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EXECUTIVE SUMMARY

The Civil Service performs a critical role in the implementation of Government’s policies and strategies. Governments today are assuming a broader role and are being forced to discharge their role both effectively and efficiently. This Green Paper on “Transforming the Civil Service through Renewal and Modernisation” outlines the critical ways in which Government’s performance is to be optimized so that the Civil Service becomes a responsive organization, and one with a clear focus on service delivery. At a national level, the key influences driving the need for change include:

- The Global Environment;
- The potential decline of oil and gas reserves and their future contribution to Gross Domestic Product;
- Client dissatisfaction as evidenced by surveys conducted; and
- The National Framework for Sustainable Development.

Consideration has been given to the lessons of previous reform efforts including those initiated by the late Gordon Draper in the 1990s. The focus of initiatives outlined in this Green Paper shall be on the Civil Service, which includes the Central Government Ministries, Departments and Agencies. The Paper therefore excludes the spectrum of Governmental and State agencies, which comprises the State Enterprises, Teaching Service, the Protective Services, and Statutory Authorities.

The initiatives outlined in the Green Paper address the following:

- **Strengthening Governance**: adopting a Whole of Government approach and reviewing the process by which effective decision-making is undertaken.

- **Human Resource Management**: putting people first! Adopting strategic and coordinated approaches as well as appropriate motivating, reward and management systems that facilitate the unleashing of individual and collective potential.
• **Leadership and Management Development:** development programmes to equip officers with the requisite knowledge, skills and abilities that enable them to effectively lead the Civil Service.

• **Service Delivery Improvement:** developing a sustained culture of continuous customer service improvement in all Ministries, Departments and Agencies.

• **Property/Facilities Management:** providing suitable and comfortable accommodation for Government Ministries and Departments, recognising that such action will contribute to enhanced employee performance and greater customer satisfaction.

• **Information and Communications Technology:** re-engineering and automating government processes must be a priority 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.

• **Knowledge Management:** acknowledging that knowledge is an economic resource which must be effectively managed and leveraged for sustained organizational success. Access to information on a timely basis is vital for improving decision making in the Civil Service.

• **Legislative and Regulatory Framework:** identifying legislation and making proposals for key legislative changes that effectively support the renewal/modernization process.

• **Change Management and Engagement:** promoting awareness of the problems that currently exist in Civil Service systems and simultaneously encouraging the need for a new way of doing things.
The six (6) major elements that comprise the Civil Service Renewal and Modernisation programme will have as their primary objectives:

- the transformation of the existing Civil Service into an organisation that is characterised by efficiency, productivity, innovation, and most importantly a commitment to improving its service delivery capability and consequently, the satisfaction of its customers;
- the creation of a work environment within the Civil Service that will be able to attract, motivate and retain the most talented members of our society; and
- the creation of a Civil Service that is able to contribute meaningfully to the sustainable development of all citizens and sectors within Trinidad and Tobago.

A more in-depth examination of the proposed programme is undertaken in the following sections.

**The Civil Service Renewal and Modernization Programme**

**Strengthening Governance**

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 must lie 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 organizations responsible for policy formulation, implementation and management. These organisations include the Office of the Prime Minister, the Ministry of Public Administration, the Ministry of Finance, the Ministry of the
Attorney General and the Ministry of Planning, Economic and Social Restructuring and Gender Affairs.

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 Reform, specifically, capacity building in Public Policy Development, inculcating a culture for monitoring and evaluation and institutionalising a strategic planning culture.

Human Resource Management

The ability of organisations either, in the public sector or the private sector lies in their people. The skills talents and energy of organisation human resources have long been regarded as a far more valuable resource than capital and technology; as important as these two are. In this regard, the Renewal and Modernisation effort will make every effort to ensure that the systems for managing people and people issues within the Civil Service are themselves modernised and made more efficient. At the heart of these efforts will be a desire to ensure that the Civil Service is able to consistently attract, motivate and retain the best available talent from within the national community.

