



The Government of the Republic of Trinidad and Tobago
MINISTRY OF PUBLIC ADMINISTRATION

Green Paper

Transforming the Civil Service:

*renewal and
modernisation*

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Executive summary

This green paper on “Transforming the Civil Service through renewal and modernisation” outlines the critical measures to be undertaken by the Government of Trinidad and Tobago (GoRTT) in order that the Civil Service becomes a responsive organisation, and one with a clear focus on service delivery, for the purpose of ensuring that Government’s performance is optimised. The key influences driving the need for change include:

- the global environment;
- the potential decline of oil and gas reserves and their possibly diminished future contribution to the country’s Gross Domestic Product (GDP);
- client dissatisfaction as evidenced by surveys conducted; and
- The National Framework for Sustainable Development.

The initiatives outlined in this green paper focus on the Civil Service, which includes the central government ministries, departments and state agencies such as special interest companies. The Teaching Service, the Protective Services, and Statutory Authorities are not the subject of this exercise. This focused approach results from the recognition of the critical role played by the Civil Service in the implementation of Government’s policies and strategies and the close working relationship that exists between the executive arm of government, (the Cabinet) and the Civil Service. An optimised Civil Service, therefore, is a requisite component of an effective government.

The Ministry of Public Administration (MPA) seeks to build on previous studies of the public service and incorporate lessons learnt from past reform efforts including those initiated by the late Gordon Draper in the 1990’s. Consequently, this green paper considers critical issues which arose time and again in these exercises, and proposes implementable measures for addressing such problem areas.

The initiatives outlined in this green paper centre around the following six (6) critical areas:

- Strengthening governance: adopting a “Whole of Government” approach and reviewing the process by which decision-making is rendered effective.
- Human resource management (HRM): “Putting people first!”; implementing strategic and coordinated approaches to managing the Civil Service’s human resources, including appropriate motivation, reward and management systems that stimulate individual and collective productivity and innovation.
- Leadership and management development: development programmes to equip officers with the requisite knowledge, skills and abilities to empower them to effectively lead the Civil Service.

- Service delivery improvement: inculcating a strong culture of continuous customer service improvement in all ministries, departments and agencies.
- Property/facilities management: providing suitable, comfortable, and OSHA compliant accommodation for government ministries and departments, and recognising that such action will contribute to enhanced employee performance and greater customer satisfaction.
- Information and communications technology (ICT): re-engineering and automating government processes to improve service delivery to both internal and external customers. Ministries and departments will be encouraged to utilise platforms that will support an integrated approach to service delivery.

In implementing the programme, attention will be given to the following:

- Accountability, monitoring and evaluation: systematically reviewing and evaluating activities to ensure that they are efficiently and effectively meeting their objectives according to agreed upon benchmarks and milestones.
- Knowledge management: recognising that knowledge is a valuable resource which must be effectively managed and leveraged for sustained organisational success. Timely and easy access to information are vital for improving decision making in the Civil Service.
- Legislative and regulatory framework: identifying appropriate legislation and developing proposals for legislative changes that would support the renewal/modernisation process.
- Change management and engagement: promoting awareness of the problems that currently exist in Civil Service systems and simultaneously encouraging new ways of doing things.
- Project management: developing a structured approach for the management and execution of the portfolio of programmes that would result from the transformation exercise.

The overarching goals of the renewal and modernisation programme are as follows:

- the transformation of the existing Civil Service into an organisation that is characterised by efficiency, productivity, innovation, and most importantly, a commitment to improving service delivery and customer satisfaction;
- the development of an appealing work environment within Civil Service that is able to attract, motivate and retain the most talented members of our society; and
- the creation of a Civil Service which contributes meaningfully to the sustainable development of Trinidad and Tobago.

A greater elaboration of the proposed initiatives is undertaken in the following sections and collated in Annex 1: Summary of proposed initiatives.

Introduction and background

A recent study conducted by the Strategy Unit of the Cabinet Office, United Kingdom, entitled, “Power in the People’s Hands: Learning from the World’s Best Public Services” begins with the statement “The need for public services to innovate rapidly in order to match the best services around the world has never been greater”¹. Andreas Schleicher, Head of the Indicators and Analysis Division, Directorate for Education, the Organisation for Economic Cooperation and Development (OECD) has noted “In fast-moving areas like education, if a country stands still on reform for a decade, it is almost impossible for it to recover.”²

These two (2) statements highlight the fact that globally, Public Service entities - those organisations engaged in the provision of government services - are being confronted with a need to change the way they operate and to enhance the quality of services they provide. This drive for improvement is fuelled by heightened citizens’ demands for better service as well as a greater appreciation of the role that Public Services play in promoting the socio-economic development of their respective jurisdictions. A failure on the part of the Public Service to expand its role, innovate and keep up with developments in other countries can be, and at times has been, to the detriment of their home country.

¹Cabinet Office. Power in the People’s Hands: Learning from the World’s Best Public Services. London, 2009, 6.

²Ibid

Service delivery improvement

The raison d’être of the Civil Service is the provision of essential services to the public. Admittedly, the Civil Service in Trinidad and Tobago has not enjoyed a good reputation in terms of service delivery.

The proposed renewal and modernisation programme seeks to enhance not only the mechanisms through which services are made available to members of the society but also the service delivery capabilities and furthermore, the attitudes of Civil Service employees when treating with their clients.

A citizen-centred approach to the delivery of high-quality public goods and services is critical for understanding citizens’ expectations and increasing customer satisfaction. The service delivery improvement initiative is predicated upon a culture of continuous service delivery improvement, fostered by customer service championing, defining customer service competencies, developing the capabilities of ministries and agencies in customer service and developing service delivery standards and service charters.

The demand for high quality service

The task of addressing these issues and increasing public satisfaction in these areas is the remit of the Government of the day and its many and varied officers who comprise the Civil Service. For the sake of this Paper, the definition and composition of the Civil Service is consistent with that presented in Part II, Section 3 (1) of the Civil Service Act, Chapter 23:01. Section 3 (1) states that “The several public offices in the public service from time to time set out in the First Schedule shall be deemed to constitute the Civil Service”. However, given the less than favourable public perception of the Civil Service and the quality of service provided by its officers, the task ahead could be considered onerous. This is not encouraging either for the Government or for the Civil Service.

The Government of Trinidad and Tobago (GoRTT) recognises the significance of these opening references and sees them as indeed relevant to its commitment to the sustainable development of the country and its citizenry.

- 1 The proposals outlined in this green paper are intended to open discussions and solicit the opinions and support of all stakeholders. This is by no means an end, but marks the start of a renewed focus on modernising systems, structures and procedures in an attempt to strengthen existing public institutions and the delivery capacity of government.
- 2 The task of addressing the issues of national competitiveness, ease of doing business, citizen dissatisfaction with service delivery, and helping the country make its way in the world, is the remit of the government of the day and its many and varied officers who comprise the Civil Service. For the purposes of this green paper, the definition and composition of the Civil Service is consistent with that presented in Part II, Section 3 (1) of the Civil Service Act, Chapter 23:01. Section 3 (1) states that “The several public offices in the public service from time to time set out in the First Schedule shall be deemed to constitute the Civil Service”.

The national context

Trinidad and Tobago’s economy remains highly dependent on earnings from the energy sector with a large percentage of the country’s GDP derived from the returns on exploitation of natural gas resources. The rapid pace of globalisation has both facilitated and forced the country to trade and compete on the global stage, where the conditions are anything but stable and periods of calm and predictability are more often the exception than the norm.

Attempts have been made to stimulate Trinidad and Tobago’s non-energy sector as means of creating balance in the economy and safeguarding against the volatility created by fluctuating prices in world energy markets. Nonetheless, while local manufacturing and financial services sectors are regarded as the most mature in the English-speaking Caribbean, there is much room for improvement in the structures, systems and entities which affect our nation’s competitiveness.

Trend data obtained from the Global Competitiveness Report (GCR) produced by the World Economic Forum in respect of the years 2008 to 2010 indicates that Trinidad and Tobago’s ranking has been 92nd (GCR 2008 / 2009), 86th (GCR 2009 / 2010) and 84th (GCR 2010 / 2011) . While Trinidad and Tobago’s ranking has shown improvement over the last three (3) reports, the GCR 2010 / 2011 saw Barbados ranked at 43rd. Singapore, a small island state like Trinidad and Tobago, albeit without any natural resource endowment, was ranked 3rd in the GCR.

It is imperative to note that “Poor work ethic in the national labour force” and “Inefficient government bureaucracy” were identified as two (2) highly problematic factors for doing business in the country. (see Appendix I for further details).

3 The GoRTT has articulated and adopted as policy, a National Framework for Sustainable Development comprising seven (7) interconnected pillars. These include:

- **Pillar 1:
People-centred development**
A commitment to making human development a central thrust through the education system and through the creation of other infrastructure to support lifelong learning, skills building, institutional strengthening and the building of a competitive economy.
- **Pillar 2:
Poverty eradication and social justice**
Social Justice demands that abject poverty be reduced and ultimately eradicated.
- **Pillar 3:
National and personal security**
Focusing on human security and the establishment of a regime of peace, security and prosperity on a sustainable basis for our nation.
- **Pillar 4:
Information and communication technologies (ICTs)**
ICTs and the systems that they can create are fundamental to the development of a modern, progressive society.
- **Pillar 5:
A more diversified, knowledge intensive economy**
Creating a society in which creativity and creation are encouraged and rewarded.
- **Pillar 6:
Good governance**
Enhancing democracy, strengthening existing institutions and strengthening the execution and delivery capacity of government.
- **Pillar 7:
Foreign policy**
Working to secure space and opportunity in the world for our country and our region.

Ease of doing business

The Ease of Doing Business Index (2010), prepared by the World Bank and the International Finance Corporation (IFC) ranks economies on their ease of doing business. Among the one hundred and eighty-three (183) countries examined, Trinidad and Tobago is currently ranked 97th, two points down from the 2009 ranking of 95th.

