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Presented by Miss Robatson.  
13/11/71.

Re-organisation of and Improvements to the Government Service

I have the honour to inform this Honourable House of a number of measures which have been taken or are contemplated with a view to re-organising and improving the Government Service.

2. The operations of Government in a modern society tend to become increasingly more complex and this involves the Government in intensified competition with the private sector for personnel trained in the latest administrative and technical skills and the more sophisticated management techniques. It is necessary for the Government, therefore, on the one hand to constantly review and improve the emoluments and conditions of service of Public Officers with a view to providing them with reasonably satisfactory career prospects, and on the other to update and re-organise the systems and procedures of the Government machinery in order to ensure that it functions constantly at maximum efficiency.

3. Regrading of Salaries

Proposals for regrading salaries throughout the Government Service are contained in a separate Ministry Paper which has been tabled simultaneously with this. As indicated in the Ministry Paper referred to -

(i) the rates of pay increase proposed generally are as follows:-

<u>Salary Range</u>	<u>Percentage Increase</u>	<u>Percentage Net after Tax</u>
\$6,000 and over	50%	22%
\$5,000 to \$5,999	35%	22%
\$3,000 to \$4,999	30%	24%
Below \$3,000	25%	24%
Weekly paid staff	25%	25%

(ii) the increases will be implemented over the 3-year period 1970/71 to 1972/73. This introduces a new 3-year cycle of salaries revision in the Government Service based on a continuous survey of pay and conditions of service in the private sector, which will be carried out by the Pay Research Unit of the Ministry of Finance and Planning;

(iii) as an integral part of the regrading exercise, and with a view to promoting greater efficiency, a new system of Merit Awards has been introduced which will replace the existing system whereunder increments are paid annually as a matter of course. Rating Committees will accordingly be set up in Ministries and Departments to assess each officer's performance and output, and on this basis recommend whether or not a Merit Award should be paid. The old incremental scale has been increased by 50% approximately and this is the new level at which the Merit Awards will be paid.

4. Pensions

The Government has decided on a number of measures to improve the retiring benefits of Government employees as follows:-

(i) It is proposed to make the provisions of the Pensions Law, Cap. 285, applicable to employees of statutory organisations, where salaries are based on those of

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Central Government, and to weekly-paid employees. At present these employees enjoy retiring benefits under the Provident Fund Law, which requires them to make a contribution of 5% of their salary and this is matched by Government. On retirement, these officers (except a few who come under the Provident Fund Pensions Scheme) are only eligible to receive a lump sum payment, whereas under the Pensions Law, Cap 285, they may receive both a lump sum and a pension. Under the Civil Service Scheme, the officers would not be required to make any contribution towards their pension.

- (ii) Provisions are also to be made whereunder an officer who, at the request of the Government, continues in service after having completed 33-1/3 years, and attained the age of 55, may qualify for a maximum pension of up to three-quarters instead of two-thirds of the highest pensionable emoluments drawn by him. This proposal is aimed at inducing trained and experienced personnel to remain and serve the Government beyond the statutory retiring age of 55 years.
- (iii) It is also proposed to make provision whereby a person who is appointed a Supreme Court Judge or a Judge of the Court of Appeal on pensionable terms, and such person had previously served in the Public Service, then the break in service would be disregarded in order that retiring benefits may be awarded in respect of service prior to such break, provided that the second period of service is not less than 5 years.
- (iv) Police Pensions and Army Pensions

Proposals are to be introduced for improving the rates of retiring benefits for policemen and statutory allowances payable to dependants of members of the Police Force, especially in those cases where death results from injuries received in the execution of duty. The more salient of these proposals are as follows:-

- (a) The Gazetted Police Officers, who at present qualify as Civil Servants under the provisions of the Pensions Law, Cap 285, will be granted the same benefits as the Sub-Officers and Men who come under the Constabulary Force Law Cap 72, since the benefits under the latter are more generous.
- (b) Where death occurs as a result of injuries received in the execution of duty:
- (i) A mandatory payment (gratuity) of 1½ year's salary, instead of the present provision of 1 year's or the commuted pension gratuity, whichever is greater, will be payable to the legal personal representative; and
- (ii) the widow's pension will be increased to two-thirds of the deceased's pay at date of injury, and increased payments will also be made to other dependants, up to a maximum payment to widow and dependants not exceeding the deceased's pay at date of injury.
- (c) Disability Pension

Where injury results in total impairment,

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provision is to be made whereby the Policeman's total benefits (pension plus disability allowance) shall be equal to his pay at the time of injury.

