in the conduct of their duties.

These principles are enshrined in existing:

- Legal Framework
- Public Service Regulations
- Staff Orders
- Public Service Training
- Citizen's Charters and Public Service Agreements (refer to Chapter 4 – Customer Service and Chapter 6 – Managing People)

**Legal Framework**

There exist several Acts which address integrity in public life, including:

- The Corruption Prevention Act which speaks to bribery and corruption on the part of elected and appointed public officers:

  *In this Act provisions were made for the elimination of Corruption in the performance of public functions and to provide for matters incidental thereto or connected therewith. It speaks to: the duty of public servants to furnish statutory declarations of their assets and liabilities and their income; functions and powers of the Commission to receive and investigate any complaint regarding corruption.*

- The Integrity Act (1974), which speaks to parliamentarians and disclosure of their assets;

- The establishment of the Office of the Public Defender who investigates and institutes proceedings regarding allegations of mal-administration.

- The Contractor General's Act (1985), which provides a framework and institutions for the award and monitoring of public sector contracts for the procurement of goods, works and services.

**Public Service Regulations**
- The Public Service Regulations and the Staff Orders govern the conduct of public servants, setting out how they should undertake activities in an honest and accountable manner. They are both, however, in the process of review to bring them inline with effective modern management principles and practice.
- A Code of Conduct for Ministers has been prepared and tabled in Parliament.

**Public Service Training**
For several years the government has provided training courses at public sector training institutions and at the departmental level, that include the essential elements of how public servants should undertake their duties.

## Regenerating the Public Service

Historically, the Jamaican Public Sector enjoyed a good reputation locally, regionally and internationally. However, public confidence in the Service has eroded considerably, and the perception of the Service is now somewhat negative, as one unable to meet the needs of today's Jamaica.

Over the past several years the regeneration of the Public Service has been of particular concern to the reform programme. Significant progress has been made on a number of fronts in redressing the balance but there is much more to be done.



If the changes proposed in this White Paper are to be successfully implemented, we need to create a Public Service with the competencies, innovativeness, flexibility, performance orientation, and the motivation to achieve them.

Included in the actions taken so far to regenerate the Public Sector are the following:

- There has developed between the Government and the trade unions a greater consensus on the need for reform in human resource management, the components of the modernisation programme, and the benefit of collaborative or joint action in implementation.

## Office of the Contractor-General

Jamaica's *Office of the Contractor-General* is an independent body established by Parliament in 1986 that seeks to ensure transparency, efficiency, impartiality and integrity in the awarding of government contracts, licenses, permits and other concessions. The Contractor-General's Office also has the responsibility to ensure that government contracts are implemented efficiently, economically and expeditiously through constant monitoring. Additionally, the Contractor-General may investigate: the registration of contractors, the tender procedures for the award of Government contracts, the implementation of the terms of contracts, and the circumstances under which a license is granted, issued, used, suspended or cancelled.

The *National Contracts Commission* is an independent body appointed in 1999 through an amendment to the Contractor-General's Act. Its mission is to recommend the award of government contracts and in so doing, seek to ensure transparency, equity and integrity in the contract award process. The Contracts Commission carries out activities and functions in fulfilling its mission, which include:

- Examining tenders for the award of contracts

- Recommending contracts awards to government agencies and Cabinet as required

- Establishing a national register of public sector contractors, grading them in accordance with their capabilities and categorizing them in some 30 skills areas

- Making recommendations to Cabinet for improving the efficiency of the procedures for the granting and implementation of government contracts,

- Overseeing the activities of sector committees established by the Commission to help it discharge its responsibilities

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- We have put in force a policy of open competitive selection for appointments to key senior positions, including Permanent Secretaries and Chief Executive Officers of Executive Agencies and Statutory Bodies. Objective and scientific selection methods, such as assessment centres, have been introduced.

- We inaugurated in 2001 a developmental training programme for incumbent executive managers, through MIND in collaboration with the University of the West Indies. Under the same initiative we introduced a similar but longer training programme (18 months part-time) for competitively selected senior managers to prepare them for executive succession.

- We have begun phased implementation of an agreement with the unions to improve competitiveness of civil service pay by moving salaries to within 80% of benchmarked private sector salaries by fiscal year 2004-2005.

- We have acted on union agreements for non-pay benefits such as provision of dedicated buses on distant or crowded public transport routes, provision of reserved land for public service housing, and the establishment of an Employee Assistance Programme.

- In the Executive Agencies, we have introduced performance pay and incentive systems based on organisational achievement, unit/group achievement, and individual goal achievement by all levels of staff, within a performance management and reporting regime.

## What We Will Do

In order to improve standards in the public sector and tackle corruption we will carry out the following programs and actions.

### Legal Framework

We will strengthen existing laws, as well as enact new laws and new codes of conduct that seek to eliminate corruption in public life. And we will ensure that the institutions and systems that deal with breaches are more efficient than currently obtains, for example the Contractor General's Act and the National Contracts Commission.

### Anti-Corruption

We will develop an anti-corruption strategy, which will have as its key elements:

- A crusade, led by Ministers, against corruption;
- Co-operating with the media to mobilize public opinion against corruption:
- Improving conditions in the public service such that corruption does not appear as an opportunity;
- Recruiting public servants openly and on merit, so eliminating networks of influence;
- Adopting more transparent procurement procedures;
- Strengthening the audit of public expenditure;
- Increasing parliamentary oversight of standards and conduct;
- Prosecuting the corrupt.

### Training

We will include an Ethics and Values component in all public sector educational and training programmes and also endeavour to have this component included in all other training programmes from the primary to the tertiary level.

### Terms and Conditions

We will make terms and conditions more competitive (linking to market conditions where necessary) so as to attract quality staff in the service and minimize the scope for corruption.

### Ethics and Values Framework

We will establish an effective ethics and values framework. These principles will be adopted and consolidated in the Public Service so that they become organisational and social norms.

- Ethical *standards* for the public service should be clear
  - We will publish a concise statement of core ethical standards and principles that guide the public service, for example, in the form of a code of conduct.
- Ethical standards should be reflected in the *legal framework*
  - Laws and regulations will state the fundamental values of public service and will provide the framework for guidance, investigation, disciplinary action and prosecution.
- Ethical *guidance* should be available to public servants
  - Guidance and internal consultation mechanisms will be made available to help public servants apply basic ethical standards in the workplace.
- Public Servants should know their *rights and obligations* when exposing wrongdoings
  - Public servants need to know what their rights and obligations are in terms of exposing actual or suspected wrongdoing within the public service.
  - There will be clear rules and procedures for officials to follow, and a formal chain of responsibility. And public servants will be provided the protection necessary to them in cases of exposing wrongdoing

- *Political commitment* to ethics should reinforce the ethical conduct of public servants
  - Political leaders are responsible for maintaining a high standard of propriety in the discharge of their official duties.
  - We will create legislative and institutional arrangements that reinforce ethical behaviour and create sanctions against wrongdoing. We will streamline and clarify the disciplinary process to increase its efficiency and restore credibility.
- The decision making process should be *transparent* and open to scrutiny
  - Transparency will be further enhanced by measures such as disclosure systems and recognition of the role of active and independent media.
- There should be *clear guidelines* for interaction between the public and private sectors
  - Clear rules defining ethical standards will be developed to guide the behaviour of public servants in dealing with the private sector, for example, regarding public procurement, outsourcing or public employment conditions
- Managers should *demonstrate and promote* ethical conduct
  - Managers have an important role in this regard by providing consistent leadership and serving as role models in terms of ethics and conduct in their professional relationship with political leaders, other public servants and citizens. Performance in this role will be an important element in the performance appraisal of managers
- Management *policies, procedures and practices* should promote ethical conduct
  - Management policies and practices should demonstrate an organisation's commitment to ethical standards. Compliance systems alone can inadvertently encourage some public servants simply to function on the edge of misconduct, arguing that if they are not violating the law they are acting ethically.
- Public service conditions and *management of human resources* should promote ethical conduct
  - Public service employment conditions, such as career prospects, personal development, adequate remuneration and human resource management policies will be examined with the intention to create an environment conducive to ethical behaviour.
- Adequate **accountability mechanisms** should be in place within the public service
  - Mechanisms promoting accountability will be designed to provide adequate controls while allowing for appropriately flexible management.
- Appropriate *procedures and sanctions* should exist to deal with misconduct
  - Reliable procedures and resources for monitoring, reporting and investigating breaches of public service rules, as well as commensurate administrative or disciplinary sanctions to discourage misconduct will be put in place.

## Action Plan

We will implement by the end of fiscal year 2003/2004 an effective corruption prevention framework tailored to the Jamaican culture. This will involve the development of:

- A clear code of ethics and code of conduct for the Public Service
- A clear policy document that demonstrates commitment and establishes effective control mechanisms
- A policy that addresses the core ethics and values requirements of honesty, obedience to the law and ethical decision-making, by providing effective mechanisms for accountability and compliance relating to corruption prevention.

These activities are starting points for anti-corruption work. As successes occur more sophisticated measures will be considered.

Within the framework of appropriate legislation the following activities will be implemented as first steps in an effective corruption prevention programme.

- A reliability clearance program
- Anti-corruption education
- Process and procedural safeguards
- An audit program
- Effective disclosure mechanisms for both internal and external source disclosures
- Investigation and case handling procedures

For the indicated financial years we will to accomplish the following:

**2003/04:**
- The recruitment criteria for employment in the public service will have been reviewed and more relevant criteria established
- A corporate training and development strategy will be developed
- A high level public/private sector team will have identified the competencies required for senior and executive positions in government and business in a modern Jamaica, developed a regime for the selection, terms of appointment, and reward of senior executive officers throughout the public sector, and devised practical schemes for greater interchange of managers and executives between the sectors.