This is significantly below our regional neighbour St. Lucia, ranked at position fifty-three (53). Singapore is ranked 1st. on the Index. A high ranking on the Ease of Doing Business Index means the regulatory environment is more conducive to the starting and operation of a local firm. One of the factors that influences a country's ranking is the process for "starting a business". Trinidad and Tobago's ranking in this factor is seventy-four (74). The major factors associated with starting a business, involve interactions with government agencies.

Some of the known impediments to our competitiveness also arise from the fact that:

- many of the inputs for locally manufactured goods are imported;
- the cost of labour locally is considered high when compared to that of other countries in the hemisphere; and
- our productivity level is also relatively low when compared to that of other developed and developing nations.

- 4 It is the Government's intention that the framework would provide the platform for a national plan of action that would lead to significant and sustainable improvements in:
- the prosperity, general quality of life and well-being of its citizens;
 - the growth and re-construction of the national economy; and
 - the country's positioning as an ideal location for investment and business.
- 5 Pillar 6 of the framework: Good governance – people participation, which refers directly to the behaviour and modus operandi of the spectrum of organisations that comprise the Civil Service and the wider Public Sector, seeks to ensure, inter alia,:
- the strengthening of existing institutions;
 - the enhancing of democracy; and
 - the strengthening of execution and delivery capacity.

The global economy

The global financial crisis that was triggered by contagion effects of the real estate and mortgage collapse in the United States (US) in 2008 continues to plague countries across the world. Thus far, this crisis has impacted on several aspects of economies worldwide, and has resulted in:

- failure of companies across a number of sectors;
- significant job losses;
- national governments' injection of large amounts of rescue capital into private and state companies;
- the near collapse of some national economies; and
- the increasing importance of the BRICS nations (Brazil, Russia, India, China and South Africa) in fueling the global economy.

Trinidad and Tobago has not escaped the fall-out from these global conditions. Job losses in the US and Europe have led to steady declines in the demand for local exports, as well as a fall in remittances to our shores. Furthermore, shrinking disposable income among American and European households and reduced discretionary spending have resulted in falling tourist arrivals to our shores.

As a consequence hotel occupancy levels in Tobago are currently below those experienced during corresponding periods for 2008 and 2009. While there have been some signs of recovery, it is likely that a total turnaround for the global economy is still at least two (2) years off. Trinidad and Tobago, like so many other small states, must find a way to survive and thrive in the global economic market.

- 6 The Government is therefore very clear that our public institutions are necessary and play a meaningful role in the execution of its policies. But more than this, the Government has indicated that it is committed to strengthening the Civil Service and consequently, this entity's ability to execute Government's policy and provide the full range of services that it is mandated to deliver. This is clearly borne out in remarks made by the Minister of Finance during his Budget 2011 Speech³. The Minister noted, "During our Budget interactions, we were bombarded with complaints about the quality of service delivery at various ministries and government agencies. As a result, the Government will implement measures to improve the efficiency, productivity and customer service within agencies such as the Board of Inland Revenue, the Ports, the Licensing Authority and the Customs and Excise Division".
- 7 However, given the less than favourable public perception of the Civil Service and the quality of service provided by its officers, the task ahead could be considered onerous, and must be viewed as a fundamental challenge of government. The transformation effort is not to be underestimated.

³Budget Statement 2011 "Facing the Issues: Turning the Economy Around", Government of the Republic of Trinidad and Tobago

The demand for better service delivery

Developments in the sphere of ICT have allowed our citizens to access vast amounts of information and enabled them to establish and maintain effective communication, not only with each other, but also with the rest of the world. Such access to information and the ease of foreign travel have created an awareness among the population of the quality, accessibility and vast array of services provided by other governments. Not surprisingly, in many instances, they have rightly demanded similar treatment.

Furthermore, citizens continue to express dissatisfaction with the quality of public services currently provided by government agencies. This is evidenced by data collected by the firm Market and Opinion Research International (MORI) Caribbean Limited (February 2010) on behalf of the MPA, where the Public/Civil Service is described by citizens as: delivering poor service (53%), slow (49%), corrupt (33%), unsatisfactory (31%), impolite (27%), inadequate (18%), unaccountable (14%) and efficient (11%). The image of public officers was similarly negative.

The Opinion Leaders Panel Survey (Wave 18), which was conducted during the period January to March 2011, further revealed citizens' dissatisfaction with the quality of service delivery emanating from the Civil Service and the wider Public Service. When asked to identify the 10 most critical issues facing Trinidad and Tobago, respondents to the survey listed issues that were within the purview of the Civil Service such as crime, inflation, health, unemployment, poverty, low pay/wages, the economy, housing, roads and education.

- 8 Given the concerns identified by both Draper and La Guerre in their reviews of previous public service reform efforts (see sidebar), the key issue is not awareness of the problem but rather its formulation, the design of the solution system pursued, the management of its implementation, and the lack of consistent political support for it. The Government appreciates and salutes the intent and merits of each of those earlier initiatives and now proposes to build on them and include others, which collectively would allow for an improvement in key Civil Service systems, employee development, greater coordination among government agencies and ultimately an improvement in the delivery of services to all sectors of the national community.
- 9 The GoRTT is well aware that the need to improve both the operations of the Civil Service and the quality of service provided by civil servants has been a major concern of successive governments, the Civil Service itself and the citizenry for almost 50 years. In fact, initiatives labeled as Civil Service Reform, Administrative Reform or Public Service Reform predate the country's independence in 1962. Quite significantly, a review of the many reform efforts in the Civil Service revealed that time and again, the same issues emerge.

Previous civil service improvement efforts

Gordon Draper indicated that 'reform reports seem to have an uncanny way of repeating themselves'. He further noted common challenges that repeatedly surfaced and resurfaced:

- the need for us in the public service to review the systems of laws, rules and procedures which regulate the processes of public administration;
- the system of planning, both national and sectoral;
- the system of financial administration, including budgeting, accounting and financial control;
- the whole area of accountability;
- the system of human resource management, including recruitment, training, industrial relations, salary and wage administration;
- the system of manpower development;
- the system of management;
- the system of tendering, procurement and supply of resources in the public service;
- the system of records management;
- the system of providing accommodation, equipment and supplies
- the system of records management;

An examination of these issues strongly suggests that the Civil Service was not sufficiently management-oriented and trained to cope with the changed environment of the post-independence period. To his credit, Draper advocated leadership development and strategic planning as key components of Public Service Reform as well as the use of ICTs as a tool for public service improvement.

Similarly, Professor John La Guerre has noted the following as key contributors to the ineffectiveness of these reform efforts:

- strong and continual political support was lacking;
- a fragmented, ad hoc rather than a planned system approach had been applied; and
- the design and implementation of the programme for change had been attempted without the support of public service and/or its representative organization .

The GoRTT's Civil Service renewal and modernisation programme – strengthening capacity in six (6) key areas

- 10 In light of the issues raised above, this green paper entitled “Transforming the Civil Service through renewal and modernisation” seeks to present a cogent case for continuing the process of Civil Service improvement. The purpose of this document is to provide the basis for wide discussion and the development of consensus on the issues and priorities relating to modernisation of the Civil Service. It highlights the critical areas of focus for improvement within the service and proposes initiatives and strategies for implementation at this time.
- 11 The rationale for limiting the renewal and modernisation programme to the Civil Service lies in:
 - the close working relationship that exists between the executive arm of government (the Cabinet) and the Civil Service, and the importance of the Civil Service for national strategic direction;
 - the Civil Service's key role in the implementation of Government's policy and the delivery of government services to the national community;
 - the dependency of the other services and government agencies on the Civil Service; and
 - the greater likelihood of success for a transformation programme that is narrower in focus, than one which is very broad in scope.
- 12 The target in this effort is the creation of a more service-oriented, productive, innovative, integrated and efficient Civil Service; one that must be characterised by:
 - its ability to consistently provide courteous and efficient service to all members of the national community;
 - its ability to provide value for money in all of its operations;
 - creativity and a willingness to tolerate and take acceptable risks in the delivery of its services; and
 - its ability to leverage the use of ICTs for greater coordination and collaboration at the inter-departmental and intra-departmental levels.
- 13 In order for the existing Civil Service to transform into one that bears the traits described above, the Civil Service renewal and modernisation programme must :
 - a) be well-conceived and adequately resourced;
 - b) have the endorsement, acceptance and visible support of the very highest levels of government, civil servants, their representatives, the private sector, other key stakeholders and citizens in general;
 - c) be implemented efficiently, cost effectively and sensitively but within tight time frames; and
 - d) be extremely well managed.
- 14 This programme is aimed at strengthening the capability and capacity of people, and improving key structures and systems within the Civil Service by focusing on the following six (6) areas:
 - Strengthening the centre of government
 - Human resource management
 - Leadership and management development
 - Service delivery
 - Property/facilities management, and
 - Information and communications technology
- 15 These identified areas are elaborated upon below.

I. Strengthening the Centre of Government

- 16 As governments around the world move towards the decentralisation of service delivery (through local government, executive agencies, public-private sector partnerships), policy formulation and monitoring become the main job of the Centre of Government.
- 17 The consulting group Adam Smith International (ASI), which delivered a Report on the Transformation of the Public Service in May 2008, defines the Centre of Government as the part of the public administration that is responsible for managing the process by which policies are formulated, decided upon, implemented, monitored, evaluated and adjusted. In Trinidad and Tobago, the organisations responsible for the above are the Office of the Prime Minister (including the offices of the Head of the Public Service and the Secretary to Cabinet), and the Ministries of Public Administration, Finance, Planning, Economic and Social Restructuring and Gender Affairs and the Attorney General.

Strengthening Governance

- 18 Good Governance and strengthening the operations of public institutions is a key focal point of Government's Framework for Sustainable National Development. A major contributor to improving the effectiveness of the Civil Service lies in its ability to develop and institutionalise mechanisms that allow for the development of clear policy directions from the Centre of Government and the alignment of the plans and programmes of all ministries and departments with these centrally-developed guidelines. The Centre of Government is a 'whole of government approach' concept that speaks to those central government organisations responsible for policy formulation, implementation and management.

