

# Building State Capacity in the Caribbean

## The State of the Civil Service in Barbados

Prepared for the Innovation in Citizen  
Services Division by:

Joan H. Underwood

Institutions for Development  
Sector

Innovation in Citizen  
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Contact: Mariano Lafuente, [mlafuente@iadb.org](mailto:mlafuente@iadb.org).

# BUILDING STATE CAPACITY IN THE CARIBBEAN

## The State of the Civil Service in Barbados





# 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 Barbados' 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.”

**JEL Codes:** H10, H11, J45

**Keywords:** Barbados, civil service, human resources, public employment, public management

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\* This study was coordinated and edited by Mariano Lafuente (ICS/CPE) and Evelyn Molina (IFD/ICS). The IDB team would like to thank the Government of Barbados for its support in the preparation of this report.



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# Acronyms

BLP	Barbados Labour Party	MCS	Ministry of Civil Service
CoP	Committee of Permanent Secretaries	MGDS	Medium-term Growth and Development Strategy
CPO	Chief Personnel Officer	NUPW	National Union of Public Workers
CTUSAB	Congress of Trade Unions and Staff Associations of Barbados	OPSR	Office of Public Sector Reform
DLP	Democratic Labour Party	PAD	Personnel Administration Division
DPS	Deputy Permanent Secretary	PRDS	Performance Review and Development System
FY	Fiscal year	PS	Permanent Secretary
GDP	Gross domestic product	PSC	Public Service Commission
GNI	Gross national income	SDG	Sustainable Development Goals
HRD	Human Resource Development	TAD	Training and Administration Division
HRIS	HR Information System	TOR	Terms of reference
HRM	Human Resource Management		



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# 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 the 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, the 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 secure alignment with Caribbean realities and priorities.<sup>1</sup> 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 Barbados. It begins with an examination of the current status of the civil service along the parameters detailed in the adapted methodology. The analysis culminates in a report card on the level of maturity and efficacy of the human resource management (HRM) systems in the civil service of Barbados. For this diagnostic, the definition of the Public Service<sup>2</sup> is restricted to central government employees, specifically those officers appointed by the Public Service

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<sup>1</sup> Please see full details of the methodology in Lafuente and Molina (2018).

<sup>2</sup> The term civil service is also utilized 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.

Commission (PSC), and excludes those whose 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 includes 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 which also allows for 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 eight HRM subsystems<sup>3</sup> and seven quality indices<sup>4</sup> 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). The following table summarizes the main results for Barbados.

The aggregated Civil Service Development Index enables both civil service development and degree of implementation of the Charter for Caribbean Public Services 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

**TABLE 1**  
Quality Indices and HR Subsystems

QUALITY INDICES	2017
<b>Civil Service Development (aggregated index)</b>	<b>43</b>
Efficiency	16
Merit	73
Structural Consistency	33
Functional Capacity	44
Integrative Capacity	20
Management Capabilities	33
Diversity Management	80
<b>HR Subsystems</b>	
Human Resources Planning	24
Work Organisation	67
Employment Management	70
Performance Management	53
Compensation Management	50
Development Management	8
Human and Social Relations Management	20
Organization of HRM Function	20

Source: IDB.

40 and 59; and (iii) high or professional systems, with scores higher than 60. A score of 43 out of 100 shows that Barbados has significant margin for improvement.

The best-performing quality index was Diversity Management, with a score of 80. 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, or disability. Both the Constitution and the Recruitment and Employment Code provide strong instrumentality for

<sup>3</sup> 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.

<sup>4</sup> The seven quality indices are Efficiency, Merit, Structural Consistency, Functional Consistency, Integrative Capacity, Management Capabilities, and Diversity Management.

safeguarding employees' rights. While stakeholders opined that there could be greater transparency, there were no reports of documented violations of the legal and regulatory provisions.

At the other end of the spectrum, the quality index with the lowest score—16—was Efficiency. This index evaluates the degree to which investment in human capital has been optimized in the public service system, as well as its congruence with fiscal expenditure allocations and with the situation in the reference markets. This score is an indication that there is significant scope for improvement in areas related to workforce planning and the overall cost of the civil service.

Of the eight HRM subsystems, Barbados recorded the highest score for Employment Management, which comprises the flow of staff hiring, development, and dismissal. The aggregate score of 70 reflects a moderate level of instrumentality along with relatively high levels of coverage and implementation.

Development Management, which focuses on individual and collective growth, was identified as the least mature HRM Subsystem, with an aggregate score of 8. While the Performance

Review and Development System (PRDS) provides fairly good instrumentality, the levels of coverage and implementation have not been optimized. Further, based on the findings of the assessment, the training and development agenda is not always informed by needs assessments, and programs are not routinely evaluated for learning and impact/results.

The report concludes with a series of recommendations designed to help strengthen the less mature HRM subsystems and quality indices. Significant gains could be achieved by securing full compliance with the requirements for each ministry to have active strategic plans and fully implement both PRDS and Smart Stream (the information system used in Barbados for financial management, which includes an HR module). To attain efficiency gains, it is also recommended that competency frameworks be developed and implemented, and greater emphasis be placed on coaching, mentoring, and job rotation. Finally, the status of employee relations could be significantly improved by institutionalizing employee satisfaction surveys and renewing the commitment to the Social Partnership.





# Context

## Background

Barbados celebrated its 51<sup>st</sup> anniversary of independence on November 30, 2017. The country is a constitutional monarchy, with the Queen of the United Kingdom and the Commonwealth realms acting as the Head of State represented by the Governor General. The country's colonial past continues to have a lasting influence on the policies, procedures, and practices of governance.

Parliament is composed of two Houses: the Upper House, which includes senators who are appointed, and the Lower House, made up of elected representatives of the 30 constituencies throughout the island.

The model of democracy is based on the two-party system, with the Democratic Labour Party (DLP) and the Barbados Labour Party (BLP) dominating the political landscape since the 1950s. The DLP is currently in office, with general elections scheduled for 2018.

Barbados' most recent census, conducted in May 2010, established the size of the population at 277,821. According to data published by the World Bank, the 2016 population was 284,996. For that same year, Barbados' gross domestic product (GDP) was US\$4.588 billion, and gross national

income (GNI) per capita stood at US\$14,830. This earns Barbados the designation of a high-income country.

The economy of Barbados is heavily reliant on tourism, which is the country's main source of growth and foreign exchange. The strong dependence on this sector as a source of economic growth makes the country's economic health vulnerable to global crises and financial changes in an increasingly unpredictable global economy. Despite constant calls for the diversification of sources of revenue, this has been challenging, especially given the lack of natural resources on the island. While the island performs favorably in the tourism sector, governments will need to make greater efforts to diversify the economy to shield it from economic shocks.