It is also intended that the Police provisions for the payment of disability allowance and pension to dependants are now to be applied to the Defence Force.

#### Special Constables

In the case of Special Constables, it is proposed that the pension provisions of the Constabulary Force Law should be made applicable to them. One difficulty in their case, unlike other employees qualifying for pension, is that most Special Constables are not regularly employed and others are intermittently employed for varying periods throughout the year. To meet this situation, it is proposed that interruptions in the employment of Special Constables not due to misconduct or voluntary resignation should be disregarded in computing their total service for pension purposes, provided that a year for pension purpose shall not be less than 156 working days.

#### District Constables

Most District Constables are employed by Government for very irregular periods and certainly not for any protracted period of time, which would make them eligible to be regarded as regular Government employees and so qualify for retiring benefits in the normal course, i.e. under the Government Employees (Compassionate Gratuities) Resolution 1947. However, there is a District Constables Fund set up under the Constables (District) Law, Cap. 70. From this fund gratuities are at present paid to District Constables on retirement, ranging from 40¢ to 60¢ for each year of service. It is intended to increase these rates to rates ranging between \$3.00 and \$6.00 for each year of service, i.e. a year in which a Special Constable works for not less than 50 days, with effect from 1st April, 1970.

#### (v) Linking of Military Service with other Public Service for Pension Purposes

Provision is also to be made whereby service in the Local Forces and/or the regular Force of the Jamaica Defence Force which preceded or followed employment in the Constabulary, Central or Local Government Service will be allowed to count for pension purposes.

A further Ministry Paper giving fuller details of the new pension proposals will be brought before the House shortly.

#### Legislators' Pension

It is proposed to review the retirement benefits for legislators.

Details of the above proposals will be worked out in discussions to commence immediately and the necessary amendments will be brought before the House in due course for approval.

#### 5. Widows and Orphans Pension Scheme

For some time now the Jamaica Civil Service Association has brought to the attention of Government a number of inequities in the existing Widows and Orphans Pension Scheme and requested that the Scheme be revised. Accordingly, the Government engaged the services of an Actuary

who has been charged with a complete revision of the Scheme. The Actuary has been provided with all the statistical data which he has required and his report is expected shortly.

#### 6. Civil Service Training Centre

The need for an organised training Programme in the Jamaica Civil Service was recognised several years ago and the post of Government Training Officer was created in 1957 with a view to planning and initiating a local In-Service Training Programme as well as a planned programme of scholarships at the University of the West Indies and in Educational Institutions overseas, particularly in areas of study such as Engineering, Medicine, etc., in which qualified personnel were in short supply.

A rudimentary staff Training Centre in rented premises has also been in operation since 1957, where short courses in Accounting, Machine Shorthand, orientation and induction for the clerical grades as well as for Administrative Cadets and Junior Administrative Officers have been held over the period. However, it has been recognised for some time that this training must be extended and intensified considerably if the Service is to discharge adequately the duties and increased responsibilities entrusted to it on the attainment of Independence. It was not surprising therefore when the United Nations Mission, which conducted an enquiry into the machinery of the Jamaica Civil Service in 1964, recommended in its Report that:-

- (i) Government should establish a proper Staff Training Centre;
- (ii) the Training Division should be considerably expanded; and
- (iii) two training experts should be recruited for two years through an international programme to assist in the running of Central training courses.