Characteristics of sound policy-making

The Organisation of Economic Cooperation and Development (OECD) and Support for Improvement in Governance & Management (SIGMA) define "policy" as the sets of laws, regulations or other government enforced rules, or funding arrangements, that:

- require, restrain or pay for actions from individuals, enterprises and government officials; and
- together contribute to the achievement of specific government objectives.

The OECD and SIGMA have identified the following characteristics of a good policy process:

- policy-making processes must ensure that decisions are binding, efficient and of high technical quality;
- policy-making processes must ensure that sectoral policies are developed so that they are consistent with the overall government strategy (inter-sectoral policies are properly coordinated with one another and resource implications are fully assessed);
- procedures which make consultations on policies (and proposed laws) compulsory and enshrined in law;
- methodology and rules regarding proposals for policies submitted to Government are well-defined;
- ministries have the capacity to prepare policies in their own areas of competence and to negotiate those policies within government; and
- effective inter-ministerial cooperation takes place in the process of public policy formulation through exchanges of information.

- 19 In keeping with good Policy Management best practices that provide support to the Centre of Government, the green paper proposes the creation of policy development guidelines for Civil Service transformation, specifically, capacity building in public policy development, inculcating a culture for monitoring and evaluation and institutionalising a strategic planning culture.
- 20 Previous consultations in Trinidad and Tobago have revealed weaknesses in all of the above characteristics. This green paper seeks to address these limitations and propose strategies to:
- build policy formulation capability, analysis and consultation skills at the centre and in the ministries and departments;
 - provide incentives for collaborative policy formulation and implementation among ministries and departments, civil society, and between ministries and the Centre;
 - resolve inter-ministerial issues concerning policies before they are referred to Cabinet; and
 - improve the implementation of policy by having Cabinet play a more active role in monitoring, implementation and evaluation.

Strategies for improving public policy development and management

- 21 The following seven (7)-pronged programme is therefore proposed:
- a) The establishment and staffing of a Policy Analysis and Coordination Unit in the Office of the Prime Minister to complement administrative services provided by the Cabinet Secretariat and the building of the capacity and capabilities of that unit.
 - b) The enhancement of collaboration on key policy matters through the establishment of a core inter-ministerial group. The inter-ministerial group will comprise the following ministries which are central to the delivery of services across government:
 - Office of the Prime Minister (including the Head of the Public Service, Cabinet Secretariat and Communications Division)
 - Ministry of the Attorney General
 - Ministry of Finance
 - Ministry of Planning, Economic and Social Restructuring and Gender Affairs
 - Ministry of Arts and Multiculturalism (Archives)
 - Ministry of Public Administration
 - Service Commissions Department
 - Personnel Department
 - c) The creation of policy development guidelines for the Civil Service. These guidelines will ensure that all government policies are coherent, developed according to a standardised process, promote the elements of good governance and advance Government's goal of sustainable development.
 - d) Public policy capacity building. This involves the strengthening of policy development capacity and capability throughout the Civil Service by providing foundational and advanced level training and development opportunities to existing practitioners in the field.

- e) Inculcating a culture of monitoring and evaluation (M&E) in the Civil Service which will measure ministerial performance and results for evidence-based decision-making. Specific projects include:
- i. capacity development in M&E: the development of the competencies of officers with M&E portfolios in the use of the tools and techniques of results-based management to monitor initiatives within their respective agencies and to conduct evaluations for assessing and reporting on organisational performance.
 - ii. opinion leaders' panel and employee experience research: information collected will be used to develop baseline and tracking data on public perception and Civil Service employee opinions on issues affecting service delivery and customer satisfaction for evidence-based decision-making for policy options.
 - iii. M&E framework for public service employee survey (PSES) 2008 action plans: this framework will provide a mechanism for tracking, reporting and evaluating outcomes of action plans developed by ministries / agencies based on results of the employee survey. It will be used as a model to guide monitoring and evaluation of future PSES action plans.
 - iv. capacity development in research: strengthening the capacity and capability of officers within the Civil Service to plan, develop and execute high quality research studies in support of evidence-based decision-making within their respective agencies.
 - v. Prime Minister's innovating for service excellence awards (PMISEA): this programme aims to recognise and reward innovation / innovative practices in the Civil Service as a means of nurturing creativity, initiative and measured risk-taking to advance the sustained modernisation and competitiveness of government.
- f) Institutionalising a strategic planning culture which will ensure alignment of ministerial mandates with national developmental goals and objectives. Specific projects include:
- i. engaging in strategic planning: This programme aims to strengthen the capacity and capability of officers within the Civil Service to develop, implement and review strategic plans in accordance with performance-based budgeting and management.
 - ii. alignment of organisational functions, systems, structures and strategic plans: this has been an on-going initiative that seeks to ensure that organisations have the supporting institutional structures and arrangements for successfully implementing their strategic mandate.
- g) Creating centres of excellence in the Civil Service: modern Civil Service is expected to play a key role in the development of the country and people. These learning centres aim to enhance the capacity and capability of all Civil Service organisations and their employees. Organisations with responsibility for the human resource management function will be specifically targeted for improvement.

Items (d), (e) and (f) above will fall under the ambit of the centres of excellence. A more detailed explanation of the centres of excellence approach is explained in subsequent sections of this green paper.

II. Renewal and strengthening of the human resource management (HRM) system

Shortcomings of the HRM system in the Civil Service

22 Many civil servants have expressed dissatisfaction with the current system of human resource management within the Civil Service. This has been revealed through surveys conducted by MORI and stakeholder analyses done by the consulting firm Adam Smith International (ASI). The ASI Report "Outline of a programme to transform the Public Service" of May 2008 identified several issues.

23 Shortcomings of the Civil Service HRM system were identified in the following areas:

- Human resource capability and capacity
- Policies and procedures
- Organisational operations
- Legal framework
- Civil Service compensation

Weaknesses of the HRM system

Human resource capacity

- a. Skills and experience in contemporary HRM are generally lacking, both in the central agencies and Ministries. External consultants have typically been used to introduce new reform initiatives;
- b. The more capable personnel tend to be found in the central agencies such as Personnel Department (PD) and Service Commissions Department (SCD), although their skills may not have been well utilised in a strategic capacity;
- c. Existing staff in ministry HR units often lack the required functional skills and competencies, which frequently leads to problems being referred to the central agencies;
- d. There is a shortage of qualified staff in the central agencies which contributes to long processing times for many transactions;
- e. Specially trained personnel were selected to staff the new HR divisions during the 1990s together with some of the personnel staff already engaged. But, because the training was academic, they lacked the skills and experience to operate the existing HR system;
- f. The current strategy is to develop skills "in-house", although some ministries are seeking to recruit senior HR professionals from outside the Service on contract terms; and
- g. Trinidad and Tobago is a small country with limited HRM expertise and over thirty (30) ministries and departments are fishing for talent in a very small pool. This has resulted in a rotation of HR professionals seeking the best contract terms on offer. There is therefore a strong justification in investing in the development of existing staff.

Legal framework

- a. The current legal framework for HRM (laws and regulations) established at Independence, has been revised in ad-hoc fashion in response to specific Cabinet decisions. It has never been comprehensively overhauled;
- b. The regulations remain outdated in relation to contemporary HR practice, as well as incomplete in terms of the coverage of HR policies. For instance, there are no regulations on training and development, even though a training policy was developed and approved by Cabinet in the 1990s;
- c. During the 1990s an attempt was made to align the Civil Service and Public Service regulations with the new HR policy framework. But the term of the Government ended before this could be accomplished.

- 24 It is recognised that the renewal and strengthening of the HRM system requires the adoption of more strategic, contemporary and coordinated approaches (ASI Report, 2008).⁴

At present however, the management and coordination of the HRM system is disaggregated, posing significant challenges to the effective management of the employees that comprise the Civil Service.

⁴ ASI Report

Weaknesses of the HRM system

Policies and procedures

- a. There is no single comprehensive HRM policy framework for the public service which provides direction for the daily work of HR professionals and line managers. Such a framework was developed and approved by Cabinet in the 1990s, but now this is a policy “on paper” only;
- b. Practical guidance to HR professionals in the form of documented procedures, processes and handbooks is generally lacking, although they have been developed in some areas, such as performance appraisals and training; and
- c. The procedures which exist do not appear to be aligned with the existing regulations that are currently in use. Performance appraisal is a good example.

Organisational operations

- a. There are no clear delineations among HR policy, operations and oversight responsibilities. For example, Public Service Commission (PSC) performs all three (3) functions;
- b. Responsibility for setting HRM policy is divided between the Personnel Department, the MPA, and the Public Service Commission;
- c. Legal notices have, however, been issued to enable some transactions to be devolved and delegated to ministries, and further delegation is planned by the PSC. There remain legitimate concerns about the lack of capacity in ministry HRM divisions which will affect the pace of devolution and delegation; and
- d. Ongoing decentralisation efforts are based on a re-assignment of the existing regulations, which reflect old “personnel administration” rather than contemporary “human resource / talent management”.

Civil service compensation

- a. The compensation system needs to be addressed to ensure relevance with the needs of a modern workforce. It has proven difficult to retain experienced professional and managerial staff. Professional allowances have been used in an “ad hoc” fashion to improve retention;
- b. Fixed-term contracts with substantially higher pay have been used as interim measures to attract and retain professional staff, and to hire them more quickly. The number of contract employees has grown rapidly;
- c. Reforming Civil Service compensation will be further complicated because public service pay settlements affect those subsequently negotiated in the private and state enterprise sectors, and vice versa.

HRM modernisation strategies

25 Ultimately, the HRM modernisation strategies involve the critical activities listed below, which, if effectively designed and executed, can enable the Civil Service to achieve its goals and objectives. Transformation of the following areas is proposed for the short to medium-term:

- Human resource planning
- Recruitment and selection
- Performance management
- Training and development
- Compensation/reward management
- Industrial relations
- Employee safety, health and welfare
- Centres of excellence

Details of these proposed lines of action are outlined at sidebar.

