Building State Capacity in the Caribbean

The State of the Civil Service in Guyana

Prepared for the Innovation in Citizen Services Division by:

Joan H. Underwood

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BUILDING STATE CAPACITY IN THE CARIBBEAN

The State of the Civil Service in Guyana

Abstract*

The potential of public policies and the services provided by any State are closely linked to the quality of its civil service. The ways in which the civil service is managed—in other words, the human resource planning policies, recruitment and selection, professional development, and the incentives for professionalization, among other factors—are critical conditioning factors when it comes to attracting, retaining, and motivating suitable staff to carry out these tasks. This report presents the main findings of Guyana's civil service diagnostic carried out in early 2018. It evaluates the efficacy of the human resource management (HRM) systems in the civil service. The analysis takes as reference the methodology used by the Inter-American Development Bank (IDB) in Latin American countries (Longo and Iacoviello, 2010) and the Charter for Caribbean Public Services led by the Caribbean Centre for Development Administration (CARICAD). This is the first evaluation for the country, and it contributed as an input to the series "Building State Capacity in the Caribbean: A Baseline Report of the Civil Service."

Contents

Acronyms

AFC	Alliance for Change	ILO	International Labour Organisation
APNU + AFC	Coalition government that came to office in 2015 under leadership of Brigadier David Granger	LAC	Latin America and the Caribbean
APNU	A Partnership for National Unity	LFS	Labour Force Survey
BCCPS	Bertram Collins College of the Public Service	MoTP	Ministry of the Presidency
		NDS	National Development Strategy
		PPP	People's Progressive Party
DPS	Department of Public Service	PS	Permanent Secretary
FY	Fiscal year	PSAT	Public Service Appellate Tribunal
GDP	Gross domestic product		
GNI	Gross national income	PSC	Public Service Commission
GPSU	Guyana Public Service Union	PSM	Public Service Ministry (precursor to the Department of Public Service within the MoTP)
GSDS	Green State Development Strategy		
HRIS	HR Information System	RBM	Results-based management
HRM	Human Resource Management		
IDB	Inter-American Development Bank		

Acknowledgements

Executive Summary

Of the many factors that contribute to building state capacity, human resources are among the most important. The potential of public policies and the services provided by any State is closely linked to the quality of its civil service. It is civil servants whom we trust every day to carry out the tasks of public service in our countries.

The ways in which the civil service is managed—in other words, human resource planning policies, recruitment and selection, professional development, and the incentives for professionalization, among other factors—are critical determinants in attracting, retaining, and motivating suitable staff to carry out these tasks. Effective management of the State's human resources is also important because of the amount of resources that taxpayers invest to finance this workforce.

In 2004, the Inter-American Development Bank (IDB) helped design and implement a methodology for measuring how the central government civil service operates in Latin American countries with respect to the reference points identified by the Ibero-American Charter. These assessments, implemented at different times in the last 14 years, helped generate a reform agenda and contributed to important progress in several countries (Cortazar, Lafuente, and Sangines, 2014).

In 2017 the IDB, persuaded of the importance of this subject, started an initiative to replicate this work in the Caribbean. The process began with the adaptation of the original methodology and analytical framework to align them with Caribbean realities and priorities.[1] In this regard, the Charter for Caribbean Public Services served as an essential reference point.

This report analyzes the management of the civil service in Guyana. It begins with an examination of the status of the civil service using the parameters detailed in the adapted methodology. The analysis culminates in a report card on the level of efficacy of the HRM systems in the civil service of Guyana. For this assessment, the definition of the Public Service[2] is restricted to central government and specifically those officers appointed by the Public Service Commission (PSC) and excludes those workers whose

[1] Please see the full details of the methodology in Lafuente and Molina (2018).
[2] The term civil service is also used in the report and has the same meaning. In the Caribbean context, it traditionally refers to the group of individuals hired by the Public Service Commission and tends to exclude those government workers hired on contract or by the political directorate.

services are retained via short-term contracts or those who are appointed by any of the other Service Commissions. The term civil service is also used in the report and has the same meaning. In the Caribbean context, it traditionally refers to the group of individuals hired by the PSC and tends to exclude those government workers hired on contract or by the political directorate.

Good management of the civil service entails having in place solid workforce planning routines; reliable data on staff and pay; adequate organizational structures with updated and relevant job profiles; a merit-based system for recruitment, selection, and promotion with a reasonable level of flexibility; competitive and fair pay; a solid performance framework; career development opportunities for staff and good relations with staff associations, among others. In addition, having a high-performing organization in charge of the system is critical to make all this happen.

This report assesses 38 critical points to calculate aggregate scores for the 8 HRM subsystems[3] and 7 quality indices[4] that are aligned with the practices described in the paragraph above. The maximum score for each HRM subsystem and quality index is 100. Higher scores are indicative of greater maturity, as evidenced by the degree of instrumentality (i.e., the availability of technical rules and instruments that enable the management practice established in the critical point to be developed), coverage (i.e., the extent to which the practice exists in the various public organizations in the country), and implementation (i.e., the degree of effective implementation and ultimately institutionalization of the practice). Table 1 summarizes the main results for Guyana.

The aggregated Civil Service Development Index enables both civil service development and degree of implementation of the CPS Charter to be measured. Countries can be classified into three levels of civil service development: (i) low, with scores between 0 and 39 points, (ii) medium, with scores between 40 and 59; and (iii) high or professional systems levels, with scores above

TABLE 1
Quality Indices and HR Subsystems

QUALITY INDICES	2017
Civil Service Development (aggregated index)	**25**
Efficiency	24
Merit	33
Structural Consistency	18
Functional Capacity	26
Integrative Capacity	30
Management Capabilities	7
Diversity Management	40
HR Subsystems	
Human Resources Planning	18
Work Organisation	33
Employment Management	35
Performance Management	13
Compensation Management	45
Development Management	8
Human and Social Relations Management	30
Organization of HRM Function	10

Source: Author's elaboration.

60. A score of 25 out of 100 shows that Guyana has significant room for improvement.

The best-performing index was Diversity Management, which provides information on the extent to which workers' access to employment and/or advancement opportunities in the Civil Service may be curtailed due to differences associated with race, ethnicity, language, gender, or disability. The score on this index was 40. Compared to the other Caribbean countries included in this project, Guyana has a relatively strong legal, regulatory, and institutional framework designed to safeguard public officers

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[3] The subsystems in question are HR Planning, Work Organization, Employment Management, Performance Management, Compensation Management, Development Management, Human and Social Relations Management, and the Organization of the HRM Function.

[4] The seven quality indices are Efficiency, Merit, Structural Consistency, Functional Consistency, Integrative Capacity, Management Capabilities, and Diversity Management.

against discrimination. However, there is room for improvement in terms of coverage and implementation.

At the other end of the spectrum, the quality index with the lowest score was Management Capabilities, which covers the spectrum from Transactional Management to Transformational Leadership.[5] The score on this index was 7. This score is an indication that managers within the civil service focus primarily on operational/administrative responsibilities and are not as strategically oriented as their peers in some of the other participating countries.

Of the eight HRM subsystems, Guyana recorded the highest score for Compensation Management, which measures how the compensation system works. The aggregate score of 45 reflects the existence of a well-defined job classification system (i.e., instrumentality and coverage). However, it is not universally implemented since officers are reportedly paid outside of the established salary bands.

Development Management, which focuses on individual and collective growth, was identified as the least mature HRM Subsystem, with an aggregate score of 8. This score is indicative of the absence of systemic policies and procedures for succession planning, ascertaining training and development needs, and critically evaluating the efficacy of such interventions.

The report concludes with a series of recommendations designed to help strengthen the less mature HRM subsystems and quality indices. A concurrent focus on developing leadership capacity and inculcating a culture of strategic planning and management, including monitoring and evaluation, would serve to rectify existing problems associated with a lack of structural consistency within the HRM functions. In addition, significant gains could be achieved by adopting the systematic use of training needs assessments to help close existing performance gaps.

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[5] Transactional managers are concerned about the status quo and day-to-day progress toward goals. Transformational leaders operate at a more strategic level, as they work to enhance the motivation and engagement of followers by directing their behavior toward a shared vision. The lower the score, the more transactional the nature of the current approach to management.

Context

Guyana: One people, one nation, one destiny

Background

Guyana is located in the northern portion of South America. It has a land mass of 215,000 sq. km. The 2016 population was reported as 770,000.[6] Its northeastern coast faces the Atlantic Ocean, and its neighboring countries are Brazil, Suriname, and Venezuela. In 2016, Guyana's gross domestic product (GDP) stood at US$3.45 billion. The gross national income (GNI) per capita that same year was US$4,250, earning Guyana the World Bank designation of upper-middle-income.

Guyana's economy grew 3.3 percent in 2016 and was projected to increase to 3.8 percent for 2017. However, during the 2018 budget speech delivered in November 2017, the Minister of Finance indicated that the projection had been revised downward to 3.1 percent due to weak performance in the mining and quarrying sectors and the sugar and forestry industries. Compared to the other Latin American and Caribbean (LAC) countries, even with this reduction, Guyana's economy is likely to surpass the World Bank's projected 2017 and 2018 growth rates of 1.2 percent and 1.9 percent, respectively.