Building capacity and capability within the Civil Service calls for the renewal and strengthening of the Human Resource Management System, as well as, leadership and management development. In the face of widespread dissatisfaction with the current system of HRM across the Civil Service, the Green Paper suggests an upgrade of the HRM Governance system, the revision and amendment of its legislative and operational framework and the expansion of the competencies of HRM practitioners. The specific strategies to achieve such include:

- Development of an HRM Philosophy;
- Development of an Institutional Framework for Strategic HRM;
- Implementation of a Strategic HRM Coordinating Division;
- Establishment of a single HRM entity to manage the Civil Service HRM Function;
• Review and Redesign Performance Management and Appraisal Systems;
• Review job descriptions for the HRO series;
• Conducting an HRM Audit of Ministries and Departments;
• Development of HRM Journals and social networks;
• Establishment of an Institute of Public Administration;
• Development of Succession and Talent Management Policies;
• Development of a compensation strategy and conduct of a revised job evaluation; and
• Alignment of IhRIS to HRM processes.

Leadership and Management Development

Successful organisations need competent managers and sound leadership. This truism is even more apt in times of change and limited resources. As the Civil Service seeks to fulfil its role as an enabler of national development, it too must change and develop. New structures and systems must be developed and employees will have to be provided with a clear and inspiring vision of the future. Consequently, the Renewal and Modernisation programme has conceptualised a number of specific initiatives that will build and develop the capability of managers and leaders throughout the Civil Service.

The Leadership and Management Development component of the Green Paper seeks to address the needs of both executive and emerging leadership by providing the officers within these two groups with the knowledge, skills and capabilities needed to effectively lead and manage the Civil Service. Specific programmes to be implemented include: a leadership competency development programme; an emerging leaders programme; a mentorship and coaching programme; and an orientation and induction programme.
Service Delivery Improvement

The raison d'etre for the Civil Service is the provision of available and required services to those who need them. Admittedly the Civil Service in Trinidad and Tobago has not enjoyed a good reputation for its ability to provide good service. “World-class service delivery must be a feature of a Civil Service that is being called upon to contribute to national development. The proposed programme of reform initiatives will seek to enhance not only the mechanisms through which services are made available to members of the society but also the service delivery capability and in particular, the attitudes of Civil Service employees when treating with their clients.

Effective government envisages quality public institutions that are coordinated, efficient and purpose-driven in the delivery of services that are consistent with or exceed international best practices. The adoption of a citizen-centred approach to the delivery of high-quality public goods and services is proposed to better understand citizen’s expectations and increase their level of satisfaction. The Service Delivery Improvement Initiative is built on developing a sustained culture of continuous service delivery improvement, which requires 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.

Property / Facilities Management

Government’s efforts to improve the performance of its employees cannot be limited to improving the systems and frameworks within which they operate. Performance improvement will also require enhancement of the facilities within which these employees operate. Facilities must also be improved in order to ensure the comfort of citizens when they access government services and particularly so for those who may have special needs. 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 maximisation return on the tax dollars utilised in the purchase or construction of state buildings over the useful life of these facilities.

Information and Communications Technology

Government in articulating its Seven Interconnected Pillars for Sustainable Development has recognised the power and potential of Information and Communication Technologies (ICTs), the systems that they can create and their overall importance to the development of every modern, progressive society. The Renewal and Modernisation programme will seek to promote the use of relevant ICTs throughout the Civil Service both as a means of improving efficiency but also as a means of enhancing service delivery.

Critical Components for Sustaining the Transformation Initiative

Lessons learnt from past reform efforts suggest that there are critical issues that must be considered and addressed in order to achieve the successful implementation of the transformation agenda. These components include:

- Knowledge Management
- Accountability
- Monitoring and Evaluation
- Change Management and Engagement
- Enabling Legislation
- Strategic Approach to Implementation

The proposals outlined in the Green Paper are intended to open discussions and solicit the opinions and support of all stakeholders. It is by no means the 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.
A Governance arrangement for the coordination of the initiatives has been set out that includes roles for:

- The Cabinet
- The Ministry of Public Administration
- A Committee of Permanent Secretaries and Senior Public Servants
- An Implementation Monitoring & Evaluation Steering Committee
- Implementation Teams in Ministries and Departments

**Transformation Efforts in Tobago**

Efforts will be made to ensure that the proposed transformation agenda are pursued with equal fervour both in Trinidad and in Tobago. Consultation and collaboration with officials of the Ministry of Tobago Development and the Tobago House of Assembly will be geared towards ensuring that administrative improvements in Tobago match those that take place in Trinidad, and that where applicable measures are taken that meet the specific needs of Tobago.
PART I
INTRODUCTION AND BACKGROUND

A modern and service-oriented Civil Service is sine qua non for a diverse and developing country, eager to secure the socio-economic development of its people and establish its place in the global community.

