

OPERATIONAL MANUAL

MINISTRY OF

THE CIVIL SERVICE

FEBRUARY 1991

(Revised 2006)

Introduction	5
Definitions	7
Chapter I	11
History and Functions.....	11
Functions	12
Chapter 2	19
Staffing the Public Service.....	19
Categories of Employment.....	19
Classification	19
Temporary Staff.....	21
Examining Staff Proposals	22
Regrading of Posts	23
Job Evaluation	24
Chapter 3	28
Pay, Allowances and Related Matters	28
Rates of Pay	28
Review of Pay.....	28
Allowances	31
Chapter 4	38
Conditions of Service	38
Appointment and Discipline of Staff Other Than Public Officers	38
Secondment of Public Officers and Employees	39
Sick Leave	43
Travelling	44
Uniforms and Clothing.....	47
Chapter 5	53
Operating Procedures	53
Processing Legislation	53
The Cabinet Paper.....	55
Files	55
Statutory Boards	63
Chapter 6	66
Office Instructions	66
Conduct	66
Hours of Attendance	69
Security Classification	73
Chapter 7	78
Statutory Boards	78
Purpose and Functions	78
Appointment of Boards' Staff	78

Pensionability	<u>79</u>
Other Conditions of Service	<u>80</u>
Relationship Between the Ministry of the Civil Service and Statutory Boards.....	<u>80</u>
Appendix I.....	<u>81</u>
List of Statutory Boards	<u>81</u>
Statutory Boards Which Employ Staff.....	<u>81</u>
Statutory Boards Which Do Not Employ Staff	<u>81</u>
Other Statutory Bodies	<u>82</u>
Public Companies	<u>82</u>
Appendix Ii.....	<u>83</u>
Pension Arrangements for Staff of Statutory Boards	<u>83</u>

INTRODUCTION

It is a normal requirement of any organisation that the rules, conventions and practices which govern its operations be codified and be easily accessible to those persons who man those operations.

The provision of an office manual for the Ministry of the Civil Service arises out of this requirement. Further, the manual is intended to supplement, not replace, the general orders and the requisite legislation in their application to the work of the Ministry. The manual is also intended to be a guide to the staff of the Ministry in their relationships with each other, with other civil servants and with the public at large. In this respect the Chapter on Office Instructions is relevant.

This edition of the manual is a revision of the original edition of 1973 which had served its purpose. Though still relevant in many respects that edition was in need of updating in the context of the many changes which have occurred in the public service generally and in the organisation and functioning of the agencies of Government which have responsibility for the conditions of service of civil servants.

The manual has been prepared in loose leaf form to facilitate future revision and the replacement of pages and sections as may be indicated.

Members of staff are invited to draw to the attention of the Permanent Secretary from time to time any amendments which they consider advisable.

Ministry of the Civil Service
January 1991

DEFINITIONS

The following definitions are given to certain terms which are frequently used in the Ministry of the Civil Service and throughout the public service. Many of the terms appear elsewhere in this document -

Act	Any law made by Parliament through all its components - House of Assembly, Senate, Governor-General, and the Official Gazette.
Bill	The draft form of an Act which usually contains at the beginning some outline of the objects and reasons of the proposed legislation. After a Bill has gone through all its parliamentary stages the objects and reasons are eliminated.
Cabinet Paper	An analytical account of a policy matter submitted to the Cabinet for formal approval or for general information. It represents the official machinery through which matters are channelled to the Cabinet.
Chain of Command	The channel through which instructions and communication travel between superior and junior officers within any organisation.
Civil Establishment Order	A legal instrument made by the Minister responsible for Establishments under the authority of the Civil Establishment Act, Cap. 21. A Civil Establishment Order may provide for the quantum and grading of established staff and the rates of salary payable to them; the qualifications required for appointment to such established posts, and the grant of leave passages or the payment of passages in respect of the holders of such established offices.
Classification & Grading	The examination of jobs in the Civil Service in the light of pre-determined definitions of the functions appropriate to these jobs and the placing of these jobs in appropriate grades. The system is widely used for salaried offices but may be applied to wage earners as well.
Delegation	The transfer downwards in an organisation of the authority to make decisions in a well-defined area of activity.
Department	The agency which is physically and organisationally separated from a Ministry and may include reference to divisions or even units.
Division	Either a large part of a Ministry which controls a substantial area of the workload of such a Ministry or a separate agency within a Ministry which shares a Minister with other agencies even though each performs duties unrelated to the other, e.g. Personnel Administration Division and the Training Division.
Division of Labour	The rational allocation of duties among the various sections of an office or other organisation; also the allocation of duties among the persons

working any such section.

Draft	A preliminary documentation of a particular subject matter in a rough form subject to vetting and revision as may be necessary either by the person preparing the draft or by some higher authority
File	A contrivance for arranging papers in an orderly fashion in order to facilitate reference and communication.
Green Paper	A Government report circulated among interested parties, including Parliament, inviting comments. A green paper only represents a tentative position on some aspects of policy without commitment. It is not necessarily green in colour.
Integration	The process of physical amalgamation of Departments into central Ministry headquarters or the organisational integration of the functions of departments within Ministry headquarters without the physical amalgamation.
Job Evaluation	A method of determining the relative standing for pay purposes of jobs within an organisation or part of an organisation. Job evaluation may include classification and grading.
Line and Staff Functions	<p>(a) <u>Line</u> Those functions relating to the primary work for which an organisation has been set up.</p> <p>(b) <u>Staff</u> The function of those persons who advise the line staff or provide them with a service, e.g. finance, personnel.</p>
Memorandum	A formal communication between one Ministry or Department and another.
Ministry	The total organisation falling under a Minister; also the ministerial headquarters.
Minutes	A typewritten or handwritten manuscript recorded on file addressed from one officer/official to another as part of the communication process.
Official Gazette	An official publication issued by order of the Government containing Government notices, records of proceedings in Parliament and legislation either in draft or final form. Publication in the Official Gazette usually gives legal effect to some matters.
Order	Subsidiary legislation usually made under the authority of an act seeking to bring into effect any aspect of an Act for which provision is not made in the parent legislation.
Regulations	Subsidiary legislation similar to Orders which give effect to aspects of an

Act not provided for in the original Act.

Savingram	A formal communication between Governments or between Governments and international/Commonwealth organisations.
Span of Control	Reference to the number of persons reporting directly to a superior officer.
Staff Inspection	The examination of the work of a department, section or unit to determine the number and grades of staff required for the purpose of that work. Staff inspection is primarily intended to assess necessary work and a Staff Inspector must try to make suggestions on measures for work simplification.
Statutory Board	Any Board, Commission, Committee, Council or other like body established by or under an enactment.
Statutory Instrument	Any legal instrument issued under the authority of statute.
White Paper	A report usually submitted to Parliament which may also have wider circulation, giving explanatory information and details of policy which is the basis of legislation.
Whitley Council	The institution designed within the Civil Service to provide the greatest measure of cooperation and consultation between the Government in its capacity as employer and a representation entity of the general body of civil servants through their unions and associations in matters of conditions of service.