## Institutional Context

Based on the budget allocation, two major entities are tasked with the management of the human resource (HR) function within the civil service—namely the Public Service Commission and the Ministry of Civil Service. The latter is further subdivided into the following discrete functional areas:

- Direction and Policy Formulation headed by the Permanent Secretary (PS) Civil Service
- Development of Management and Personal Skills headed by the PS Training Administration
- Implementation of Personnel Conditions of Service headed by the Chief Personnel Officer
- Development of Management Structures, headed by the Director Office of Public Sector Reform, who reports to the PS Civil Service

### ***The Public Service Commission***

This commission has oversight for appointments and selection, promotion, transfers of officers, and disciplinary matters. It consists of four to six members appointed by the Governor General acting on the recommendation of the prime minister after consultation with the leader of the opposition. The Governor General, acting on the advice of the PSC, has the authority to delegate its powers (except for the power to terminate an officer) to any member(s) of the PSC or to a designated public officer. The PSC is an autonomous body and does not report to any minister of government.

### ***The Ministry of the Civil Service***

The Ministry of the Civil Service (MCS) is responsible for the formulation of HRM policies, the creation and classification of posts, conditions of service, compensation policy, and industrial relations. Additionally, MCS is responsible for ensuring that there is coordination between all agencies tasked with executing the various HRM functions. MCS' mandate is detailed in Part III of the Public Service Act Cap 29 and the Fourth Schedule of that Act.

The following units fall under MCS and have substantive responsibility for centralized HRM functions.

#### ***The Personnel Administration Division***

The Personnel Administration Division (PAD), which is headed by the Chief Personnel Officer (CPO), functions as the Secretariat to the three Service Commissions (Public Service Commission, Police Service Commission, and Judicial and

Legal Service Commission) established under the provisions of Chapter VIII of the Constitution of Barbados. The PAD is also responsible for implementing the following codes:

1. Recruitment and Employment Code
2. Code of Conduct and Ethics
3. Code of Discipline
4. Grievance Handling

Additional responsibilities include industrial relations, performance management, pension management, and the general implementation of HRM policies.

#### ***Training and Administration Division***

The primary role of the Training and Administration Division (TAD) is to build human resource capacity in the public service by providing training opportunities for public servants in a variety of areas. It is expected that the identification of such training opportunities would be informed by learning needs assessments.

#### ***Office of Public Sector Reform***

The Office of Public Sector Reform (OPSR), headed by a Director who reports to the PS MCS, was created in February 1997 following the approval of the 1995 Public Sector Reform Program. The specific objectives are:

- To deepen awareness for public sector reform;
- To develop a culture of customer orientation;
- To facilitate the effective and efficient delivery of public services;
- To develop a professional and performance-oriented public service;
- To establish linkages with other institutions in public sector reform;
- To develop an in-house capability to harness the Public Service's human resources;
- To promote an organizational structure that builds professional competencies, fosters career mobility, and establishes efficient operating systems; and

- To train a highly skilled professional staff and develop a cadre of public sector internal consultants.

### **HRM Units within Line Ministries**

All Ministries have staff assigned to administer the HR functions. The staff complement of these units varies with the size of the ministry. Larger ministries such as the Ministry of Health, Agriculture, Public Works, and Transport have a cadre of HR professionals (i.e., senior personnel officer, personnel officers, and assistant personnel officers) in addition to clerical staff assigned to their units. In the smaller ministries (e.g., Ministry of Foreign Affairs and Ministry of Home Affairs), the personnel functions are assigned to senior clerks or executive officers.

The primary function is to manage the HR function in the ministry and its departments. The specific activities include the following:

- Advising the permanent secretary on all HR matters
- Processing all leave requests
- Staff training and development, including preparation of annual training proposals for submission to the Training Administration Division
- Preparation of personnel emoluments as part of the annual estimates process
- Performance management
- Discipline of officers in accordance with the Public Service Act
- Reassignment of staff within the ministry
- Orientation of staff

While there has been a sustained investment in improving the efficiency of Barbados' HRM systems, there is still some concern about constraining factors that stifle efficiency in critical human resource areas, most notably recruitment and selection, disciplinary procedures, compensation and benefits, training, and employee productivity. IMF (2016) identified public service efficiency as an area of limited or no progress compared to the previous year's examination.

The Ministry of Civil Service, through OPSR, has spearheaded several initiatives specifically created to improve HRM practice. The Ministry of Labour, Social Security and Human Resource Development, along with key divisions such as the PAD, have led efforts to implement reforms aimed at creating more efficiency in HRM. The National Employment Policy, for example, was formulated to ensure that the country becomes developed through its human resources. This is also aligned with the National Strategic Plan 2005-2025. Furthermore, to address concerns about the type of service offered by public service employees, the National Initiative of Service Excellence works closely with the OPSR to create opportunities for the development of a more citizen-centered service. This is in line with Article V of the Charter for Caribbean Public Services.<sup>5</sup> Despite several innovative strategies, however, financial constraints continue to impinge on the ability of successive governments to move forward with some of these reforms and initiatives at a steadier pace.

### **Legal Framework**

The legal framework that guides HRM in the public service is embodied in various acts and regulations, which are framed by the Constitution of Barbados. The key legislation, regulations, and orders include the following:

Under Section (3) of the Labour Department Act CAP 23, the Chief Labour Officer is mandated to mediate disputes between employers and employees. If the CLO cannot resolve the dispute, the matter can be referred to the Employment Rights Tribunal.

<sup>5</sup> In March 2017, 12 CARICOM member states endorsed the Charter for Caribbean Public Services. The Charter was designed to inform how member countries achieve public sector transformation by focusing on governance and productivity.

**TABLE 2**  
**Relevant Legislation and Regulations**

LAW/REGULATION/DIRECTIVE	SCOPE
Constitution of Barbados (1966)	<ul style="list-style-type: none"> <li>• Chapter III – Protection and Fundamental Rights and Freedoms of the Individual</li> <li>• Chapter VIII – The Public Service</li> </ul>
Service Commissions Act, CAP 34 (1961)	Lays out rules for the operation of the Service Commissions
Service Commissions (Public Service) Regulations (1978)	<ul style="list-style-type: none"> <li>• Part II – Functions and Duties of the Commission</li> <li>• Part III – Appointments and Promotions</li> <li>• Part IV – Termination of Appointments</li> <li>• Part V – Discipline</li> <li>• Part VI – Delegated Authority to Appoint and Discipline</li> </ul>
General Orders for the Public Service (1996)	Rules governing the conduct of all employees. Department heads are required to distribute copies of the General Orders so that staff can familiarize themselves with its contents. Orders may be amended from time to time.
Public Service (Qualifications) Order (2001)	Establishes qualifications required for appointment to the various positions listed in the schedules
Public Service Act (2007)	<ul style="list-style-type: none"> <li>• Part II – Management of the Public Service</li> <li>• Part III Section 16 – Increments</li> <li>• Part IV – Appointment, Transfer, Promotion and Secondment</li> <li>• Part V – Management of Training and Human Resource Development</li> </ul>
Public Service (General) Order (2008)	Updates the job classification and associated emoluments
Employment Rights Bill (2008)	Part III - Establishes the Employment Rights Tribunal
Public Service Amendment Act (2009)	Amends the 2007 Act and provides a Code of Discipline
Public Service (General) Order (2016)	Updates established positions and associated emoluments
Public Service (Qualifications) Order (2016)	Establishes qualifications required for appointment to the various positions listed in the schedules



# 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 Resource 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.*

While successive governments and the respective ministries have articulated an intent to align staffing policy and procedures with the national agenda and areas of strategic importance, there is evidence to suggest that there is room for improvement.