Guyana, which has the distinction of being the sole English-speaking country in South America,

became a sovereign nation on May 26, 1966, after gaining its independence from the United Kingdom. It became a republic in 1970. The constitution of the Co-operative Republic of Guyana provides for three separate branches of government: the executive (the president, the Cabinet and government departments), the legislative (the National Assembly), and the judiciary (the courts).

According to the most recent census (2012), the population of Guyana is composed of 39.83 percent Indo-Guyanese, 29.25 percent Afro-Guyanese, 19.88 percent mixed heritage, and 10.51 percent indigenous peoples. In addition to its ethnic diversity, Guyana has a high level of religious diversity, with people identifying as Christian, Hindus, Muslims, Rastafarian, and Baha'i.

David Granger, political leader of A Partnership for National Unity (APNU) became president and head of state in May 2015, forming a coalition with the Alliance for Change (AFC) and ousting Donald Ramotar's People's Progressive Party (PPP) administration after 23 years in office.

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[6] World Bank Country Profile.

The APNU-AFC 2015 manifesto listed public service reform as one of 15 Foundations for Development. The coalition highlighted the importance of a professional and politically neutral public service to implement decisions and advise the government.

After taking office, the Granger Administration commissioned an inquiry into the Public Service. Those findings were revealed in the Lutchman Report of May 2016 (Lutchman, 2016). The inquiry investigated several areas within the public sector, including compensation, the Public Service Ministry, training and development, industrial relations, and retirement. The Inquiry produced 89 recommendations for improving the Public Service. During a retreat[7] held in March 2017, permanent secretaries and other heads of department identified a number of those recommendations to be given priority attention, and the 2018 budget includes an allocation for "relevant initiatives to achieve the modernization of the Public Service."

In addition to a desk review, this report is informed by interviews and focus groups conducted during an IDB country mission in September 2017. For the purposes of this assessment of the HRM functions, the definition of the Public Service[8] is restricted to central government and specifically those officers appointed by the PSC and excludes those workers whose services are retained via short-term contracts or those who are appointed by any of the other Service Commissions.

The methodology used in the assessment is a modified version of the Longo methodology, which the IDB has used to conduct similar assessments in Latin America. The main modifications to the Longo model were designed to secure optimal alignment with the Caribbean's priority agenda as reflected in the CPS Charter.

Institutional Context

There is no coordination between the different agencies responsible for managing the public service...People are playing their own instruments and playing well. Playing with others will enhance my own instrument. We need to bring one sound out.[9]

In Guyana, the public sector is made up of people employed in the ministries and their affiliated departments, regional associations, and constitutional agencies. There is a Public Service Commission, which is mandated by the Constitution to monitor the management of personnel in such areas as recruitment, promotion, and discipline. Similarly, there is a Department of Public Service (formerly the Public Service Ministry), which is responsible for overseeing the entire Public Service.

Public Service Commission
The PSC consists of six members, three of whom are appointed by the president after consultation with the leader of the opposition, two are nominated by the National Assembly, and the final member serves at the president's sole discretion. The Commission has the authority to appoint, transfer, discipline, and remove public officers. It also has the authority to delegate responsibility for appointments, transfers, and discipline to permanent secretaries or other heads of department. the Commission has an obligation to review the exercise of such delegated authority upon the request of the public officer.

Department of Public Service
The Department of Public Service (DPS), the other agency with centralized responsibility for the management of human resources, was established within the Ministry of the Presidency via notice published in the Official Gazette dated

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[7] The retreat was held under the theme "Leading Change and Managing for Results in the Public Service."
[8] The term civil service is also used in the report and has the same meaning. In the Caribbean context, it traditionally refers to the group of individuals hired by the PSC and tends to exclude those government workers hired on contract or by the political directorate.
[9] Hon Dr. Rupert Roopnarine, Minister of the Public Service, during an interview on September 25, 2017.

January 6, 2016.[10] The Department's duties include providing personnel, requisite training, and consulting services to other ministries and divisions of the public sector, determining the number of positions required within the ministries, and establishing salaries and grading levels.

The DPS executes its technical mandate through the following sections/divisions.

Training Division

This section has established a scholarship selection committee to interview and recommend eligible candidates for Government of Guyana scholarships at the undergraduate and postgraduate levels, respectively, in areas that will aid and contribute to the government's priorities and national development. In addition, public servants continue to benefit from on-the-job training programs offered through bilateral agreements with other countries.

The Training Division also has a Development and Operations section. Its mandate is to plan, develop and implement relevant training programs to assist ministries, departments, agencies, and regional administrations in the efficient execution of their policies and programs.

In May 2015, the President announced the government's intention to establish The Guyana Public Service Staff College to train "everyone entering the Public Service and to upgrade the skills of existing public servants. The Bertram Collins College of the Public Service (BCCPS) was officially launched in November 2016 with the enrollment of the first cohort of public service cadets. The goal is to train 500 cadets in five years.

Public servants trained through this program will be placed in entry-level positions in the public sector. At the time of preparing this report, one cohort had completed the program, consisting of six months in the classroom and six months of practical attachment on a rotating basis to ministries, units, departments, and government agencies. The government plans to expand the BCCPS' services to feature programming for existing public servants.

Central Personnel

This division's mandate is to improve the quality of personnel management in the ministries, departments, and regions in the Public Service. However, the emphasis continues to be on personnel administration (e.g., leave administration) as opposed to a more strategic orientation associated with human resource management.

In the 2016 report on its activities, Central Personnel reported spending a considerable amount of time addressing issues resulting from a lack of capacity in the personnel units in line ministries. The problem was attributed to recently promoted officers not having enough experience and not being familiar with the policies and procedures. That assessment triggered a reexamination of the job descriptions and associated job specifications. For their part, the HR units indicated that they found themselves having to adjust to a lower level of technical support resulting from the reduction in staff associated with the transition from PSM to the DPS.

The DPS is also responsible for reviewing and approving job descriptions and job specifications. It is currently targeting certain ministries for a systematic review of all job descriptions. However, the Department reports that it also responds to requests from line ministries to assist in the preparation of the documents.

Information Systems

The Information Systems Division is responsible for developing and maintaining relevant information management systems and technology to support the fulfillment of the DPS' objectives. According to the DPS' 2016 report, an examination of the software environment in the Department was conducted. That exercise was motivated by the president's stated intent to bring the services provided by each department in the Public Service on a par with international standards.

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[10] Prior to this time, the Public Service Ministry executed these functions.

TABLE 2
Relevant Legislation and Regulations

LAW/REGULATION/DIRECTIVE	SCOPE
Labour Act Chapter 98:01 (1942)	• Establishment of the Department of Labour • Appointment of Chief Labour Officer (1967)

Constitution (1980)	• Public Service Commission
	  • Section 200: Composition of the PSC
	  • Section 201: Power to appoint, remove, and discipline public officers and delegate authority
	  • Section 202: Appeals to the PSC
	• Section 212 – Commissions established to promote social justice and the rule of law
	  • The Women and Gender Equality Commission
	  • The Indigenous Peoples' Commission
	  • Ethnic Relations Commission Section
	• Public Service Appellate Tribunal
	  • Section 215A: Establishment of the PSAT
	• Public Service Commission Rules
	  • Subsidiary legislation 15/1/1999

Public Service Rules (1987)[a]	• Adopted by the prime minister to govern the operations of the PSM and the public service in general • Supersedes the Civil Service Rules (1972; 1976)

Public Service Appellate Tribunal Act (1984; 1998)	• Appealable Matters
	  • Appointment by promotion
	  • Disciplinary matters

Prevention of Discrimination Act (1997)	• Part II Section 4: Prohibited grounds of discrimination • Part III Section 5: Unlawful discrimination in employment • Part IV Section 9: Equal remuneration
Persons with Disability Act (2010)	• Part IV Section 8: Equal opportunity for employment
Official Gazette (January 2016)	Established the Department of Public Service within the Ministry of the Prime Minister (replaced the Public Service Ministry)

[a] A review of the Rules took place in 2004. The outcome of that exercise was subsequently released. However, the amended version never received the requisite approvals to become operational.

HRM Units in Line Ministries

HRM Units exist in the various ministries. The typical staff complement consists of a principal personnel officer, a senior personnel officer, personnel officer(s), and clerks. The HRM Units focus on tasks related to personnel administration, such as managing the payroll, processing leave applications, maintaining staff inventories up to date, and others. They also advise the permanent secretary and other ministry officials on the effective implementation of HRM policies established by the DPS. Another core responsibility is providing support in the preparation of terms of reference for requests for the creation of new jobs.

Before the 2015 general elections, line ministries had delegated authority to recruit staff. However, that authority was reportedly widely abused, with ministries completely circumventing the PSC. The Granger administration has discontinued the use of this delegated authority.

Legal Framework

While consecutive administrations dating as far back as the 1990s have expressed commitment to public sector reform, the legislative framework in Guyana remains largely oriented toward personnel administration rather than human resource management. However, funds have been allocated in the 2018 budget for the updating of the PSC Rules.

Table 2 lists the main legislation and regulations currently governing the operation of the HRM functions in the Guyanese public service.