26 The proposed programme for renewing and strengthening the HRM system in the Civil Service is multi-pronged in nature, in keeping with the complexity and size of this institution. The programme will focus on transforming both systemic and non-systemic problems and, as a result, the strategies and initiatives proposed hope to address people challenges as well as institutional issues, inclusive of legislative and regulatory systems and processes.

Proposals for transformation of the HRM system

Human resource planning

- a. Development of an HRM philosophy which is expected to guide and synchronise Civil Service HRM practice in Trinidad and Tobago.
- b. Development of an institutional framework for strategic HRM, which will include enhanced and integrated HRM policies as well as aligned legislative and regulatory frameworks.
- c. Enhanced cohesiveness in the management of the Civil Service HRM function, which will involve the establishment of a governance arrangement or possible single agency to provide strategic direction and enhanced coherence in respect of the Civil Service HRM function.
- d. Enhancement of the structures of the HRM divisions of ministries and departments to practice contemporary HRM.
- e. Revision of processes and reconfiguration of the lhrIS in line with contemporary and effective HRM processes, to aid the development of a modern IT-enabled environment for successful performance of HRM functions and operations.
- f. Development of procedures and handbooks to provide practical guidance for HR professionals and line managers, to provide the necessary basis for developing skills in both the central agencies and line ministries.

Recruitment and selection

- a. Ministries to review their organisational structures in light of their strategic plans and strengthen their recruitment and selection capabilities to fast-track the filling of vacancies.
- b. Develop measures to address the critical staffing gaps that exist in the central agencies. For example, SCD is proposing to establish standing selection boards to enable visible short-term successes to be achieved.
- c. Review the existing policies and procedures governing the recruitment and selection of Civil Service personnel.
- d. Introduce objective and scientific approaches to the selection process. Greater use of the assessment centres is proposed.
- e. Institutionalise competencies for all positions across the Civil Service.

Centres of excellence

27 A major action point in modernising the HRM system lies in strengthening the capability and capacity of the central HRM organisations in the Civil Service to transform them into recognisable centres of excellence for HRM. These central organisations include the:

- Service Commissions Department (SCD)
 - o Responsible for recruitment, promotions, transfers and discipline.
- Personnel Department (PD)
 - o Responsible for terms and conditions of service, negotiation of collective agreement and grievance handling.
- Public Service Academy (PSA)
 - o Responsible for training and development.

In addition, the Government proposes the creation of a new entity, the Institute of Public Management and Administration (IPMA) that will replace the existing Public Service Academy.

Proposals for reform of the HRM system

Performance management

- a. Hold Permanent Secretaries, senior managers, managers and supervisors accountable by measuring their implementation of the performance management process, which includes setting targets, holding quarterly meetings and the final appraisal. Such measurement should include evidence of a participatory approach.
- b. Conduct an HRM audit of ministries and departments. Such an audit will involve an assessment of performance gaps of HRM units and central agencies across the Public Service.

Training and development

- a. Establish the Institute of Public Management and Administration (IPMA). This institution will serve as the centre of excellence for equipping Civil Service employees with the knowledge, skills and competencies that will allow them to function with the professionalism and efficiency that must characterise a modern Civil Service.
- b. Design and implement a multi-Level HRD plan for HRM officers and line managers, which will equip HRM practitioners, and line managers with the requisite skill set to deal effectively with HR-related matters.
- c. Utilise a broader spectrum of learning methodologies and technologies. Some of the options include computer-based learning; internet-based learning; action-learning, mentorship and coaching, among others.
- d. Develop HRM journals and social networks. These will facilitate an environment that enables enhanced learning, functionality and knowledge sharing across the Civil Service.
- e. Develop a succession and talent management policy, which aims at facilitating effective planning and creating opportunities for joint development and mapping of employee career paths. It will also enable planned promotions and lateral movements to take place within the Civil Service.

28 Key strategies to be pursued in the creation of these centres of excellence will be the:

- provision of appropriate training and development opportunities to the staff of these organisations that will allow them to function with the levels of technical and behavioural competences and professionalism that is befitting of a centre of excellence;
- review and revision of the policies and guidelines administered by these organisations;
- review of the existing structures and processes within the organisations;
- introduction of appropriate technologies to enhance the function and effectiveness of the staff of these organisations;
- recruitment of suitable talent to manage these centres of excellence; and
- provide suitable working environments for the employees and clients of the centres of excellence.

Proposals for reform of the HRM system

Compensation/reward management

- a. Pursue the conduct of the early evaluation of all jobs within the Civil Service. This should include setting of appropriate job standards.
- b. Review of job descriptions for the human resource officer series. This will ensure alignment to approved HRM competencies and development of standards for effective measurement against performance indicators.
- c. Develop a medium-term compensation strategy/policy for the Civil Service.
- d. Develop and implement programmes that allow for the recognition of high performing and innovative employees.

Industrial relations

- a. Institute measures that encourage an environment of industrial harmony and peace within the Civil Service and its unions.
- b. Encourage greater collaboration between Civil Service employee representatives and management.
- c. Establish non-crisis committees that can address issues at an early stage and prevent their escalation.

Employee safety, health and welfare

- a. Institutionalise occupational safety and health (OSH) committees in accordance with the OSH act.
- b. Provide training for all officers in evacuation and emergency procedures.
- c. Institutionalise the employee assistance programme throughout the Civil Service.

III. Leadership and management development

Strategies for improving leadership and management

- 29 It is proposed that this specific leadership and management development programme target the executive and senior management of the Civil Service and be divided into three (3) groups for the purpose of better management of logistics, including the numbers of persons and timeframes. Other types of supervision, leadership and management programmes will continue to be conducted for other levels of the Civil Service.
- 30 This leadership and management development programme will be sub-divided into the following groups:
- **Executive leadership development series (ELDS)**
This development series aims to increase the leadership capacity and capability of Permanent Secretaries/Heads of Departments and Deputy Permanent Secretaries over a period of two (2) years.
 - **Leadership and management development for directors and managers series (LMDDMS)**
This programme will target employees at Director/Head of Division Level and those who function above range 60 or equivalent.
 - **Leadership and management development for emerging leaders series (LMDELS)**
This series aims to enhance the leadership and managerial capacity and capability of employees between range 54 to 59 or equivalent. It will be implemented over a period of five (5) years. Seven (7) leadership competencies have been identified as a priority (see Annex II).

Leadership and management

“True leadership is a rare but desirable commodity. And yet leadership is needed at all levels in every public sector organisation. How are such new leaders to be created?”

Leadership and management are two critical prerequisites for sustained competitive advantage. As such, these skills must be carefully developed and nurtured within organisations. Leadership, although extremely important and pivotal to their achievements and accomplishments, cannot replace management: they are two separate but critical determinants of organisational success.

Good leadership is needed to transition an organisation into the future, while good management is needed to help organisations meet their day to day commitments. All managers, as well as first-level supervisors and team leads, are required to demonstrate leadership at some time and as such, both the concepts of leadership and management must be clearly understood and demonstrated in the fulfillment of their functions.

The opinion leaders’ panel surveys have consistently revealed growing dissatisfaction with the management of the Civil Service. In this regard “leadership and management development” has been identified as an immediate priority. It comprises short to medium term actions to tackle the pressing leadership and managerial shortcomings, while the systemic and regulatory issues are addressed under the ambit of the HRM modernisation programme.

- 31 The main objectives therefore of the leadership and management development programme are to:
- enable participants to acquire and apply the specified competencies and general Civil Service knowledge areas effectively, in both their current and future jobs;
 - equip participants with the requisite knowledge, skills and abilities to assume responsibilities in higher positions, particularly that of Director, Deputy Permanent Secretary (DPS) and Permanent Secretary (PS); and
 - provide participants with learning experiences that will allow them to comfortably transition to and effectively function at the executive level.
- 32 In terms of general outcomes, at the end of the leadership and management development programme participants will be able to:
- articulate a comprehensive and attainable vision for the Civil Service in general and for each of its constituent ministries and departments in particular;
 - transform their leadership thinking and become agents of change;
 - contribute towards sound decision-making and meaningful policy formulation that redounds to the benefit of all sectors of the national community;
 - conceptualise systems and procedures for the effective management of all resources under their care;
 - successfully motivate the staff of their respective ministries / divisions towards higher levels of productivity, efficiency and customer satisfaction;
 - assist in generating within all sectors of the national community, a high level of confidence in the ability and capability of their employees; and
 - create an overarching culture of productivity in the Civil Service.
- 33 Varied learning methodologies will be used including classroom sessions, workshops, e-learning channels, simulations, action-learning, communities of practice and other methods with the purpose of developing the leadership competencies which have been identified as critical for leaders. The programmes will be delivered via local, regional and international institutions and subject matter experts. The programme particularly at the executive leadership level will culminate in the development of personal development plans (PDPs) that outline participants' strengths and challenges along with a clear plan of action (which will be the shared responsibility of the executive, the resident ministry and the MPA).
- 34 New approaches such as the proposed mentorship and coaching project will also be used. This project involves the assignment of Deputy Permanent Secretaries (DPSs) and prospective DPSs to mentors that are drawn from a pool of current or retired PSs and leaders from state and other corporations. This will allow mentees to learn in an experiential manner and under guidance, all within a controlled environment. Attention will also be given to issues of talent management, succession planning and career management.

IV. Service delivery improvement initiative

- 35 The service delivery improvement initiative intends to increase overall customer satisfaction with the goods and services provided to citizens by ministries and agencies. This requires strengthening execution and delivery capacity. It targets continuous and sustainable improvements in systems,

structures, processes and changing the attitudes and behaviours of the people at all levels supporting the delivery of goods and services.