CHAPTER I

**HISTORY AND FUNCTIONS OF
THE MINISTRY OF THE CIVIL SERVICE**

Functions

Complementing
Classification and Grading
Remuneration
Superannuation
Staff Relations
Other Conditions of Service
Job Efficiency

Legislative and Other Authority

A General Matters
B Pensions
C Orders
D Other Relevant Legislation
E Resolutions

Other Authority

(a) General Orders 1970 (as amended)
(b) External Service Orders 1972

CHAPTER I

HISTORY AND FUNCTIONS OF THE MINISTRY OF THE CIVIL SERVICE

The Ministry of the Civil Service was established in its present form, the first designation was the Ministry of the Public Service, in June 1986 in pursuance of the declared policy of the Government that emphasis would be placed on civil service efficiency as a mechanism for national development.

1.2 While the Ministry encompasses the former personnel agencies - the Establishments Division, the Training Division and the Services Commissions Department - the operational structure of the three agencies has remained essentially the same as before the establishment of the Ministry.

1.3 For purposes of this manual reference to the Ministry of the Civil Service is almost exclusively confined to the former Establishments Division of the Prime Minister's Office, the development of which was closely linked to the constitutional development of Barbados. A brief outline of the history of the agency follows.

1.4 Prior to the institution of a ministerial system of Government and indeed until 1958 all personnel management in the Civil Service, like all other policy, was centralized in the Colonial Secretary's office, later the Chief Secretary's Office. The Public Service Commission was first established in 1952 to provide a largely advisory function to the Governor in matters of recruitment, promotion and discipline. An assistant Chief Secretary was responsible for servicing the Commission on the one hand while on the other hand he processed all other matters relating to conditions of service and training involving policy determinable by the Governor-in-Executive Committee.

1.5 Constitutional advancement starting with a ministerial system in 1954 and proceeding by way of Cabinet Government in 1958, full internal self-Government in 1961 and finally Independence in 1966 was paralleled by consequential development of the Civil Service. The creation of ministries and new departments, the expansion of other departments and the effect of a gradual diminution of the responsibility of the Secretary of State in Britain for personnel matters, created new dimensions for personnel administration as were reflected in the following -

- (a) the active participation of staff through their unions and associations in determining the conditions under which they work;
- (b) a more systematic approach to matters of grading, the provision of staff, the organisational structure of the Civil Service and other conditions of service; and
- (c) the growing need for intensive and extensive training to meet the demands of localisation of the Civil Service in a developing country.

1.6 In 1958 an Establishments Section was created in the Ministry of Finance with responsibility for determining staff numbers and the grading of posts and in formulating the policy governing general conditions of service. The section was staffed on a full-time basis with but two officers - an Assistant Secretary (Administrative Officer I) and a Senior Clerk - and the Assistant Financial Secretary exercised a watching brief over its operations. With the disintegration of the Chief Secretary's Office in 1961, a post of Assistant Chief secretary was re-designated Chief Establishments Officer at the level of Permanent Secretary and posted to the Ministry of Finance as head of the Establishments Section. The section at that time had assumed responsibility for staff relations in the Civil Service.

1.7 With Independence on 30th November, 1966, the status of the Section was raised to that of a Division of the Prime Minister's Office. The functions and staff of the new Division were subsequently increased following a re-allocation of functions between Establishments and the Service Commissions' Department. The central administration of the leave and leave passages provisions and of the pensions legislation was transferred to the Establishments Division in 1967.

Functions

1.8 On 1st October, 1967, the functions of the reconstituted Establishments division were redefined and remained in that form until 1979 when the administration of leave and leave passages and the processing of applications for pensions were re-assigned to the Services Commissions Department (Personnel Administration Division). The functions of the Ministry may be summarized as being the responsibility to provide ADEQUATE STAFF AT THE APPROPRIATE LEVELS ON THE BEST POSSIBLE CONDITIONS OF SERVICE AS TO MAINTAIN A CONTENTED AND EFFICIENT CIVIL SERVICE. In detail these functions are -

(a) **Complementing**

The staffing (posts not persons) of the entire Civil Service whether on a permanent or temporary basis.

(b) **Classification and Grading**

The organized division of the establishment into categories appropriate to the content of the job and the further sub-division of these categories into grades to accord with the level of responsibility, the skills and qualifications required to perform the job and to a lesser extent the factors of demand and supply.

(c) **Remuneration**

The determination of levels and rates of salaries, allowances, increments and incremental credit.

(d) Superannuation

The administration of the policy on pension and other retiring awards in the Civil Service.

(e) Staff Relations

Negotiation and consultation with accredited employees' organisations on conditions of service of public officers and employees.

(f) Other Conditions of Service

Formulating the policy and the general rules and regulations applicable to hours of attendance, leave, leave passages, travelling, the qualifications required for appointment to posts throughout the Service and for passing beyond Bars in salary scales, housing and other conditions of service. The preparation and maintenance of General Orders for the public service is also a responsibility of the Ministry. Many of the rules relating to conditions of service and regulating the activities of public officers and employees are embodied in the General Orders.

(g) Job Efficiency

The provision of advisory and executive management services for the entire Public Service by maintaining a programme of reform and by the development and application of relevant efficiency techniques - Organisation and Management, Staff Inspection, Information System Management, etc.

Legislative and Other Authority

1.9 Functions relating to grading, qualifications, complements, leave passages and the payment of passages are authorised under the Civil Establishment Act, Cap. 21. Superannuation is covered by the various pensions' legislation. The General orders are made under authority of section 72(1) of the Constitution. A list of the legislation directly administered by the Ministry or of some particular relevance to the functions of the Ministry is as follows -

A. GENERAL MATTERS

1. The Public Service Act, Cap. 29.
2. The Public Officers Loan and Travelling Allowances Act, Cap. 31 and the regulations (1988) made thereunder.
3. The Overseas service Agreement Act, Cap. 24 and the Regulations made thereunder.
4. The Governor-General (Conditions of Service) Act, Cap. 6.
5. The Judges Remuneration and Pensions Act, Cap. 115A and the Regulations made thereunder.

6. The Ministers and parliamentary Secretaries (Remuneration and Allowances) Act, Cap. 8.
7. The Senate and House of Assembly (Remuneration and Allowances of Members) Act, Cap. 13A.

B. PENSIONS

1. The Pensions Act, Cap. 25 and the Regulations made thereunder.
2. The Public Employees Pensions Act, Cap. 30 and the Regulations made thereunder.
3. The Casual Employees Pensions Act, Cap. 20.
4. The Teachers (Secondary Schools) Pensions Act, Cap. 56 and the Regulations made thereunder.
5. The Local Government Pensions Regulations, 1961 (made under the Local Government Act, 1958 (Act now repealed)).
6. The Local Government (Casual employees) pensions Regulations, 1965 (made under the Local Government Act, 1958 (Act now repealed)).
7. The Pensions (Transferred Federal Officers) Act, Cap. 26.
8. The Judges Remuneration and Pensions Act, Cap. 115A and the Regulations made thereunder.
9. The Governor-General (Conditions of Service) Act, Cap. 6.
10. The Widows and Children Pensions Act, Cap. 37.