Analysis of HRM Subsystems

This diagnostic used 38 critical points organized under eight HRM subsystems. This section presents a definition, the associated critical points, and a narrative on the status of each subsystem. The findings are based on secondary research as well as a series of one-on-one interviews, focus groups, and other consultations with internal and external stakeholders.

Human Resources Planning

This HRM subsystem addresses the degree to which the organization has the necessary human capital—both quantitative and qualitative—in place to effectively implement its strategy. This extends to the existence of appropriate HRM policies and procedures as well as the availability of information systems to enable management to gather, store, retrieve, analyze, and interpret staff-related information and use it to inform effective decision making.

Strategic Alignment
- **Critical point 1:** *Staff planning needs usually result from the organization's priorities and strategic orientation. The degree to which they are adjusted to one another tends to be high.*

The Ministry of the Presidency (MoTP) has articulated certain strategic priorities in a framework for Guyana's Green State Development Strategy (GSDS). They are as follows:

i. Social cohesion and inclusion
ii. Well-being, education, and quality of life
iii. Sustainable use of biodiversity and increased resource efficiency
iv. Decarbonization and climate resilience
v. Sustainable finance—redirecting and mobilizing investments
vi. Good governance, decentralization, and participatory processes

The final pillar with its emphasis on good governance should drive the public-sector transformation agenda. However, there is a lack of awareness of these priorities even at the highest levels of the Public Service. As is the case with strategic planning in general, strategic human resource management planning is not currently practiced in the Guyana Public Service. Most ministries do not have strategic plans which have been aligned to the government's stated priority objectives.

Information-based Decision Making

- **Critical point 2:** *The HR information systems (HRIS) enable a reasonable awareness of the quantitative and qualitative resources available, now and in the future, in the different organizational areas and units.*

The HRIS are rudimentary and lack consistency across ministries. Concerns also exist about completeness and accuracy. As a result, managers often lack the necessary documentation to guide decision making. The Information Systems Division in the DPS reported that they are currently moving toward establishing an electronic system for the storage, retrieval, and analysis of HR data.

Effectiveness of Planning

- **Critical point 3:** *In general, there are neither significant staff shortages nor overages.*
- **Critical point 4:** *The overall cost of civil service staff is maintained within reasonable parameters that are compatible with the country's economic situation.*
- **Critical point 5:** *The technical level of the workforce is commensurate with a knowledge-based society. Skilled labor represents a significant proportion of the workforce.*

Guyana's National Development Strategy (NDS) asserts that the country "lacks a critical mass of expertise in almost all the disciplines and activities on which it now depends, and on which it will increasingly rely in the future." Consistent with that assessment, during the assessment, Permanent Secretaries opined that very few ministries have adequate staffing to fulfill their mandates. They clarified that the shortage was related to skills and not necessarily numbers, although some ministries are grappling with both quantitative and qualitative shortfalls. The political capital of the various ministers was cited as a factor that influenced the size of the workforce within the ministries.

The 2012 national census revealed that the government was the single largest employer in the country, employing 22.4 percent of the labor force.[11] In terms of how the cost of the civil service comports with Guyana's overall economic situation, IMF (2017b) shows that in 2017 the wage bill absorbed 7.3 percent of GDP, 30 percent of revenues, and 22 percent of total expenditure. Preliminary projections for 2018 estimate that these figures will remain the same (Table 3).

When compared with other countries of the Caribbean, Guyana has a low ratio of wages and salaries to GDP, revenues, and expenditure (Figure 1). IMF (2017b) notes that the wage bill appears moderate compared to other countries in the region (e.g., Belize, Suriname, and Trinidad and Tobago).

According to permanent secretaries, at the more senior job levels, the percentage of workers with tertiary education is reported to be higher than the reference labor market. However, the opposite applies for workers with technical/vocational certifications. The distribution of employees is skewed to the left, with 53 percent of the 14,466 workers employed in central government

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[11] Private businesses employed 39.7 percent, while self-employed persons accounted for another 31.1 percent of the labor force.

TABLE 3
Overall Cost of the Public Service in Guyana

	2013	2014	2015	2016	2017	2018
Wages and salaries as % of GDP	6.3	6.7	6.8	7	7.3	7.3
Wages and salaries as % of revenues	26.7	29.1	25.4	25.9	30.0	29.3
Wages and salaries as % of expenditure	22.2	22.7	24.2	22.5	21.8	21.9

Source: IMF (2017b).

FIGURE 1
Overall Cost of the Public Service in the Region, 2017
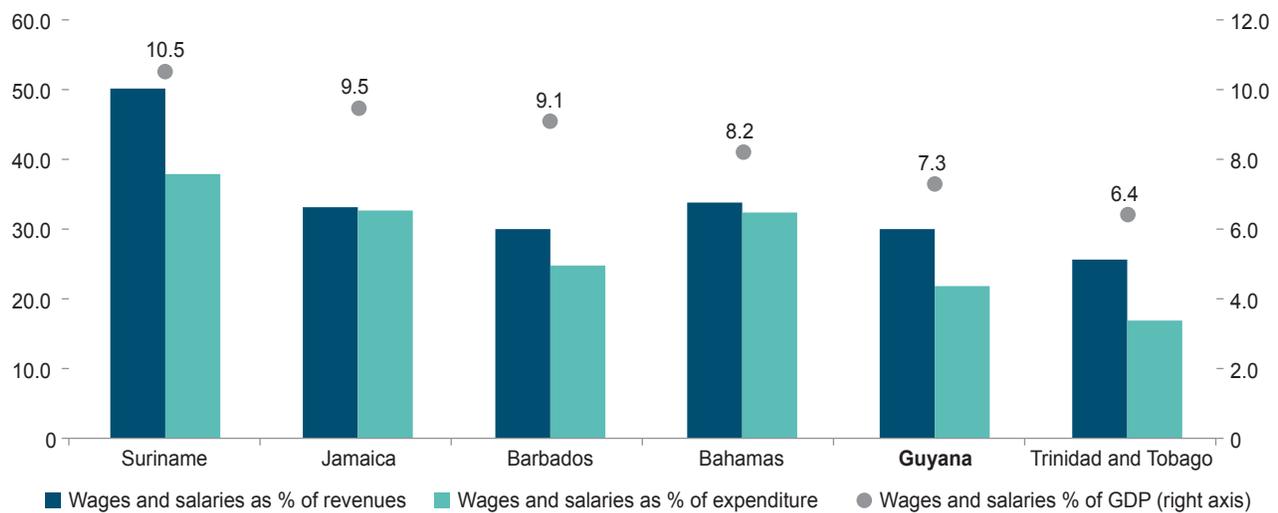
Source: Elaborated by the IDB based on government data and IMF country-specific Article IV Consultations.

holding positions in the three lowest levels of the fourteen-grade job scale.

Strategic Human Resource Management

- **Critical point 6:** The staffing policies, decisions, and practices in each area of HRM arise from intentions that are determined during the planning process.
- **Critical point 35:** Management proactively identifies mission-critical positions and builds capacity to fill those positions as incumbents transition out.
- **Critical point 36:** Senior civil servants go beyond managing day-to-day operations and craft strategies for taking the Service to the next level of performance and success.
- **Critical point 38:** Senior civil servants collaborate across ministries and sectors to secure coherence in policies and programs.

As recently as June 2017, the PSC and DPS acknowledged that there was inadequate coordination between the two agencies in the execution of their respective functions. To date, this gap has not been remedied.

There is no formal succession planning program. One PS pointed to the high prevalence of "retire and rehire" as evidence of the lack of succession planning. The practice is also due in part to the scarcity of human resources, which is common in small states.

Permanent secretaries reported that they spend between 10 and 25 percent of their time functioning at the strategic (as opposed to administrative/operational) level. They further indicated that this was typically associated with the fulfillment of statutory requirements.

Coordination between ministries was described as sporadic. The Committee of Permanent Secretaries is supposed to meet monthly. However, this has not been happening consistently, and the agenda for such meetings does not typically include collaboration on the formulation, implementation, or monitoring of policies and programs.[12] In March 2017, the heads of department held a retreat on leading change and managing for results, but as of September 2017

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[12] The Committee does not currently have a charter, but there are plans to prepare a code of conduct.

the action agenda from that retreat had not been implemented.

The lack of an established system for inter-ministerial and inter-sectoral consultations and collaboration further weakens this subsystem. There have been discussions about setting up sector cluster meetings, but this has not yet happened. The use of external stakeholder consultations as part of the development of government policies and programs appears to be left to the discretion of the individual permanent secretary, despite the fact that such participatory governance is explicitly mentioned in the GSDS as one of the targeted outcomes.[13]

Work Organization

Work Organization establishes and specifies the contents of the tasks for each job and the characteristics of the people who carry them out. This is reflected in the job design, that is, the description of activities, functions, responsibilities, and targets assigned to each position and the profile definition, that is, the competencies, skills, and aptitudes required for successful performance in the given role.