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, 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 statements highlight the fact that globally, Public Services, that is, those organisations engaged in the provision of government services, are being confronted with a need to change the way they operate and a demand to improve 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.

The Commonwealth Foundation, in a 2004 article entitled “Back to Basics” notes that “Governments have committed themselves to meeting the United Nations Millennium Goals (MDGs) and Targets, and reaching these goals will require universal access to


² Ibid
essential services”. Not only is access to these services a primary concern, but so is the actual provision of these services and more so, the quality of its delivery.

The Government of Trinidad and Tobago (GoRTT) as articulated in its Framework for Sustainable National Development 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.

The Role of Government

The role of government is seen as primarily involving:

- the delivery of basic goods and services;
- the provision of basic physical infrastructure;
- the protection of national borders; and
- law making

Minister Dookeran during his Budget presentation has sought to clarify Government’s role via two (2) instructive statements. Firstly, he indicated, “We believe that the role of Government is to catalyse economic growth and provide opportunities to allow our people to achieve their maximum potential”\(^4\). Secondly, he expressed the view that “The State’s role must shift from State control to being a catalyst and partner to the development of our country”\(^5\). In his speech, the Minister also itemised this Government’s four (4) major goals for the next 3 – 5 years. They include:

- Inclusive Development;
- A Sustainable Future;
- A Competitive Environment; and

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\(^4\) Budget Statement 2011 “Facing the Issues: Turning the Economy Around”, Government of the Republic of Trinidad and Tobago

\(^5\) Ibid
• A Growing Economy

Given the Minister’s pronouncements and the National Framework’s clear focus on Sustainable Development, it is obvious that the Civil Service will be called upon, indeed expected to:

• renew and modernise itself;
• manage its operations and resources with greater efficiency,
• increase its delivery capability;
• partner with key stakeholders, and
• become much more responsive to the needs of the national community.

But, it is more than that. Governments today have been forced to assume an expanded role. A McKinsey Article of November 2009, states “Governments are not only intervening to an unprecedented degree in private markets—to rescue or reinforce banks, insurance companies, and automobile manufacturers, among others—but also accumulating financial covenants that threaten their long-term solvency in the process. Indeed, at a time when they have limited political, social, and financial room for manoeuvre, they are taking on a whole range of tasks beyond the scope of traditional policy and public services”

Today’s Civil Service is indeed one that has to be integrated, aimed at fostering Public-Private Sector Partnerships (PPPs) and even creating the platform for Country Competitiveness, among other things.

An efficient and highly customer-oriented Civil Service is therefore a critical requirement if the Government is to fulfil its role today.

The National Context

6 Ibid
Trinidad and Tobago competes in a global economy where the conditions are described as being anything but stable. Periods of calm and predictability are more often the exception than the norm. The country’s economic reality is such that crude oil production, once the mainstay of the economy, has declined steadily since the mid-1980’s and revenue derived from this source is no longer at the levels experienced during the ‘Oil Boom’ of the 1970s. The major contributor to Gross Domestic Product (GDP) is the Petro-chemical sector, which derives most of its input from natural gas resources. As a consequence, national revenue rises and falls as oil and gas prices rise or fall on the international market. The latest Ryder-Scott report on the level of hydrocarbon reserves has caused some doubt as to the sector’s long-term sustainability.

While its manufacturing and financial services sectors tend to be regarded as the most mature in the English-speaking Caribbean, Trinidad and Tobago is not the most competitive country in the region. 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)\(^7\) and 84th (GCR 2010 / 2011)\(^8\). 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.

Chart 1\(^9\) below demonstrates Trinidad and Tobago’s scores on the key indicators that contribute to its ranking on the GCR. It is instructive to note the scores associated with “Poor work ethic in the national labour force” and “Inefficient government bureaucracy”.

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7 The Global Competitiveness Report 2009-2010
8 The Global Competitiveness Report 2010-2011
9 The Global Competitiveness Report 2010-2011
A related index, 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, involves 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.