C. ORDERS

1. The Public Service (General) Order.
2. The Public Service (Part-Time Officers) Order.
3. The Public Service (Teachers) Order.
4. The Public Service (Qualifications) Order.
5. The Leave Passages order, 1966.
6. The Payment of Passages Order, 1956.

7. The Pensions (Pensionable Offices) Order, 1973.
8. The Public Employees (Scheduled Offices) Order.
9. The Public Employees (Scheduled Body) Order.
10. The National Housing Corporation (Pensionable Posts) Order.
11. The Casual Employees (Scheduled Body) Order, 1968.

D. OTHER RELEVANT LEGISLATION

1. The Constitution.
2. The Public Service Regulations, 1978.
3. The Interpretation Act, Cap. 1.
4. The Holidays With Pay Act, Cap. 348.
5. The National Insurance and Social Security act, Cap., 47 and the Regulations made thereunder.
6. The Statutory Boards (Pensions) Act, Cap. 384.
7. The Statutory Boards Casual Employees (Pensions) Act, Cap. 383.
8. The Pensions (Prime Minister) Act, Cap. 11.
9. The Retiring Allowances (Legislative Service) Act, Cap. 12A.
10. The Trade Unions Act, Cap. 361.
11. The Trade Disputes (Arbitration and Enquiry) Act, Cap. 360.
12. The Financial Administration and Audit Act, Cap. 5. The Financial Rules, 1971 and the Financial Administration and Audit (Supplies) Rules, 1971.
13. The Parliament (Administration) Act, 1989.

E. RESOLUTIONS

1. Resolution No. 38/1964 and Resolution No. 2/1967 re contract

- gratuities and terminal pay.
2. Resolution in respect of the classification and rates of wages of casual and unestablished staff.

Other Authority

(a) General Orders 1970 (as amended)

With effect from 1st September, 1970, General Orders were made by the Prime Minister within the authority conferred on him as Minister responsible for the conditions of service of public officers and employees under section 72(1) of the Constitution. The Orders complement and in some instances repeat statutory provisions on conduct and conditions of service and except as may be authorised by statute, they have precedence over departmental instructions and other administrative directions where there is any conflict.

(b) External Service Orders 1972

The Prime Minister has also made Orders for particular application to officers serving in the Foreign Service of the Government of Barbados. These Orders came into effect from 1st April, 1972.

CHAPTER 2

STAFFING THE PUBLIC SERVICE

A. Categories of Employment

- (a) Public Officers
- (b) Public Employees

Classification in accordance with the nature of the job performed.

- (i) Professional Officers or Technologists
- (ii) Technical Personnel
- (iii) Administrative Class
- (iv) Executive Class
- (v) Clerical and Stenographic class
- (vi) Subordinate and Manipulative
- (vii) Departmental and Special Services

Broad-banding of classes

Management

B. Complementing

General

Authority

Temporary Staff

- Purpose for temporary staff
- Approval of temporary staff

Basic Instructions to Staff of the Ministry of the Civil Service in Examining Staff proposals.

Checklist for Processing Staff Proposals.

- (a) New Posts
- (b) Regrading of Posts
- (c) Establishment of Existing Temporary Posts

C. Classification, Job Evaluation and Grading

Classification

Job Evaluation - Analysis and Grading

Outline of the Factors

- (a) Responsibility
- (b) Man-Management
- (c) Knowledge, Skills and Qualifications
- (d) Environmental Circumstances

Scarcity Value

The Pay Plan

CHAPTER 2

STAFFING THE PUBLIC SERVICE

A. Categories of Employment

Staff in the Public Service may broadly be classified in two main categories as follows -

- (a) **Public Officers:** The full-time employees of the Government whose posts are provided under statute - the Civil Establishment Order made under the provisions of the Civil Establishment Act, Cap. 21. Other established staff, who, though permanently employed, are not full-time employees may be established under the Civil Establishment (Part-Time Officers) Order, which is also made under the provisions of the Civil Establishment Act, Cap. 21. The term public officer applies also to the temporary holders of public offices.
- (b) **Public Employees:** There are two major groups in this category -
 - (1) Full-time permanent employees whose posts are not provided by Civil Establishment Order but who, nevertheless, enjoy almost the same conditions of service as persons in category (a) above except that they have never been accepted as contributors under the Widows and Children pensions Act. A prerequisite to inclusion in this group is that the post should be scheduled somewhere, preferably in the Annual Estimates. Officers in this category may either be of the key scale groups or monthly paid employees. For purposes of pension only they include, among others, the whole-time non-teaching staff of the Boards of Management of the secondary schools and of tertiary level educational institutions, the Barbados Community College and of Parliament.
 - (2) Temporary Staff and Casual Employees. As indicated by the designation these are the employees whose services are only required when and if there is work to be done. The reference to temporary staff usually means salaried employees whilst the term casual employees refer to hourly paid wage-earners. This group does not include acting officers or substitutes engaged in posts which fall under category (a) above.

The term "supernumerary" which is sometimes used in relation to staff implies that a post is extra to the fixed establishment. Supernumerary posts may be temporary as in the teaching service or they may be permanent additions - as in the case of the extra posts of Permanent Secretary in the Ministry of the Civil Service - which are not normally filled but are retained to accommodate officers seconded to organisations outside the Civil Service for an extended period.

Classification in accordance with the nature of the job performed

2.2 This classification is not obvious in the Barbados Public Service as it is normal to find posts of different professions and job content grouped together for salary purposes. In a theoretical sense, the service may, however, be divided into the following broad classes -

(i) **Professional Officers or technologists**

Officers who practise a skill which has been acquired after extensive and advanced training and who possess qualifications which are universally recognised as professional qualifications, e.g. doctors, engineers, architects, lawyers, scientists.

(ii) **Technical Personnel**

Officers who practise a marketable skill but at a lower level than professional officers. These middle level personnel represent wide differences in subject interests and even in degrees of expertise. The group includes craftsmen, artisans, air traffic control personnel, nurses and other health support personnel.

(iii) **Administrative Class**

These are the officers who assist most of the time in the formulation and execution of policy. The preparation of position papers, research for policy purposes and generally servicing the machinery of Government are their primary functions.

(iv) **Executive Class**

Principally concerned with the implementation of policy and with casework in accordance with such legislation, rules and regulations as may be laid down. Examples of the grades in this class are Senior Clerk, Executive officer and most Heads of Departments.

(v) **Clerical and Stenographic Class**

As indicated by the name, persons involved in more routine work - records, simple calculations, keeping of statistics, preparation of payrolls or typing, etc.

(vi) **Subordinate and Manipulative**

Officers such as Messengers and Porters.

(vii) **Departmental and Special Services**

Officers whose functions and duties are peculiar to a particular department, e.g. Police, Prisons and Fire Services, Printing, Nursing, etc.

Broad-banding of classes

2.3 The Service is not readily divided into classes. Within all of the above classifications may be found officers of equal status in terms of rates of pay. It is undesirable that there be rigid classification because the overlap of jobs is such that it is often indistinguishable whether a post is executive, administrative or even technical. Salary and responsibility may equate although the nature of the jobs may be quite different.