**2004/05:**
- A fast track scheme for middle-level managers and professionals will be developed and implemented;
- Implementation of the 80% parity pay agreement will be completed;
- At least 25% of public servants will work within organisations operated on the principles underlying executive agencies.
- Human Resource management authority will have been delegated to all Ministries and Departments.

**2006/07:**
- All public servants will be rewarded under a certified performance based scheme, and for innovation and contribution to continuous organisational improvement
- Fifty per cent of all public servants will work within organisations operated on the principles underlying executive agencies.
- At least 50% of public organisations will be certified under a scheme to recognize those meeting set standards for development of and investment in employees and having the characteristics of learning organisations.

**2009/10:**
- At least 75% of public servants will work within organisations operated on the principles underlying executive agencies.
- At least 80% of public organisations will be certified under a scheme to recognise those meeting set standards for development of and investment in employees and having the characteristics of learning organisations.

**2011/12:**

- 100% of public servants will work within organisations operated on the principles underlying executive agencies
- 100% of public organisation will be certified under a scheme to recognise those meeting set standards for development of and investment in employees and having the characteristics of learning organisations.

# Chapter 4:
# Customer Service

*"The Citizen is a Customer whose interest must always come first"*

## Vision

Our vision is of a public sector organised around the needs of its customers, directly accountable to them through guarantees of service that is of the highest quality, accessible, friendly, convenient, easy to use, integrated, responsive and cost effective, and which assures redress when things go wrong.

## Changing the Way We Work

Traditionally, our public services have been designed for the convenience of the people who work in them rather than for the people they are meant to serve.

Even where performance measurements and targets have been introduced, they have more been set for management purposes rather than reflecting the real needs of customers.   In some cases even, our "high performing and successful" organisations are still not meeting the needs of their customers.

*In order to obtain a Drivers License,
a customer has to pay the fee at the Revenue Department, go to
the Motor Vehicle Examination Depot to get tested, then return to
the Revenue Department to get the Drivers License - a system clearly not
designed for the convenience of the customer.*

We need to change the way we think about the business in which we are engaged, that of providing service, and organize ourselves around the needs of our customers.  The basis of good service is respect and care for customers and their needs.

That means recognizing that the customer is the most important person to our organisation.  Those who serve them directly come next, and the management is there to support those who serve the customer. Our organisations, systems and processes must be designed to reflect and reinforce those ideals.

We have made a start, and the results are encouraging, but we now need to go further.

## What Have We Done So Far

### Citizens Charter

We have adopted the Citizens Charter Programme that has been successfully introduced in over 60 countries worldwide. The fundamental principle of the charter as emphasized by Prime Minister Patterson when he launched the programme in 1994 "is that of recognizing the citizen as customer who is entitled to high quality service and whose interest must always come first".

So far, twenty-five public sector organizations have issued charters and all Ministries and major departments are required to implement customer service improvement programmes aimed at raising standards.

We will continue to expand the charter programme so that by the year 2012 all public sector entities will commit to high quality services outlined in a service charter.

### Executive Agencies

We have transformed selected public sector entities into Executive Agencies, and we are seeing the results in the improvement in the range, quality and cost-effectiveness of services provided. There are numerous examples in this and other chapters of the successes of the Executive Agencies.

### Access to Information

We are making it easier for citizens to get information from public offices through the Access to Information Act. The Act, which was passed in 2002, will provide members of the public with a general right of access to official documents.

### Customer Service Improvement Programme

We have established a Standards & Monitoring Unit in the Cabinet Office to promote and monitor customer service improvement across the public sector.

Approximately 75% of public sector entities have been sensitised and introduced to the customer service improvement programme, and all Permanent Secretaries are required to report on improvements in customer service in their respective ministries as part of their performance agreements. We introduced a set of minimum customer

### Charter Principles

- **Standards** - Setting, monitoring and publication of explicit standards for the services that users can expect. Publication of actual performance against these standards
- **Information and openness** - Full, accurate information readily available in plain language about how public services are run, what they cost, how well they perform and who is in charge.
- **Choice and consultation** - Customers should be given choices wherever practicable. Regular and systematic consultation with customers.
- **Courtesy and helpfulness** - Courteous and helpful services from public servants who will wear name badges. Services available equally to all who are entitled to them and run to suit their convenience.
- **Putting things Right** - If things go wrong, an apology, a full explanation and a swift and effective remedy. Well publicised and easy to use complaints procedures.
- **Use resources effectively** - Efficient and economical delivery of services within the resources the nation can afford, and independent validation of performance against standards.
- **Innovate and improve** - Continuously look for ways to improve services using available technology.
- **Work with other providers** - Co-ordinate activities to provide a seamless service.

**The Customer has the right to expect:**

- Results
- Respect
- Trust
- Confidentiality
- Prompt Response
- The Truth
- Cooperation and Assistance
- Redress
- Correct Information
- Credible Information
- Courtesy
- Concern for their Comfort
- Active Listening
- Effective Communication
- Satisfaction

Customers being served at the Administrator General's Department.

service standards which all Ministries and Departments are required to adopt.

We have installed a toll-free line for customers to call and give us feedback on service delivery by public sector agencies, and we monitor customer feedback in the media, follow-up complaints and ensure that matters are brought to closure.

**Training in Customer Service**

We recognise that training can make all the difference. We have introduced customer service training at the Management Institute for National Development (MIND). During 2001 the Institute conducted seventeen courses, some delivered off-site, reaching three hundred and forty-seven participants. In 2002, the programme has been redesigned and expanded.

## Principles of Customer Service

The principles of costumer service, which will form the foundation for improvements to our public service, are as follows.

**Consult The Customer**

Designing our services around the needs of our customers, means that we need to find out from them what they think about the service we are providing, what is important to them, and what they need from us. So regular customer consultation and feedback has to be the starting point in the change process.

**Consult The Service Provider**

Next to the customer, the direct service provider is the most important person in the process as they are the link between the organization and the customer. The view of the direct service provider is not always taken into consideration but is critical, and we have to involve them in developing improvements in the delivery of public services, which they will be expected to implement.

**Public/Private Sector Partnerships**

We have seen the benefits that our citizens can reap by partnering with the private sector to offer a wider range of services at more convenient locations. The Postal Service is an excellent example of what we can achieve by being open to change. "The New Post Office" now offers services from bill payment to Internet services, from gaming products to stationery and the list keeps growing. Our hospitals, for example, the Bustamante Hospital for Children have been able to improve the quality and range of services offered by working with the private sector.

**Top left:** National Consultation on Public Sector Reform (June 26, 2002); **Top right:** Constant Spring Collectorate; **Bottom:** Cable & Wireless Internet kiosk being used at the Central Sorting Office (Postal Corporation of Jamaica).

**Alternative Service Delivery Options**

One-size does not fit all. Our customers are a diverse group. We have to organise our services so that those who live and work in remote areas, those in the urban centres, those who have special needs, those who are highly literate and use sophisticated business methods, as well as those who are less educated, are able to access services at places and times that are convenient to them, in ways that make it easy for them to do business with us. We have to take our services to the people.

*The Registrar General's Department not only operates from regional centres across the island, they also operate mobile units in parishes without offices and take the service to Jamaicans living overseas.*

*During the busy tax period leading up to March 15, the Revenue Department operates taxpayer services at shopping centres, police stations and courthouses across the island and extends opening hours.*

Such examples are a good start but we need to expand on this process by making more use of existing service points such as banks, post offices, payment centres, drop-off points.

We have to make better use of the available technology to provide a seamless service and more effective use of resources.

*The Office of Registrar of Companies and the Registrar Generals Department now take applications for service on-line.*

*Other organisations need to "log-on".*

**One-Stop Shops**

Our customers are spending too much time and energy accessing related services, completing multiple forms, often requiring the same information, from several organisations/providers and getting separate identification numbers.

We can make life easier for our citizens as well as for ourselves by thinking of the public service as one service.

*In March of this year we launched the Poverty Alleviation through Health & Education Programme (PATH), which consolidated three income support programmes formerly executed by two separate Ministries into a single Unified Benefit Programme.*

*Two of our Executive Agencies; The National Environmental & Planning Agency (NEPA) and the National Land Agency (NLA) are amalgamations of a number of organisations resulting in "one-stop shops"*

We will do more of this. We affect people's lives from the moment they are born until they die. We need to reach a point where the registration of a birth, a marriage, a death and all other vital steps in between not only uses one unique identification number but also results in a certificate or document. There should be no need for people to make separate applications for birth/marriage/death certificates.

*One service, one system, one process.*

**Encourage and Reward**

We need to demonstrate by our reward systems that customer service is paramount. Our performance management and appraisal systems must reflect measures for good service with rewards for excellent service and sanctions for poor service. In fact, all our human resource management and development processes, from recruitment, training, promotion, compensation through to separation need to reinforce our commitment to quality service.



Employee receiving performance award at an annual ceremony.

The Chapters on "Managing People" and " Performance Management" outline how we intend to do this.

We have started at the organisational level by instituting in 1999 a very successful **Public Sector Customer Service Competition** which resulted in 13 organisations and two individuals receiving awards, not only for good customer service but also for creativity and innovation in their service delivery. We intend to make this competition a biennial one and further, to implement a charter mark scheme, a symbol of excellent customer service.

**Restructure, Redesign and Reorient**

Our service delivery organisations need to be structured around the needs of our customers, and frontline staff needs to be given more autonomy and authority to solve issues as they arise.

Processes, forms and layout of offices need to be designed to make it easy for customers to carry out their business. We should never forget those with special needs– our elderly, blind, hearing impaired, physically and mentally challenged, and those with reading difficulties. They are all customers whose needs must come before our own.

Many of our service delivery organisations now provide special lines for Senior Citizens, and help desks for those who need assistance with completing forms. We need to, and we will, go further.

Constant Spring Collectorate redesigned for better service delivery.

The principles laid out in the Service Charters provide a framework to guide us in our quest to put our customers first. If we follow those guidelines and the principles laid out in this document, our vision of a public sector that operates solely in the interest of the citizens - its customers - is undoubtedly achievable.