The Global Economy

The global financial crisis that has troubled so many countries (large and small; developed and developing) since the latter part of 2008 has also had its impact on the fortunes of Trinidad and Tobago. Globally, the crisis has resulted in the:

• failure of companies across a number of sectors;
• significant job loss;
• national governments’ injection of large amounts of rescue capital into private and state companies in order to prevent the failure of these companies;
• the near collapse of some national economies; and
• the increasing importance of new economies such as those in the BRICS nations (Brazil, Russia, India, China and South Africa).

Trinidad and Tobago has not escaped the fall-out from these global conditions. Job losses in the United States of America (USA) have led to steady declines in the demand for some imports as well as a fall in remittances from Trinidad and Tobago nationals residing in the USA to their relatives here at home. Further, reductions in disposable income among American and European households, or a reluctance to spend, have affected the local tourism sector. 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.

The Demand for Better Service Delivery
The reality of the global financial crisis aside, the people of Trinidad and Tobago are today much more informed and knowledgeable than they were ten (10) years ago. Developments in the sphere of Information and Communication Technology (ICT) such as the availability of high-speed internet connection and the liberalisation of the local Telecommunications industry have allowed “Trinbagonians” to access vast amounts of information from around the world and enabled them to establish and maintain effective communication, not only with each other, but also with the rest of the world. The increased access to information and foreign travel has certainly made our citizens more aware of the quality, accessibility and type of services provided by other governments to their citizens. Not surprisingly, in many instances, they have rightly demanded similar treatment.

Citizens’ demand for better delivery of services is also expressed in their dissatisfaction with the quality of public services currently provided by government agencies. This is evidenced by public opinion data collected by the firm Market and Opinion Research International (MORI) Caribbean Limited (February 2010) on behalf of the Ministry of Public Administration, 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 wider Public Service. When asked to identify the ten (10) most critical issues facing Trinidad and Tobago, respondents to the survey listed many issues that were within the purview of the Civil Service. The issues identified included Crime, Inflation, Health, Unemployment, Poverty, Low Pay/Wages, the Economy, Housing, Roads and Education.

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 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** – Focussing 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** – Information and Communication Technologies (ICTs) and the systems that they can create are fundamental to the development of every 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.
It is the Government’s intention that the Framework will provide the platform for a national plan of action that will 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.

Pillar 6: 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 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 Honourable, Winston Dookeran, Minister of Finance during his Budget 2011 Speech\(^\text{10}\). 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*.”

**AN OVERVIEW OF THE CIVIL SERVICE**

\(^{10}\) Budget Statement 2011 “Facing the Issues: Turning the Economy Around”, Government of the Republic of Trinidad and Tobago
Previous Civil Service Improvement Efforts

The GoRTT is well aware that the need to improve the operations of the Civil Service, and certainly 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 fifty (50) years. In fact, initiatives labelled 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 has highlighted that the same issues tended to re-emerge.

In fact, Gordon Draper indicated that ‘reform reports seem to have an uncanny way of repeating themselves.’\(^1\) 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\(^2\).

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\(^2\) http://www.ttparliament.org/hansards/hs19920129.pdf
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. Regrettably, implementation of the recommendations arising out of the many Civil Service reviews has been limited, as has been the success of various reform efforts that have been attempted.

To his credit, Draper advocated Leadership Development and Strategic Planning as key components of Public Service Reform as well as the use of Information and Communication Technologies 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\(^{13}\).

The Government appreciates and salutes the intent and merits of each of these initiatives and now proposes to build on them and include others, which collectively will 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.

As can be seen from this document thus far, public service reform today is a must and the transformation effort is not to be taken lightly.

\(^{13}\) La Guerre, John. Structural Adjustment, Public Policy and Administration in the Caribbean. Multimedia Production Centre, Trinidad. 1994. Pg 161
PART II
THE GORTT’s CIVIL SERVICE RENEWAL AND MODERNISATION PROGRAMME – STRENGTHENING CAPACITY IN SIX (6) KEY AREAS

It is in light of the issues raised above, that the Government of the Republic of Trinidad and Tobago presents this document, a Green Paper entitled “Transforming the Civil Service through Renewal and Modernisation”. The Paper seeks to present a cogent case for continuing the process of Civil Service improvement. While the spectrum of Governmental and State agencies comprises the State Enterprises and the Public Service, inclusive of the Teaching Service, the Protective Services, and Statutory Authorities, these entities are not the focus of this paper.