Management

2.4 This definition of classification does not include a category for management. Management is the responsibility to coordinate effort and to direct resources, not least of all people and finance, in order to achieve objectives; in short to get things done. In such wide definition persons who fall in many of the above categories are engaged in management functions. Management involves the utilisation of all the techniques of planning, organisation, delegation, span of control, chain of command, career development, etc. It represents the ultimate in decision-making and accountability.

B. Complementing

General

2.5 Determination of the number and grades of posts, and any change to those numbers in an organisation is termed complementing. Requests for changes in staff may take the form of increased staff either in the number of existing posts or by the creation of new posts or by staff reorganisation including regrading of posts. Increasing volume of existing services or the creation of new services or changes in the complexity and content of jobs may severally or collectively make for a requirement for staff changes.

Authority

2.6 The Minister with responsibility for Establishments is the authority to determine the numbers and levels of posts to man the public service. Permanent staff is provided by means of an Order made under the Civil Establishment Act, Cap. 21 and every such Order is subject to approval by affirmative resolution of Parliament before it becomes effective.

Temporary Staff

2.7 **Purpose for temporary staff.** Where it is not possible to forecast accurately the permanent needs of a department or ministry or where some contingency arises for which staffing is not normally provided it is sometimes necessary to make ad hoc additions to staff. Such staff should not be confused with substitutes who fill in for the holders of posts already provided.

2.8 **Approval of temporary staff.** All temporary staff must first be approved by the Ministry whether or not funds are available in votes under the control of the particular ministry. The specific approval of the Minister or Parliamentary Secretary as delegated must be obtained for the creation of posts at the salary level of Administrative officer II or above. The Permanent Secretary may approve posts below that level without reference to the Prime Minister or Parliamentary Secretary.

Basic Instructions to Staff of the Ministry of the Civil Service in Examining Staff Proposals

- 2.9 Requests for staff should be examined and determined in the following context -
- apart from the grounds submitted by the ministry requesting staff it is important to assess the stated needs in relation to standards of output rather than the stated inability to get the job done;
 - when staff are once provided whether on a temporary or permanent basis they invariably become fixtures in respect of which there will be lasting commitments not only for pay but also for pensions and other conditions of service;
 - the same examination should be given to requests for temporary posts as for permanent posts;
 - because of these financial commitments if it is not possible accurately to determine the requirements for staff at any given time, it is better to provide the minimum of posts or changes consistent with maintaining a reasonably efficient service since it is easier to add to staff than to reduce complements - empire-building should therefore be avoided;
 - on-the-spot staff inspections should be conducted; such inspections should be aimed at assessing necessary and relevant work, the organisation and structure of the unit and/or department as well as work distribution within the unit, section or department;
 - the apparent need for staff may be no more than the need for better organisation of work, simplification of job methods and systems or the removal of obstructions to proper work flow.

Checklist for Processing Staff proposals

(a) New Posts

2.10 (1) Detailed job descriptions should be provided of the new posts, including work schedules (duty rotas) as well as for existing related posts in the same functional area. Job descriptions should include the proposed qualifications required for appointees if they are to perform the functions of the posts adequately.

(2) Statistical data on workload - past, present and proposed- and trends or patterns of such workload should be estimated.

(3) If new subjects or services are to be added or offered it is necessary to ensure that technical input especially relating to likely growth is provided.

(4) Sectional or complete organisational chart - present and proposed - should be requested as may be appropriate.

(5) Salary scales and grades for new posts in relation to existing posts should be provided.

(6) Appropriate estimates should be given of related and relevant conditions of service including -

- (i) travel requirements;
- (ii) special allowances - overtime, on-call, telephone, etc;
- (iii) uniforms, clothing or other conditions of service;
- (iv) office accommodation - furniture and equipment - and other physical requirements that might affect the functioning of staff should also be examined.

(b) Regrading of Posts

2.11 (1) Present and proposed duties and responsibilities should be clearly identified.

(2) The extent of delegation and the relationships with other posts should be sought.

(3) Internal and external relativities should be considered.

(c) Establishment of Existing Temporary Posts

2.12 The initial reasons for the temporary post should be checked to ensure that they still exist and are likely to continue on a long term basis. Determination should be made whether any changes have taken place over time. The necessity for such posts or requirements for re-organisation should also be examined.

Classification

2.13 Classification is the job evaluation technique which is more generally practised in the Civil Service. It involves the systematic placement of posts within specific occupational categories, groups and grades and the provision of salary ranges or wage bands within a pay plan. Classification is one of the four main techniques of job evaluation the others being the point rating system, the factor comparison system and the ranking system. Of all these systems, classification because it is less quantitative in nature, is probably less time-consuming to apply. Whatever system is applied the primary consideration in job evaluation is that the content of the

job being assessed, and not the personal attributes or circumstances of the holder of the job, matters most.

Job Evaluation - analysis and Grading

2.14 Job evaluation involves the analysis of the duties and responsibilities attaching to a job or proposed for a job. Such analysis is intended to gauge the content and intricacy of those duties and to determine the appropriate grade into which the job should be remunerated.

2.15 Wherever possible grading standards should be determined, published and maintained. Such standards are generally quantitative in nature - as the average number of folios a Copy Typist can type within a given period or the average number of blocks a Stone Mason can probably lay in an hour, etc.

2.16 It is, however, more difficult to determine qualitative standards which in large measure must depend on the value judgement of the person doing the assessment.

2.17 The first principle of job analysis is to understand the job, its place in the organisation and the main activities in its composition. Secondly, those activities should be probed to determine the main factors in each such activity and thirdly a weighting which might be qualitative in nature should be applied to each factor. Such qualitative weighting may be described in terms such as substantial, minor, average. Probing for purposes of job analysis is conducted by questionnaire, interview, random testing, observation or a combination of any of these methods. A standard questionnaire has been developed for use by the Ministry.

2.18 The factors present in every activity in relative degree would include the level of responsibility, the extent of man-management, the required knowledge, skills and qualifications for the due performance of the job and the environment and circumstances within which the activity is to be performed.

Outline of the Factors

2.19 (a) **Responsibility**

Responsibility is the single most important factor in evaluating an activity. Responsibility includes accountability for the job holder's action and for the action of others (not least of all the implication and effect of such action) as well as accountability for money and other resources. It also relates to the requirement for problem-solving and the extent or range of decision-making or the exercise of discretion.

(b) **Man-Management**

The assessment of this factor should not be greatly influenced by numbers as the supervision of large numbers of unskilled or semi-skilled operatives in a programme or work which is largely repetitive in nature is

a much easier task than the coordination and management of a few skilled professionals or technicians on a high-level project.

(c) **Knowledge, Skills and Qualifications**

Here the assessment should relate precisely to the requirements that are necessary for the efficient performance of the activity and not so much to the personal achievements or predilection of the holder of the job. The fact that the holder of a post of Messenger possesses a university degree should never be a guide to the grading of the post of Messenger since none of the activities inherent in the duties of such a post remotely requires the possession of a university degree.