The Barbados Human Resource Development Strategy 2011–2016 underscores the importance that government attaches to human resource development in Barbados. The Ministry of Education and Human Resource Development and the Ministry of Labour jointly spearheaded the drafting of this strategy. It provides a framework for the development of the country's human capital to meet the needs of the public and private sectors.

In the Barbados Growth and Development Strategy 2013–2020, the government outlines its plans for an economic recovery model for Barbados. Part of the focus articulated in the strategy is the need to build HR capacity in each ministry. The HRD strategy is based on five primary pillars:

1. An enabling environment for human resource development
2. An improved internationally recognized qualifications framework

3. A demand-driven education system
4. A rationalized knowledge management system
5. Enhanced research, innovation, entrepreneurship, and development capacity

### **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 government uses Smart Stream—an information system with a financial and an HR module. Compliance with the data entry requirements for the financial module is essentially universal. However, the same does not apply for the HR module. As a result, while the system has the design functionality to provide information on staff training, certification, and others, the data are not consistently entered. According to the Ministry of Civil Service, fewer than 25 percent of ministries consistently and fully use the HR module of Smart Stream.

### **Effectiveness of Planning**

- **Critical point 3:** *In general, there are neither significant staff shortages nor overages.*
- **Critical point 4:** *The overall costs 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.*

In his 2013 Budget Proposal, the Minister of Finance expressed concern about the size of the public sector and announced that there would be no new hiring in the central public service and across statutory agencies without the Prime Minister's approval. This pronouncement

was followed by the retrenchment of 3,000 public-sector workers in 2014.

Internal stakeholders pointed out that the retrenchment decision was not preceded by a comprehensive needs assessment to determine the optimal workforce requirements of the various ministries and departments. The MCS' original recommendation was that posts be removed/reduced on a programmatic basis. However, the Cabinet did not accept that recommendation. Instead, it decided to target a combination of temporary posts along with those which permanent secretaries deemed as not being critical to the execution of their ministry's mandate. Essential services were exempted from the retrenchment exercise.

As an alternative to reducing staff, some ministries, such as the Ministry of Education, implemented cost-saving measures, such as the halting of term leave for teachers, providing it was not their final benefit since they were about to proceed on retirement. As it related to statutory agencies, some agencies were told the number of persons to be retrenched and given responsibility for determining which posts.

With respect to the mechanism employed to determine who would be affected by the retrenchment, the LIFO (Last In First Out) policy was adopted with temporary employees with less than three years' service being the main criterion. Displaced workers received a termination award—a severance-type payment, similar to that paid to their counterparts in the private sector.<sup>6</sup>

In the wake of the retrenchment exercise, the size and distribution of the public-sector workforce is as outlined in Table 3.

During the diagnostic, the Congress of Trade Unions and Staff Associations of Barbados (CTUSAB) described the public service as over-staffed and under-productive. This perspective

<sup>6</sup> Specifically, retrenched workers received 2.5 weeks' basic pay for each year of service up to 10 years; 3 weeks' basic pay for each year of service between 10 and 20 years; and 3.5 weeks' basic pay for each year of service between 20 and 33 years.

**TABLE 3**  
Head Count by Ministry

MINISTRY	STAFF ALLOCATED
Cabinet Office (CO)	144
Prime Minister's Office (PMO)	821
Ministry of Civil Service (MCS)	214
Ministry of Agriculture, Food, Fisheries and Water Resource Management (MAFFW)	685
Office of the Attorney General (AG)	1,936
Ministry of Social Care, Constituency Empowerment and Community Development (MSCD)	210
Ministry of Education, Science, Technology and Innovation	5,073
Ministry of Environment and Drainage (MED)	239
Ministry of Finance and Economic Affairs (MFE)	653
Ministry of Industry, International Business, Commerce and Small Business Development (MIICS)	144
Ministry of Foreign Affairs and Foreign Trade (MFA)	123
Ministry of Health (MH)	1,940
Ministry of Culture, Sports and Youth (MCSY)	212
Ministry of Transport and Works (MTW)	1,162
Ministry of Tourism and International Transport (MTI)	162
Ministry of Home Affairs (MHA)	1,273
Ministry of Housing, Lands and Rural Development (MHLR)	153
Ministry of Labour, Social Security and Human Resource Development (MLSD)	355
<b>Total:</b>	<b>15,499</b>

Source: Government of Barbados.

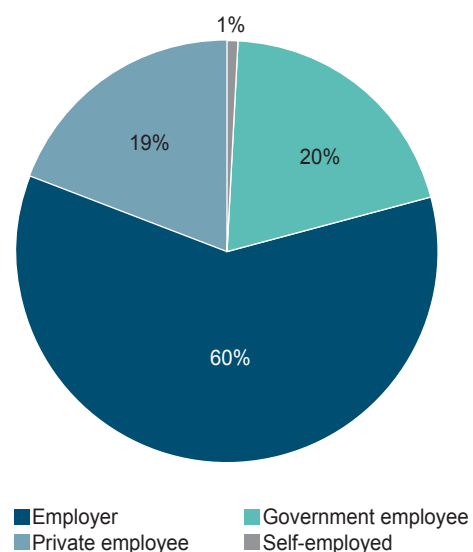
was in line with comments by the former Governor of the Central Bank, Dr. Delisle Worrell. Speaking at a televised Central Bank forum in 2017, Dr. Worrell asserted that the large public sector needed to be cut, describing it as the “biggest drain on the public purse.”

As reflected in Figure 1, as of the end of the first quarter of 2017, the government employed one-fifth of the workforce.

As evidenced in Table 4, the 2014 retrenchment was associated with a downward movement in the related indicators.<sup>7</sup> However, social commentators have opined that the process

<sup>7</sup> The IMF concluded its 2017 Article IV mission in November 2017. While the final report has not yet been issued, the press release advised that the government should continue to control the public service wage bill and pensions.

**FIGURE 1**  
Employment Status – 1st Quarter 2017



Source: Statistical Service Labour Force Survey (2017).

**TABLE 4**  
Overall Cost of the Public Service in Barbados

	2013	2014	2015	2016	2017	2018
Wages and salaries as % of GDP	10	9.3	9.0	9.1	9.1	9.1
Wages and salaries as % of revenues	37.4	32.3	30.2	29.9	30.0	30.0
Wages and salaries as % of expenditure	26.5	26.1	24.4	24.8	24.8	24.6

Source: IMF (2016).

eroded staff morale due to inadequate communication leading up to and during the process.