This Report has been generally accepted by the Government and a Project Request for assistance towards the establishment of a permanent training institution at which Government officers would be trained in middle level technical and administrative skills has already gone forward to the United Nations Special Fund. The assistance sought includes equipment, a library, training fellowships, experts in various areas of public administration training, etc. over a 4-year period. In the meantime, and pending the erection of a permanent Centre for which a suitable site on Government-owned lands is being earmarked, steps are to be taken to rent suitable premises.

Under UNDP auspices a Senior Adviser on Civil Service Training has been assigned to Jamaica since January, 1970, to work with the Training Division in developing and promoting a programme of In-Service training in Ministries and Departments.

#### 7. Personnel Development Unit

When considering the United Nations Report already referred to, the Government decided that in dealing with future personnel needs the emphasis should be placed on seeking out Jamaicans abroad who had acquired qualifications and skills by their own efforts and who were interested in returning to live and work in Jamaica, with a view to providing them with every facility to do so. Accordingly, a Personnel Development Unit within the Training Division of the Ministry of Finance and Planning, was set up in September, 1969, the functions of which are to ensure that:-

- (i) full information is available on Jamaicans abroad who have acquired skills and qualifications which are required in Jamaica;
- (ii) information on job opportunities both in the Government Service and in the private sector is readily available, and

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- (iii) qualified Jamaicans abroad are encouraged to return home to take up employment.

The Unit has accordingly been compiling records of Jamaicans overseas, their courses of study and expected dates of graduation. As a means of contact, it also publishes a monthly Newsletter containing information of use to Jamaicans wishing to return to Jamaica and listing job opportunities in the Government Service.

The House will be pleased to know that within the next month or two the Chief Personnel Officer along with the head of the Unit will pay short visits to the United Kingdom, the United States of America and Canada to recruit skilled personnel for the Jamaican Civil Service. Discussions will be held not only with students but also with trained Jamaican nationals living and working in the territories named.

8. Reclassification of the Civil Service

For some time now the Government has been giving consideration to the need for position classification in the Jamaican Civil Service, which now exists on a very broad basis only. Indeed it was concluded that it is now crucial for proper personnel administration in the Service that professional assistance should be obtained to deal with this fundamental question of position classification and it was recognised that what is needed is:-

- (a) the development and introduction of a system of position classification for the entire Civil Service of Jamaica, under the direction of specialists in this area;
- (b) the creation of adequate and competent machinery within the country's constitutional framework for the continuing management and maintenance of the system; and
- (c) provision for the immediate and future training of local officers in the operation of such a system which would involve a comprehensive training in job evaluation.

In looking around for the best source to tap for this kind of assistance the Government became aware that the Canadian Government had only a few years ago initiated a comprehensive reclassification of its own Federal Civil Service and accordingly decided to approach this source.

I am pleased to inform this Honourable House that our request has borne fruit and the Canadian International Development Agency has made available four experts who are expected to arrive in Jamaica in July, 1970, in connection with this exercise.

9. Industrial Relations Unit

An Industrial Relations Unit was set up in February, 1968, within the Establishments Division of the Ministry of Finance and Planning. The Unit functions as a central co-ordinating agency to deal expeditiously with the Government's industrial relations with the Trade Unions, Staff Associations and any other group representing Government employees. It is also involved, through the Ministries concerned, in industrial relations affecting Local Authorities, Statutory Bodies and other organisations where any change in the terms and conditions of service of employees would result in a direct or indirect charge on the Government's Budget. The Unit has established itself as a useful and effective organisation in resolving disputes with the Unions as soon as possible after they occur and before a state of crisis is reached. It also provides a quick channel for the adjustment of anomalies which are brought to light and which otherwise would be a cause of discontent.

10. General Efficiency of the Civil Service

It is proposed to carry out now efficiency and organisational studies in specific areas in order to determine the best structure and the best management tools to modernise the administration and improve its effectiveness, to reduce paper work and eliminate duplication, and to work out a system of greater utilisation of computer services. A first objective will be to put all pay rolls on the computer. The Organisation & Methods Division will work in conjunction with Consultant Specialists in the field of Public Administration and Management and special studies will be done to locate bottlenecks and to generally streamline operations.

Edward Seaga  
Minister of Finance and Planning,  
10th June, 1970.

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