Quality of the Structure of Job Profiles

- **Critical point 7:** *Job descriptions conform to managerial criteria rather than to legal considerations or collective agreements. The legal framework and the employment agreements are limited to establishing a broad framework in which work is organized in accordance with organizational needs.*

- **Critical point 8:** *Grading arrangements and job hierarchies result from rational criteria, which are adapted to each organizational environment.*

- **Critical point 9:** *Job profiles include the selection of competencies that in each case are considered key for the success of the job holder's performance.*

Figure 2 shows the staff distribution among the 13-grade salary structure that exist currently. There are 1,037 job titles grouped into five categories:

[13] Outcome 4: Inclusive institutions and participatory governance – "By 2021… persons should be more involved and have more confidence in the decisions taken that affect individuals and communities."

FIGURE 2
Staff Distribution by Grade

	1	2	3	4	5	6	7	8	9	10	11	12	13
# Female Staff	1536	2714	500	1240	692	888	397	267	392	497	140	66	26
# Male Staff	725	1567	577	342	200	192	166	125	332	357	111	71	37
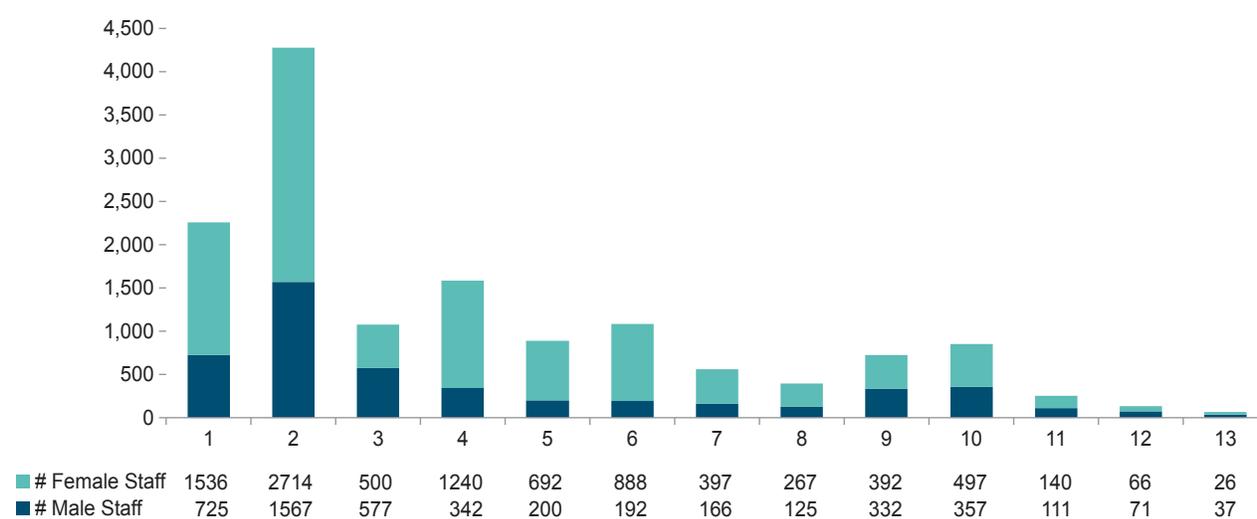
Source: Government of Guyana.

- Administrative
- Senior Technical
- Other Technical and Craft Skilled
- Clerical and Office Support
- Semi-skilled Operatives and Unskilled

Jobs in the Administrative and Senior Technical categories start from GS2 and are also represented in GS4 right up to GS14. This highlights a lack of internal equity. A comprehensive job evaluation exercise is required to ensure that positions are rationally assigned within the job and salary scales.

While job descriptions reportedly exist for most positions, in many instances they are outdated and do not reflect the actual work done by the incumbents. According to a sample of permanent secretaries, 50–75 percent of workers have job descriptions. However, less than 25 percent of them are deemed valid. The inclusion of performance standards and job-specific competencies is inconsistent. A standard format for job descriptions needs to be adopted and should include the use of job-specific competencies.

Employment Management

Employment management addresses the policies and procedures associated with an employee's recruitment, selection, induction/orientation, mobility, and separation from the organization. The most mature employment management subsystems help ensure that the right talent is brought into the organization, effectively introduced to the organizational culture, provided with appropriate opportunities for upward mobility, reward, and recognition and optimally supported through all phases of their tenure up to and including their transition out of the organization. Hallmarks of effective employment management include equity and transparency.

Recruitment, Transfers and Appointments

- **Critical point 10:** *Hiring to fill vacancies is open, by right and in fact, to all candidates possessing the required qualifications. These are established according to suitability and technical considerations, not arbitrarily.*
- **Critical point 11:** *The necessary safeguard mechanisms and procedures are in place against arbitrariness, politicization, patronage, and clientelism throughout the entire hiring process.*
- **Critical point 12:** *Staff selection is based on competency profiles for the potential job holders.*
- **Critical point 13:** *The mechanisms for functional and geographic mobility respond flexibly to the demands of personnel redeployment.*

The PSC routinely utilizes circulars to promote vacancies within the service. However, the effectiveness of this mechanism has been called into question since public servants have indicated that they do not always see the circulars, and the time lapse between the posting of a circular and holding interviews may be as long as nine months.

The PSC Rules[14] give the Commission the discretion to decide if a given vacancy should be advertised outside of the service. At certain levels, the vacancies are also publicized in the media. However, there are no fixed criteria for making that determination. The PSC has a Facebook page where vacancies are posted. However, the most recent posting at the time of the assessment was 18 months old. A search of websites operated by line ministries yielded a range of results, with some displaying current postings and others with circulars as old as 30 months. There was also a lack of consistency vis-à-vis the content of the vacancy notices, with some including competencies while others merely list qualifications and key duties.

The score sheet used by the PSC to assess applicants contains generic criteria rather than being tailored to the specific vacancy. The PSC

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[14] See Rule 27.

TABLE 4
PSC Rating Schedule

General physical fitness, appearance, and articulation	10
Special qualification and special courses of training	30
Work experience—Public Service or otherwise	25
Knowledge of job applied for, aptitude, success in present post, any notable achievements	20
Relations with colleagues, supervisors, subordinates, members of public workers representatives, etc.	5
General knowledge, special interests including hobbies, involvement in community activities	10

Source: PSC.

provided a copy of the following rating schedule (Table 4).

The PSC indicated that it typically invites a representative from the ministry where the vacancy exists to participate in the interview process. The ministry may designate a technical officer, someone from HR, or any other person the permanent secretary deems appropriate. However, the PSC is not obligated to take the input from the ministry's representative into consideration when making the hiring decision.

There are restrictions with respect to the transfer/appointment of officers to serve in certain regions of the State. The lack of infrastructure and suboptimal living and working conditions are perceived as hardships which may adversely impact the employees' professional and personal lives. In terms of functional mobility, officers are free to request transfers. However, internal stakeholders reported waiting years for transfers.

Terminations

- **Critical point 14:** *Dismissals or terminations of employment that affect professional positions are not motivated by a change in the government's political leanings.*
- **Critical point 15:** *There is the possibility of terminating the employment relationship for objectively verified technical, economic, or organizational reasons that justify workforce reductions.*

A table of offenses and penalties exists. However, both internal and external stakeholders reported that its provisions are not consistently applied. Both internal and external stakeholders concurred that there had been improvements related to the historic practice of terminating employees in the wake of a change in administration.[15]

While the legal framework provides for officers to be terminated due to redundancy of the post, terminating employment for economic or organizational reasons is not a common feature in the Public Service. This may be due at least in part to clientelism or the perception that the government's provision of jobs is a social good.

Safeguards against Discriminatory Practices

- **Critical point 34:** *Men, women, minorities, and people from historically marginalized groups are treated fairly in the distribution of benefits and responsibilities.*
- **Critical point 35:** *Decisions related to hiring, promotions, compensation, discipline, and terminations are free from institutional biases associated with variables such as gender, race, ethnicity, class, religion, or place of origin.*

The Constitution, Public Service Rules, and the Prevention of Discrimination Act are all designed to protect workers against discriminatory HRM practices.[16] However, questions arise about how well such safeguards are used. The GSDS clearly asserts that several layers of inequality exist in Guyana. They include geographic, ethnic, gender, generational, and social. This perception of a high prevalence of discrimination also featured prominently

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[15] After the 2015 general elections, a directive was issued via a PSM circular to integrate 4,000 contract workers into the established civil service. That action served to mitigate the risk of termination due to perceived partisan affiliation.

[16] Rule A25 stipulates that decisions about eligibility for promotion are to be based on qualifications, merit, and ability, with seniority being applied only to differentiate between equally eligible employees.

during the Commission of Inquiry, as people testified that the PSC and the DPS suffered from political influence, ethnic discrimination, and the lack of a functioning Public Service Appellate Tribunal.

Despite the existence of legislation and public institutions established to safeguard against discrimination, there are still anecdotal reports of preferential treatment based on ethnicity. Officers who believe they have been adversely impacted by such actions can appeal to the Ethnic Relations Commission. There is also a Women and Gender Equality Commission and an Indigenous Peoples Commission.

While a 2010 Act established a National Commission on Disabilities, there are major accessibility issues associated with many government offices. This has adverse implications for people with disabilities accessing employment opportunities in the Public Service.

An additional area requiring review is the stipulation that non-Guyanese may only be recruited in "special circumstances."[17] This may be at variance with Guyana's obligations under the Revised Treaty of Chaguaramas.