According to the IMF (2016), the wage bill absorbed 9.1 percent of GDP, 30 percent of revenues, and 24.8 percent of total expenditure in 2017. Preliminary projections for 2018 estimated that these figures would remain the same. However, the IMF (2016) emphasizes that containing other current expenditures, including the wage bill and government pensions, is still critical.

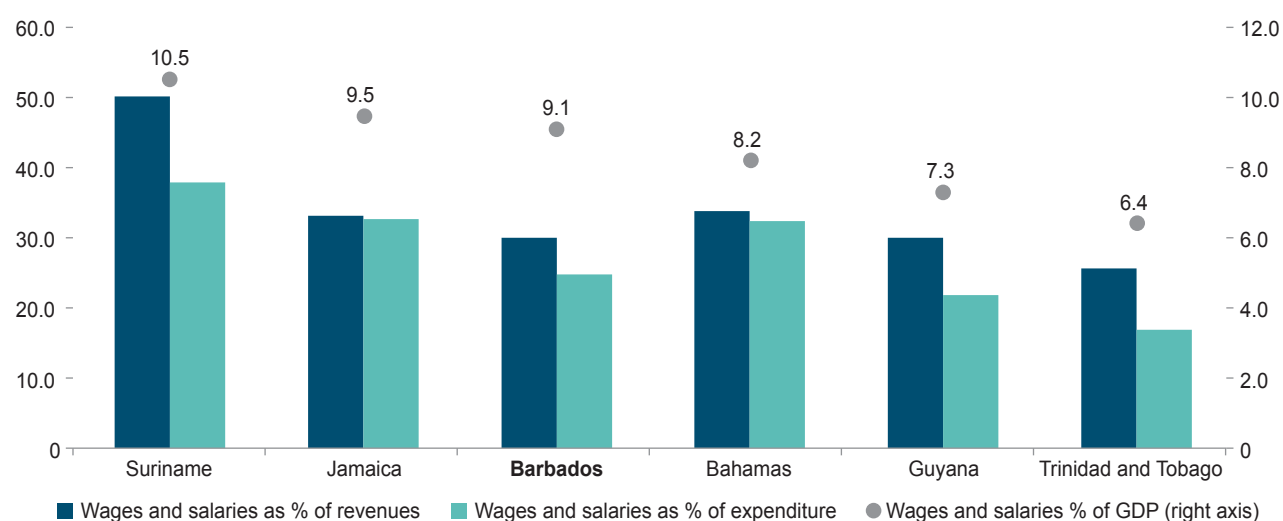
Compared to other countries of the Caribbean, Barbados presents a high ratio of wages and salaries to GDP, but comparable ratios of wages and salaries to revenues and expenditure with Guyana (see Figure 2).

In terms of staff education levels, while no national tertiary education prevalence statistics

were available, historically Barbadians were granted scholarships to pursue studies at the University of the West Indies Cave Hill Campus.<sup>8</sup> This benefit has been significantly curtailed as part of the current government's austerity measures. Nonetheless, stakeholders who participated in the diagnostic opined that the prevalence of employees with degrees may be higher in the public service than in the general population. This is due in part to the fact that a career in the civil service was traditionally viewed as prestigious, and it attracted national scholars. More recently, concerns about security of tenure and

<sup>8</sup> Barbados' first prime minister, Errol Barrow, granted free education up to the tertiary level.

**FIGURE 2**  
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.

increasing opportunities in the private sector have changed that dynamic.

While both internal and external stakeholders noted the relatively high prevalence of university graduates in the public service, they were quick to add that such graduates may not actually be deployed in positions that enable them to use their skills, since applicants are known to accept jobs in unrelated fields simply to gain access to public service employment. The 2016 Qualifications Order may help to remedy that situation. The Order lays out the qualifications required for appointment to the various public service positions.

In the opinion of the National Union of Public Workers (NUPW), the 2016 Qualifications Order is wreaking havoc. The NUPW attributed this to the elimination of the grandfather clause<sup>9</sup> and the fact that newly appointed officers who had the necessary qualifications did not have the experience or in-depth understanding of how the public service worked. The PAD was identified as an example of a department that had been adversely affected by the Order.

### 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.*

MCS and the Committee of Permanent Secretaries (CoP) indicated that there is no succession plan in place at this time. While the Public Service Act does not explicitly address the need

for succession planning, Part II Section 4 stipulates that the public service shall be managed by the PSC, Head of the Public Service and the CoP. Section 8 then stipulates that the functions of the CoP include coordinating those functions of the public service that relate to the management of the Service to ensure that the government has the capacity to provide a modern and efficient public service. It could therefore be argued that succession planning falls within the CoP's remit.

Both the NUPW and CTUSAB opined that public service managers generally functioned at the operational and administrative levels and lacked a strategic orientation. For their part, members of the CoP estimated that they spend between 25 and 50 percent of their time on strategic planning and management (as opposed to administrative/operational duties). However, most ministries do not currently have strategic plans in place. The OPSR lists strategic planning as one of its services and is currently providing such support to four ministries/departments. It is also developing a strategic planning workbook and guidelines for distribution throughout the public sector.

The Public Service Act confers on the CoP the responsibility for coordinating the activities of the various ministries to expedite decision making in matters requiring the involvement of several ministries, departments, or agencies. Members of the CoP indicated that there are several inter-ministerial committees established to this end and that technical matters are routinely discussed. However, they conceded that the level of cooperation is more functional than strategic. External stakeholders expressed skepticism about the consultative process, since their input did not seem to affect the government's policies and programs.

<sup>9</sup> Previous Orders included a grace period during which officers were given the opportunity to fulfil the qualifications requirements. The 2016 order did not include such a provision.

## Work Organization

Work Organization establishes and specifies the contents of the tasks for each job and the characteristics of the people who will 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.*

There are four occupational bands within the Barbadian public service:

- i. Band 1- Executive Leadership (S2-S1)
- ii. Band 2 – Senior Managers (S9-S3)
- iii. Band 3 – Middle Management (Z16-Z1)
- iv. Band 4 – Non-Managerial (Z38-Z17)

The existing job scales were developed by MCS based on a comprehensive job evaluation exercise and with due consideration for internal equity.<sup>10</sup> Job profiles exist for all positions but have a strong emphasis on qualifications as opposed to competencies. While acknowledging the existence of job profiles, internal stakeholders

expressed skepticism about the extent to which the profiles aligned with the government and the individual ministries' strategic priorities. This was cited as a contributing factor to the failure to fully implement policies and programs.

TAD is responsible for the design and roll-out of a competency framework which sets out how public officials are expected to perform their duties and gives support to the PRDS. The design work is scheduled to commence in 2018. The proposed framework outlines competencies which are grouped into three (3) broad categories:

- i. Management Competencies - *these include competencies pertaining to self-management and personal organization;*
- ii. Core Competencies - *these relate to communication and people skills; and*
- iii. Professional Competencies - *which relate directly to job roles in each ministry.*

TAD is currently working on a proposal and strategy to assist ministries in identifying these 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 to 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.