## What We Will Do

**Consult & Inform**

Use different approaches to get feedback; application forms, focus groups, hotlines, open days

- We will find creative and innovative ways of consulting our customers.
  - Some organizations conduct annual customer service surveys to get feedback on services, but it is not a regular feature of all service provider entities, mainly because of the cost. Customers should always be able to talk to someone who can help them. Some organisations have Complaints Officers and Customer Service representatives, but they are not always available. That must and will change.
- We will introduce other consultation mechanisms, for example:
  - Customer Feedback on Standard Forms and Applications;
  - Telephone Surveys;
  - People's Panels
- We will bring together frontline staff in regular forums to exchange ideas
- We will use the government information organisation to inform customers
- We will use local cable channels, websites, and expositions

**Offer Options**

- Increase and expand use of banks, post offices, drop-off points, on-line applications, mobile units, flexible opening times, credit/debit cards

**Join together services (one-stop shops)**

- Use technology to link services, provide information, forms and documents
- Work with other service providers to provide seamless service

**Re-structure, redesign, retrain**
- Review and reorganise structures, systems, processes, office layout, forms
- Rewrite job descriptions, reclassify jobs and retrain customer service staff

**Encourage & Reward**
- Give incentives for innovative suggestions for improving service
- Expand recognition and reward schemes
- Include customer service measures in performance standards

**Improve and Expand Existing Customer Service Programmes**
- Citizens Charters
- Executive Agencies

## Targets

By the financial year indicated, we will accomplish the following targets:

**2002/3**
- Thirty-five organisations will have service charters

**2003/4**
- Corporate plans and performance management & appraisal systems will have customer service related targets and recognition & reward schemes
- All human resource management and development systems and processes will include customer service related components
- All customer service entities will have in place mechanisms for consulting customers and staff

**2004/5**
- All service delivery entities will offer alternative service delivery options
- 30% of service delivery entities will offer electronic service
- All major service delivery entities will begin to review and re-organise their services

**2005/6**
- 60% of service delivery entities will offer electronic services
- 25% of similar and/or related services will be joined
- Registration and certification of birth/marriage/death will be one process

**2006/7**
- There will be one identification number from birth to death

**2007/8**
- All major service delivery entities will offer e–service

**2009/10**
- All public sector entities will have citizen's charters

# Chapter 5:
# Resource Management & Accountability

## Vision
The management of financial, physical and human resources, utilizing best practice and optimising human resource capacity in a framework that affords transparency, equity, best value for money, and accountability.

The framework for sound resource management comprises:

- *Macro-economic stability, economic growth, and the reduction of poverty;*
- *Fiscal discipline:* the balancing of GOJ income and expenditure, avoiding inflation and reducing the budget deficit.

## Principles of Resource Management
Human and physical resources should be managed such that there is:

**Strategic prioritising:**
- the allocation of resources to policy priorities and reduction of unproductive expenditure;

**Efficiency and effectiveness:**
- the equitable provision of improved, effective basic services, especially for the poor;
- the development of transparent, fair and equitable procurement systems that limit the scope for corrupt practice;

**A modern legislative framework:**
- the strengthening of legal, financial, and regulatory mechanisms;

**Accountability mechanisms:**
- which include consumer bodies and which are all facilitated by technology with adequate and appropriate information systems;

**Proper asset management:**
- through a comprehensive system of resource identification and monitoring and control mechanisms to maximize utilization and benefits to the citizens.

## Where Are We Now?

We have made significant strides in the following areas:

**Accrual Accounting**

Accrual accounting has been successfully implemented in executive agencies along with the enabling legislation.

**Tax Administration**

- The management of tax administration has been strengthened with the creation of five tax administration departments: Tax Administration Services, Tax Payer Audit and Assessment, Tax Appeals, and Jamaica Customs. These provide greater control and better customer services.
- There are 32 collectorates across the island and in the major service centres where customers may conduct several business transactions.
- The tax base has been broadened since 1996.  The system has been computerized and there is now more voluntary compliance.
-  A website has been created to provide easy access to citizens and information on tax issues relating to all Jamaican tax departments.

**Customs Administration**

Examples of achievements under the Customs Administration are as follows:

- Establishment of a Valuation Unit to oversee implementation of W.T.O. standards;
- Completion and distribution of a Valuation Manual;
- Training of 80% of all custom brokers;
- Pre-arrival processing of import entries in place to facilitate clearance of goods on arrival of vessels;
- Completion of recruitment for senior level staff;

**Public Expenditure Management**

- Reform of MoFP Public Expenditure (PX) Divisions has improved service to ministries and departments, by having their financial resource needs addressed in one division.

**Strategic, Corporate and Operational Planning**

A framework for guiding Programme Managers in operating their plans has been established, as follows:

- A Corporate Planning Template is provided ministry-wide standardising Corporate and Operational Plans
- Training institutionalised
- Regular and quarterly performance reviews implemented across the public sector;
- Strengthening of linkage and communication among the areas of policy, planning and budget;
- Environmental considerations have been included in the planning process to enhance sustainable development.

**Procurement of Goods, Services and Capital Works**

The Government of Jamaica (GOJ) has developed and implemented a public sector procurement policy for the acquisition of goods, works and services, with the objectives of:

- Maximizing economy and efficiency in procurement;
- Ensuring fairness, integrity and public confidence in the procurement process;
- Promoting sustainable development by minimizing negative impacts on the environment; and
- Fostering national growth and development.

**Reduction of Waste in the Public Sector**

Over $200M was reported as being saved over the first two financial years following the Report of the Committee on Government Waste (Orane Report). The savings relate to recommendations implemented in a number of areas, including:

*The Advance Card System:*
Ninety eight percent (98%) of entities representing 15 ministries and 108 departments are now on the system. Savings of tens of millions of dollars annually are expected from the implementation of this system. It should be very well noted however, that where Ministries may not have experienced monetary savings with the use of the Advance Card due to increasing fuel prices, tighter control with limited capacity for fraud, and more efficient management of fuel consumption have however proved the ADVANCE Card superior to the previous gas coupon system utilized.

*Rental and Space Utilization*
Throughout fiscal year 1999/2000 & 2000/2001 there has been an obvious attempt by ministries to address this issue.  Some have taken significant steps to achieve savings by rationalising and making best use of available space, in keeping with the recommendations. This was achieved by the implementation of space rationalization programmes, relocation and consolidation of operations where possible.

*Allowances*
Fiscal year 1999/2000 & fiscal year 2000/2001 saw progress in a number of areas, with quite a few allowances being rationalized. Of mention are those allowances payable in the health sector, to teachers, the constabulary force and to fire brigade personnel and to home based staff in Jamaican missions overseas.

## What We Will Do
**Accountability framework for Permanent Secretaries**
The framework for accountability will be underpinned by a commitment by all to achieve the agreed performance targets within an inclusive and responsive framework of user-oriented service standards, expressed through Service Level and Performance Agreements/Contracts.

**Middle range public expenditure policies**
We will develop middle range public expenditure policies that will support the efficient and effective allocation of resources, including:

- Public private partnerships: private sector-led investment and trade to promote growth necessary to reduce poverty;
- Privatisation;
- Efficiency scrutinies;
- Benchmarking:
  - In our resolve to be responsive to the public need, we are committed to a process of systematically comparing our institutions, structures, processes and performance against those of good practice globally, for the purpose of achieving sustainable business excellence.  Good practice and benchmarking approaches will facilitate this process by helping our organizations to share knowledge and provide a forum for "mind stretching" for organizations to "think outside the box."
- Contracting out;
- Strategic reviews;
- Activity based management;
- Accrual accounting

**Accountability and anti-corruption**
- Honest and accountable government that can combat the corrupt use of resources.
- Management reporting
- Transparency

**Information technology**
There are important short-term initiatives to improve the financial and asset management capability of the existing systems:

- Data consolidation
- Bank reconciliation for non-FMIS systems
- Standardised payroll solution

**Other initiatives**
- In keeping with Free Trade Area of the Americas (FTAA) guidelines we will convert fully to accrual accounting by 2005; international financial institutions now require compliance with IAS based on accrual accounting.
- We will review the Account Code structure and the classifications of expenditure, to determine changes required to improve efficiency by 2005.
- We will maintain a comprehensive system of Procurement and Asset Management.
- The Treasury Function of Government will be reviewed, to establish expenditure management as a separate function by 2005.
- The improved management of Capital Projects by 2004.

Finally, we will introduce a ***comprehensive Enterprise Management Solution*** that is useable, flexible, universal in application and scope, easily implemented and maintained, to meet the challenges of efficiency and value by 2005.

**Strategic Objectives**
The framework to achieve these strategic objectives will include the following:

- *Financial Management Information System*
  Real time performance analysis and reporting that take account of total enterprise operational costs including recurrent, capital and asset replacement costs;
- *Reduce Opportunities For Corruption*
  Increase constraints on corrupt behaviour
- *Elimination/Reduction of waste*
  … And the adoption of alternative service delivery options.

# Timetable
The milestones to chart the programme's course and success criteria are:

- To reduce net public debt and sustain it at a level of less than 100% of GDP, during 2003 to 2008;
- To implement a project/programme prioritisation system that will allocate resources to strategic priorities through improved "objective-outcome" planning, monitoring and management systems, by 2004;
- To design, procure, install, calibrate and commission an adequate and effective Integrated Financial Management Information System by 2005;
- To conceptualise, design, pilot-implement in the Executive Agencies, a public sector-wide accountability mechanism prototype for full launch in all Government ministries, departments and public sector entities, by 2012;
- To ensure that Corporate Plans are linked to available resources/budget, providing a proper basis for resource allocation;
- To continue the process of implementation of performance based management;
- To maintain modern legal, financial and regulatory mechanisms to facilitate the sound management of all partnerships and their market regulators;
- To continue to strengthen sector-specific guidelines and procedures in respect of the procurement of all goods, services and capital works.