Performance Management

Performance management is the process of planning and evaluating the employees' contribution to the organization. Ideally individual as well as departmental performance should be cascaded down from the organization's strategic priorities and associated goals and objectives. In practical terms, this means that each employee should have specific performance targets which are systematically monitored, and feedback provided to help ensure that all targets are met during each assessment period.

Performance Planning and Monitoring

- ***Critical point 16:*** *Management normally defines guidelines and standards regarding expected personnel performance in accordance with the organization's priorities and strategy. Consequently, employees are aware of the aspects of their performance for which they will be evaluated.*

- ***Critical point 17:*** *Throughout the management cycle, management monitors, observes, and supports improvements in employee performance, provides resources, and removes obstacles wherever necessary.*
- ***Critical point 18:*** *The organization evaluates employees' performance and compares it to the expected performance standards.*

This is the least mature of all the HRM Systems in the Guyana Public Service. Currently, there is no performance management system in place. Due in part to the lack of strategic planning, performance objectives are not generally developed for the various job functions, and performance standards are not routinely established and monitored.

While there is a requirement for annual appraisal,[18] compliance is suboptimal and most often associated with satisfying the requirements for promotions and transfers. While there is a comprehensive performance appraisal form that includes performance objectives and associated standards and a training and development plan based on identified performance gaps, they are rarely used.

Compensation Management

This subsystem covers both cash and non-cash benefits. The goal is to achieve both internal and external equity. As such, there should be a clearly defined job classification system with rewards linked to either individual or group performance.

Competitiveness and Efficiency of the Compensation Policy

- ***Critical point 19:*** *The pay structure, including cash and non-cash components, is adequate for attracting, motivating, and retaining suitable people with the necessary competencies for the positions that the organization requires.*

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[17] See Rule A3.
[18] Public Service Rule C1.

TABLE 5
Schedule of Adjustments 1–14 Bands Effective January 1, 2016

MONTHLY BANDS	MINIMUM		MIDPOINT		MAXIMUM	
	2015	2016	2015	2016	2015	2016
01	50,000	55,000	52,500	57,750	55,125	60,638
02	50,000	55,000	52,801	58,081	56,683	62,351
03	52,876	58,164	55,650	61,215	59,879	65,867
04	55,289	60,818	58,298	64,128	62,850	69,135
05	60,565	66,621	68,412	75,254	76,267	83,893
06	69,717	76,688	78,791	86,670	87,853	96,638
07	80,287	88,316	99,516	109,468	118,754	125,879
08	97,894	107,684	122,320	129,659	146,755	155,560
09	118,502	125,612	151,517	160,608	184,542	195,614
10	146,549	155,342	193,220	204,813	239,887	254,281
11	184,313	195,371	245,396	260,119	306,495	321,820
12	226,892	240,506	313,231	328,893	399,564	419,542
13	287,196	304,427	396,463	416,287	505,748	525,978
14	349,473	366,946	499,149	524,107	648,823	674,776

Source: Government of Guyana.

- **Critical point 20:** *Pay levels, including cash and non-cash benefits, are not excessive compared with labor market costs for any similar sector or grade.*
- **Critical point 21:** *The compensation mechanisms encourage people to make more effort and encourage individual or group performance, learning, and competency development.*
- **Critical point 22:** *Compensation policy is set according to previously established criteria and consistent with the organization's structural design parameters.*

There is a long-established salary scale.[19] However, the Lutchman Report revealed that 37 percent of people at all grades are paid above the maximum, while 11 percent are paid below the minimum. This has led to concerns about both vertical and horizontal equity. A de-bunching exercise has been promised to resolve this dilemma.

There are also reports of temporary contracts being used as a mechanism for circumventing the restrictions associated with the approved salary scales. Further, different salary scales have been adopted in certain agencies to attract and retain qualified technical workers.[20]

Table 5 presents the salary scales by bands. Table 6 compares the results of a 2017 private sector salary survey to the existing salary scale.[21]

In the face of compensation packages that are less attractive than those offered in the private sector, the availability of scholarship opportunities as well as generous study and duty leave privileges, job security, early age of mandatory retirement, and a non-contributory pension scheme all help to attract and retain talent.

[19] The current system dates back to a job evaluation exercise conducted in 1991–92.

[20] ICT and finance technicians were identified as two categories of officers who benefit from such arrangements. Departments and agencies that are not in a position to offer the enhanced salaries tend to lose such officers once they have acquired enough experience.

[21] The DPS provided input on how the government's salary bands should be equated to private sector job categories.

TABLE 6
Comparison of Public and Private Sector Salaries

BANDS	COMPARABLE DESCRIPTOR	PUBLIC SECTOR SALARY RANGE MIDPOINT ($/MONTH)	PRIVATE SECTOR SALARY RANGE MIDPOINT ($/MONTH)	DIFFERENTIAL
GS1 – GS2	Minimum wage	$58,675.50	$77,000.00	–31%
GS5 – GS6	Supervisory	$81,628.50	$211,000.00	–158%
GS10 – GS11	Managers	$238,581.00	$325,250.00	–36%
GS12 – GS14	Senior managers	$457,641.00	$587,500.00	–28%

Source: Government of Guyana (2004).

Pay is not currently linked to performance. Pay increases are generally across the board. The discontinuation of merit increases in the 1990s eliminated the extrinsic motivation to strive for higher levels of individual and group performance.

Development Management

This subsystem covers promotion policies, career paths, training and development, and succession planning. At its best, it ensures that employee development aligns with organizational development, thereby optimizing the likelihood of retaining high-performing talent.

Effectiveness and Quality of Promotions

- **Critical point 23:** *The promotion criteria and mechanisms link promotion to performance as well as to competency potential and development.*
- **Critical point 24:** *There are alternatives to positions that are strictly hierarchical, such as horizontal career progress, or remaining in the same position, based on recognition of professional excellence without necessarily increasing the formal authority of those affected.*

The Public Service Rules lay out promotion criteria. However, concerns have been expressed about the level of impartiality in administering the system. Officers have reportedly been appointed to act for inordinate periods of time (up to 10 years) without being promoted to the substantive post and without a clear rationale being communicated. Further, the lack of reliability and validity of the performance appraisal process undermines the use of such appraisals to guide decisions related to promotions. There is no reported use of career paths as a mechanism for facilitating career progression outside of promotions.

Officers may request transfers to other ministries or departments. Transfers, secondments, and acting assignments are mechanisms for public officers to gain experience in other roles within the service. During the consultations, several officers expressed concern about the lack of transparency and equity in decision making on such matters.

Effectiveness and Quality of Training

- **Critical point 25:** *Training supports the development of collective learning, thereby building organizational capacity to tackle problems and provide effective responses.*
- **Critical point 26:** *Investment in training is made through plans based on a needs assessment and designed to support the organization's stated priorities.*
- **Critical point 27:** *Training is subject to evaluation, which extends to the satisfaction of all parties concerned, the cost-results relationship, and the impact on the performance of people in the workplace.*

There was no evidence of comprehensive learning needs assessments being conducted. While Permanent Secretaries have the option to notify the Department of Public Service of their training needs, such requests are typically not informed by the completion of learning needs assessments. Further, the absence of the systematic use of performance management mitigated against the effective identification of learning and development needs. However, the 2018 budget estimates indicate that funds have been allocated for the formulation of a training and development strategy for the Public Service.

The DPS mandates certain training based on the government's priority agenda as articulated by the MoTP. To the extent that it exists, the evaluation of training is at the level of satisfaction/reaction and does not extend to relevance, transfer of learning, impact, or return on investment.

Human Resources and Social Relations Management

This subsystem focuses on the relationship between the organization and its employees. It covers industrial relations, employee engagement, the maintenance of organizational culture, and the overall impression of the HRM function.

Management of the Work Climate and Communication

- **Critical point 28:** *The organization makes efforts to learn about its work climate, using reliable instruments for periodic evaluation.*
- **Critical point 29:** *The organization has specific communication instruments that reinforce the sense of belonging and the employees' commitment to the overall organizational project.*
- **Critical point 30:** *Labor relations are preferably and habitually oriented toward agreement and consensus building rather than confrontation and denigration of adversaries.*
- **Critical point 31:** *The degree of labor conflict is not excessive in terms of either the number*

of conflicts, their effects, or the forcefulness of the means employed.

The Guyana Public Service Union (GPSU) is the sole bargaining agent for Public Service workers. In 2002, the GPSU submitted a complaint to the International Labour Organization (ILO) in which it accused the government of violating its obligations under ILO Convention 151. Ten years later, during the World Congress of Public Services International held in South Africa, a resolution was passed once again calling on the Government of Guyana to honor its obligations. In addition to the alleged continuing violation of Convention 151, the resolution asserted that the government had:

- Unilaterally imposed salary increases from 2000 to 2011;
- Failed to implement arbitration decisions;
- Acted unconstitutionally by not appointing the Public Service Appellate Tribunal;[22]
- Denied the GPSU representative to be appointed to the PSC; and
- Intimidated members of the union.