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 its importance 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 likelihood of greater success for a transformation programme that is narrower in focus, than one that attempts to fix everything at once.

The purpose of the document is to provide the basis for wide discussion on the issues relating to modernisation of the Civil Service. It gives an indication of the critical areas of focus for improvement within the Service and the proposed initiatives and strategies for implementation at this time.
As indicated earlier, this paper presents the Government of the Republic of Trinidad and Tobago’s programme for creating 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.

The Ministry of Public Administration (MPA) realises that the creation of the Civil Service just described, will require the implementation of a well-conceived and adequately resourced Civil Service Renewal and Modernisation Programme that has 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. 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 Communication Technology

These areas identified will now be elaborated upon below.
I. Strengthening the Centre of Government

The consulting Group Adam Smith International (ASI), which delivered a Report on the Transformation of the Public Service in May 2008, has noted that the Centre of Government can be defined 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 key organisations responsible for much of the above are the Office of the Prime Minister, including the offices of the Head of the Public Service and the Secretary to Cabinet. Other key centre of government services and cross-cutting services provided to the rest of public administration include those performed by the Ministries of Public Administration; Finance; Planning, Economic and Social Restructuring and Gender Affairs and; the Attorney-General.

The Organization for 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.

As governments around the world move towards the decentralization 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.
Characteristics of Sound Policy-Making

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 making *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 own area 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.

Strategies for Improving Public Policy Development and Management

Consultations in Trinidad and Tobago have revealed weaknesses in all of the above characteristics. Thus, in order to address these weaknesses it will be necessary 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.

The following programme is therefore proposed:

1. 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.

2. 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:

   • 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

It should be noted that the Ministries and Departments listed above are core and central to the delivery of services across government.

3. The creation of **Policy Development Guidelines** for the Civil Service. The Policy Guidelines will ensure that all government policies are coherent, developed according to a standardized process, promote the elements of good governance and advance Government’s goal of sustainable development.
4. **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.

5. Inculcating a **Culture of Monitoring and Evaluation** in the Civil Service which will measure ministerial performance and results for evidence-based decision-making. Specific projects include:

   a. **Capacity Development in M&E:** The development of the competencies of officers with M&E portfolios to use the tools and techniques of Results-based Management to monitor initiatives within their respective agencies and to conduct evaluations for assessing and reporting on organizational performance.

   b. **Opinion Leaders' Panel and Employee Experience Research:** These will be used to obtain 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.

   c. **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.

   d. **Capacity Development in Research:** This is the strengthening of 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.
e. 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 modernization and competitiveness of government.

6. Institutionalising a Strategic Planning Culture which will ensure alignment of Ministerial mandates with national developmental goals and objectives. Specific projects include:

   a. 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.

   b. Alignment of Organizational 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.

7. Creating Centres of Excellence in the Civil Service

   a. 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.

   b. Items 4, 5 and 6 above will fall under the ambit of the Centres of Excellence. A more detailed explanation of the Centres of Excellence approach is explained in the ensuing section of this paper.
II. Renewal and Strengthening of the Human Resource Management (HRM) System

Shortcomings of the HRM System in the Civil Service

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.

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

- Human Resource Capability and Capacity
- Policies and Procedures
- Organisational Structures
- Legal Framework
- Civil Service Compensation

The details of the problems associated with these areas are as follows:

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.

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 Structures

a. There is no clear separation between 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 (Public Services Academy), 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 decentralization efforts are based on a re-assignment of the existing regulations, which reflect old “personnel administration” rather than contemporary “human resource / talent management”.

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.
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.

Other general findings identified in the ASI Report of May 2008 included:

- Many transactions such as recruitment, promotions, classification and discipline can sometimes take years rather than months to complete.
- There is dissatisfaction with training and development and the performance management system.

Further, the Public Service Employee Survey 2008 conducted by Media Opinion and Research International (MORI) revealed that:

- Only 16% of civil servants are satisfied with promotion opportunities, 16% with their benefits and 22% with their salary.