Overall responsibility for all the critical targets and deliverables stated under Resource Management and Accountability reside in the Ministry of Finance and Planning, supported by the Cabinet Office and line ministries.

# Chapter 6:
# Managing People

## Vision

Our vision is of highly motivated public servants empowered to serve Jamaicans effectively

In order to achieve this vision over the next 10 years, public sector human resources will be developed. Our strategies will harness human resource capabilities and maximise human capital within the public sector.

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**By 2012 we are committed to building a professional service which:**

- *Values* its employees who in turn will respect their clients and co - workers and honour their dignity;
- *Focuses* on results, promoting and demanding high standards of performance from staff;
- *Bases* employment decisions on merit;
- *Builds* challenging, rewarding and mobile careers and attracts and retains persons with talent and imagination, who are committed and are of the highest calibre;
- *Provides* for the growth and development of its employees;
- *Demonstrates* a sense of caring for both its members and its customers,
- *Delivers* services fairly, effectively, impartially and courteously to the Jamaican public;
- *Has* the highest quality leadership and excellence in the management of human resources;
- *Provides* a workplace that is free from discrimination, recognises the diverse backgrounds of the Jamaican public servant and values the differences that people bring to the service.
- *Provides* a fair, flexible and rewarding workplace, which exhibits cooperative workplace relations based on consultation and communication.
- *Provides* a working environment that is secure, healthy, ergonomically designed and aesthetically pleasing.

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## Principles of Managing People

**Effective Organisations**

Organisations need to be structured such that they achieve their goals.  There must be a strong link between the mission and corporate strategy of an organisation and its human resource policies. The policies governing people must therefore be aligned in a way that supports organizational performance goals.

**Performance culture**

The culture of the public service needs to become one in which all staff strive both to meet performance standards and to improve on them. The culture should be one in which public servants are assessed in the light of the performance, and rewarded accordingly.

**Motivated Staff**

The public sector must be staffed with highly motivated employees, who are clear about the value of their work and the individual contribution that they bring to the organisation.

**Leadership**

Effective leadership is an essential ingredient for the transformation of the public sector and the creation of a performance culture responsive to citizens' needs. We are committed to developing leadership abilities of not only the management team within the public service, but of employees at all levels.

**Collaboration**

Staff associations and trade unions will play a significant role in developing human resources and setting out the benefits of change for public servants.

## Where Are We Now?

The Executive Agencies Act allows CEOs to more effectively manage people in their organisations. They are now able to:

- Directly manage human resources in their organisations
- Set performance targets for every member of staff and assess them against these targets
- Implement performance management and incentive schemes

Human resource management and training have received greater attention by the EAs:

- **The ORC** has taken advantage of programmes offered by **MIND/JAMPRO** and **Jamaica Archives**, and:
    - Staff members participated in over 322 man-hours of training covering 10 subject areas
    - Officers in the Information Technology Unit have been trained overseas in specialised computer software applications to enable them to perform in a critical target area of the organisation
    - The preparation of a comprehensive manual and staff training to build awareness, knowledge and to guide administration of the new Companies Act is under way.

- At the **Administrator General's Department**, training programmes have been attended by executives, managers and supervisors to equip them to handle the change in the management style of the organisation, and
    - Funding assistance for specialised courses are now available to staff members
    - Staff competency levels are at 96%.

- The **Management Institute for National Development (MIND)** has expanded the staff training programmes to

improve competency of trainers to meet the expanded curriculum requirements.

Human resource policies support and encourage the personal development efforts that are in line with the agencies' development objectives. On-the-job training as well as formal, structured activities are designed to meet the needs as identified in the annual review exercise, and they support
- Part-time studies
- Provision of study-leave
- Time-off for examinations and
- Financial assistance

The Human Resources Policies and Procedures manual, developed at the start of the Agency, informs all employees of the agency's rules, procedures and benefits and employees agree to these in their employment contracts.

- On a wider policy level, the *Staff Orders* has been revised to address issues of employees' activities and obligations outside of the workplace.
- The Labour Relations and Industrial Disputes Act, and other legislation will be amended to allow for, among other things, flexible work hours.
- The Occupational Health and Safety Act is being revised to engender trust and to lessen bureaucratic processes and grant autonomy to line managers.
- Human Resources functions have been delegated to 4 ministries.

## What We Will Do
**Core Commitments**

We are committed to:
- The demonstration of dedication, integrity, excellence and competency in serving the people of Jamaica and in the provision of advice to their elected representatives;
- Adapting, learning and continuously improving to ensure that public servants are better able to address the needs of Jamaicans;

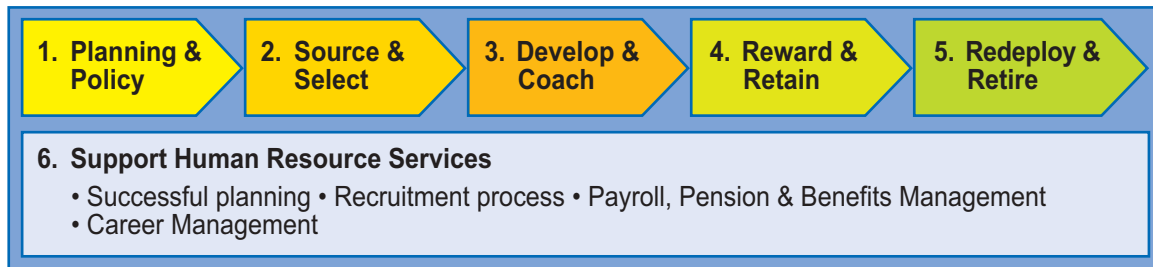**Strategy for human resource development**

We will invest in people.  Our new human resource strategy will focus on
- Behavioural and cultural change
- Performance improvement
- Improving and developing the skills base and expertise within the public service to allow employees to meet overall objectives, and
- Improving the commitment and motivation of staff.

We will analyse our core human resource processes and procedures to ensure that all the key elements supporting more efficient HR management are present in all organisations.

The processes will support the strategies outlined and enhance the management of performance and development of public servants throughout their career.

**Key Human Resource Management Processes: The Value Chain**

| 1. Planning & Policy | 2. Source & Select | 3. Develop & Coach | 4. Reward & Retain | 5. Redeploy & Retire |
|---|---|---|---|---|

**6. Support Human Resource Services**
- Successful planning • Recruitment process • Payroll, Pension & Benefits Management
- Career Management

We will implement Human Resource systems that will:
- Maintain comprehensive service records for individuals
- Reflect clear policies for recruitment, selection, promotion, and equality of opportunity
- Clearly articulate conditions of service including pensions policy
- Require all ministries and agencies to develop user-friendly staff manuals and guidelines and allow access of employees to information important to managing their careers
- Require ministries and agencies to develop and implement orientation programmes for new entrants and appropriate counselling for separation.
- Outline required behaviours, values and performance indicators.
- Detail benefits that they will be able to access and the relevant criteria for accessing benefits such as study leave, pension and loans, training.
- Facilitate partnership between individuals, line and top managers in career development; encourage development of counselling programs focused on career management, retirement planning, and change management
- Recognise employee organisations and enhance management-employee dialogue to improve the industrial/employee relations climate, harmony and productivity in the workplace.

**Performance**

As noted in Chapter 7, we will introduce performance measurement and management systems that will support the development of a performance culture and ensure that staff is rewarded on the basis of their performance.

We will ensure that corporate plans include the knowledge needed to achieve the vision, mission and key results of the organisation. The delivery of outcomes requires organisations that are flexible, responsive to the needs of users and partners and capable of continual learning from both successes and failures. Organisational structures will be developed to facilitate coordination of functions and the free flow of information and resources within and between ministries.

**Personnel Selection**

In accordance with our commitment to be client focused, consultative skills will be a key criterion in the hiring of staff in the public service and in their training and development.

**Culture**

Better service to the public can be achieved only if there are far reaching changes throughout the whole culture of the public service.

This means changes in the way people think about the organisation, others and themselves. We are committed to creating and maintaining a culture of respect for individuals, respect for their unique ideas, val-

ues, cultures and differences in perspectives, skills and capabilities.

**Building A Professional Workforce**

We will build a professional public service. Employees will be provided with the right equipment to do their jobs well, they will receive competitive pay and benefits, their voices will be heard and they will be treated with respect in a clean safe workplace free from harassment and intimidation.

We embrace the concept of competency based Human Resource Management, and will therefore develop competency profiles for jobs in the public service and use this as a basis for commitment, development and career progression. We are committed to simplifying and prioritising work and to take into consideration employees' activities and obligations outside of the workplace. We will demonstrate sensitivity to work - life issues when scheduling and organising work. We will also encourage the use of flexible work arrangements wherever possible.

**Training & Development**

We believe that lifelong learning is a necessary characteristic of a professional public service. Therefore we are committed to becoming a learning organisation. This is vital if the public service is to meet the changing needs of citizens in the knowledge age.

We recognize that learning is a shared responsibility between the organization and the employee; and we will support and encourage lifelong learning among our employees. We will create an environment that enables and encourages employees at all levels to learn and share learning by using a wide range of tools and processes. They will not only be supported in developing the skills needed for the job, but also in developing their career potential to the full.

Our HR systems will give high priority to cost-effective, better-targeted training aimed at meeting specific needs. They will:
- Identify training needs across ministries
- Provide up-to-date information for managers and staff to make informed decisions
- Facilitate development of training and development plans based on individual and group training needs – including and supporting multi-skilling and team building activities
- Support change management training and mentoring and training in IT skills to maximise learning opportunities and sustain the process through the system



The Learning & Research Centre at the Office of the Registrar of Companies.