As mentioned previously, the PSAT was re-established in 2017, and the GPSU now sits on the PSC. However, the matter of the unilateral awarding of salary increases continues. Upon assuming office, the Granger administration commenced negotiations, but the GPSU alleges that the government announced across-the-board salary increases while the negotiations were ongoing. The government's position is that it has an obligation to process increases in a timely manner and will not allow protracted negotiations to prevent it from so doing.

Apart from the compensation issues, the incidence of industrial disputes in the central Public Service was described as lower than in the private sector.

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22 In the absence of the PSAT, public officers had to seek recourse through the High Court.

There are no formal mechanisms for measuring employee satisfaction or engagement, and very little is done to secure employee engagement. However, there are several channels through which public officers can raise their concerns. They include the Labour Act, representation by a collective bargaining agent, the Ministry of Social Protection, which has responsibility for occupational health and safety, and the Public Service Appellate Tribunal.

Organization of the HRM Function

This subsystem covers the centralized structure for the management of the HRM function as well as how the rest of the Public Service views them.

- *Critical point 32: Managers take responsibility and appropriately exercise their responsibilities as managers of the personnel within their sphere of formal authority.*
- *Critical point 33: The central civil service agency responsible for the system is viewed by the rest of the organization as a department that adds value to the achievement of the common goals.*

Centralized HRM Agencies

During the 2016 Commission of Inquiry, stakeholders described the PSC as "ill-equipped to discharge its responsibilities." Specific concerns related to the lack of HRM expertise as well as potential or perceived conflicts of interest involving Commissioners deliberating on matters involving members of the organizations with which they are affiliated.[23]

Members of the PSAT also expressed concern about the efficacy of the public service HRM function, indicating that the most common complaints brought by public servants related to the lack of due process. Another factor cited was a lack of familiarity with the PSC Rules.

For their part, Commissioners opined that their efficiency was adversely impacted by the failure of managers to provide timely and accurate information to guide their decision making. Commissioners indicated that missing performance appraisals create a significant impediment to the execution of their functions.

The DPS is the other centralized HRM agency. With the transition from the PSM to the DPS, the staff complement was significantly reduced and some of its functions decentralized. Some ministries expressed concern about the associated reduction in the range and extent of technical support received.

In June 2017, a meeting was convened between the PSC and DPS with the express objective of improving the relationship between the two entities. The parties sought to resolve a number of issues resulting from the lack of coordination in executing their respective functions. These included challenges caused by the implementation of rules that violated legal provisions.[24] While the meeting concluded with an agreement that such meetings should be held at periodic intervals, no further meetings have been convened.

Decentralized HRM

The lack of capacity in some ministries has also been detrimental to the quality of HRM. The PSC, DPS, and some permanent secretaries acknowledge that some managers do not readily embrace their people-management responsibilities. Further to that, the PSC no longer uses delegated authority due to past abuses of the privilege. The result is significant bottlenecks and associated inefficiencies.

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[23] In May 2017, the head of the GPSU was sworn in as the acting chairman of the PSC. The GPSU represents Public Service workers. Therefore, the president of the Union in his capacity as PSC chairman would have found himself presiding over matters involving his union's members.

[24] One such example is the practice levying fines against public servants for dereliction of duty by docking their salaries.

Analysis of the Civil Service Quality Indices

This diagnostic uses the five quality indices of the methodology the IDB applied in Latin America, along with two additional indices, namely, Management Capabilities and Diversity Management, which have been developed specifically for use in the IDB's Caribbean Civil Service Diagnostics. These seven quality indices comprise the Civil Service Development Index (aggregated index).

Countries can be classified into three levels of civil service development according to their Civil Service Development Index: (i) low, with scores between 0 and 39 points out of 100; (ii) medium, with scores between 40 and 59; and (iii) high or professional systems levels, with scores higher than 60.

A score of 25 points shows that Guyana has significant room for improvement. Within quality indices, Guyana scores in the medium range in Diversity Management. The other six indices are in the low tier, with a relatively stronger performance in Merit and Integrative Capacity, and lower scores in Functional Capacity, Efficiency, Structural Consistency, and Management Capabilities (see Table 7).

The sections below describe each of the quality indices and present Guyana's scores per critical point under each of them. Scores of critical points go from 0 (lowest) to 5 (highest).[25]

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[25] See Lafuente and Molina (2018) for a detailed analysis of the methodology and a description for each level by critical point.

TABLE 7
Guyana's Civil Service Development Scores, by Quality Index (2017)

Civil Service Development (aggregated index) Simple average of the following indices. Measures the overall development of HRM in the civil service	**25**
1. Efficiency Reflects the degree of optimization of the organization's investment in its human capital	24
2. Merit Reflects the extent to which the organization has well-established policies designed to safeguard employees against arbitrary actions and favoritism in managerial decision making	33
3. Structural Consistency Reflects the level of strategic coherence, management, and process consistency existing in the organization's HRM systems	18
4. Functional Capacity Captures the degree of provision, development, and encouragement of relevant competencies in the organization along with the effectiveness of existing performance incentives and overall flexibility/adaptability in the face of changing organizational priorities	26
5. Integrative Capacity Measures the extent to which management, employees, and other key stakeholders experience a sense of belonging and the absence of conflict	30
6. Management Capabilities Covers the spectrum from Transactional Management to Transformational Leadership	7
7. Diversity Management Measures the extent to which opportunities in the Civil Service may be curtailed due to differences associated with race, ethnicity, language, gender, disability, and others	40

Efficiency

This index measures the civil service system by considering the degree of optimization of investment in human capital, as well as the relationship of this investment to fiscal policy and its reference markets. It links the results obtained by the civil service system with the resources invested in its operation, as well as other considerations, such as expenditure efficiency in decision-making processes.

INDEX	NO.	CRITICAL POINT	SCORE
Efficiency	3	In general, there are neither significant staff shortages nor overages.	0
	4	The overall cost of civil service staff is maintained within reasonable parameters that are compatible with the country's economic situation.	2
	20	Salary levels, including cash and non-cash benefits, is not excessive compared with labor market costs for any similar sector or grade.	4
	27	Training is subject to evaluation, which extends to the satisfaction of all parties concerned, the cost-results relationship, and the impact on the performance of people in the workplace.	0
	35	Management proactively identifies mission-critical positions and builds capacity to fill those positions as incumbents transition out.	0

Merit

This index measures the guarantees of professionalism in the way that the civil service system works, placing a value on impartiality in decision making in each management subsystem.

Specifically, it measures the degree of effective protection against arbitrariness, political capture or clientelism, and the ways that interested groups or sectors engage in rent-seeking.

INDEX	NO.	CRITICAL POINT	SCORE
Merit	10	Hiring to fill vacancies is open, by right and in fact, to all candidates possessing the required qualifications. These are established according to suitability and technical considerations, not arbitrarily.	1
	11	The necessary safeguard mechanisms and procedures are in place against arbitrariness, politicization, patronage, and clientelism throughout the hiring process.	1
	14	Dismissals or terminations of employment that affect professional positions are not motivated by a change in the government's political leanings.	1

Structural Consistency

This index measures the civil service's systemic soundness and integrity, considering the basic structural elements of which it should be composed. It includes the development of

fundamental management processes, their coherence with other management systems, and the development of senior management.

INDEX	NO.	CRITICAL POINT	SCORE
Structural consistency	1	Staff planning needs usually emanate from the organization's priorities and strategic orientation. The degree to which they are adjusted to one another tends to be high.	1
	2	The HR information systems enable a reasonable awareness of the quantitative and qualitative resources available, now and in the future, in the different organizational areas and units.	1
	6	The staffing policies, decisions, and practices in each area of HRM arise from intentions that are determined during the planning process.	1
	8	Grading arrangements and job hierarchies result from rational criteria, which are adapted to each organizational environment.	2
	22	Compensation policy is set according to previously established criteria and consistent with the organization's structural design parameters.	2
	26	Investment in training is made via plans that are based on a needs assessment and designed to support the organization's stated priorities.	0
	32	Managers take responsibility and appropriately exercise their responsibilities as managers of the personnel within their sphere of formal authority.	0
	33	The central civil service agency responsible for the system is viewed by the rest of the organization as a department that adds value to the achievement of the common goals.	1

Functional Capacity

This index measures the system's capacity to positively influence the behavior of public employees. It includes professional qualifications, the quality of incentives for good performance, and pay flexibility.