In light of the serious HRM issues highlighted above, it is clear that the modernisation of the HRM system within the Civil Service is necessary. Additionally, given the importance of HRM to organisational effectiveness, the proposed modernisation of HRM must be seen as a prerequisite for the successful implementation of other modernisation initiatives.
In the absence of reform, previous governments had been forced to pursue “quick fix” solutions including the use of parallel systems of contract and establishment employment within the Civil Service. This effectively circumvented the formal system and fostered dissatisfaction and friction among many employees. Many Ministries and Departments have argued that they were left with little or no choice but to use contract employment considering the context of the existing recruitment system.

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

The overall purpose of HRM practice is to ensure that organisations are able to achieve their goals and objectives through the effective utilisation of people and their collective knowledge, skills, abilities and energy. This requires a focus on both the strategic, tactical and operational levels of HRM to ensure its sustained success and relevance. To achieve this, the Civil Service must pursue an aggressive HRM modernisation drive, with the objectives of such an effort being:

- to develop visible Centres of Excellence for the HRM function within the Civil Service;
- to develop a function with a high reputation for delivering the right people at the right time in the right place, and developing, motivating and retaining capable employees;
- to develop a comprehensive philosophy and policy framework for HRM, which will enable Trinidad and Tobago’s vision for HRM to be achieved;
- to build a permanent organisational capability for modern Human Resource Management, both in the Central Agencies and Ministries;

ASI Report
• to establish an appropriate HRM Institutional/Governance framework;
• to enhance and align the Regulatory (laws, regulations, procedures) and Policy Framework for HRM.

Recognition of the importance of human resources in the organisation today has prompted many institutions to adopt the ethos of putting people first. Significant synergies can be derived from fully engaged employees, working in institutions that are adequately resourced and equipped with modern, enabling tools and systems. This is particularly relevant in the case of knowledge workers who constitute the human capital that enables organisations to innovate and compete successfully.

In the performance of their duties, today’s HRM practitioners fulfil a number of key roles, such as Business Partner, Strategic Support, Internal Consultant, Change Agent and Service Provider. These roles collectively constitute, as described by Armstrong, ‘a strategic and coherent approach to the management of an organisation’s most valued asset who individually and collectively contribute to the achievement of its goals and objectives’\textsuperscript{15}.

\textsuperscript{15} Armstrong, M (2006). A Handbook of Human Resource Management Practice. 10\textsuperscript{th} Ed.
HRM Modernisation Strategies

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.

Reform of the following areas is proposed for the short to medium-term:

Human Resource Planning

a. Development of an HRM Philosophy. This philosophy is expected to guide and synchronise Civil Service HRM practice in Trinidad and Tobago.

b. Development of an Institutional Framework for Strategic HRM. This 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. This 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. This will 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. This would provide the necessary basis for developing skills in both the central agencies and line Ministries.
Recruitment and Selection

a. *Ministries to review their organisation 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.

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.* 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.

**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 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.

Centres of Excellence

Recognition of the importance of a modern and effective HRM system to the improvement of the Civil Service has already been made above. The GoRTT is of the view that 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. These central organisations include the:

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

The process of strengthening these key organisations is intended to transform them into recognisable Centres of Excellence for HRM. In addition, the Government proposes the creation of a new entity, the Institute of Public Management and Administration that will replace the existing Public Service Academy.
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.

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, inclusive of legislative and regulatory systems and processes.
III. Leadership and Management Development

“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 organizations. 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 fulfilment 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.

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Strategies for Improving Leadership and Management

It is acknowledged that leaders can exist at any level in an organisation. However, it is proposed that this specific Leadership and Management Development Programme be targeted at the Executive and senior management of the Civil Service and 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.

This Leadership and Management Development Programme will be sub-divided into the following groups:

- **Executive Leadership Development Series**
  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**
  This 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**
  This 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 Chart 2.
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 and Permanent Secretary; and
- provide participants with learning experiences that will allow them to comfortably transition to and effectively function at the Executive level.

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; and
• 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.

Varied learning methodologies will be used including classroom, 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).

New approaches such as the proposed Mentorship and Coaching Project will be used. This project involves the assignment of Deputy Permanent Secretaries (DPSs)/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

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.

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 utilize 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.

The Ministry of Public Administration 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.

The outcome 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.
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 Capability 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 standardization of the process and plan and will assist in monitoring and evaluating the progress of the initiative and benchmarking.
c. Developing and implementing of 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.