- 36 The service delivery improvement initiative is built on developing a sustained culture of continuous customer service improvement. It is envisaged that each ministry or department will utilise available baseline customer service data to create a customer service improvement plan. This plan will detail the customer service initiatives with annual targets for service delivery improvements, to be executed over a five (5) year period.
- 37 The Ministry of Public Administration (MPA) will be the champion of the service delivery initiative and set the overall framework for the implementation of the programme. Each ministry and department will have the authority and flexibility to determine the:
- time frame for implementation towards the five (5) year objectives;
 - service standards for each service delivery channel; and
 - annual service delivery targets.
- 38 The outcome objective of the service delivery improvement initiative is to institutionalise a culture of continuous and consistent service delivery improvement within the Civil Service. This means that ministries and agencies would identify barriers to improved service delivery and the changing service needs of citizens to develop standards and systems that meet customer service expectations.
- 39 Components of the service delivery improvement initiative include:
- re-engineering processes
 - a) mapping the processes for the delivery of goods and services.
 - b) identifying those activities that add no value to the delivery of the end product and result in time delays and elimination of those activities.
 - developing service delivery standards and service charters at ministries and agencies
 - a) defining service standards and “service efficiency targets” for all levels of services provided to citizens. Each ministry/agency should define the respective standards and targets for the services that they provide. This will constitute part of their service charters.
 - defining customer service competencies
 - a) defining core competencies for the customer service in the Civil Service. This will detail the technical (knowledge) and behavioural (attitude) skills required by front-line employees who deliver goods and services to citizens.
 - developing the capabilities of ministries and agencies
 - a) developing comprehensive customer service training programme built on the defined customer service competencies for the Civil Service. This training will be conducted for both front and back-end employees.
 - b) developing and approving of a methodology and template for “service improvement plans.” Each ministry/department will be responsible for the preparation of a “service improvement plan.” Development of a methodology and template will ensure standardisation of the process and plans and will assist in monitoring and evaluating the progress of the initiative and benchmarking.
 - c) developing and implementing a service delivery accountability framework which will ensure continuous monitoring of each agency’s progress. This framework will detail the reporting mechanisms and accountability of ministries/agencies.

40 The MPA will also provide support to ministries and agencies. This support will take the form of coaching and capacity development. A unit will be established and be responsible for monitoring the implementation of the initiative, documenting and reporting to the steering committee the “lessons learnt” from each phase as well as “best practice” strategies employed by ministries and agencies.

41 The MPA will be responsible for:

- providing ongoing, high quality advisory services to ministries and agencies on developing and implementing service improvement action plans; monitoring and reporting on client satisfaction; developing and implementing client-centred service standards; and, undertaking service delivery improvements;
- measuring client satisfaction bi-annually, to monitor and report on success;
- undertaking ongoing learning events for all ministries and agencies over the course of the programme;
- preparing implementation tools to assist ministries and agencies in developing client satisfaction surveys, improvement plans, etc;

Key components for sustaining the transformation initiative: the role of the Ministry of Public Administration (MPA)

It is envisioned that the programme will be owned and supported by every ministry and department and each employee within the Civil Service. This notwithstanding, the MPA, whose mandate includes “Transformation of the Civil Service”, will lead the charge of ensuring that the programme is successfully implemented and sustained.

During its review of previous Public Service reform initiatives in Trinidad and Tobago, the MPA noted the difficulties associated with implementation and found that in many instances these efforts suffered from:

- i. an absence of a strategic approach in that there were often no clear goals and objectives to inform and steer the reform;
- ii. a failure on the part of leadership both at the political and the Public Service levels to champion and sponsor the reform;
- iii. the absence of a governance mechanism that established lines of authority and decision making centres for the reform;
- iv. a failure to develop and implement alongside the reform efforts, a rigorous and well-conceived change management strategy that ensured the involvement and support of all relevant stakeholders in the development and implementation of the reform programme;
- v. a failure to provide robust programme management and project management systems within the reform effort;
- vi. the absence of a communications plan that ensured the message of change was transmitted to the widest possible audience and that all parties were kept abreast of its progress; and
- vii. the non-existence of an appropriate monitoring and evaluation system that allowed for the on-going tracking of progress, the achievement of key milestones and the determination of success.

- researching and communicating best practices and the latest developments in service improvement at local and international levels;
 - working with ministries and agencies in preparing implementation and reporting guidelines;
 - providing ongoing support and advice in implementing the cultural change (attitudes and behaviours); and
 - strengthening and supporting external networks for ministries.
- 42 The service improvement initiative will be implemented in a phased approach over a five (5) year period. This will consist of critical elements that are aimed at the improvement of client-centric services and the sustainability of superior customer service excellence.

Implementation steering committee

An inter-ministerial implementation monitoring and evaluation steering committee will be established to provide oversight over the renewal and modernisation efforts. It is also proposed that each ministry and department establish an implementation team to guide their programme of work.

The Board of Permanent Secretaries and Heads of Departments

The Board of Permanent Secretaries and Heads of Departments will be asked to:

- monitor the implementation of the Civil Service renewal within line ministries.
- maintain the momentum of the renewal process within their respective line ministries.
- maintain strategic impact across the Civil Service.
- provide reports and make recommendations to Cabinet for approval.
- ensure that the renewal process remains on target.
- provide ongoing feedback to the Cabinet and the implementation steering committee.

To discharge these responsibilities adequately, it may be necessary for the Board of Permanent Secretaries and Heads of Departments to meet weekly to distil ideas and options and to provide general direction and guidelines for the specifics of transformation. The intention is to create and sustain a proactive approach to the renewal process. It may also be useful for the Board to establish a sub-committee which can be serviced by Ministry of Public Administration staff to manage this process. It would be useful if this sub-committee enjoyed a functional relationship with the implementation steering committee and the ministerial/departmental implementation teams to ensure timely inputs of relevant data and feedback. Other key components for the transformation initiative are detailed in Annex III.

V. Property/facilities management

- 43 Government recognises the importance of providing its employees and members of the public who access government services with accommodation and facilities that are:
- fit for purpose;
 - well-furnished;
 - comfortable;
 - conducive to high productivity; and
 - safe.
- 44 Responsibility for the procurement and management of government buildings rests with the MPA. The Ministry is in the process of reviewing and updating its existing policies regarding the acquisition and management of government facilities and buildings to ensure that all Civil Service organisations are properly accommodated and that the accommodation and facilities are maintained in accordance with all relevant policy guidelines and legislation.
- 45 Separate and apart from the safety, comfort and fitness for purpose concerns listed above, the GoRTT also recognises that the importance of facilities management to:
- optimising and extending the useful life of its buildings and facilities;
 - ensuring the cost effective operations of these buildings; and
 - ensuring efficient energy consumption within these buildings and facilities.

Property/facilities management

Government's efforts to improve the performance of its employees also requires provision of the comfortable, modern and OSHA-compliant facilities within which employees report for duty.

Furthermore, facilities must be critically assessed and enhanced where necessary to ensure the comfort of citizens when they access government services, especially those who are differently-abled. Notwithstanding the importance of comfort and safety concerns, the Government also recognises the value of adopting modern practices in the field of property / facilities Management as a means of ensuring maximum return on investment.

- 46 The importance of effective facilities maintenance and management is highlighted by current research in the field which has revealed that the cost of ownership of a building extends way beyond its base cost. This is even more staggering when the life of most new buildings is projected on average to be in the vicinity of 50 years.

An examination of costs reveals the following:

Base cost	-	2%
Maintenance costs	-	60%
Capital replacement	-	38%

- 47 These figures indicate that facilities maintenance should not be ad-hoc in nature, but rather planned and systematic. In essence, Government proposes a new era in the management and maintenance of its buildings and facilities that ensures the maximisation of return on the tax dollar.

VI. Information and communication technology (ICT)

- 48 Today, our citizens require seamless, speedy and simple access to essential government services. The goal for development in the area of information and communication technology (ICT) is that Trinidad and Tobago will become an inter-connected, technologically advanced society with modern information and communication systems that provide the foundation for innovation and sustainable socio-economic progress.

e-Government Approach

- 49 The use of technology has been promoted in the Civil Service, a prime example of which is the Government wide area network (WAN), GovNeTT, which was created to be the preferred platform for connecting all Government ministries and agencies. It is intended to provide a sound inter-operability framework that allowed for seamless integration of government applications and a single secure government network with shared services such as email, instant messaging, and firewall/anti-virus.
- 50 Although GovNeTT has delivered benefits such as operational standardisation and reduced operational costs, it must be noted that currently, there has not been full uptake as only fifty (50%) of government ministries and agencies are on this communications backbone, an enterprise-wide IT infrastructure project. Moreover, some agencies have opted to use private IT service providers in response to the some of the difficulties experienced such as:
- low bandwidth speed;
 - high security which hampers use of social networking websites (these websites are being used to share information with the public and market the services of some government agencies);
 - lengthy periods for agencies to go live on the network.

Information and communications technology (ICT)

In articulating its Seven (7) Interconnected Pillars for Sustainable Development, Government recognises the power and potential of information and communication technologies (ICTs), the systems they facilitate, and their overall importance to the development of a modern, progressive society. This programme promotes the use of appropriate ICTs throughout the Civil Service in order to improve efficiency, enhance service delivery and serve as the foundation for innovation and sustainable progress.

51 These challenges must be addressed if the intent of the Backbone project is to be fully realised. Many ministries and departments are already attempting to automate some of their processes with a view to improving their service delivery times. Best practice in ICT implementation requires the active involvement of users to re-engineer processes and revise policies. The e-Government approach is currently focused on:

- implementing enterprise back-office solutions for common or “shared” services (e.g. human resource management, payroll administration, document management).
- using electronic service delivery as a catalyst for broad public sector transformation and a move towards ‘joined up’ government.
- developing supporting policies and standards (e.g. interoperability).
- developing a proper e-Legislative framework.