**Managing the Public Service**

We will:
- Vest authority for the management of the public sector in the Cabinet Office to *address, co-ordinate and integrate central policy and HR management issues*

- Reform the Establishment Act to give delegated authority to ministries and agencies, enabling greater flexibility in the configuration of the workforce;
- Review the role of the Public Service Establishment Division (PSED) of the MoFP in HR management:
  - MoFP will progressively cede powers on establishment of posts and staffing numbers and levels to ministries and agencies and move to control through financial budgets
  - PSED will continue to be responsible for setting pay rates and for Industrial Relations in the public service.
  - Other civil service matters dealt with by the MoFP will be progressively delegated to ministries and agencies
  - Leadership and oversight of civil service management will move from the MoFP to the Office of the Cabinet.
- Review the role of the Office of the Services Commissions and the Public Service Commission to be the guardian of the integrity of the public service and act as an appellate body.

Delegation of the HR functions is one of the cross-cutting issues that has been targeted for specific action. The objective has been to modernise the regulatory framework for appointment, development and discipline of public officers in keeping with the principles of merit, transparency and fairness. Delegation of the HR function will:
- Increase accountability of line managers for the management of human resources
- Change the role of the service commission to that of a strategic partner in the development of the public service
- Increase the oversight role of the Services Commission to:
  - build on the framework for ethics, conduct and accountability of public servants
  - monitor and evaluate human resource management
  - function as an appellate body in disciplinary matters

There are other critical actions that we will undertake so as to regenerate the public service.

- We are committed to valuing public service. We will restore the Public Sector to a competitive position, to be a preferred choice of employment for well-qualified candidates. We will identify the competencies required to equip the service.
- We will continue the process of separating the policy function of ministries from the operational and service delivery functions of departments, executive agencies and other public bodies.
- Within the service we will constitute a Senior Executive Group whose recruitment, terms of appointment, training and development, accountability, and performance review and reward will be specially addressed.
- We will introduce programmes for the more rapid advancement of talented employees within public organisations. Recruitment criteria will be reviewed to make them more relevant to the requirements of the twenty-first century and will be adhered to.
- Greater investment will be made in the development of public servants. But we will open the service to more candidates from outside at all levels and encourage greater exchange of personnel between the public and other sectors.
- The Management Institute for National Development will keep up to date on developments in public governance and management, and establish effective means of sharing best practice with other public sector organisations. It will develop and offer the programmes necessary to ensure that the competencies required are available.

- The performance and accountability framework for Permanent Secretaries will be further strengthened and the competitive worth of the position fully recognised.

## Where Are We Now?

Already, the OSC has delegated HR functions to eight executive agencies and four pilot ministries. As a part of its new role in HR auditing and monitoring, it has audited and evaluated:
- The Ministry of Local Government and Community Development – July 2001
- The Ministry of Education, Youth and Culture – July 2001
- The Office of the Prime Minister and the Cabinet Office – September 2001

In keeping with the Accountability Agreements, the OSC began the human resource audits of the eight executive agencies:
- HR audit of the RGD in November 2001
- HR audit of the ORC in January 2002 and
- Completed the sensitisation training of the Revenue Services, in preparation for the delegation of the functions to the Financial Secretary by the end of fiscal year 2002/2003.

**Staff involvement**

We are committed to fostering an environment of open communication and ongoing dialogue with staff, where feedback will be encouraged and expected.

**Leadership development**

We will facilitate leadership development through the provision of a mix of approaches including coaching, mentoring and training.

## Targets

- By June 2003 all public servants will be familiar with the guiding principles and core commitments. The public sector will have a clearly defined and well-communicated shared vision, mission, core values, and goals and the strategies, which define its expectations for itself and its employees.
- All ministries will have a Human Resource Management Plan, which will include learning policies and a commitment of appropriate time and other resources to support the learning needs of their staff
- By 2004 the centralised Government HR management system will be revised and rationalised.
- Performance management systems to be developed in collaboration with all levels of staff and implemented by June 2004. Systems will include mechanisms for benchmarking, continuous scanning for best practices and getting feedback from citizens.
- By 2005 all employees within the public sector will be remunerated at a rate not less than 80% of salaries within the private sector. Individual salaries will be linked to performance and will reward innovation.
- By 2005 a pensions policy for the public sector will be developed and implemented
- By 2005 all ministries and departments will establish learning communities to share best practice, and a system of mentors to facilitate preservation of corporate memory and to share knowledge and best practice.

## Action Plan

- Vision developed, debated and disseminated by 2003.
- Revitalized orientation programme to be developed and put in place by all ministries to ensure that new employees understand our values by 2003.
- By 2003, in keeping with the review of the Public Service Regulations, there will be a complete review of the method of appointment to positions with a view to supporting a more systematic approach to career development.
- Skills gap and shortages in the public service (including the absence of adequate tools to perform specific jobs) will be identified and assessed by 2004. Staff development initiatives will be introduced to upgrade generic skills, develop key competencies, and update technical and professional capabilities and improving leadership skills.
- By 2005 all ministries to develop a succession management strategy which will help to identify interests, competencies and needs of managers and employees, to ensure that key positions which become vacant can be filled.
- Workshops held and guidelines prepared to encourage staff members to participate in planning their own careers and take initiative in pursuing development and learning opportunities. The Cabinet Office will lead this initiative.
- A culture, which values diversity, will be created by providing appropriate diversity-awareness and sensitivity training through MIND and providing opportunities for debate and a safe environment to challenge assumptions and the status quo.

# Chapter 7:
# Performance Management

## Vision

Our vision is that of a public sector with a performance culture, client-focused and results oriented, constantly seeking ways to improve the delivery of public services.

**Increased Effectiveness and Efficiency**
Jamaicans need higher quality services, and better and equal access to affordable services delivered by the government.

We will improve the effectiveness and efficiency of the delivery of public services through the measurement and management of the performance of public organizations and public servants.

Involving public servants in supporting their organizations to achieve their goals and objectives will be a key element of this process.  We will design and implement performance management systems that will:

- Support the delivery of services in a more effective and efficient manner
- Reward high performance and achievement
- Be transparent and hold employees accountable for their actions
- Improve staff motivation



Recipients of the Customer Service Awards - 2000.

## Where Are We Now?

As part of the modernization of the public sector, organizations are already introducing performance systems.

There has been noticeable improvement in the level of service delivery to clients. The Executive Agencies' satisfaction ratings by clients have steadily increased.

**The Management Institute for National Development (MIND)** has implemented a performance management system, which recognises and rewards high achievers.

It has implemented corporate planning and the setting of targets with and for the staff.  And it has responded to the needs of a more professional public sector by forming partnerships with other training and academic institutions and upgraded the courses that it offers.

 In 2000/01 it upgraded five major programmes; offered its first B.Sc. programme; published the Caribbean Public Sector Journal of Management in both Spanish and English; received a client satisfaction rating of 89%.

FY 2001/2, third quarter results indicate that it has:

- Achieved earnings 91% above budget for UWI/MIND courses started in September,
- Offered 228 courses to December 2001 – 74% of annual target
- Achieved staff training levels to September at 25% above target
- Achieved University Council of Jamaica accreditation of the Human Resource Management course at a Diploma level
- Achieved trainee satisfaction rating of trainers at 96% (target 85%) and 96% satisfaction rating for courses (target 80%)
- Year-to-date examination pass rate of 85% (746 of 873 participants  - target 85%)
- Exceeded revenue target by 5% to $40.824M: expenditure kept at 3% below budget and earnings cover 79% of recurrent & capital expenditure

At the **Registrar General's Department**, implementation of a Performance Management and incentive scheme has also benefited the public by setting targets aimed at providing better service.  Their staff is included in the decision-making and in the design of systems to deal with concerns of the customers.

Annual appraisals are based on work plans drawn up with managers and individuals, with reviews every quarter against the targets.  More attention is paid by the organisation to employee welfare; incentives are paid based on performance and salary increases are tied to achievements; 80-90% of employees benefited from the incentive scheme.  Staff morale has improved and clients continue to rate the overall performance of the RGD at over 85% satisfaction with the service provided.

Since becoming an EA, RGD has:

- Cleared the backlog of 18 years of data in 2 years
- Implemented a Births, Deaths and Marriage System and a Bills of Sale Database System
- Increased the number of clients serviced to over 255,000 in 2000/01; service levels now stand at over 2000 clients daily at all four locations in 2002
- Improved access – 3 regional offices, mobile services, e-mail and on-line applications
- Increased revenue by 54% to $180.2 million in 2000/01 from $116.3 million in 1999/00

The **Office of the Registrar of Companies** continues to implement new projects aimed at improving overall operations.  It is training its staff to give them the necessary skills to perform well in new areas.

The ORC uses an employee attitude survey to rate job satisfaction. Their research has shown that satisfied staff interacts more frequently with the public, and they will improve the level of satisfaction and productivity of the staff to ensure that their targets are met. In 2002/3, it will also promote linking of the Agency's database with the databases of other public sector agencies, to improve the level of information available to the public and within the service. It has already:

- Launched its e-business service in 2001, allowing customers to conduct business on-line
- Reduced new local business registration from five to three working days, foreign sales corporations to one working day and expedited business names to four hours, against a target of one day
- Earned $112.5 million in 2000/1, exceeding the annual revenue target of $74 million by 50.36% versus collections of $74 million in 1999/00

The Administrator General's Department implemented a three-tier Performance Related Pay system that evaluates and rewards high performance. The system allocates financial rewards for high achievers – Agency, Team and Individual - based on the ratings received at the annual performance review. The system also excludes any employee who has current disciplinary warnings from receiving rewards.

In addition, we have so far implemented:

- Performance Agreements for Permanent Secretaries in all ministries, CEO's, and performance frameworks for Executive Agencies, and Service Level Agreements in the Regional Health Authorities
- Strategic and Corporate Planning across the public sector

But more needs to be done in this area to make the drawing up and use of corporate and operational plans a matter of routine. We need to take Corporate Planning to a common higher level across ministries and agencies, and to train ministers and public servants in the use of the of performance management tools. We need to make sure that the aim of better policy-making is backed up by and linked to staff selection, appraisals, promotions and performance pay.