<sup>10</sup> The job evaluation exercise was conducted in 2001 and the results implemented in 2004.

## 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.*

Although several legal frameworks exist to standardize processes and procedures relating to meritocratic recruitment and selection and to ensure fair implementation of disciplinary procedures, there has been some criticism levelled at the implementation of these processes. This is reflected in calls for greater transparency and objectivity in these important HR practices.

The recent adjustments to the Public Service Qualification Order (2016) have also created some unease, with the new requirement indicating the need for a stricter alignment between job posts/requirements and qualifications. Further, qualifications do not necessarily equate to competency in a given role.

The Recruitment and Employment Code<sup>11</sup> stipulates that job opportunities shall be published within the public service or outside Barbados. The Commission has the discretion to determine whether it thinks that the vacancy can be filled by an employee already in the service. If so, then they need not advertise the vacancy.<sup>12</sup>

PAD utilizes circulars and its website<sup>13</sup> to promote vacancies and clearly identifies which ones are open to the public versus those restricted to internal candidates. External stakeholders expressed concerns about the PSC's process for

determining which jobs should be advertised externally and which ones are restricted to existing public service employees.

The Recruitment and Employment Code also stipulates that the method of selection shall be governed by objectivity, impartiality, and transparency. However, both internal and external stakeholders expressed concern about a lack of transparency in the operations of the PSC. In the absence of information on the basis on which the PSC exercises its discretion in making the foregoing determinations, there may be a perception that decisions are arbitrary or based on political influence.

The Regulations give the Commission the discretion to appoint a selection board consisting of persons trained or experienced in conducting interviews, knowledgeable in the area for which the candidate is being considered, and impartial. If the PSC utilizes a selection panel, then the ranking of that panel must be utilized, or a new panel established.

According to information provided by PAD,<sup>14</sup> the PSC members interview candidates for vacancies at the PS and DPS levels and delegate authority to PAD for positions below that level. PAD further indicated that the interview panel typically includes the PS (or his/her designee) from the line ministry where the vacancy exists. A subject matter expert from the private sector may also be invited to sit on the panel.

When making decisions about promotions, Commissioners are required to take into consideration seniority, experience, qualifications, merit, and ability. The Regulations stipulate that greater emphasis may be placed on seniority for posts involving work of a "routine nature," while merit and ability shall be given greater weight for those positions involving greater responsibility and initiative.

<sup>11</sup> Public Service Act First Schedule.

<sup>12</sup> PSC Regulations Part III Section 11.

<sup>13</sup> <http://www.padbds.com/current-vacancies/>

<sup>14</sup> Due to the unavailability of representatives from the PSC, that body's direct input was not obtained during the assessment.

Due to Barbados' size and layout, geographic mobility is not an issue. In terms of functional mobility, civil servants are free to apply to fill any posted vacancy providing they meet the specifications laid out in the Qualifications Order. While the OPSR lists the fostering of career mobility as one of its objectives, nothing has been institutionalized in this regard.

### 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 due to objectively verified technical, economic, or organizational reasons that justify workforce reductions.*

The PSC Regulations identify just causes for termination of an appointment. Part IV Section 18 makes provisions for the termination of employees for “the purpose of facilitating improvement in the organization of a Ministry or Department in order to effect greater efficiency or economy.” The previously referenced 2014 retrenchment exercise leveraged this provision.

### 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, promotion, compensation, discipline, and terminations are free from institutional biases associated with variables such as gender, race, ethnicity, class, religion, or place of origin.*

By the Constitution, employees are protected from being treated differently due in total or in part to their race, place of origin, political opinions, color, creed, or sex.<sup>15</sup> Additionally, the

Barbados Employment and Recruitment Code provides for full employment opportunities of people with disabilities provided that they are deemed competent to do the job.

## 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 should be 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 against expected performance standards.*

In a mature performance management system, supervisors/managers work with their

<sup>15</sup> The Revised Treaty of Chaguaramas requires the government to extend national treatment to citizens of CARICOM member states. It was not ascertained whether the PSC factors this obligation into their hiring practices.

direct reports to identify performance gaps and any training and development needs that may be contributing to these gaps. They then create a plan to help eliminate them.

The establishment of the PRDS unit in 2001 marked an important development in performance management in the public sector. The PRDS is based on a 360-feedback model where employee performance is evaluated on established performance standards, which should be aligned with the government's/ministries' strategic priorities. The information garnered from this quarterly process is also required to be used to inform training and professional development initiatives.

While PRDS began as a pilot project, it has been mandatory for all ministries since 2015. According to the PRDS Unit, in addition to valid job descriptions, the following items are critical to the effective operation of the system within ministries and departments:

- A current strategic plan or program budget for the current financial year
- An up-to-date procedural/operational manual
- An accurate and up-to-date organizational chart
- An individual work plan for all staff

During a consultation with the CoP, approximately one-third of attendees reported that their ministry/department had fully implemented PRDS. In a separate engagement, the acting chief personnel officer (CPO) estimated the compliance rate to be around 60 percent. In any event, compliance is far short of being universal.

## 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.*
- **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 stimulate 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.*

The recent financial crisis has placed considerable economic strain on the Government of Barbados. This led to several austerity measures aimed at revitalizing the economic health of the country. This coupled with the wage freeze in the public sector since 2009, may have serious implications for attracting new staff and maintaining employee morale and motivation.

Pay is not linked to performance. Salaries are determined by the minister responsible for the public service in accordance with Section 13(1)(d) of the Public Service Act Cap 29 and are standardized throughout the central government as published in the Public Service (General) Order, 2016. Officers generally proceed from the bottom of that scale to the top through annual increments. Despite the application of annual increments, real wages in 2016 were 11.5 percent lower than in 2008 (IMF, 2016).

A comparison utilizing a sample of jobs showed that some positions lag the market significantly (e.g., civil engineers and nurses), while the government leads the private sector in salaries for accountants and HR officers.

**TABLE 5**  
Public and Private Sector Salary Comparison

POSITION	PUBLIC SECTOR MEAN BB\$ PER ANNUM	AVERAGE PRIVATE SECTOR SALARY BB\$ PER ANNUM	DIFFERENTIAL
Accountant	63,548	55,000	13%
Civil engineer	63,548	110,400	-74%
Staff nurse	43,766	78,000	-78%
Chief IT officer/systems network administrator	95,344	90,204	5%

Source: 2016/17 Schedule of Personal Emoluments and <https://www.payscale.com/research/BB/Country=Barbados/Salary>.

Public sector wages and salaries are supplemented by various cash and non-cash benefits. Nonetheless, senior officials pointed out that it is becoming increasingly difficult to recruit and retain technical staff due to competition from international agencies. To avoid losing out completely, the government sometimes opts to allow officers to be seconded to such agencies for a specified period.