52 Having regard to this fact, Government has sought to engage its stakeholders through various channels including public-private partnerships (PPPs), such as the eBusiness Roundtable, and through direct engagement with citizens and the diaspora.

ttconnect suite of service delivery channels

53 One example in which ICT has proven instrumental in bringing government services closer to citizens is that of the ttconnect suite of service delivery channels which is currently comprised of:

- ttconnect online – the e-government portal which provides information on over 400 government services;
- ttconnect service centres - walk-in service centres that facilitate personal interaction with trained customer service representatives;
- ttconnect self-serve - automated kiosks that provide access to all services available on the portal;
- ttconnect express – outfitted buses to bring public services to remote, underserved areas;
- ttconnect mobile – leveraging Trinidad and Tobago’s ubiquitous mobile penetration to increase access to public services.

54 Admittedly, more work needs to be done on informing citizens of this delivery platform, which has enjoyed regional and international recognition.

55 Cognizant of the fact that the establishment of a knowledge society cannot take place without the requisite enabling environment within which citizens and others trust the systems implemented to

guarantee security of electronic information, Government has pursued a robust legislative agenda which has already seen data protection and more recently e-Transactions Bills being passed in Parliament.

- 56 Currently, most of the e-services deployed through the ttconnect suite of services are at the informational and interactional phases of development. The passage of the aforementioned Bills will provide for the progression of such services into more transactional and transformational phases of development, which in turn will facilitate the provision by Government of comprehensive, end-to-end e-Services. Additionally, the presence of such legislation is also expected to foster greater trust online and advance e-Commerce.

e-Commerce

- 57 With respect to e-Commerce, it is to be noted that services that are to be offered through TTBizLink, as the Ministry of Trade and Industry's single electronic window (SEW) has been branded, rely on ttconnect Online for user registration and it will be the first major service delivery project to use the Portal. TTBizLink is an IT-based trade facilitation tool, which allows parties involved in trade and transport to lodge standardised information and documents at a single entry point, in order to fulfill all import, export and transit-related regulatory requirements. This mechanism is designed as a 'one-stop-shop', where private stakeholders and approving government agencies can collaborate to process necessary permits and approvals online in a seamless and efficient manner.

Unique identifier project

- 58 A key initiative that will further advance the integrated 'joined up' approach to government is the unique identifier project. This project, which is managed by the Ministry of Legal Affairs, assigns an identification number to each citizen, which can be used to apply for services from the cradle to the grave. It has already been used for the production of the 'new' birth certificates. Apart from the reduction in service delivery times, the benefits to be derived from synergies between the unique identifier, the drivers' permit and motor vehicle applications being installed in the Licensing Division, the income tax application and the issuance of passports are obvious.
- 59 The above clearly underscores the importance of ICT, both as a discrete sector and as an enabler in securing development objectives, inclusive of the diversification of the national economy and in strengthening the country's competitiveness in the global market.

Promoting transformation in Tobago

60 Efforts to improve the operation and services of government organisations will target institutions both in Trinidad and in Tobago. Those efforts, outlined in this green paper, are designed to:

- improve the operational effectiveness of the Civil Service;
- position the Civil Service as the premier employer; and
- enhance the delivery of government services to all members of the national community.

The Government of Trinidad and Tobago is committed to promoting the well-being and advancement of all of its citizens, throughout the twin-island republic.

61 The Ministry of Tobago Development and the Tobago House of Assembly (THA) have responsibility for services in Tobago. To ensure that there is consistency in the quality of service that is afforded to every citizen and that all State employees are provided with appropriate resources, facilities and conditions, there must be close collaboration between the Ministry of Tobago Development and the THA and the counterpart Ministry and the MPA. It is recognised that due to several factors, including the geographical separation between Trinidad and Tobago and the distinct culture of Tobago, there are unique needs to be addressed pertaining to service expectations and employee management, inter alia.

62 MPA therefore proposes to collaborate closely with the Ministry of Tobago Development and the THA to advance the transformation agenda through the renewal and modernisation programme with the same vigour and intensity in Tobago as it is in Trinidad. Where relevant, the renewal and modernisation programme will be modified or enhanced to suit the special needs of Tobago and government employees in Tobago.

Key components for sustaining the transformation initiative

63 To ensure the success of this transformation effort it is critical that appropriate mechanisms and structures be put in place. These will bolster and support the programme of initiatives that is being proposed for the modernisation of the Civil Service, and are essential for its effectiveness. These mechanisms, structures and processes are in the areas of:

- programme governance;
- the role of the Ministry of Public Administration (MPA),
- the provision of an effective implementation steering committee; The Board of Permanent Secretaries and Heads of Departments;
- implementation teams in ministries and departments;
- accountability, monitoring and evaluation of the programme;
- knowledge management;
- change management and engagement;
- programme and project management; and
- enabling legislation.

64 To ensure the necessary impact of the proposals above, there must be a governance structure that accommodates and encourages participative, creative action on the part of individual ministries and departments. Appendix II outlines the organisational framework for the implementation of the renewal/modernisation of the Civil Service.

Critical success factors

65 Notwithstanding the efforts to design a modernisation programme that is robust and carefully conceptualised, it is recognised that programme success is dependent on several critical success factors. These include:

- championing the transformation agenda;
- collaboration between key central agencies to facilitate their acceptance of the need for change and acceptance of the requisite responsibilities;
- buy-in from other stakeholders, including representative unions and associations;
- facilitation of public-private sector partnerships for shared responsibility in the national transformation agenda;
- provision of dedicated resources to ensure effective implementation and review;
- ICTs to support and enable the transformation agenda;
- communication and networking strategy within and among ministries and departments;
- formulation and implementation of a comprehensive change management strategy;
- having a robust M&E framework;
- legislative analysis and changes;
- use of a strategic project management methodology; and
- support and endorsement from senior executive and managers to adopt responsibility for accepting and engaging in the transformation agenda.

Conclusion

- 66 The underlying philosophy of 'The National Plan for Sustainable Development 2010' speaks to "Partnering with People" and emphasises the need to reshape existing government delivery systems and processes to be more responsive to the needs of people as customer expectations attain new heights. Globalisation, technological advances, and the access to information have contributed to shaping new consciousness of service expectations. Additionally factors relating to demographics and global economics are shaping public attitudes, placing greater emphasis on accountability and transparency.
- 67 While several attempts were made in the past to improve the operations of the Public Service, the challenges associated with human resource management, accountability, information and communication technology, financial management, leadership and the systems of laws and procedures continued to recur. This green paper entitled "Transforming the Civil Service through renewal and modernisation" builds on past efforts by focusing on strengthening the Centre of Government, building capacity and capability within the Civil Service, quality management and a citizen-centred approach to service delivery.
- 68 The preceding sections set out the key central initiatives that are proposed to be undertaken for the renewal and modernisation of the Civil Service. They constitute one integrated agenda of transformation.
- 69 Consistent with basic principles of good governance, this green paper seeks the opinions and support of all stakeholders, internal and external to the Civil Service. The key next step in this regard involves consulting with a wide range of stakeholders across the Civil Service, as well as civil society organisations, the private sector and the unions.
- 70 Following these consultations the green paper will be revised to reflect the voice of all relevant stakeholders.
- 71 Real and meaningful transformation will only be realised through effective collaboration and integration. It is the objective, therefore, that the resultant plan of action be cohesive and systematic, and utilise participative approaches to achieve the necessary successes and synergies in the implementation of what is, in essence, a programme of institutional strengthening. The summary of the proposed initiatives is provided at annex I.

Annexes

Annex I:

Summary of proposed initiatives

The following is the list of proposed initiatives:

Strengthening governance

- Establish and staff a policy analysis and coordination unit in the Office of the Prime Minister.
- Establish a core inter-ministerial group to enhance collaboration on key policy matters.
- Formulate policy development guidelines for the Civil Service.
- Build capacity in public policy development and formulation.
- Inculcate a culture of monitoring and evaluation in the Civil Service.
- Institutionalise the strategic planning culture.
- Convene weekly meetings of the Board of Permanent Secretaries to function as source of momentum and a monitoring unit for the renewal and modernisation effort.
- Establish an inter-ministerial implementation, monitoring and evaluation steering committee.
- Establish implementation teams within each ministry and department.

Capacity and capability building

- Modernise the Civil Service human resource management (HRM) system.
- Develop an institutional framework for strategic HRM
- Create “centres of excellence” to provide overall guidance and coordinated management of Civil Service institutions.
- Institutionalise the use of ICTs in the practice and management of HRM.
- Devise a competitive compensation management strategy.
- Develop a robust and effective system for performance management.
- Create a harmonious and constructive industrial relations climate.
- Design and implement a multi-level human resource development (HRD) plan.
- Develop a succession and talent management policy.
- Create safe and healthy work place environments for employees.
- Devise meaningful, innovative reward management strategies to motivate staff.
- Conduct comprehensive job evaluation exercise.
- Conduct an HRM audit within ministries and departments and recommend appropriate structures and resources.

Leadership and management development

- Develop and implement leadership and management development programmes for three (3) levels of employees:
 - o The executive team (PSs and DPSs);
 - o Directors and managers; and
 - o Emerging leaders.
- Introduce a succession/talent management plan and a mentorship and coaching programme.

Service delivery improvement

- Institutionalise a culture of continuous service delivery improvement.
- Create an inter-agency committee to lead and drive service delivery initiatives.
- Develop a methodology for “service improvement plans”.
- Develop and apply a service delivery accountability framework.
- Define core customer service competencies.
- Develop service delivery standards and charters.
- Develop service charters at ministries and agencies.
- Develop capability of ministries and agencies for effective service delivery.

Property/facilities management

- Develop policies and guidelines for optimising and extending the useful life of government buildings and facilities.
- Initiate mechanisms that ensure the cost effective operations of these buildings.
- Develop and apply standards for efficient energy consumption within these buildings and facilities.

Information and communication technology (ICT)

- Resolve existing challenges associated with the government communications backbone.
- Promote 100% usage of the backbone by all government ministries, departments and Agencies.
- Collaborate with the Ministry of Legal Affairs on the unique identifier project.
- Work with ministries and departments to automate suitable processes.