Many public service organisations do not have a vision that is shared throughout the organisation. Many public servants are unclear about what the overall objectives are and just what is expected of them. Some are unclear as to the links between organisational objectives, performance measures and their individual appraisals. Others feel that appraisal systems are either too subjective, do not recognise positive actions/achievements or at worst, just another exercise in bureaucracy.

## What We Will Do: Performance Strategies

Both our experience of modernizing the public sector, and the experience of other countries, has confirmed that the most successful strategies to improve performance are as follows.

## Strategic Objectives

We are committed to taking the necessary steps to create an environment that embraces change. Ministries and agencies will be required to:

**Develop strategic plans and performance plans for programs or activities**
- Plans must be linked to the budget
- Budget allocations must be linked to performance or achievement of national priorities
- Performance plans must establish objective, quantifiable and measurable goals and targets
- Performance indicators and standards must be developed with reference to what stakeholders want or need

- Results must be measured against standards
- Measurement must be against agreed, set targets and benchmarks
- Systems must be designed to be credible, objective and standardized in application in order to be understood, accepted and respected by employees
- Best practices must be adopted where applicable to improve performance
- Client surveys should be used to determine citizen's needs and to provide structured, in-depth feedback on the effectiveness of current performance
- Involve employees in the decision-making process

**Design and implement performance incentive schemes** that recognize and reward individual and team achievement, that is, activities that ad value to the organisation

**Train** at all levels in Corporate Planning and Performance Management

Individual performance will be measured, monitored and regularly evaluated. Where necessary, corrective action will be taken to realign performance to goal achievement.

To become a high performance organisation, ministries and agencies will need to establish links between strategic planning, resource planning and allocation, human resources and budgeting activities, to ensure alignment of these activities with national goals and objectives.

**Effective Leadership**
Transforming to a performance culture can only be achieved through effective leadership, involving the clear communication of:

- The goals and objectives of the government to the heads of organizations;
- The goals and objectives of organizations to their staff.

**Modernising Attitudes**
Many public servants are dedicated to providing high quality services. But we need to ensure that all in the public service share these attitudes. We need to focus on our clients, and on results that matter to people.

**Focus On Outputs**
And we need to focus on the outputs of organisations and individuals' activities. We will assess the relevance and contribution of organizations not by their levels of effort and expenditure, but by the extent to which they are delivering outputs that Jamaicans want.

**Effective Corporate Planning**
Performance management is a part of corporate planning. It is when organisations' corporate and operational plans are drawn up, that performance standards and targets are set. At regular intervals during the year the performance of organisations and individuals can be measured against the targets in the plans.

We have begun to improve corporate planning across the public sector. A Corporate Plan Template has been agreed to by all ministries, setting out ministries' goals, objectives, policies, programmes, outputs, indicators and targets. And crucially, the Plan includes the resources that each ministry will allocate in support of these goals and programmes.

The new corporate planning process will ensure that the public sector's programmes are in line with national goals and objectives. It will also support the systematic, regularized monitoring and reporting of performance

publicly. This will provide feedback on how well we are doing, whether our targets have been met and what we need to do in order to better serve the public. This approach allows us to take corrective action quickly, if or when things go wrong.

### Training

Public servants need to be trained in how to draw up corporate and operational plans, to identify outputs and to establish indicators and targets. We will support training programmes and courses that train public servants in these techniques. In particular, we will ensure that the Management Institute for National Development (MIND) offers courses in these approaches.

### Improving Staff Performance

In order to satisfy the demands of our clients and the public, we must continually look for ways to improve performance. This will involve change, and the ability to change, itself, becomes a basis for success. Public servants will have to adapt. For this to be successful,


Public Sector employees being trained at MIND.

they will have to know just what it is about the way that they are performing that has to change. This will in turn lead to improvement in performance of individuals and the service as a whole.

We will develop and implement performance management systems and incentive schemes that will reward staff who perform at a high level. This will require that:

- The goals and targets of organisations are clear to all staff;
- All staff are clear about their role in achieving those goals and targets, that is, what is expected of them; and
- The rewards for achieving targets are clear to all.

### Continued improved performance in the public sector

We will learn from our experiences with the Executive Agencies and the modernising of Ministries, to rollout performance management and measurement across the public sector.

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**Profile of a Successful Performance Management System:**

- Systematic review, evaluation & reporting of performance.
- Incentives for above-average performance
- Promotion on merit
- Selection on merit
- Recruitment based on standards
- Training (just-in-time, job-oriented, knowledge transfer)

**Benefits:**

- Team based approach – makes use of wider experience, skills, ideas
- Change in structure to allow for wider inclusion in decision-making, feedback to inform planning – increased stakeholder involvement, increased ownership and commitment to achieving goals, more focused service delivery
- More focused development activities centred around the skills and competencies required to make the organisation more successful
- Employee empowerment through training, inclusion in decision-making process
- More responsive to clients concerns
- Dynamic and knowledge-based: has the flexibility to adapt to changes in the environment
- Maximize human capital -employees feel valued

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We are committed to the process of change, and continued improvement of service delivery. To achieve this we have identified three strategic issues for further planned action, and set targets for our own achievement.

## Action Plan and Timetable

These major strategic issues and our plans are summarized as follows:

| Strategic Issues | We will:- | Timeline | Outcomes |
|---|---|---|---|
| Improve corporate planning | • Fully Implement Corporate Planning and strategic reviews across the public sector<br>• Implement integrated management information systems in<br>a) 1 EA and 1 modernised agency<br>b) 50% of ministries<br>c) 100% remaining ministries & agencies | 2002/2003<br><br><br>2004-2005<br><br>2004-2008<br>By 2012 | • More flexible, data-based systems<br>• Greater responsiveness to a changing environment<br>• Greater accountability and transparency<br>• Better informed decisions, costing of activities<br>• Regularized reporting of progress |
| Training at all levels of the public sector to ensure sustainability | • Expand and strengthen the curriculum/role of MIND to include Corporate Planning and Performance Management training targeted at various levels.<br>• Identify training and development needs in the Public Sector and train in key skills such as Project Management, Policy Making and Leadership Development<br>• Identify and train change agents to act as catalysts in the system. | 2003-2004<br><br><br><br><br>2003 onwards<br><br><br><br>2003-onwards | • Empowerment of employees<br>• Increased motivation<br>• Maximization of human capital<br>• Increased productivity<br>• More client-focussed, results oriented public services<br>• Sustainability of the change process<br>• Institutional learning and knowledge transfer |
| Attract, motivate and retain quality staff through performance based incentives for high achievement | • Implement Performance Management systems across the public service<br>• Continue to implement pay reviews across the public sector, along with increased productivity and performance standards<br>• Implement IT based integrated Human Resource Systems in:<br>a) 50% of EAs<br>b) 50% of EAs and 50 % line ministries<br>c) Remaining ministries | 2003/04 onwards<br><br>2002/06<br><br><br><br><br><br><br>2004-2005<br>2005-2008<br><br>By 2012 | • Increase capacity and capability of the public sector (productivity)<br>• Higher quality decision-making<br>• Increased efficiency and effectiveness of service delivery<br>• Sustainability of the public sector in an increasingly competitive environment |

# Chapter 8:
# Technology

The mission to modernise means the application of technology in engaging how government works, for greater efficiencies and effectiveness, for constant renewal and proactive change, for the benefit of the users, and for economic benefit.

## Vision

Our vision is of a public sector, which manages, develops and analyses information in a manner that is accurate, timely and accessible to improve the quality of decision making, and which applies information, communication and other modern technologies to effect improved delivery of services to citizens.

Information and communication technology is revolutionising our lives, including the way we work, the way we communicate and the way we learn. The information age offers huge scope for organising government activities in innovative and better ways, and for making life easier for the public by providing services in integrated, imaginative and more convenient forms like single gateways, the Internet and digital TV.

As a part of public sector reform, we will spearhead the use of information and communication technology to allow us to manage in a more innovative, integrated, and coordinated manner, measure efficiency and improve the planning processes of government.

## Whare are the Overall Objectives of ICT Development?

To support the long-term programme of improvement and reforms by facilitation of:

*Accessible and responsive Government through*
- 24 hour public service on demand to citizens and other customers by electronic means
- A new focus on delivery to provide outcomes; and responsive public services to meet the needs of citizens
- The minimising of bureaucratic obstacles

*Joined-up Government in partnership with its stakeholders through*
- A strategy for e-government that includes cross-government co-ordination machinery and frameworks enabling the use of digital signatures and smart cards, websites and call centres.
- Access to government services via single transaction and networked e-government
- Improved, cost-effective and focused delivery of Government service to citizens
- Facilitation of efficient and simple processes for interaction between citizen & Government
- Partnerships, which involve and meet the needs of all different groups in society
- Information age government which will use new technology to meet the needs of citizens and business

*Transparent and accountable government through*
- Visible support for technology applications at highest level, such as in the parliamentary process and for delivery of annual reports.
- Management of public resources, including procurement, using available technology
- Attention to technology issues in regulations and public sector guidelines, as for example in the FAA Act.

*Government as an enabler through*
- Leading by example in the application of technology for improving business processes, improving productivity and ensuring that in delivery of services, transactions with government are simple, accessible, transparent and cost-effective.
- Attention to upgrading of public sector human resources and capability in support of continuous learning and improvement.

## What Principles Will Drive The Application Of Technology In Development For Continuous Improvement?
- Government regulations and policy support the use of technology to facilitate efficiency in delivery of existing and the creation of new services, as well as the application of e-business solutions to serve clients, suppliers and markets
- Responsiveness to the needs of users, and collaboration with stakeholders, including both customers and staff
- Ensuring transparency and flexibility in transferring of information
- Working across organisational boundaries to deliver services that are shaped around user needs and policies that take a holistic approach to crosscutting problems, using an information management infrastructure, which supports e-government and e-governance
- To continue to use technology for development.