## 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 principles of selection for promotion as outlined in the Civil Service Regulations stipulate that the PSC “shall consider the eligibility of

all officers for promotion, and in respect of each officer shall take into account not only his seniority, experience and educational qualifications but also his merit and ability.” The Regulations distinguish between jobs involving work of a routine nature and jobs involving greater responsibility and initiative. In the former case, more weight is attached to seniority while in the latter case, merit and ability take precedence over seniority when selecting the employee to be promoted.

There are opportunities for promotion and continuous professional development. The use of the PRDS and the training opportunities provided through the TAD are intended to create an environment where employees can develop professionally. As previously established, the compliance rate for the effective utilization of the PRDS is less than optimal.

Also related to management’s lack of compliance with PRDS, CTUSAB expressed concern that the onus for mobility within the service depended on the initiative of individual employees. NUPW believes the time required to process voluntary transfers is excessive. Both unions pointed to the lack of institutionalized systems for job rotations, job enrichment, and other opportunities as a deficiency.

### 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 assess-

ment 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.

The failure to fully implement PRDS has created an information gap related to the existing learning and development needs throughout the public service. As a result, TAD lacks the data to ensure that the programs which it offers are strategically targeted to building organizational capacity in keeping with the cascaded national development priorities. Internal stakeholders have the perception that some of the training is supply-driven, that is, provided based on proposals from trainers or development partners, rather than being aligned to actual organizational needs.

A review of the evaluation form utilized by TAD for both in-house and purchased training programs revealed emphasis on the quality of the facilitator(s), course content, and design as well as relevance of the program content and the participants' overall level of satisfaction, that is, Kirkpatrick level 1 evaluation. No information was presented to indicate that the evaluation of learning, knowledge transfer, business impact, or return on investment—that is, Kirkpatrick levels 2, 3, and 4—is routinely conducted.

## 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 serve to reinforce the sense of belonging and the commitment of employees 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.

There are no formal systems in place for the government to solicit employee input on the work climate. Employee satisfaction or engagement surveys are not used, and any use of employee appreciation measures is based on the leadership style of the individual manager. While some ministries or departments have regular staff meetings, use an intranet and newsletter to communicate with staff, and recognize outstanding employees through awards, the practice is not institutionalized.

The recent relationship between public service workers and government can be described as acrimonious at the very least. This is evidenced in several impasses and breakdowns in negotiation between the unions and the government. Even though the Social Partnership was developed in the 1990s to create a healthy relationship between government and its social partners, there is mounting criticism regarding its declining efficiency and effectiveness.<sup>16</sup> A major concern expressed by the unions is a tendency for the government to be non-responsive to their requests for meetings.<sup>17</sup>

<sup>16</sup> For a history of the Social Partnership, see: <http://unpan1.un.org/intradoc/groups/public/documents/AAPAM/UNPAN026986.pdf>.

<sup>17</sup> NUPW indicated that the level of dialogue and engagement was better when the Whitley Councils were utilized at the local, departmental, and national levels. Whitley Councils consisted of shop stewards,

The Employment Rights Act (2012) made provisions for the establishment of the Employment Rights Tribunal, another avenue through which labor relations could be dealt with, particularly matters of unfair dismissal. One of the first cases that was addressed by the tribunal was the retrenchment of 200 National Conservation Commission employees, which was treated as a matter of unfair dismissal. The outcome of this case was that the retrenched workers should be reinstated.

The most recent example of industrial disputes between the government and unions came as a response to the government's 2017 budgetary decision to raise the National Social Responsibility Level (NSRL) from 2 to 10 percent. The major trade unions across Barbados were aggrieved by this decision and took to the streets in a show of solidarity to express their dissatisfaction with the increase. Some opposition parliamentary representatives have argued that this march was an outward manifestation of a decaying Social Partnership.

Apart from the financial issues, the unions also expressed concern about the large number of sick buildings in which government offices are housed. They suggested that the phenomenon was a consequence of a lack of maintenance due to budget cuts. Internal stakeholders also pointed to a relatively high incidence of interpersonal conflict and confrontation between supervisors/managers and individual members of staff.

## 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.*

Both internal and external stakeholder focus groups expressed concerns about the lack of transparency and undue delays in the activities of the PSC. The CoP gave the PSC a high rating for effectiveness but indicated that the loss of institutional knowledge within PAD had adversely affected the Commission's efficiency.

### Centralized HRM

There is no institutional mechanism in place for coordination between MCS, PAD, and TAD. Collaboration between the MCS and PAD is more reactive than proactive in that it takes place mainly in the determination of policies that are not clear, particularly relating to equivalency of qualifications. PAD and TAD collaborate primarily in granting training leave to public officers. It can therefore be concluded that while there are some elements of collaboration between the three agencies, there is no formal mechanism for the strategic coordination of HR development and management.

The NUPW acknowledged that recent automation had resulted in improved efficiency in PAD's operations. However, they expressed concern about PAD's effectiveness, particularly in the wake of the most recent Qualifications Order. The acting CPO confirmed that the department had experienced a high turnover rate, with approximately 40 percent of the current complement of personnel officers being new to the role. It is anticipated that the planned introduction of competency frameworks to be utilized alongside the Qualifications Order will serve to mitigate this particular risk.

CTUSAB also expressed concern about how PAD is currently functioning. Their primary areas of concern were bureaucratic inefficiencies and

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industrial relations officers, and management. The Councils dealt with matters peculiar to the given agency. The use of such Councils was discontinued in the 1970s.

an apparent focus on personnel administration to the exclusion of more strategic human resource management functions. Internal stakeholders shared similar concerns and described a disconnect between the line ministries and the PAD, pointing out that the latter was not viewed as a strategic business partner.

PAD acknowledged its lack of focus on more strategic matters and attributed that to the volume of administrative tasks. The trade unionists suggested that this problem could be solved by delegating some of the functions to the larger ministries and freeing up PAD to focus on monitoring their performance to secure compliance.

### ***Decentralized HRM***

As previously outlined, not all HRM units within line ministries are staffed by HR practitioners. As a result, the quality of service provided can vary

significantly. Thus, while the most recent Qualifications Order was designed to ensure that all officers met the minimum standards to fill their posts, there is no requirement of an executive officer or a clerical officer to have qualifications in HRM, although such an officer could be assigned responsibility for carrying out HRM duties within a ministry.

While the officers assigned to the HRM units in line ministries can contact the centralized HRM agencies for guidance, conflicting demands and heavy workloads could lead to excessive delays in addressing/resolving matters. This is a problem that has been flagged by NUPW. MCS has acknowledged the need to complete a job title rationalization exercise to ensure that job titles accurately reflect job functions and that staff are equipped to execute their assigned role effectively and efficiently.





# 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 the use in the IDB's Caribbean Civil Service Diagnostics. These seven quality indices contribute to 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 43 places Barbados in the medium level of development, among the best performers

in the Caribbean region. Within the quality indices, the country performs well on the Merit and Diversity Management indices. It scores medium on Functional Capacity, and low on the Efficiency, Structural Consistency, Integrative Capacity and Management Capabilities indices (see Table 6), indicating that there is room for improvement.