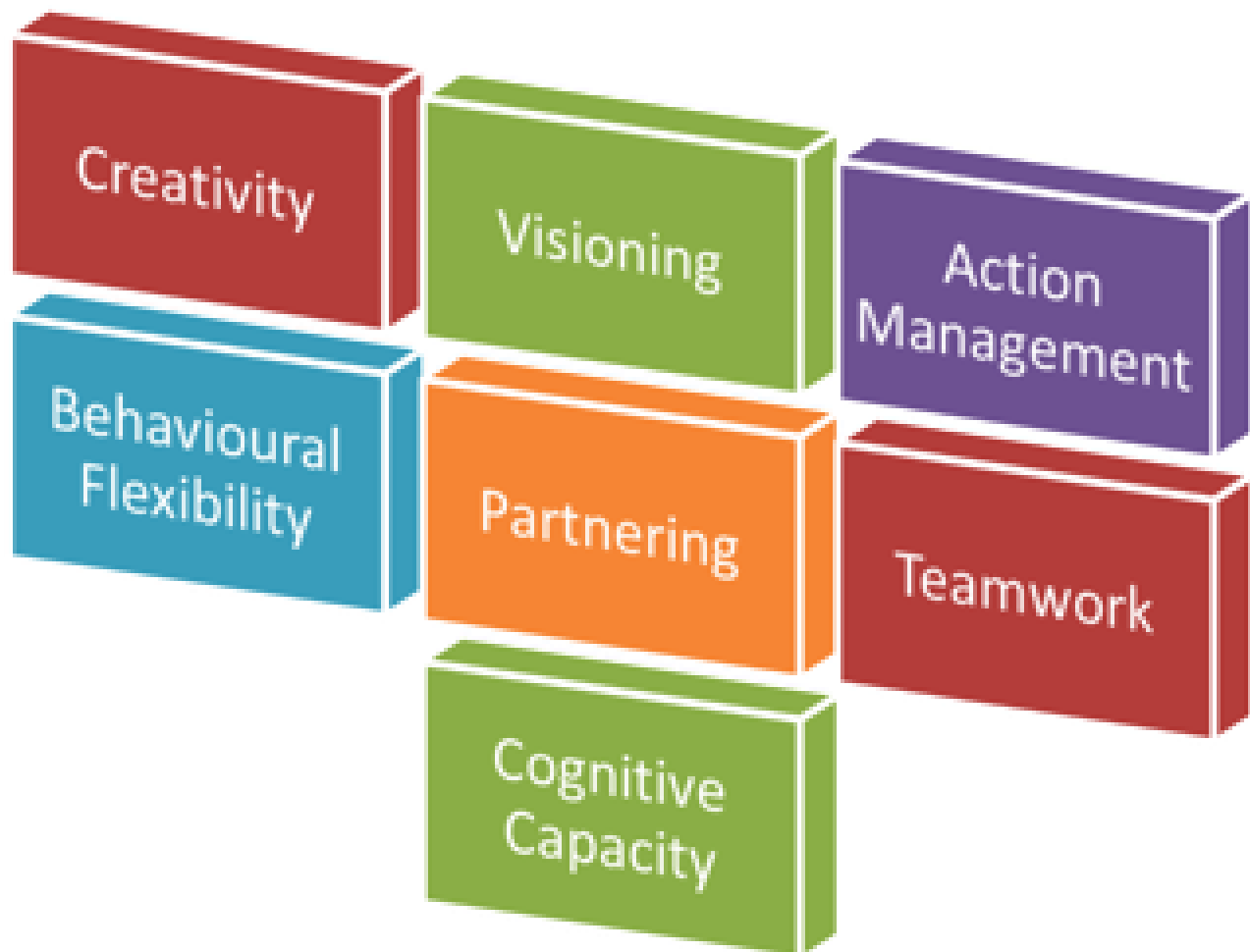
Promoting transformation in Tobago

- Collaborate with the Ministry of Tobago Development and the Tobago House of Assembly (THA) to ensure that transformation through renewal and modernisation is pursued in Tobago and where relevant, modification and enhancement is undertaken to meet the special needs of Tobago.

Annex II:

Leadership and management development for emerging leaders series

The following seven (7) leadership competencies have been identified as priority for this series:



Annex III:

Other key components for sustaining the transformation initiative

Implementation teams in ministries and departments

Each ministry and department will appoint an implementation team led by the Permanent Secretary, and will include such persons as are deemed suitable. Each team will be responsible for the management of its implementation effort and will be required to report at set intervals to the Cabinet.

Accountability, monitoring and evaluation of the programme

Monitoring and evaluation are complementary activities within the context of managing for results and are necessary for sustaining the renewal activities to be implemented across the Civil Service. Monitoring and evaluation alerts managers to problems in performance, provides options for corrective actions and helps facilitate transparency in governance and demonstrate accountability for results.

It is expected that ministries and departments would identify their service renewal and modernisation initiatives in their strategic plans. Therefore, the monitoring and evaluation framework provided by the Ministry of Planning, Economic and Social Restructuring and Gender Affairs for monitoring the implementation of ministries and department's strategic plans could also be used for monitoring implementation of these initiatives.

Ministries and departments have data from the opinion leaders' panel research and public service employee surveys (PSES) which will enable them to establish baseline data and performance indicators for many of their service renewal and modernisation projects.

The current monitoring and evaluation framework allows for the collection of information that will be used to:

- track progress on the implementation of projects, programmes and policies;
- identify gaps and weaknesses in service delivery;
- plan, prioritise, allocate and manage resources; and
- monitor the achievement of results.

A template has been developed for reporting on progress with respect to achievement of targets and expected outcomes. Ministries have been mandated to establish monitoring and evaluation (M&E) units. These units will be responsible for ensuring that appropriate data collection systems are established to be able to evaluate impact. In the longer term, it is expected that databases and IT-based systems would be used for the collection, tracking and collation of data.

These M&E units will in some instances ensure that a more in-depth evaluation of an initiative is undertaken. The units will make use of a range of evaluation methods and protocols including frequency of conduct of evaluations and choice of evaluators (internal self-assessment and/or external independent evaluators), based on criteria that will include the nature and type of modernisation intervention, the target group(s), expenditure and expected impact.

Information on performance and outcomes, progress towards achievement of targets, successes, challenges and lessons learnt will be disseminated to the wider Civil Service audience and the national population via a national score card, a quarterly transformation newsletter, and releases by the Minister of Public Administration (MPA) in the national media. Major achievements and innovations will be highlighted.

The role of the Ministry of Public Administration (MPA)

It is envisioned that the programme will be owned and supported by every ministry and department and each employee within the Civil Service. This notwithstanding, the MPA, whose mandate includes “transformation of the Civil Service”, will lead the charge of ensuring that the programme is successfully implemented and sustained.

During its review of previous Civil Service reform initiatives in Trinidad and Tobago, the MPA noted the difficulties associated with implementation and found that in many instances these efforts suffered from:

- i. an absence of a strategic approach in that there were often no clear goals and objectives to inform and steer the reform;
- ii. a failure on the part of leadership both at the political and the Public Service levels to champion and sponsor the reform;
- iii. the absence of a governance mechanism that established lines of authority and decision making centres for the reform;
- iv. a failure to develop and implement alongside the reform efforts, a rigorous and well-conceived change management strategy that ensured the involvement and support of all relevant stakeholders in the development and implementation of the reform programme;
- v. a failure to provide robust programme management and project management systems within the reform effort;
- vi. the absence of a communications plan that ensured the message of change was transmitted to the widest possible audience and that all parties were kept abreast of its progress; and
- vii. the non-existence of an appropriate monitoring and evaluation system that allowed for the on-going tracking of progress, the achievement of key milestones and the determination of success.

In keeping with its role as the “transformation ministry”, the Ministry of Public Administration will be responsible for ensuring that items (i) and (iii) – (vii) are addressed and managed within the proposed institutional strengthening effort.

Implementation Steering Committee

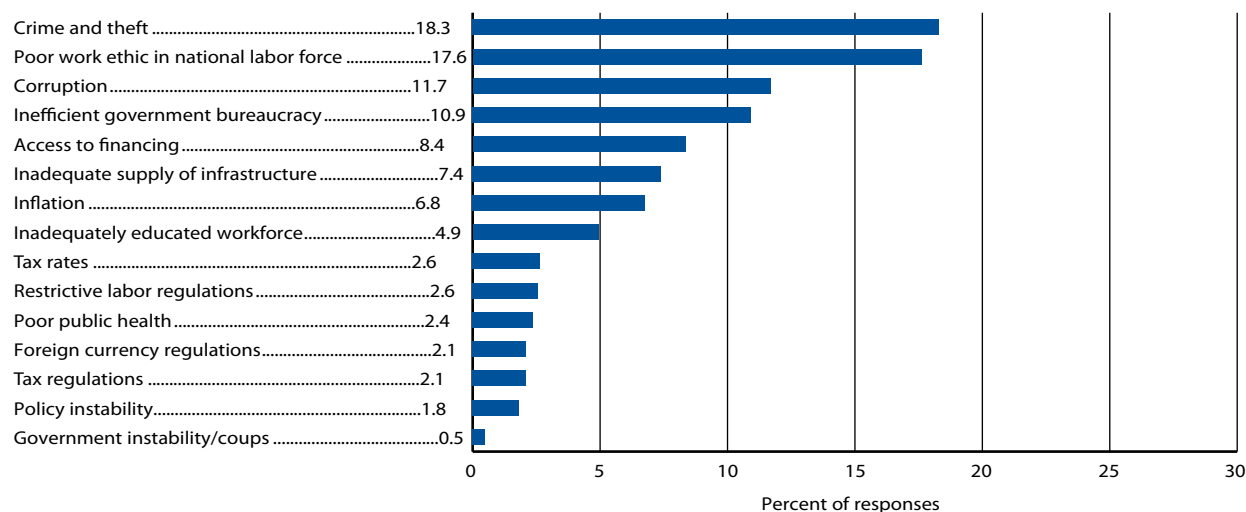
An inter-ministerial implementation, monitoring and evaluation steering committee will be established to provide oversight over the renewal and modernisation efforts. It is also proposed that each ministry and department establish an implementation team to guide their programme of work.