## We Will Use ICT To Further:
- Support the right of citizens to access relevant, useful and timely information
- Achieve the joined-up working of government to provide new, easier and more convenient services delivered to citizens and businesses and more effective communication within and with government, via:
  - Job advertisement and placement  (Labour Market Information System)
  - Information and advice about benefits
  - Training
  - Filing of tax returns
  - Payment of taxes



A customer using his debit card to make a payment at the Office of the Registrar of Companies.

- Simplify the transactions between citizens, business and government
  - Encourage greater use of the banking system  (e.g. promote the use of credit card and other electronic payments of taxes)
  - Completion and filing of company and personal tax returns
  - Application for permits, licenses
  - Payments for goods and services
  - Business registration
  - Examine processes to find where greater data-sharing between agencies and departments will make for easier financial transactions with citizens
- Expand public/private partnerships to offer a range of commercial services available to the public and to businesses. Public/Private Sector Partnerships are central to innovation and enterprise.

- Improve accessibility of information about government, for example through websites, and create the ability for businesses to respond electronically to demands for information from government.
- Recognise and adopt best practices in Information Management and Application and the technological solutions that support them

## Where Are We Now?

We have already launched a number of initiatives that harness available information technology to improve communication within the public sector and to improve and expand service delivery:

*The **Ministry of Labour and Social Security** has established a **Labour Market Information System** (**LMIS**) and an **Electronic Labour Exchange** (**ELE**) aimed at employers, job seekers and employees. It provides a database of available skills from a pool of applicants in various job categories.*



*The LMIS Centre registers job seekers daily; prospective employees and employers access this information by telephone, letters, visits and via the website – www.lmis-ele.org.jm – to post résumés and advertise vacancies in organisations. Computer facilities are available to clients to browse the site.*

*The **benefits** have been:*
- *increased access to information, and*
- *more cost-effective advertisement of employment opportunities.*

*ELE is an Internet based system that matches people to jobs. Employers can place job orders on the system, and job seekers post their résumés; ELE uses the data to match them to jobs. The data are also used as a source of labour market information.*

The Executive Agencies have upgraded and expanded computerisation of their operations and project a number of new e-based programmes, projects and services. For example:

- At *MIND* –
  - an Internet Café introduced to give staff and students access
  - Administrative, library and training facilities computerised in 2001
  - Web-based training through MIND-On-Line projected for 2003
- *RGD* and *AGD*: computerised databases to be linked in order to increase productivity of each agency. Plans to expand linkages with other agencies and new remote genealogical services are underway.
- *Office of the Registrar of Companies* – Internet service offers the public on-line access to infor-

### Public/Private Partnerships

In support of the principle of public/private partnerships and the use of information technology, the "New Post Office" now offers some commercial services:

- Bill payment and settlement services through Paymaster Jamaica Limited at 24 post offices
- Internet kiosks - internet and e-mail services, available at 11 post offices
- Money Transfer – Moneygram Money Transfer Services at 28 post offices. Upcoming services will include banking services and Automated Banking Service.

ABM's are already in place at a number of ministries for the convenience of staff and to reduce the time spent on personal business.

mation, including images of company documents – the first in the English-speaking Caribbean
- *National Land Agency:*
  - Introduced single-window access to all services in all regions of the island
  - Developing on-line access to clients such as lawyers and developers, and
  - Establishing a Spatial Information Infrastructure, a new technology initiative that will allow sharing of land and marine data through an on-line network with all government agencies, local government and private sector organisations.

## Ministry of Finance and Planning

In central government, the MOFP's Tax Administration Reform Project has implemented a number of IT based strategies to achieve the objectives of a broadened tax base and strengthened tax collection:

- As part of the Tax Administration Reform Project (TAXARP), the Revenue Administration Act was amended to require all persons transacting with the revenue administration to obtain a Taxpayer Registration Number (TRN). The computerised system to allot TRNs has been operational for two years, and available on-line to major collectorates for nearly one year.
- Integrated Computerised Tax Administration System (ICTAS) – is now reorganised along functional lines: Inland Revenue Department, Taxpayer Audit and Assessment Department (TAAD) and Tax Administration Services Department (TASD).
  - ICTAS manages all tax types through the TRN common taxpayer identifier. This has assisted in the areas of enforcement and compliance, and has contributed to higher productivity of the tax services of the public sector.
  - Implementation of the project has so far been on a phased basis, and is scheduled for completion by end 2002.

Other initiatives:
- Customs modernisation and computerisation – geared to contraband control, export facilitation and improved revenue collection – in progress. Full implementation by 2003-2004
- Procurement Policy, Approved Contractors, FAA Act and Amendments available on MoFP website

We will review our business processes and put in place the necessary framework to increase the use of technology in the public sector.

The public demands better performance in government and governance: the concepts of value for money, accountability and transparency have become the standards by which government is judged.

So the public sector must adopt an enterprise management approach - that is, focus on outputs and outcomes, planning and managing in an integrated, co-ordinated manner and measuring effectiveness and efficiency.

To improve the financial and human resource management systems in the public sector will require:

- An integrated financial and human resource management system that can support accrual accounting
- A standardised system to be used by all public sector managers
- A flexible system that can be applied in large ministries through to small departments
- Centralised/common databases to permit consolidation of information for planning, analysis and efficient allocation of resources in line with national priorities
- Comprehensive asset management and capital projects management
- Accurate, current human resource management information to facilitate costing of services and other critical HR functions such as manpower and succession planning, pension and benefits management and management of incentive schemes linked to higher performance requirements

In central government the Financial Management Systems and business processes are already under review.

## Strategic Decisions and Actions

- *Continue and complete Business Process Review:* 2002-2012
- *Accrual Accounting:* EAs have implemented accrual-based accounting. Accrual accounting supports efficient asset management. We will implement accrual accounting systems throughout the public sector on a phased basis:
  - 1 line ministry and 1 modernised agency by 2004-5
  - 50% of ministries by 2008
  - Remaining ministries by 2012
- *Implement IT based integrated Human Resource systems*
  - 50% of Executive Agencies by 2004-5
  - Remaining EAs & 50% Line ministries 2005-8
  - o Remaining ministries 2012
- *Strengthen Wide Area Network* used by ICTAS, FMIS & HRMIS to facilitate a stable, secure communication base to support enterprise management, in line with developments led by MICT for the national strategy for Information Communication Technology for Government.
  - Implementation of WAN to facilitate e-government: 2003-2004
- We will use available information technology to *increase the level of communication between the government and citizens* to include their concerns and encourage their input in policy design and improved service delivery.
  - **Social Policy:** JASPEV network to be implemented 2002-3;widen network by 2005. Evaluation of effectiveness of approach in policy design and delivery will be ongoing.
  - **GOJ portal:** Providing linkages of ministries' websites to boost cross-departmental operations, allowing the public sector to work more coherently, and providing information for public access. Implementation: 2003/4
- *SmartCard Technology:* Implement for the National Health Fund and National Registration System – 2003-2005
- *E-Procurement* - to establish equity and transparency in government procurement of goods and services:
  - E-notification, in conjunction with print media, by end 2002
  - E-procurement for high value, low-volume contracts by 2003
  - Related e-contract management by 2004
  - E-market: small value, high volume purchases by ministries and agencies by 2005
- *RADA on-line marketplace for agriculture: 2003*
- *Project Data Bank will:*
  - Permit prioritisation of limited resources in support of capital development projects over a multi-year span,
  - Incorporate best-practice approaches to project management. This will give managers a holistic view of development expenditure as an end-to-end business process, focussing on project planning to completion and hand-over. Implementation by 2005
- *Public Sector Wireless Communication System* – will enhance security of citizens and will facilitate spin-off services
  - Implementation 2003-4; island-wide by 2005
  - Develop wireless infrastructure to take advantage of, and provide information on, private sector partnership opportunities to position the public sector to access and harness state-of-the-art technology to enhance service delivery via:
    - Domestic Broadband Backbone connected to international gateways – to facilitate electronic commerce
    - Consumer connectivity

- • Business connectivity
- • Partnerships between public sector, private enterprise, educational institutions, bilateral and multilateral institutions, health, and tourism sectors
- *Legislative Framework:* We will revise and continue the review of the legislative framework to ensure that it supports and encourages e-governance and e-commerce and to ensure FTAA compliance in systems of accounting and reporting. We will focus on:
  - • Access to Information Act
  - • Adoption, revision and amendment of appropriate legislation to enable e-commerce and digital signatures
  - • Revision of FAA Act to encompass e-transactions
  - • The protection of basic rights, liabilities and responsibilities of those engaged in electronic services:
    - • Banks, financial institutions, commercial entities and consumers
- *We will continue to expand our e-services in line with MICT/CITO/National IT Strategy*

# Appendix 1:
# Stakeholder Involvement
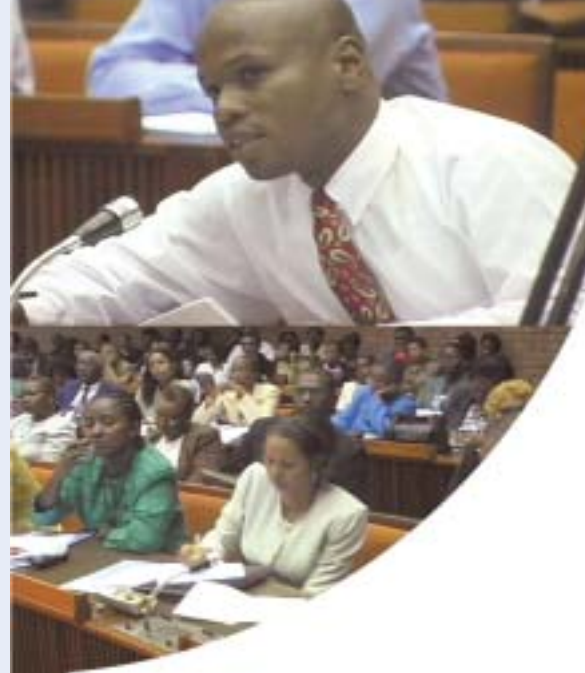
The following stakeholders were invited to assist in the development of the Public Sector Modernisation Vision and Strategy 2002-2012. Each organisation was attached to a group that was asked to discuss/ develop individual themes of the document as highlighted. Because of their efforts, the document was produced for the National Consultation on Public Sector Reform (June 26, 2002), approved by Cabinet on September 9, 2002 and tabled in Parliament September 10, 2002.