The sections below describe each of the quality indices and present Barbados' scores per critical point under each of them. Scores of critical points go from 0 (lowest) to 5 (highest).<sup>18</sup>

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<sup>18</sup> See Lafuente and Molina (2018) for a detailed analysis of the methodology and a description for each level per critical point.

**TABLE 6**  
**Barbados's Civil Service Development Scores, by Quality Index (2017)**

<b>Civil Service Development (aggregated index)</b>		<b>43</b>
Simple average of the following indices. Measures the overall development of HRM in the civil service		
1. Efficiency	Reflects the degree of optimization of the organization's investment in its human capital	16
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	73
3. Structural Consistency	Reflects the level of strategic coherence, management, and process consistency in the organization's HRM systems	33
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	44
5. Integrative Capacity	Measures the extent to which management, employees, and other key stakeholders experience a sense of belonging and the absence of conflict	20
6. Management Capabilities	Covers the spectrum from Transactional Management to Transformational Leadership	33
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.	80

## 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.	1
	20	Salary levels, including cash and non-cash benefits, are not excessive compared with labor market costs for any similar sector or grade.	3
	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 different 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	4
	11	The necessary safeguard mechanisms and procedures are in place against arbitrariness, politicization, patronage, and clientelism throughout the entire hiring process.	3
	14	Dismissals or terminations of employment that affect professional positions are not motivated by a change in the government's political leanings.	4

## Structural Consistency

This index measures the civil service's systemic soundness and integration, considering its basic structural elements. 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 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, adapted to each organizational environment.	4
	22	Compensation policy is set according to previously established criteria and consistent with the organization's structural design parameters.	4
	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.	1
	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.	3
	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.	3
	9	Job profiles include the selection of competencies that in each case are considered key for the success of the job holder's performance.	3
	12	Staff selection is based on competency profiles for potential job holders.	2
	13	The mechanisms for functional and geographic mobility respond flexibly to the demands of personnel redeployment.	3
	15	There is the possibility of terminating the employment relationship for objectively verified technical, economic, or organizational reasons that justify workforce reductions.	4
	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 on which they will be specifically evaluated.	2
	17	Throughout the management cycle, management monitors, observes, and supports improvements in employee performance, provides resources, and removes obstacles wherever necessary.	3
	18	Employees' performance is evaluated by the organization and compared to the expected performance standards.	3
	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.	1
	21	The compensation mechanisms encourage people to make more effort and stimulate individual or group performance, learning, and competency development.	2
	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 employees' commitment to the overall organizational project.	2
	30	Labor relations are preferably and habitually oriented toward agreement and consensus building rather than confrontation and denigration of adversaries.	1
	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.	1

## Management Capabilities

This index covers the spectrum from transactional management to transformational leadership. Transactional managers are concerned with 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.	1
	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.	2
	38	Senior civil servants collaborate across ministries and sectors to secure coherence in policies and programs.	2

## 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, and 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.	4
	37	Decisions related to hiring, promotion, compensation, discipline, and termination are free from institutional biases associated with variables such as gender, race, ethnicity, class, religion, or place of origin.	4



## Recommendations

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

### Efficiency

#	CRITICAL POINTS	COMMENTS AND RECOMMENDATIONS
3	In general, there are neither significant staff shortages nor overages.	The efficiency index reflects the degree of optimization of the organization's investment in its human capital. The primary areas for improvement relate to:
4	The overall cost of civil service staff is maintained within reasonable parameters that are compatible with the country's economic situation.	<ul style="list-style-type: none"><li>• <b>Compensation</b> – Measures to contain the wage bill should continue in order to achieve a sustainable wage-to-GDP ratio.</li><li>• <b>Competency Framework</b> – The timely completion and implementation of the planned competency framework could help to address some of the productivity and efficiency challenges.</li></ul>
20	Pay levels, including cash and non-cash benefits, are not excessive compared with labor market costs for any similar sector or grade.	<ul style="list-style-type: none"><li>• <b>Evaluation of training</b> – The inclusion of Kirkpatrick Learning Evaluation Levels 2, 3, and 4<sup>1</sup> evaluation could help secure more effective learning and development interventions.</li></ul>
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.	<ul style="list-style-type: none"><li>• <b>Succession Planning</b> – In collaboration with MCS, the CoP should design and implement a comprehensive succession planning program.</li></ul>
35	Management proactively identifies mission-critical positions and builds capacity to fill those positions as incumbents transition out.	

## 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 hiring process.	Barbados has strong instrumentality in this quality index. However, both internal and external stakeholders expressed concerns about a lack of transparency in the work of the PSC. Specific areas of concern include decision making on the publication of vacancies. While the regulatory framework provides for the exercise of discretion, the PSC may wish to share the rationale behind its exercise of discretion.
14	Dismissals or termination of employment that affect professional positions are not motivated by a change in the government's political leanings.	

## 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 in the organization's HRM systems.
2	The HRIS enable 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 a number of targeted interventions. These include:
6	The staffing policies, decisions, and practices in each area of HRM arise from intentions that are determined during the planning process.	<ul style="list-style-type: none"> <li>• <b>Strategic Plans</b> – the requirement that all ministries have active strategic plans needs to be enforced. Consideration should be given to assigning this responsibility to the head of the Public Service. At the same time, OPSR should be tasked with providing technical support as warranted to ensure compliance. Workforce planning should then be informed by the national and ministerial strategic plans.</li> </ul>
8	Grading arrangements and job hierarchies result from rational criteria, which are adapted to each organizational environment.	<ul style="list-style-type: none"> <li>• <b>HRIS</b> – Both PRDS and Smart Stream should be fully implemented, with non-compliant ministries being called to account by the head of the Public Service.</li> </ul>
22	Compensation policy is set according to previously established criteria and consistent with the organization's structural design parameters.	<ul style="list-style-type: none"> <li>• <b>Learning Needs Assessments</b> – Once ministries are fully compliant with PRDS, TAD should harvest the data re performance gaps to inform their learning and development agenda.</li> </ul>
26	Investment in training is made via plans that are based on a needs assessment and designed to support the organization's stated priorities.	<ul style="list-style-type: none"> <li>• <b>PAD</b> – Coaching, mentoring, and job rotation should be explored as mechanisms for addressing the lack of experience of a significant portion of the personnel officers in this department.</li> </ul>
32	Managers take responsibility and appropriately exercise their responsibilities as managers of the personnel within their sphere of formal authority.	
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	COMMENTS AND RECOMMENDATIONS
5	The technical level of the workforce is commensurate with a knowledge-based society. Skilled labor represents a significant proportion of the workforce.	<p>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.</p> <p>Concerted effort is required to address gaps in instrumentality related to this quality index. Required interventions include:</p> <ul style="list-style-type: none"> <li>• <b>Competency Framework</b> – This should be completed ASAP to complement the 2016 Qualifications Order and reduce the current over-reliance on academic qualifications.</li> <li>• <b>Job Descriptions and Profiles</b> – Once the competency framework has been completed, job descriptions should be updated, and the updated profiles utilized in all recruitment activities.</li> <li>• <b>Functional Mobility</b> – Performance coaching conversations and PRDS should be used to create individual development plans and career paths.</li> </ul>
7	Job descriptions conform to managerial criteria rather than to legal considerations or collective agreements. The legal framework and 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 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 due to 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 those 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 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 skills 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.	