Appendices

Appendix I:

The most problematic factors for doing business in Trinidad and Tobago

The most problematic factors for doing business

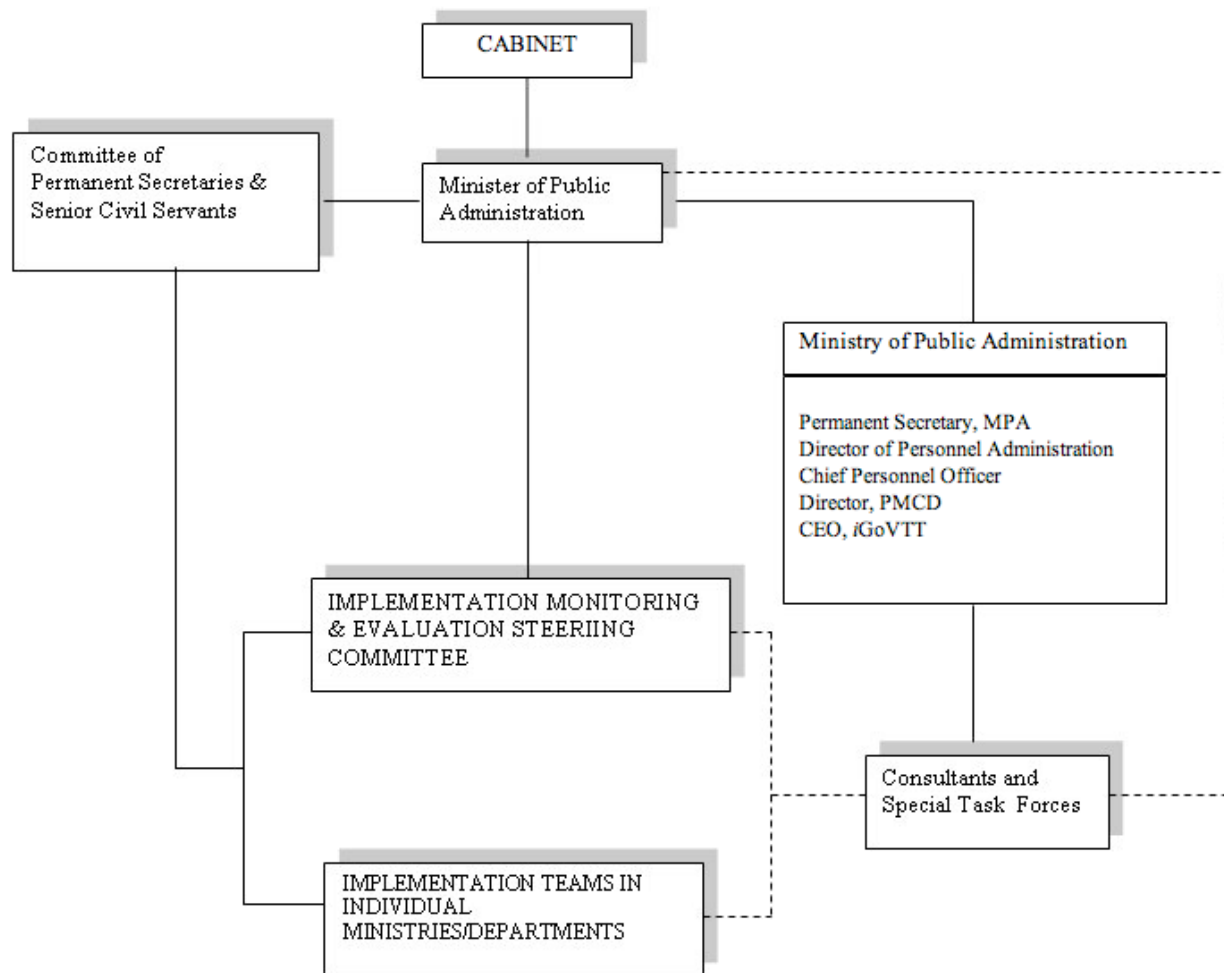


Note: From a list of 15 factors, respondents were asked to select the five most problematic for doing business in their country and to rank them between 1 (most problematic) and 5. The bars in the figure show the responses weighted according to their rankings.

Source: World Economic Forum Global Competitiveness Report 2010-2011

Appendix II :

The organisational framework for the implementation of the renewal/modernisation of the Civil Service



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Glossary of terms

Accountability:

obligations that arise within a relationship of responsibility, where one person or body is responsible to another for the performance of particular services. The obligations in question are, first, to account for the performance of their duties and, second, to accept sanctions or redirection.

Autonomy:

the degree to which one may make significant decisions without the consent of others.

Capability:

the ability to perform appropriate tasks effectively, efficiently and sustainably.

Capacity:

the totality of the strengths and resources available within the machinery of the government.

Centre of Government:

a focal level in the governance structure that provides direct support and advice to the Head of Government and key stakeholders on system-wide policies and strategies required to achieve national strategic goals.

Change Management:

the process, tools and techniques to manage the people-side of change processes, to achieve the required outcomes, and to realise the change effectively within the individual change agent, the inner team, and the wider system.

Civil Service:

the branches of government which include professional, technical and administrative staff and exclude the teaching, military and judicial branches.

Continuous Improvement:

Continuous improvement is about setting clear goals, having ways to measure progress toward those goals, refining goals and strategies based on those measurements and setting new goals over time to satisfy your customers.

Democracy:

is a form of government in which all citizens have an equal say in the decisions that affect their lives.

Developed Nation:

countries that have high-income countries, in which most people have a high standard of living.

Developing Nation:

countries or nations with an average income that is relatively lower than in highly industrialised countries, and are in the process of change toward economic growth. They are comparatively lower than the developed countries in terms of health care, literacy, and per capita income.

Evidence-based Decision Making:

this draws heavily upon the findings of scientific research (including social scientific research) that has been gathered and critically appraised according to explicit and sound principles of scientific inquiry.

Governance:

the exercise of political, economic and administrative authority in the management of a country's affairs at all levels. Governance is a neutral concept comprising the complex mechanisms, processes, relationships and institutions through which citizens and groups articulate their interests, exercise their rights and obligations and mediate their differences.

Good Governance:

addresses the allocation and management of resources to respond to collective problems; it is characterised by participation, transparency, accountability, rule of law, effectiveness and equity.

Gross Domestic Product (GDP):

the market value of all final goods and services produced within a country in a given period. It is often considered an indicator of a country's standard of living.

Institutional Capacity:

implies a broader focus of empowerment, social capital, and an enabling environment, as well as the culture, values and power relations that influence an institution to function successfully.

Institutional Framework:

refers to a law or other formal provision that assign primary responsibility as well as the authority to an agency.

Inter-departmental:

between or involving different departments of an organisation.

Intra-departmental:

within the department or inside the department.

Job Analysis:

the application of systematic methods to the collection of information about job content.

Knowledge Intensive:

requiring access to and manipulation of large quantities of knowledge.

Leadership Development:

an intentional effort to provide leaders and emerging leaders with opportunities to learn, grow and change. Its purpose is to produce individuals over time with the skills to function effectively within the organisation.

Legislative and Regulatory Framework:

the combination of institutions, laws, and processes that, taken together, enable a government to exercise formal and informal control over the operating and investment decisions of enterprises.

Liberalisation:

reduction in government regulation of the economy and greater participation of private entities (free markets, reducing state control over markets, pricing, employment, property, distribution).

Modernisation:

a continuous process, an updated version of separating means from ends, private sector methods for the public sector, a measure of fit in terms of time.

People-centered Development:

when people are placed at the centre of development and high levels of human well-being are achieved even at modest income levels.

Performance Management:

performance management is the process of creating a work environment or setting in which people are enabled to perform to the best of their abilities. Performance management is a whole work system that begins when a job is defined as needed.

Public Policy:

whatever governments choose to do or not do.

Public Service:

this refers to activities and jobs, which are provided and paid for by a government, through the civil service in order to benefit all the people in a particular society or community.

Results-Based Management:

aims to improve management effectiveness and accountability by defining realistic expected results, monitoring progress toward the achievement of expected results, integrating lessons learned into management decisions and reporting on performance.

Seamless Government:

beyond inter-agency and inter-jurisdictional coordination to include full vertical and horizontal integration based on client needs.

Social Justice:

the creation of just relationships at all system levels, the development of structures that provide for equality of opportunity, the facilitation of access to needed information, services and resources and the support of meaningful participation in decision-making for all people.

Sustainable National Development:

sustainable development is development that meets the needs of future generations without compromising the ability of future generations to meet their own needs.

Transparency:

government actions, decisions and decision-making processes are open to an appropriate level of scrutiny by others parts of government, civil society and, in some instances, outside institutions and governments.

Whole of Government:

public service agencies working across portfolio boundaries to achieve a shared goal and an integrated government response to particular issues. Approaches can be formal and informal. They can focus on policy development, program management and service delivery.

Acronyms

ASI	Adam Smith International
CoP	Community of Practice
DPS	Deputy Permanent Secretary
GDP	Gross Domestic Product
GCR	Global Competitiveness Report
GORTT	Government of the Republic of Trinidad and Tobago
HRM	Human Resource Management
ICT	Information and Communication Technology
IFC	International Finance Corporation
M&E	Monitoring and Evaluation
MPA	Ministry of Public Administration
MDGs	Millennium Development Goals
MORI	Market and Opinion Research International
OD	Organisational Development
OECD	Organisation of Economic Corporation and Development
OLP	Opinion Leaders' Panel
OPM	Office of the Prime Minister
PMISEA	Prime Minister's Innovating for Service Excellence Awards
PPP	Public-Private Sector Partnerships
PS	Permanent Secretary
PSES	Public Service Employee Survey
PSTD	Public Service Transformation Division
UN	United Nations
WB	World Bank
WEF	World Economic Forum