(d) **Environmental Circumstances**

In this factor are included such circumstances as inconvenience, the requirement for shift arrangements, noise, dust and danger levels. Here again it is important to examine the specific requirements of the activity rather than the heroism of the person performing such activities.

Scarcity Value

2.20 The factor of scarcity is sometimes advanced to justify special consideration. Whilst it might merit some consideration, often the factor is only temporary because scarcity reflects poor personnel planning and particularly planning for succession in the organisation or anticipation of the personnel requirements. Where the factor is identified, however, a temporary solution in the form of a special allowance is recommended rather than a grading of the post to take it into account.

The Pay Plan

2.21 A pay or compensation plan is the comprehensive salary and wages package applicable to an organisation. In the Public Service the structure applies to every post in the organisation, the relative remuneration of the Permanent Secretary at the top and the Maid at the bottom being clearly indicated and publicly known beforehand.

2.22 A plan should provide for logical differentials between steps, an incremental pattern to recognise differences in responsibilities and the capacity to reward every post holder for the features which are inherent in relative degree but yet common in every job within the plan. Where there are features which are necessarily present but peculiarly specific to job, extra provision outside the pay plan should be made to compensate for them. Such features would include overtime, requirements to travel, extraordinary stress, the need to entertain, etc.

2.23 In this context the payment of allowances for specific purposes is the technique applied but it is never to be expected that the basic pay of a post within a fixed plan should include provision for these contingent liabilities.

2.24 Similarly a pay plan though it might be flexible to accommodate incentive payment such as incremental credit, the extent of such accommodation should be confined to the fixed limits of the plan.

2.25 A pay plan is not static; it may be revised from time to time either in terms of its structure or the money values within the structure. Such revision emanates from salaries revision or from regrading/reclassification. In either case care should be taken to provide a logical structure which ensures fairness to all concerned.

CHAPTER 3

PAY, ALLOWANCES AND RELATED MATTERS

A. Pay

Rates of Pay
Changes in Pay
Review of Pay
Basic Factors in Pay Policy
Relevant Data
The Salaries Review or Revision Process
Salary Adjustments

B. Allowances

General
Acting Allowance - Payment of Full Difference
Station Allowance to Magistrates
Duty Allowance - Customs Officers
Entertainment Allowance
Travelling Allowance
 (a) General
 (b) Fixed Allowance
Public Health Inspectors
Housing Allowance
Private Practice
Allowances in Lieu of Fees
Washing Allowance
Night Differential

CHAPTER 3

PAY, ALLOWANCES AND RELATED MATTERS

A. Pay

Rates of Pay

The rates of pay and the grading of posts are authorised by Parliament. Rates of pay for established staff appear in the Civil Establishment Orders - the Civil Establishment (General) Order, the Civil Establishment (Teachers) Order and the Civil Establishment (Part-Time Officers) order. The rates applicable to unestablished staff and casual employees are authorised by resolution of Parliament¹. Current rates of salaries, wages, the grouping of salaried posts and the classification of unestablished staff and casual employees are all found at Appendices A to C of the Schedules of Personal Emoluments of the Annual Estimates. Any rate of pay not authorised by Parliament may only be applied to temporary posts which do not fall within the groups appearing in the annual Estimates. Any such new rate of pay like the provision of temporary posts generally must be authorised by the Ministry of the Civil Service.

Changes in Pay

3.2 It is not to be expected that any particular rate of pay or salary grouping is static. There are therefore periodic revisions to reflect the changes in the cost-of-living and other factors which influence the pay policy of the Government. Rates of pay are negotiable with the unions which represent civil servants and the unions spare no pains to point out any changes in the factors relating to pay and to demand increases in salaries.

Review of Pay

3.3 There are periodic reviews of the levels of remuneration of the Civil Service to determine whether current salaries and wages are adequately and reasonably meeting the purpose of maintaining a contented service and keeping a fair comparison with the salaries and wages paid in other sectors of the community. Since 1976 these comprehensive reviews have been undertaken on a biennial basis and on almost every occasion annual increases in salaries/wages have been approved.

Basic Factors in Pay Policy

3.4 The basic factors to be considered in determining levels of pay for the Civil Service are -

- (a) the index of retail prices;
- (b) comparative rates of pay in similar areas of the private sector;
- (c) the economic growth of the country;

¹ In December 1998 Public Employees and Casual employees were converted to public officers

- (d) the need to attract and retain good quality staff;
- (e) the simple capacity to pay more and the effect - financial and economic - of any increase in pay;
- (f) other related factors, e.g. the incidence of income tax and other taxation.

Relevant Data

3.5 There should be a continuous stream of information reaching the ministry on the above factors. The industrial relations section of the Ministry should collect information on the pattern of wage increases in the private sector, changes in the cost-of-living and other pertinent economic data.

The Salaries Review or Revision Process

3.6 The steps in any exercise of the review or revision process are -

- (1) the collation of information from available sources, e.g. the Index of Retail Prices, the Employers' Confederation, some of the larger companies in the private sector (Barbados External Telecommunications, Barbados Light and Power, Barbados Telephone Company, the commercial banks), the Department of Labour and the Ministry of Finance and Economic Affairs;
- (2) the refinement of the information collected at (1) thereby arriving at an assessment of -
 - (a) the necessity for increases at all;
 - (b) the pattern of increases at the various levels; and
 - (c) a general frame of reference within which to negotiate with the unions;
- (3) the unions' proposals, should also be properly examined and related to the findings under (2) above;
- (4) reference of (2) and (3) to the Minister responsible for the Civil Service, the Ministry of Finance and Economic Affairs and the Cabinet as the case may be for direction on the area within which bargaining may be undertaken with the unions;
- (5) if it is decided to revise salaries the Ministries and Departments might be invited to submit views, also the associations and other bodies which have not previously submitted proposals. Only a short notice should be given;
- (6) negotiation should proceed on the basis of the unions' proposals always

bearing in mind the directions given under (4) above. It is necessary to consult the Minister from time to time during negotiations;

- (7) when agreement has been reached with all or the majority of the unions, conclusions should be put in the form of a draft Cabinet Paper complete with relevant appendices on salary groupings for the comments of the Ministry of Finance and Economic Affairs before the matter is referred to the Minister and the Cabinet;
- (8) the Cabinet's decisions should be conveyed to the unions in broad outlines;
- (9) the Cabinet's decisions on revision are implemented by legislation as follows -
 - (a) the Civil Establishment (General) order for established staff other than the teachers and part-time officers;
 - (b) the Civil Establishment (Teachers) Order for teachers in the Primary and Secondary Schools;
 - (c) the Civil Establishment (Part-Time Officers) Order for part-time established officers;
 - (d) resolution of Parliament on the classification and grading of casual and unestablished staff;
- (10) inform Ministries and Departments by circular and copies of relevant legislation of the new salaries, conversion tables and principles and all other related arrangements.

3.7 The above steps are set out chronologically but for effective and efficient implementation they should commence or be prepared almost simultaneously. Organisational necessity would always dictate the phasing of the exercises.