## Integrative Capacity

#	CRITICAL POINTS	COMMENTS AND RECOMMENDATIONS
28	The organization makes efforts to learn about its work climate, using reliable instruments for periodic evaluation.	<p>Integrative capacity measures the extent to which management, employees, and other key stakeholders experience a sense of belonging and the absence of conflict.</p> <p>Possible interventions include:</p> <ul style="list-style-type: none"> <li>• <b>Employee satisfaction surveys</b> – Consider introducing surveys to improve employee engagement.</li> <li>• <b>Social Partnership</b> – Seek to recapture the original ethos of the partnership.</li> </ul>
29	The organization has specific communication instruments that reinforce the sense of belonging and the commitment of employees to the organizational goals.	
30	Labor relations are preferably and habitually oriented toward consensus building rather than confrontation and denigration of adversaries.	
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.	<p>This index covers the spectrum from Transactional Management to Transformational Leadership. Transactional managers are concerned with 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.</p> <ul style="list-style-type: none"> <li>• <b>Committee of Permanent Secretaries</b> – Develop a charter for the Committee, ensuring that it adopts a more strategic orientation and includes accountability mechanisms.</li> <li>• <b>People Management</b> – Include this as a core competency for all supervisory and managerial-level employees, with special emphasis on performance coaching.</li> </ul>
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.	
38	Senior civil servants collaborate across ministries and sectors to secure coherence in policies and programs.	

## 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.	<p>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 place of origin.</p> <p>Barbados appears to be doing well in this area. Therefore, no recommendations are proffered.</p>



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## Workshops and Interviews

### 1. National Union of Public Workers (Roslyn Smith, General Secretary)

### 2. Committee of Permanent Secretaries

#	NAME	JOB TITLE	MINISTRY
1	Sonia Foster	Acting PS	MIICS
2	Judith Field-Gray	Commissioner of Titles	MHLRD
3	Yolande Howard	PS	MLSD
4	Mark Cummins	CTP	TCDPO
5	Alies Jordan	Acting PS	MHLR
6	Janet Phillips	PS	MSCD
7	Margaret Jones	PS (Ag)	PMO
8	Esworth Reid	PS	Training
9	Juliet Clarke	SAO (Ag)	HCS
10	Cheryl Bennett-Inniss	Chief Technical Officer (Ag)	Transport and Works
11	Gayle Francis-Vaughan	PS	Home Affairs
12	Ruth Blackman	PS	MCSY
13	Barbara Cooke Alleyne	Registrar	Registration
14	Louis Woodruff	Head Public Service	

### 3. Public Administration Division

- John Browne, Principal Personnel Officer
- Penny Linton, CPO (Ag)

### 4. Congress of Trade Unions and Staff Associations of Barbados (General Secretary)

### 5. Ministry of Civil Service

#	NAME	JOB TITLE
1	Charley Browne	Director OPSR
2	Richard Durant	Deputy Director OPSR
3	Leann Harewood	Clerical Officer
4	Michelle Cheeseman	Steno/Typist
5	Nadia Marshall	Accountant
6	Barry Boyce	Clerical Officer
7	P. Archibald	Messenger & Driver

#	NAME	JOB TITLE
8	Alison Gittens	MDO
9	Haseley Straughn	EGDO
10	Lisa Mapp	Admin Officer I (Ag)
11	Lyndon Robinson	Admin Officer I (Ag)
12	Alison Richards	Admin Officer II (Ag)
13	Jenny-Lynn Francis	Admin Officer I
14	Sylvia Turton	Governance Officer
15	? Harewood	Chief e-Government Development Officer
16	Ricardo Weekes	AOI – OPSR
17	Lucille Alleyne	Executive Secretary
18	Sophia Phillip	Senior Clerk
19	Leisee Harper	Clerical Officer
20	Deborah Lynton	Systems Analyst (Ag)
21	Isola Grazette	Asst Management Development Officer
22	Carol Manning	Assistant Accountant (Ag)
23	Alison Lowe	Administrative Officer I
24	Yvette Bryan	Admin Officer I
25	Grendy Stanford	Maid
26	Palma Vaughant Wood	Maid
27	Jean Forde	Management Development Officer
28	Jennifer Best	Communications Officer
29	Curtis Gilkes	Senior Administrative Officer
30	M. Stuart	MDO
31	Shelley Blades	Management Development Officer
32	Jennifer Dear	MDO

## 5. External Stakeholders Consultation

#	NAME	JOB TITLE	MINISTRY
1	Ryan H Byer	Head (Ag)	UWI Open Campus
2	Sandra Payne	CEO (Ag)	Invest Barbados
3	Julia Hope-Taggart	1 <sup>st</sup> VP	BIBA
4	Henderson Holmes	Executive Director	BIBA
5	Michael Allamby	Owner	Caribbean Success Investment
6	Eddy Abed	President	BCCI
7	Wayne Soverall	Senior Lecturer	UWI

## 6. Internal Stakeholders Consultation

#	NAME	JOB TITLE	MINISTRY
1	Nicole Taylor	DPS	Ministry of Environment and Drainage
2	Diana Yearwood	SAO	Prime Minister's Office
3	Christopher Simon	Assistant Accountant	Ministry of Public Works
4	Terry J.E. Bascombe	DPS	Ministry of Industry, International Business, Commerce and Small Business Development
5	Cheryl Grogan	AO I (Ag)	OAG
6	Chelly Eastmond	Executive Secretary	Ministry of Culture, Sports and Youth
7	Latoya Archer	AO II (Ag)	Ministry of Labour, Social Security & Human Resource Development
8	André Padmore	FSO I	Ministry of Foreign Affairs
9	Roger Carter	SEHO (Ag)	Ministry of Health
10	Marsha Caddle	Budget Analyst (Ag)	Ministry of Finance & Economy
11	Undine Davis	Clerical Officer	Office of Attorney General
12	Sherland Turton	AO I	Ministry of Social Care
13	Alison Elcock	Senior Safety & Health Officer (Ag)	Labour Dept
14	Shernelle Sealy	Personnel Officer	PAD
15	Alfred Gibson	Sr Executive Officer	Cabinet Office
16	Fay-Marie Browne	Deputy Principal Training Officer	TAD
17	David Piggott	Clerical Officer	Ministry of Housing and Land
18	Angela Newton-Jean Baptiste	AO I	Ministry of Home Affairs
19	Chesterfield Coppin	ECAO	Ministry of Commerce