The Ministry of Public Administration will also provide support to Ministries and Agencies. This support will take the form of coaching and capacity development. This unit will 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.

The Ministry of Public Administration 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, nationally and regionally 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;
- 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 advise in implementing the cultural change (attitudes and behaviours); and
- strengthening and supporting external networks for Ministries.
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.
V. Property/Facilities Management

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.

Responsibility for the procurement and management of government buildings rests with the Ministry of Public Administration. 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.

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.

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 fifty (50) years.
An examination of costs reveals the following:

<table>
<thead>
<tr>
<th>Cost Type</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Base Cost</td>
<td>2%</td>
</tr>
<tr>
<td>Maintenance Costs</td>
<td>60%</td>
</tr>
<tr>
<td>Capital Replacement</td>
<td>38%</td>
</tr>
</tbody>
</table>

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)

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 interconnected, technologically advanced society with modern information and communication systems that provide the foundation for innovation and sustainable socio-economic progress.

e-Government Approach

The use of technology has been promoted in the Civil Service, a prime example of which is the Government Wide Area Network, **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. Although **GovNeTT** has delivered benefits such as operational standardization 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 period for agencies to go live on the network.
These challenges must be addressed if the intent of the Backbone project is to be fully realized.

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 reform and a move towards “joined up” government.
- Developing supporting policies and standards (e.g. interoperability).
- Developing a proper e-Legislative framework.

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**

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.

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

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.

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**

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
standardized 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**

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.

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

As highlighted throughout this document, 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. Accordingly, its efforts to improve the operations of government organisations will target institutions both in Trinidad and in Tobago. These efforts as contemplated in the 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 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.

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.
PART III
KEY COMPONENTS FOR SUSTAINING THE TRANSFORMATION INITIATIVE

Notwithstanding the programme of initiatives that is being proposed for the modernisation of the Civil Service, it is critical that appropriate mechanisms and structures be put in place to ensure the success of this reform effort. These mechanisms and structures are now presented.

Programme Governance

To ensure the necessary impact of the above proposals there must be a governance structure that accommodates and encourages participative, creative action on the part of individual Ministries and Departments.
The Role of the Ministry of Public Administration

It is envisioned that the programme will be owned and supported by every Ministry and Department and each employee within the Civil Service. This not withstanding, the Ministry of Public Administration, 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 Civil 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.

**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.
- Ensuring that the renewal process remains on target.
- Provide ongoing feedback to the Cabinet and the Implementation Steering Committee.

To achieve these responsibilities 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 reform. 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 service 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.

**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 Department 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, prioritize, 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 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/type of modernisation intervention, the target group/s, expenditure and expected impact.

Dissemination of performance information on progress towards achievement of targets and outcomes, 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 in the national media.

Knowledge Management

The basic economic resource, is no longer capital, natural resources or labour, but is and will be knowledge. Knowledge is today considered an economic asset owned by organizations, and which they have the power to manage. It is also important to note that knowledge is intrinsically connected to the people who possess the knowledge, and shared mainly through direct (person-to-person) interface.

Many persons have knowledge that may have been acquired through personal experiences at work, which may be critical to the interests of the business. However, this will not necessarily be shared formally or informally with their colleagues and could be lost to the organization if it remains locked up in their minds or taken elsewhere, if they leave the organization. Knowledge therefore must be managed.

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The management of knowledge is described by Scarborough and Carter (2000) as “the attempt by management to actively create, communicate and exploit knowledge as a resource for the organization”. The purpose of knowledge management is therefore to capture the collective expertise within an organization and distribute it to wherever it can achieve the “biggest payoff”, in other words, getting knowledge from those who have it to those who need it to improve organizational effectiveness. The process involves transforming knowledge resources, by identifying relevant information and disseminating it so that learning can happen.

The strategies utilized to promote the sharing of knowledge typically involve linking people with people and people to information so that they learn from documented experiences. Some of the more popular knowledge management strategies that are utilized to capture and share information include:

- the use of intranets;
- the creation of “data warehouses” to hold large volumes of information from a variety of sources;
- the use of “group ware” to encourage collaboration between people to share knowledge;
- the creation of networks or communities of practice/interest of knowledge workers to share knowledge; and
- mapping sources of internal expertise, such as directories of communities.