INDEX	NO.	CRITICAL POINT	SCORE
Functional capacity	5	The technical level of the workforce is commensurate with a knowledge-based society. Skilled labor represents a significant proportion of the workforce.	2
	7	Job descriptions conform to managerial criteria rather than to legal considerations or collective agreements. The legal framework and the employment agreements are limited to establishing a broad framework in which work is organized in accordance with organizational needs.	2
	9	Job profiles include the selection of competencies that in each case are considered key for the success of the job holder's performance.	1
	12	Staff selection is based on competency profiles for the potential job holders.	2
	13	The mechanisms for functional and geographic mobility respond flexibly to the demands of personnel redeployment.	1
	15	There is the possibility of terminating the employment relationship for objectively verified technical, economic, or organizational reasons that justify workforce reductions.	2
	16	Management normally defines guidelines and standards regarding expected personnel performance in accordance with the organization's priorities and strategy. Consequently, employees are aware of the aspects of their performance for which they will be evaluated.	0
	17	Throughout the management cycle, management monitors, observes, and supports improvements in employee performance, provides resources, and removes obstacles wherever necessary.	0
	18	Employees' performance is evaluated by the organiation and compared to the expected performance standards.	2
	19	The pay structure, including cash and non-cash components, is adequate for attracting, motivating, and retaining suitable people with the necessary competencies for the positions that the organization requires.	3
	21	The compensation mechanisms encourage people to make more effort and encourage individual or group performance, learning, and competency development.	1
	23	The promotion criteria and mechanisms link promotion to performance as well as to competency potential and development.	2
	24	There are alternatives to positions that are strictly hierarchical, such as "horizontal" career progress or remaining in the same position, based on recognition of professional excellence without necessarily increasing the formal authority of those affected.	0
	25	Training supports the development of collective learning, thereby building organizational capacity to tackle problems and provide effective responses.	0

Integrative Capacity

This index measures the effectiveness of the civil service system in harmonizing the expectations and interests of the different actors, increasing the sense of belonging, and reducing conflict.

INDEX	NO.	CRITICAL POINT	SCORE
Integrative capacity	28	The organization makes efforts to learn about its work climate, using reliable instruments for periodic evaluation.	0
	29	The organization has specific communication instruments that serve to reinforce the sense of belonging and the commitment of employees to the overall organizational project.	0
	30	Labor relations are preferably and habitually oriented toward agreement and consensus building rather than confrontation and denigration of adversaries.	3
	31	The degree of labor conflict is not excessive in terms of either the number of conflicts, their effects, or the forcefulness of the means employed.	3

Management Capabilities

This index covers the spectrum from Transactional Management to Transformational Leadership. Transactional managers are concerned about the status quo and day-to-day progress toward goals. Transformational leaders operate at a more strategic level as they work to enhance the motivation and engagement of followers by directing their behavior toward a shared vision. The lower the score, the more transactional the nature of the current approach to management.

INDEX	NO.	CRITICAL POINT	SCORE
Management capabilities	32	Managers take responsibility and appropriately exercise their responsibilities as managers of the personnel within their sphere of formal authority.	0
	36	Senior civil servants go beyond managing day-to-day operations and craft strategies for taking the civil service to the next level of performance and success.	1
	38	Senior civil servants collaborate across ministries and sectors to secure coherence in policies and programs.	0

Diversity Management

This index provides information on the extent to which workers' access to employment and/or advancement opportunities in the civil service may be curtailed due to differences associated with race, ethnicity, language, gender, disability, or others.

INDEX	NO.	CRITICAL POINT	SCORE
Diversity management	34	Men, women, minorities, and people from historically marginalized groups are treated fairly in the distribution of benefits and responsibilities.	2
	37	Decisions related to hiring, promotions, compensation, discipline, and terminations are free from institutional biases associated with variables such as gender, race, ethnicity, class, religion, or place of origin.	2

Recommendations

The seven quality indices along with the associated critical points and high-level recommendations are presented in the following subsections.

Efficiency

#	CRITICAL POINTS
3	In general, there are neither significant staff shortages nor overages.
4	The overall cost of civil service staff is maintained within reasonable parameters that are compatible with the country's economic situation.
20	Pay levels, including cash and non-cash benefits, are not excessive compared with labor market costs for any similar sector or grade.
27	Training is subject to evaluation, which extends to the satisfaction of all parties concerned, the cost-results relationship, and the impact on the performance of people in the workplace.
35	Management proactively identifies mission-critical positions and builds capacity to fill those positions as incumbents transition out.

COMMENTS AND RECOMMENDATIONS

The efficiency index reflects the degree of optimization of the organization's investment in its human capital. The primary areas for improvement relate to:

- **Workforce Planning –** Align staff numbers and competencies with the organizational needs as identified in a comprehensive strategic planning process.
- **Training**
  - Link training investment decisions to a comprehensive learning needs assessment.
  - Evaluate training programs to ensure that they produce the targeted objectives vis-à-vis learning and business impact.

Merit

#	CRITICAL POINTS	COMMENTS AND RECOMMENDATIONS
10	Hiring to fill vacancies is open, by right and in fact, to all candidates possessing the required qualifications. These are established according to suitability and technical considerations, not arbitrarily.	The merit index reflects the extent to which the organization has well-established policies designed to safeguard employees against arbitrary actions and favoritism in managerial decision making.
11	The necessary safeguard mechanisms and procedures are in place against arbitrariness, politicization, patronage, and clientelism throughout the entire hiring process.	Measures that could be taken to improve the merit index include: • **Hiring and Promotions –** Ensure consistent implementation of the relevant legislation designed to safeguard against politicization and any other discriminatory practices in decisions related to hiring and promotions. • **Terminations –** Sustain the recent gains made in eliminating the practice of terminating public servants in the wake of general elections.
14	Dismissals or termination of employment that affects professional positions are not motivated by a change in the government's political leanings.	• **Recruitment and Selection –** Introduce more rigor into the recruitment and selection process by using competency-based job profiles, job match placement instruments, and assessments centers, particularly for more senior positions.

Structural Consistency

#	CRITICAL POINTS	COMMENTS AND RECOMMENDATIONS
1	Staff planning needs usually result from the organization's priorities and strategic orientation. The degree to which they are adjusted to one another tends to be high.	This indicator reflects the level of strategic coherence, management and process consistency existing in the organization's HRM systems.
2	The HRIS enable a reasonable awareness of the quantitative and qualitative resources available, now and in the future, in the different organizational areas and units.	This quality index could be significantly improved through targeted interventions, many of which are included in the Lutchman Report. These include:
6	The staffing policies, decisions, and practices in each area of HRM arise from intentions that are determined during the planning process.	• **Strategic Planning and Management –** Introduce mandatory strategic planning and management in all ministries. • **Workforce Planning –** Align workforce size and composition with national and ministerial strategic objectives.
8	Grading arrangements and job hierarchies result from rational criteria adapted to each organizational environment.	• **HRM Alignment** • Institutionalize a higher level of coordination between the PSC and DPS.
22	Compensation policy is set in accordance with previously established criteria and consistent with the organization's structural design parameters.	• Build capacity in the HRM Units in line ministries. • **Information Management –** Design and roll out a fit-for-purpose HRIS.
26	Investment in training is made via plans that are based on a needs assessment and designed to support the organization's stated priorities.	• **Internal Equity –** Conduct a comprehensive job evaluation exercise and make associated changes to the salary scales.
32	Managers take responsibility and appropriately exercise their responsibilities as managers of the personnel within their sphere of formal authority.	• **People Management –** Train supervisors and managers to effectively execute their talent management responsibilities.
33	The central civil service agency responsible for the system is viewed by the rest of the organization as a department that adds value to the achievement of the common goals.	

Functional Capacity

#	CRITICAL POINTS
5	The technical level of the workforce is commensurate with a knowledge-based society. Skilled labor represents a significant proportion of the workforce.
7	Job descriptions conform to managerial criteria rather than to legal considerations or collective agreements. The legal framework and the employment agreements are limited to establishing a broad framework in which work is organized in accordance with organizational needs.
9	Job profiles include the selection of competencies that in each case are considered key for the success of the job holder's performance.
12	Staff selection is based on competency profiles for the potential job holders.
13	The mechanisms for functional and geographic mobility respond flexibly to the demands of personnel redeployment.
15	There is the possibility of terminating the employment relationship for objectively verified technical, economic, or organizational reasons that justify workforce reductions.
16	Management normally defines guidelines and standards regarding expected personnel performance in accordance with the organization's priorities and strategy. Consequently, employees are aware of the aspects of their performance for which they will be evaluated.
17	Throughout the management cycle, management monitors, observes, and supports improvements in employee performance, provides resources, and removes obstacles wherever necessary.
18	Employees' performance is evaluated by the organization and compared to the expected performance standards.
19	The compensation structure, including cash and non-cash components, is adequate for attracting, motivating, and retaining suitable people with the necessary competencies for the positions that the organization requires.
21	The compensation mechanisms encourage people to make more effort and stimulate individual or group performance, learning, and competency development.
23	The promotion criteria and mechanisms link promotion to performance as well as to competency potential and development.
24	There are alternatives to positions that are strictly hierarchical, such as "horizontal" career progress or remaining in the same position, based on recognition of professional excellence without necessarily increasing the formal authority of those affected.
25	Training supports the development of collective learning, thereby building organizational capacity to tackle problems and provide effective responses.

COMMENTS AND RECOMMENDATIONS

This index captures the degree of provision, development, and encouragement of relevant competencies in the organization along with the effectiveness of existing performance incentives and overall flexibility/adaptability in the face of changing organizational priorities.

Concerted effort is required to address significant gaps in instrumentality related to this quality index. Required interventions include:

Job Descriptions – Redesign the format of job descriptions to include job-specific competencies and performance standards.

- **Performance Management –** Introduce a comprehensive performance management system including performance coaching and career planning.
- **Compensation –** Reintroduce measures to align performance with compensation.
- **Recruitment and Selection –** Introduce more rigorous policies and procedures for recruitment and selection as well as the onboarding/ orientation of people in new roles.