## Sustainable Development
Ministry of Land and Environment (MLE)
National Environment and Planning Agency (NEPA)
Canadian International Development Agency (CIDA)
Ministry of Mining and Energy (MME)
Jamaica Tourist Board (JTB)
National Land Agency (NLA)
Child Development Agency (CDA)

## Governance
Planning Institute of Jamaica (PIOJ)/Office of the Prime Minister (OPM)
British High Commission (BHC)/Department for International Development (DFID)
Kingston and St. Andrew Corporation (KSAC)
Manchester Parish Council
United Nations Development Programme (UNDP)
Ministry of Local Government & Community Development (MLGCD)
People's National Party (PNP)
Jamaica Labour Party (JLP)
National Consumers League (NCL)

## Values and Principles and Regenerating the Public Sector
Cabinet Office
United States Agency for International Development (USAID)
Private Sector Organisation of Jamaica (PSOJ)
Ministry of Agriculture
Administrator General's Department (AGD)
Ministry of Foreign Affairs and Foreign Trade (MFAFT)
Independent Jamaican Council for Human Rights (IJCHR)
Jamaica Council of Churches (JCoC)

## Customer Service

Ministry of Labour and Social Security (MLSS)
Jamaica Customs
Jamaica Information Service (JIS)
National Works Agency (NWA)
Office of the Registrar of Companies (ORC)
Western Regional Health Authority (WRHA)
United People's Party (UPP)
Press Association of Jamaica (PAJ)

## Performance Management

Ministry of Transport and Works (MTW)
Registrar General's Department (RGD)
Southern East Regional Health Authority (SERHA)
National Democratic Movement (NDM)
Ministry of Tourism and Sport (MoTS)
Jamaica Promotions Corporation (JAMPRO)
Health Corporation Limited (HCL)

## Managing People

Ministry of National Security
Ministry of Justice
Jamaica Civil Servants Association (JCSA)
Jamaica Confederation of Trade Unions (JCTU)
Ministry of Education, Youth and Culture (MoEYC)
Office of the Services Commission (OSC)
North East Regional Health Authority (NERHA)
University of the West Indies (UWI)

## Resource Management and Accountability

Ministry of Finance & Planning (MoFP)
Urban Development Corporation (UDC)
Management Institute for National Development (MIND)
Bank of Jamaica (BOJ)
Management Development Branch (MDB)
Inter-American Development Bank (IDB)
Northern Caribbean University (NCU)

## Technology

Ministry of Industry, Commerce and Technology (MICT)
Ministry of Health (MoH)
Southern Region Health Authority (SRHA)
Ministry of Water and Housing (MoWH)
Ministry of Finance and Planning (MoFP)
World Bank
University of Technology (Utech)

# Appendix 2: Consultations
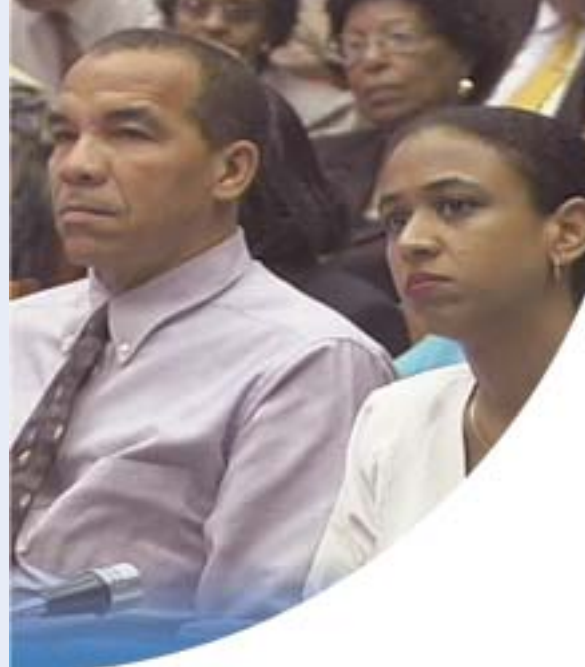
The following list includes those organisation and individuals who were invited to participate in the National Consultation on Public Sector Reform, held at the Jamaica Conference Centre on June 26, 2002.

1. Administrator General's Department
2. Airports Authority of Jamaica
3. ATL Group of Companies
4. Bank of Jamaica
5. Bureau of Women's Affairs
6. Cabinet Office
7. Canadian International Development Agency
8. Child Development Agency
9. Church Teachers' College
10. Civil Aviation Authority
11. Clarendon Parish Council
12. Coconut Industry Board
13. Coffee Industry Board
14. Constabulary Communications Network
15. Consumer Affairs Commission
16. CVM Television
17. Department for International Development
18. Department of Correctional Services
19. Electoral Office of Jamaica
20. Environmental Warden Service
21. European Union Delegation to Jamaica
22. Fair Trading Commission
23. Food for the Poor
24. Forestry Department
25. Future Vision Foundation
26. Grace Kennedy and Company Ltd.
27. Hanover Parish Council
28. Health Corporation Limited
29. Heart Trust/NTA
30. Hope for Children Co.
31. Hot 102 FM
32. Immigration and Passport Division
33. Independent Jamaican Council for Human Rights
34. Inland Revenue Department
35. Institute of Jamaica
36. Inter-American Development Bank
37. Jamaica Banker's Association
38. Jamaica Bureau of Standards
39. Jamaica Chamber of Commerce
40. Jamaica Civil Servants Association
41. Jamaica Constabulary Force
42. Jamaica Confederation of Trade Unions
43. Jamaica Council of Churches
44. Jamaica Cultural Development Commission
45. Jamaica Customs
46. Jamaica Defence Force
47. Jamaica Employer's Federation
48. Jamaica Exporter's Association
49. Jamaica Fire Brigade
50. Jamaica Hotel and Tourist Association
51. Jamaica Information Service
52. Jamaica Labour Party
53. Jamaica Library Services
54. Jamaica Manufacturer's Association
55. Jamaica Public Service Company Limited
56. Jamaica Social Investment Fund
57. Jamaica Stock Exchange
58. Jamaica Teacher's Association
59. Jamaica Tourist Board
60. JAMPRO
61. JDF Coast Guard Division
62. Kingston and St. Andrew Corporation
63. Kingston YMCA
64. Learning for Earning Activity Programme (LEAP)
65. Management Development Branch

66. Management Institute for National Development
67. Manchester Parish Council
68. Maritime Authority of Jamaica
69. Mel Nathan Institute
70. Members of the Houses of Parliament
71. Ministry of Agriculture
72. Ministry of Education and Culture
73. Ministry of Finance and Planning
74. Ministry of Foreign Affairs and Foreign Trade
75. Ministry of Health
76. Ministry of Industry, Commerce and Technology
77. Ministry of Justice
78. Ministry of Labour and Social Security
79. Ministry of Land and Environment
80. Ministry of Local Government, Youth and Community Development
81. Ministry of Mining and Energy
82. Ministry of National Security
83. Ministry of Tourism and Sport
84. Ministry of Transport and Works
85. Mustard Seed Communities
86. National Consumer League
87. National Council on Drug Abuse
88. National Democratic Movement
89. National Environment and Planning Agency
90. National Housing Trust
91. National Initiative for Street Children
92. National Land Agency
93. National Library of Jamaica
94. National Water Commission
95. National Works Agency
96. National Youth Service
97. North East Regional Health Authority
98. Northern Caribbean University
99. Office of Disaster Preparedness and Emergency Management
100. Office of Registrar of Companies
101. Office of the Contractor General
102. Office of the Prime Minister
103. Office of the Public Defender
104. Office of the Services Commission
105. Office of Utilities Regulation
106. People's Action for Community Transformation
107. People's National Party
108. Petroleum Corporation of Jamaica
109. Planning Institute of Jamaica
110. Portland Parish Council
111. Post Office Department
112. Power 106 FM
113. Press Association of Jamaica
114. Private Sector Organisation of Jamaica
115. Public Sector Modernisation Project
116. Radio Jamaica Ltd. (RJR)
117. Red Cross Society (Ja.)
118. Registrar-General's Department
119. Shortwood Teachers' College
120. Sir Arthur Lewis Institute of Social and Economic Studies
121. Salvation Army
122. Social Development Commission
123. South East Area Regional Health Authority
124. Southern Regional Health Authority
125. St. Andrew Parish Church
126. St. Andrew Settlements
127. St. Ann Parish Council
128. St. Catherine Parish Council
129. St. Elizabeth Parish Council
130. St. James Parish Council
131. St. Mary Parish Council
132. St. Patrick's Foundation
133. St. Thomas Parish Council
134. Statistical Institute of Jamaica
135. Supreme Court
136. Taxpayer Audit and Assessment Department
137. The Port Authority
138. The World Bank
139. Trelawny Parish Council
140. United Nations Development Programme
141. United People's Party
142. United States Agency for International Development
143. University of Technology
144. University of the West Indies
145. Urban Development Corporation
146. Water Resources Authority
147. Western Regional Health Authority
148. Westmoreland Parish Council
149. Women's' Centre Foundation
150. Youth Opportunities Unlimited
151. YWCA National

## Consultations with Organisations

Separate consultations on the document were scheduled with the following organisations
- Private Sector Association of Jamaica - May 21, 2002
- Jamaica Civil Service Association - May 21, 2002
- Montego Bay Chamber of Commerce - May 22, 2002
- Jamaica Confederation of Trade Unions - June 20, 2002