3.8 Where financial provision is not already made in the Annual Estimates of Expenditure the increased cost of salaries revision may be met by -

- (i) a money resolution under the Ministry of Finance for supplementary provision in respect of increases for all staff not covered by statutory provision including the casual and unestablished staff, temporary staff, acting allowances and substitutes;
- (ii) money resolution under the Ministry of Finance for supplementary provision in respect of increases for all staff paid from Capital Works provision;
- (iii) money resolution under the Ministry of Education for supplementary

provision for increases to be paid to the non-teaching staff of the secondary schools and all the staff of the Barbados Community College.

The Ministry of Finance and Economic Affairs will advise on the above aspects of financing.

Salary Adjustments

3.9 Under the provisions of the Civil Establishment Act, Cap. 21, an adjustment of salary may be made on behalf of any officer whom the Governor-General is satisfied has been put at a disadvantage in relation to other officers in his class.

B. Allowances

General

3.10 All types of allowances should be approved by the Ministry of the Civil Service unless payment is authorised by Parliament or by the General Orders.

Acting Allowance - Payment of Full Difference

3.11 In addition to the provisions at paragraph 4.12 of the General Orders regarding the payment of full difference an officer acting in a post and receiving the full difference as an acting allowance should not receive less in respect of a subsequent acting appointment at the same level provided there is no break in the continuity of his acting appointment.

Station Allowance to Magistrates

3.12 A non-pensionable and non-taxable station allowance attached to the office of Magistrate of all District Courts except District A. The allowance is payable only to the officer, including and acting officer who actually incurs expenses as a result of his duties as a Magistrate. Because Magistrates are unable to plan their place of residence and are subject to frequent transfers between Courts the allowance is intended to offset the payment of home to office travelling allowance.

Magistrates may, however, be paid travelling allowance at the normal rates in respect of travelling on other duties, e.g. duties as a Coroner.

Duty Allowance - Customs Officers

3.13 Customs Officers who are posted to duty at the Grantley Adams International Airport or other out-posts of the Customs Department on a shift system, are paid a non-pensionable duty allowance to offset the inconvenience incurred by being away from base and working on shift. This allowance may also be paid to the staff of other Departments in similar circumstances where the necessity to work on shift is not normally a requirement of the post held by such personnel.

Entertainment Allowance

3.14 A non-taxable, non-pensionable entertainment allowance is paid to the holders of offices graded S1 to S4. The allowance is the same for officers at S1 and S2, and for those at S3 and S4 (and is about 505 of the former).

3.15 During any period of leave the allowance is paid in accordance with paragraphs 4.28.1 - 4.28-3 of the General Orders. An officer appointed to act in any of the offices to which the allowance is payable should be paid the full allowance for the full duration of his acting appointment if such appointment exceeds 28 days or such shorter period as is applicable to the holders of offices listed in the Second Schedule to Chapter IV of the General Orders.

Travelling Allowance

3.16 (a) General: Travelling allowances are paid in accordance with the Public Officers Loan and Travelling Allowances Regulations. **Travelling allowance may also be paid to any officer or employee who is required to use his motor vehicle in the performance of duty whether or not he is the holder of a post in the First Schedule to the Regulations.**

(b) Fixed Allowance: A fixed travelling allowance is paid to Permanent Secretaries and other officers of that grade whose posts are in the Fifth and Sixth Schedules to the Regulations. Such payment is in lieu of any other travelling allowance payable under the Regulations. Officers appointed to act in any of the posts in the Fifth and Sixth Schedules to the Regulations may opt within three days of the receipt of the instrument or letter of appointment by notice in writing addressed to the Permanent Secretary, Ministry of the Civil Service to receive the allowance. The full rate of the allowance is payable to the substantive holders of the scheduled posts during a period of leave.

Public Health Inspectors

3.17 The Cabinet has agreed that a fixed monthly travelling allowance should be paid to Public Health Inspectors who are not otherwise entitled to travelling allowance but who use motor cars in the performance of their duties. A Public Health Inspector who is required to travel outside his allotted area to undertake any special duty, e.g. a Meat and Other Foods Inspection, shall, in addition the fixed allowance, be paid the normal mileage rates of travelling allowance in respect of such travelling.

Housing Allowance

3.18 Any officer who is entitled to official quarters as a condition of service may be paid an allowance in lieu of such quarters if quarters are not available.

Private Practice

3.19 The facility of private practice is enjoyed by medical consultant staff at the Queen Elizabeth Hospital and the Mental Hospital. Veterinary Officers of the Ministry of Agriculture,

Engineers, Architects and Surveyors throughout the Service also enjoy the facility. For Consultants at the Queen Elizabeth Hospital the arrangement is authorised by the Civil Establishment (General) order at Schedule D and in respect of consultations undertaken within the Hospital, they are required to pay into the Treasury 10% of all fees received. For other staff the arrangement is authorised by the administrative direction of the Cabinet. Veterinary Officers, like Consultants at the Queen Elizabeth Hospital and the Mental hospital, may engage in private practice should only be undertaken outside of official hours. Further information on the matter of private practice may be found at paragraphs 3.8.1 - 3.8.2 of the General Orders.

Allowances in Lieu of Fees

3.20 In the medical profession, in particular at the consultant level, officers receive fees for undertaking private practice. Public Health doctors with the Full Diploma in Public Health are not allowed private practice but are paid a non-pensionable allowance in addition to salary, this allowance at present being 40% of basic salary in the case of the Chief Medical officer and 30% in the case of other Public Health Doctors.

Washing Allowance

3.21 In addition to the Police who are paid washing and other allowances by virtue of statutory provision, some public officers who are eligible for uniforms may receive washing allowances provided departmental laundering facilities are not available. The current rates and categories of officers may be ascertained from the relevant files.

Night Differential

3.22 The principle of paying a night differential should apply only where employees engaged on shift work receive the same basic wage rate as other employees in the same group who are not subject to the same inconvenience. Such a payment is seldom approved.

CHAPTER 4

SOME CONDITIONS OF SERVICE

A. Appointment and Discipline of Staff Other than Public Officers

Temporary Staff
Unestablished Staff
Casual Employees
Security Guards - Discipline

General

Consultation

Responsibility

B. Secondment of Public Officers and Employees

Definition

Policy

Pay and Conditions of Service during Secondment

Pensionable Service during Period of Secondment

Other Arrangements for the Grant of Pension to Officers/Employees on Transfer or Secondment to Certain Organisations

Declaration of Service as Public Service

Limitation on Period of Secondment

C. Leave

General

Leave on Compassionate Grounds

Leave on Half Pay or Without Pay

Sick Leave

Special Provisions

- (i) X-Ray Workers
- (ii) Wives of Officers Assigned Overseas
- (iii) Sessional Workers
- (iv) Teachers on Courses
- (v) Payment in Lieu of Leave
- (vi) Advance on Wages During Leave
- (vii) Special Provisions Relating to Service in the Sugar Industry or on Sponsored Programmes Abroad

D. Travelling

Loans

- (a) Authority
- (b) Quantum

Fixed Costs
Operational Costs
Use of Loans
Additional Loans

Proceeds from Sale of Car

Scheduling - Criteria for Scheduling Officers in Scheduled Posts

Home to Office Travelling

E. Uniforms and clothing and Hours of Attendance

Uniform - General

Eligible Officer

Subsidy

Issue and Re-issue of Uniform

Laundering of Uniform

Protective Clothing

Dirty Pay

F. Hours of Attendance

General

- (1) Shift Workers
- (2) Non-shift Workers - Public Officers other than Unestablished Staff
- (3) Non-shift Workers - Casual and Unestablished Staff

Special Provisions

- (1) Messengers and Maids
- (2) Customs Officers at Port
- (3) Lunch Period
- (4) Medical Staff

Time Off During Normal Working Hours

Overtime

CHAPTER 4**SOME CONDITIONS OF SERVICE****A. Appointment and Discipline of Staff Other Than Public Officers**

The authority for appointment (including promotion) and discipline of public officers, i.e. the holders (including acting holders) of public offices (offices established by Order made under the Civil Establishment Act, Cap. 21) is vested in the Governor-General acting on the advice of a Service Commission.