In addition to the foregoing, if the government wishes to attract high-potential millennials, it should consider the fact that they may not view the Public Service as a permanent career choice but rather an avenue for gaining valuable experience before moving on to other career opportunities. The government will need to decide whether it wishes to create opportunities and career paths for such individuals.

Integrative Capacity

#	CRITICAL POINTS	COMMENTS AND RECOMMENDATIONS
28	The organization makes efforts to learn about its work climate, using reliable instruments for periodic evaluation.	Integrative Capacity measures the extent to which management, employees, and other key stakeholders experience a sense of belonging and the absence of conflict.
29	The organization has specific communication instruments that serve to reinforce the sense of belonging and the commitment of employees to the overall organizational project.	While there is a relatively harmonious relationship between the government and the GPSU (apart from the ongoing issues related to compensation), there is scope for the government to be more proactive in securing employee engagement. Improvements are warranted in terms of instrumentality, coverage, and implementation.

30	Labor relations are preferably and habitually oriented toward agreement and consensus building rather than confrontation and denigration of adversaries.	Possible interventions include:
		• **Employee Engagement**
		  • Implement employee satisfaction and engagement surveys.
		  • Establish and maintain open channels of vertical and horizontal communication within each ministry, department, or agency.

31	The degree of labor conflict is not excessive in terms of either the number of conflicts, their effects, or the forcefulness of the means employed.	

Management Capabilities

#	CRITICAL POINTS	COMMENTS AND RECOMMENDATIONS
32	Managers take responsibility and appropriately exercise their responsibilities as managers of the personnel within their sphere of formal authority.	This index covers the spectrum from Transactional Management to Transformational Leadership. Transactional managers are concerned about the status quo and day-to-day progress toward goals. Transformational leaders operate at a more strategic level as they work to enhance the motivation and engagement of followers by directing their behavior toward a shared vision.
36	Senior civil servants go beyond managing day-to-day operations and craft strategies for taking the civil service to the next level of performance and success.	To realize the government's strategic intent to transform the Public Service, permanent secretaries and other senior managers will be required to embrace their talent management capabilities and display proficiency in strategic thinking and management in addition to the existing technical and administrative expertise. Internal and external stakeholder engagement is another critical competency for senior public officers.
38	Senior civil servants collaborate across ministries and sectors to secure coherence in policies and programs.	The mapping of career paths and the introduction of succession planning with associated individual development plans will also help to improve this index.
		Other specific interventions include: • **Appointment Criteria –** Develop role profiles based on the top performers in public service leadership and utilize those profiles as the basis for a rigorous selection process. • **High Performance –** Introduce accountability mechanisms to help drive a culture of performance. • **Compensation –** Implement a total compensation system that is sufficient to attract and retain and to motivate employees to attain higher levels of performance.

Diversity Management

#	CRITICAL POINTS	COMMENTS AND RECOMMENDATIONS
34	Men, women, minorities, and people from historically marginalized groups are treated fairly in the distribution of benefits and responsibilities.	This index provides information on the extent to which workers' access to employment and/or advancement opportunities in the Public Service may be curtailed due to differences associated with race, ethnicity, language, gender, disability, or others.
37	Decisions related to hiring, promotions, compensation, discipline, and termination are free from institutional biases associated with variables such as gender, race, ethnicity, class, religion, or place of origin.	While there is fairly good instrumentality associated with this index, the existing challenges relate to coverage and implementation. The recent appointment of a new PSAT is a significant accomplishment. Concerted effort needs to be made to ensure that public servants are knowledgeable about the protections afforded them by law as well as the steps to be taken to leverage the recourse available to them.
		In addition to the existing legislative environment, it would be beneficial for the Public Service leadership to inculcate the celebration of and appreciation for Guyana's rich cultural and ethnic diversity as a core value.
		Additional interventions could include: • **Recruitment and Selection –** Adjust currently utilized channels for publicizing job opportunities to ensure that awareness is created among all eligible citizens and residents. • **Monitoring and Evaluation –** Implement mandatory gathering and reporting of employment statistics disaggregated by gender, ethnicity, age, place of origin, ability, and others, and monitor and evaluate with a view to identifying and rectifying any asymmetry in access to opportunities.

Sources of Information

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Workshops and Interviews

DAY 1 – Monday September 25, 2017

1. **Public Service Commission**
   - Mr. Patrick Yarde, Former Head of Commission
   - Mohamad Akeel, Former Commissioner
   - Ms. Marvalyn Stephens, Secretary
   - Devika McLean, Principal Personnel Officer

2. **Hon. Dr. Rupert Roopnarine, Minister of Public Service, MoTP**

3. **Department of Public Service, MoTP**
   - Mr. Reginald Brotherson, PS Dept. of Public Service, MoTP
   - Natasha Chase, Human Resource Officer

DAY 2 – Tuesday September 26, 2017

4. **External Stakeholder Consultation**
   - Fitzgerald Yaw PhD, Director, Office of Strategic Initiatives
   - Teni Housty, Vice-President Guyana Bar Association
   - Coretta McDonald, Guyana Teachers' Union

DAY 3 – Wednesday September 27, 2017

5. **Jennifer Chapman, Accountant General**

6. **Public Service Appellate Tribunal**
   - Justice Nandram Kissoon – Chairman
   - Mr. Winston Browne – Member
   - Mrs. Abiola Wong-Inniss – Member
   - Ms. Marsha Archer – Registrar
   - Ms. Akeeta Kingston – Legal Assistant

7. **Ministry of Social Protection**
   - Charles Ogle, Chief Labour Officer
   - Karen Vausluytman-Corbin, Deputy Chief Labour Officer (Acting)

8. **Bertram Collins College of the Public Service**
   - Randolph Leitch, Executive Director
   - Calvin Belle, Training Director
   - Phillip Walcott, Manager Planning and Development

9. **Committee of Permanent Secretaries**
   Colette Adams, PS Ministry of Public Health
   - Alfred King, PS Ministry of Indigenous Peoples' Affairs
   - Carmill Scott, Principal Personnel Officer (Acting) Teaching Service Commission
   - Deborah McNichol-Williams, Deputy PS Ministry of Public Telecommunications
   - Sherie Samantha Fedee Deputy PS Ministry of Indigenous Peoples' Affairs
   - Kim Stephen, Deputy PS Ministry of Business
   - Adele Clarke, Deputy PS Ministry of Education
   - Delma Nedd, PS Ministry of Legal Affairs
   - Lorene Baird, PS Ministry of Social Protection

DAY 4 – Thursday September 28, 2017

10. **Internal Stakeholder Consultation**
    - Jacqueline Simon, Human Resources Manager Ministry of Education
    - Annis Ward, Principal Personnel Officer Ministry of Foreign Affairs
    - Denise Sealey, Principal Personnel Officer Ministry of Public Infrastructure
    - Aretha Henry, Principal Regional Development Officer Ministry of Communities
    - Zamiroon Meshaw Ali, Senior Personnel Officer (Ag) Ministry of Public Telecommunications
    - Gillian Hackett, Principal Personnel Officer Ministry of the Presidency
    - Chamaley Ramnarine, Senior Personnel Officer Ministry of Communities

- Rushelle Williams, Senior Personnel Officer Ministry of Public Health
- Phoenix Chetwyn, Principal Personnel Officer Ministry of Public Health
- Abigail Smith, Principal Assistant Secretary Ministry of Public Health
- Carol Sam-Moe, Senior Personnel Officer Department of Public Service
- Keimo Benjamin, Human Resource Officer Department of Public Service
- Annastacy Samuels, Personnel Officer 1 Ministry of Business
- Natasha Chase, Human Resource Officer Department of Public Service
- Bibi Nazime Hakim, Principal Personnel Officer Ministry of Agriculture
- Sandya Sarjoo, Senior Personnel Officer Ministry Indigenous Peoples' Affairs
- Eureka Duncan, Principal Personnel Officer Ministry of Public Security
- Claudia Scott, Senior Personnel Officer Ministry of Public Security
- Alexis Sullivan, Senior Personnel Officer Ministry of Culture
- Sophia Hunte, Principal Personnel Officer, Teaching Service Commission
- Semone Henry, Senior Personnel Officer Ministry of Finance
- Shelton Daniels, Principal Personnel Officer Ministry of Social Protection

- Andrew Grant, Principal Personnel Officer Department of Public Service
- Guyanan Basdeo, Principal Personnel Officer Ministry of Education
- Lisette Wills, Principal Personnel Officer Ministry of Legal Affairs

11. Sonya Roopnauth, Budget Director

DAY 5 – Friday September 29, 2017

12. Debriefing session with the MoTP, DPS & IDB
    - Gail Williams, Senior Personnel Officer Department of Public Service
    - Carol Sam-Moe, Senior Personnel Officer Department of Public Service
    - Sharon Patterson, Coordinator Ministry of Social Cohesion
    - Steve Ninvalle, Deputy Permanent Secretary Ministry of Social Cohesion
    - Andrew Grant, Principal Personnel Officer Department of Public Service
    - Keimo Benjamin, Human Resources Officer Department of Public Service
    - Reginald Brotherson Permanent Secretary Department of Public Service
    - Mariko Russel IDB Senior Specialist