It is proposed that similar strategies be adopted to facilitate the transfer and effective management of knowledge within the Civil Service. In this regard, the following strategies are recommended:

a. Developing a Knowledge Management Policy. This will ensure the effective acquisition, retention and dissemination of knowledge throughout the Civil Service. It will also treat with the management of knowledge workers.

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b. **Establishing a Web-based Knowledge Centre for Public Policy.** This Centre proposes the use of ICTs to promote cross-ministerial (horizontal government) collaboration for the development of public policy that is coherent, effective, logical, consistent and mutually beneficial to all stakeholders.

c. **Developing Communities of Practice (COP) for Practitioners** in various disciplines. The COPs are proposed as a mechanism for general capability building, continuous learning and the transfer of knowledge among specialist groups across the Civil Service. It involves the establishment of a networked community through online platforms and meetings that will facilitate the sharing of knowledge, ideas and experiences.

**Change Management and Engagement**

Development and implementation of robust Change Management and Engagement strategies will play a critical role in ensuring the success of this organisational development initiative. The strategies to be employed will seek to promote awareness of the problems that currently exist in the system and simultaneously encourage the need for a new way of doing things. Put differently, the strategies will seek to prepare for and overcome any resistance to change and obtain buy-in and support at all levels of the Civil Service.

The proposed Change Management strategies for the modernisation initiative will concentrate on creating a desire for change, evaluating the nature and desire for change, reinforcement via training and continuous improvement. The overall strategy aims to:

- build an awareness of the transformation initiative, its implementation and impact upon the *status quo* of the Civil Service;
- evaluate the nature of the change that will be caused by the implementation of the initiative (How big and disruptive will it be? What is the propensity of the various Ministries and agencies to support or resist the initiative?);
• create a desire among the members of the Civil Service to change (training members in Change Management techniques to ensure that they have the skill sets and tools necessary for managing the change, and most critically the ability to change.); and
• develop and deploy strategies and resources to reinforce the change

Engaging the staff of the Civil Service would be accomplished using Change Management Teams, facilitated by transformation professionals from the MPA.

**Enabling Legislation**

Public Service transformation cannot effectively take place if the legislative and regulatory frameworks that govern it are not modernised and transformed as well. The Public Service was created by a wide range of legislation and is governed by such. For example, the Constitution created the Public Service Commission and The Civil Service Act 23:01 Act 29 of 1965 sets out the legal framework for the Public Service that governs the employment of permanent public officers. Several regulations may also need to be revised.

Revising legislation requires ample consultation and engagement of all stakeholders in respect of the policies that will inform such legislation. Time will be needed for this.

**Critical Success Factors**

Notwithstanding the efforts to design a modernization programme that is robust and carefully conceptualized, 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; and
- support and endorsement from Senior Executive and Managers to adopt responsibility for accepting and engaging in the transformation agenda.
PART IV
CONCLUSION

The underlying philosophy of ‘The National Plan for Sustainable Development 2010’ speaks to “Partnering with People” and emphasizes the need to reshape existing government delivery systems and processes to be more responsive to the needs of people as customer expectation 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.

While several attempts were made in the past to improve the operations of the Civil 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. The 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, a citizen-centred approach to service delivery and quality management.

The preceding sections set out the key central initiatives that are proposed to be undertaken for the Renewal and Modernisation of the Civil Service.

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. In this regard, the most significant next step involves consulting with a wide range of stakeholders across the Civil Service, as well as Civil Society Organisations, the private sector and the unions.

Following these consultations the Green Paper will be revised to reflect the voice of all relevant stakeholders.
Summary of Recommendations

The recommendations in respect of the Civil Service renewal and modernisation programme reflect one common integrated agenda: institutional strengthening. It is recognised that real and meaningful transformation will only be realised through effective collaboration and integration. Therefore, this plan of action will be cohesive and systematic, and utilise a participative approach to achieve the necessary successes and synergies:

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 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**

• 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 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.
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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 realize 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 industrialized 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 characterized 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 organization.

**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 organization.

**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.

**Liberalization**: reduction in government regulation of the economy and greater participation of private entities (free markets, reducing state control over markets, pricing, employment, property, distribution).
**Modernization**: 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.
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<th>ACRONYMS</th>
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<td>ASI</td>
<td>Adam Smith International</td>
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