4.2 By virtue of a delegation of authority by the Governor-General under section 63(2) of the Constitution (vide (26) of M.P. 6150 Vol.XVI dated 3rd October, 1976), the power to make appointments and to discipline Crown servants, i.e. the holders of posts in a civil capacity under the Crown, other than the holders of public offices, has been assigned as follows -

Temporary Staff

Appointment is the function of the Chief Personnel Officer who shall consult the Minister with responsibility for the Civil Service before making such appointments. In the case of temporary teachers the authority to appoint is, however, delegated to the Chief Education Officer who shall consult the Minister of Education before effecting any such appointment.

Discipline of temporary staff shall be in accordance with the Temporary Employees (Disciplinary Procedure) Rules, 1980.

Unestablished Staff

Appointments to the unestablished staff, i.e. full-time permanent posts other than on the established staff, is the function of the Chief Personnel Officer who shall consult the Minister with responsibility for the Civil Service before making such appointments.

Discipline of unestablished staff shall be in accordance with the Unestablished Staff (Disciplinary Procedure) Rules, 1980.

Casual Employees

Appointment and discipline of casual employees is the function of the requisite Permanent Secretary. In respect of discipline the relevant code is the Casual Employees (Disciplinary Procedure) Rules, 1975.

Security Guards - Discipline

The relevant rules applicable to the discipline of **all** Security Guards are the Security Guards (Disciplinary) Rules, 1979.

General

4.3 All the rules and codes applicable to the discipline of Crown servants are shown as schedules to chapter III of the revised General Orders of Barbados.

Consultation

4.4 The necessity for consultation of appointing agencies with Ministers and the extent of any such formal requirement are outlined in the section on the working relationships among Ministers and senior public officers.

Responsibility

4.5 In its wider responsibility for conditions of service the Ministry of the Civil Service is required to develop and maintain the requisite rules for the appointment and discipline of Crown servants. All the disciplinary rules are made by the Governor-General on the advice of the Prime Minister and the Cabinet.

B. Secondment of Public Officers and Employees

Definition

4.6 A secondment is a temporary transfer from an officer's substantive post to another position either within the public service or outside the public service.

4.7 A secondment within the public service is usually to a position of identical level as that to which the officer is substantively appointed. Such a secondment would be dependent upon the exigencies of the public service.

Policy

4.8 Secondment to an organisation outside the public service may arise on an officer's request or it may be initiated by the Government. As a matter of public policy in the early years after Independence, the Government facilitated the attachment of public officers on secondment to regional, hemispheric and international organisations. Such organisations include the World Bank, CARICOM, the Caribbean Development Bank, the OAS and ICAO.

Pay and Conditions of Service During Secondment

4.9 During a period of secondment outside the public service whether to a statutory board, quasi-Government institution or other organisation, a person is not eligible for pay, leave and other conditions of service of his substantive post but is subject to the terms and conditions attaching to the office in the organisation to which he is seconded. In respect of secondments within the public service there is no change in the terms and conditions of service of a person so seconded.

Pensionable Service During Period of Secondment

4.10 It is normal to preserve the pensionable status of a person on secondment under one of the following arrangements -

- in respect of the holder of a public office established by Order under the Civil Establishment Act, by declaring the organisation to which the officer is seconded an approved employer for purposes of section 4 of the Civil Establishment Act, Cap. 21 and requiring such an approved employer to pay to the public treasury a contribution at such a rate as may be determined. The current rate is 25% of the on-going salary attaching to the officer's substantive post in the public service. A list of approved organisations may be found on the appropriate file.
- by granting the officer or employee leave without pay on grounds of public policy during the period of secondment in accordance with the provisions of the relevant Pensions Act. The appropriate legislation is as follows -
 - Regulation 17 of the pensions Regulations made under Cap. 25 in respect of a public officer;
 - Regulation 7 of the Public Employees Pensions Regulations made under Cap. 30 in respect of a public employee; and
 - Regulation 17 of the Teachers (Secondary Schools) Pensions Regulations made under Cap. 56.

A prerequisite of such an arrangement is that the officer/employee does not otherwise earn pension for the period of such leave without pay in the organisation to which he is seconded.

4.11 In either of the above circumstances the officer's post may be filled during the period of his secondment and the person filling that post is entitled to the same conditions of service as are applicable to the substantive holder of the post.

Other Arrangements for the Grant of Pension to Officers/Employees on Transfer or Secondment to Certain Organisations

4.12 Special legal provision is made to protect the pension rights of officers/employees who are transferred to certain statutory organisations as follows –

- Section 11 of the Barbados Water Authority Act Cap. 274A where such an officer/employee is entitled to the conditions applicable to the holder of an office in a scheduled body.
- Section 21 of the Barbados Port Authority Act Cap. 285B where the Authority is required to make payment into the Treasury to preserve the pension rights of such a seconded officer or employee;
- Section 14 of the Barbados National Bank Act Cap. 322A where a seconded employee is treated as the holder of an office in a scheduled body.
- Section 16 of the Central Bank Act, Cap. 323A where similar arrangements are made as at the Barbados National Bank and the Barbados Water Authority.
- The Pensions (Miscellaneous Provisions) Act, 1990-33 relating to the Insurance Corporation of Barbados and the Industrial Development Corporation.

Declaration of Service as Public Service

4.13 In the past an arrangement for the preservation of pensions in respect of persons who have been transferred, not seconded, to service with certain organisations was to declare service in such an organisation to be public service for purposes of the various pensions' legislation. The requisite authority may be found in the definition section at (d) of the Pensions Act, Cap. 25, (c) of the Public Employees Pensions Act, Cap. 30 and at section 2 of the Teachers (Secondary Schools) Pensions Act, Cap. 56.

4.14 The purpose of these provisions is to facilitate the transfer of a person and at the same time to preserve accrued pension rights. Such a person's accrued eligibility for in respect of the period preceding his transfer is preserved for payment when he finally retires from the organisation to which he has been so transferred. That retiring award is based on the pensionable service and emoluments which he had earned at the point of transfer and is dependent upon the grant of retiring benefits in respect of his service with the last organisation with which he works.

4.15 By virtue of a new provision in the Pensions (Miscellaneous Provisions) Act, 1985-18, section 8(1)(b) and 13(a)(6), the Governor-General may, if he thinks fit, still grant a pension to a person who has been transferred to an organisation which has been declared to be other public service even though such person is not permitted by the law or regulations of that organisation to retire on pension and/or gratuity.

4.16 With the enactment of the Pensions (Miscellaneous Provisions) Act, 1975 which permits officers or employees to resign and still retain a right to the payment of retiring awards in respect of pensionable service before such resignation, it is no longer necessary to resort to the arrangement of declaring service in an organisation to be public service.

Limitation on Period of Secondment

4.17 Except on grounds of policy, the limit to be placed on secondment outside the public service will be one year in the first instance. An extension for a second year may be permitted and any further extension must be justified on very cogent grounds. An officer or employee who is on such a secondment beyond two years may be requested to exercise his option to remain in the public service.

C. Leave

General

4.18 The following notes complement and amplify the provisions of Chapter V to the General Orders and are based either on legal interpretations or on administrative decisions taken from time to time within the framework of the main Orders and Regulations.

Leave on Compassionate Grounds

4.19 There is no provision for the grant of compassionate leave. Officers and employees are required to utilise their accumulated vacation leave or to charge against future eligibility. Teachers, because they are not eligible for leave other than the normal school vacations, may, however, be allowed, on compassionate grounds, up to 21 days' leave on half pay during term in circumstances of serious illness or death of a parent, spouse or child. Any variation from this rule must be authorised by the Chief Personnel Officer himself.

Leave on Half Pay or Without Pay

4.20 Paragraph 5.25.1 of chapter V of the General Orders has in the past been applied on a discretionary basis in spite of an officer's/employee's eligibility. The additional provisions have been that -

- (i) an officer/employee, other than a casual employee, with less than 10 years but not less than three years' continuous service who applies for half pay leave may be allowed up to 90 days' leave without pay; this leave being converted to half pay leave on the officer's/employee's resumption of duty. The letter of approval should provide that the leave without pay is subject to review on resumption of duty;
- (ii) an officer/employee, other than a casual employee, with ten or more years' continuous service may be allowed, in addition to normal vacation eligibility, up to 90 days' leave on half pay if he is eligible but no additional leave with or without pay is allowed;

- (iii) an officer/employee, other than a casual employee, who is not eligible for leave on half pay, may, in very special circumstances, be allowed up to 90 days' leave without pay;
- (iv) the non-established staff of the School Meals Service are not granted vacation leave other than the schools' vacation;
- (v) a casual employee with ten or more years' service may be granted vacation leave together with leave without pay subject to an overall total of 90 days.

Sick Leave

4.21 (i) Medical Board: An officer/employee who is granted up to six months' leave and extension of sick leave continuously or who over a period of three years' service has had an unsatisfactory record of sick leave, should be medically boarded in accordance with paragraph 5.21 of the General Orders. This arrangement should be without prejudice to the general authority of the Chief Personnel Officer to request a medical board for an officer/employee at any stage.

(ii) Temporary Staff and Casual Employees: An officer holding a temporary appointment or a casual employee may be granted extension of sick leave without pay. During a period of sick leave with pay the salaries and wages of temporary or casual employees are reduced by the amount of any sickness benefits payable under the National Insurance and social Security Scheme.

(iii) Part-Time Officers or Employees: part-time officers or employees are granted paid vacation leave and sick leave at the same rates as full-time officers in relation to their salary. Extension of sick leave and other leave are, however, processed on the basis of temporary staff and casual employees.

Special Provisions

4.22 (i) X-Ray Workers: Officers engaged as X-Ray Assistants or Radiographers may be permitted, in addition to normal vacation eligibility, two weeks' special leave per annum because these officers should not work continuously for any period in excess of six months.

(ii) Wives of Officers Assigned Overseas: Officers who are the wives of public officers assigned to missions or statutory boards abroad should be granted leave of absence without pay if they are not eligible for other leave, so that they might accompany their husbands. These wives are also permitted to be gainfully employed whilst abroad provided such employment is not with the missions or statutory bodies to which their husbands are assigned {vide (45) of M.P. 6009 Vol.VII}. This provision may be stretched to include the wives of public officers sent abroad on courses approved by the Government.

(iii) Sessional Workers: Sessional workers are not normally eligible for vacation leave but the following arrangement has been made in respect of Nurses engaged on a sessional

basis and it may be applied to other sessional employees -

After 120 sessions - 7 days' vacation leave
 After 180 sessions - 10 days' vacation leave
 After 240 sessions - 12 days' vacation leave
 After 300 sessions - 14 days' vacation leave

Payment during such vacation period shall be on the basis of the sessional rate of pay for each day's leave {vide (165) of M.P. 6040/3}.

(iv) Teachers on Courses When the course of study commences or ends during the term, special leave up to 14 days (on full pay) may be granted to a head teacher or other teacher in order not to disrupt an acting arrangement and in the interest of time-table, curriculum, syllabus or other arrangement.

(v) Payment in Lieu of Leave: As a rule no such arrangement is permitted though the estate of a deceased officer may be eligible for the money value of any vacation leave for which that officer may have been eligible at the date of his death. In no case, however, should an officer/employee on vacation leave be permitted to work in the Public Service during such leave except in the case of an emergency.

(vi) Advance on Wages During Leave: employees who are paid in accordance with hourly rates of pay in the Key Scales may be advanced their vacation pay when proceeding on vacation leave.

(vii) Special Provisions Relating to service in the Sugar Industry or on Sponsored Programmes Abroad - {vide M.P. 6063 Vol.V of 1975-02-04}: By virtue of a policy decision, wherever possible public employees and casual employees should be made available to assist in the sugar industry. These employees would incur no break in service as a consequence provided they produce satisfactory evidence that they are so employed and they return to work immediately after the end of the crop or when required to do so by the Head of Department.

Public employees are granted leave without pay on grounds of public policy in accordance with Regulation 7 of the Public Employees Pensions Act, Cap. 30; the effect of which is that the period would count as pensionable service.

The above conditions should also apply to similar staff of statutory boards.

D. Travelling

Loans

4.23 (a) **Authority**: Loans for the purchase of motor vehicles and the arrangements for the payment of travelling allowances are authorised by the Public Officers Loan and Travelling Allowances Act, Cap. 31 and the Regulations made thereunder. The operative Regulations are the Public Officers Loan and Travelling Allowances Regulations, 1988.

(b) **Quantum**: The general principle in determining the quantum of the loans which the Government may make available under the regulations is that the officer will have the vehicle some of the time for his own personal use and therefore Government provides about 75% - 85% of the going cost of a standard vehicle - not above 1600 c.c. On this same principle officers are expected to meet a portion of the costs of maintaining a vehicle. The following elements are applicable -

Fixed Costs - insurance, road tax and depreciation

Operational Costs - fuel, oil, tyres and servicing

4.24 The rate of travelling is accordingly determined to be about 80% of the fixed annual cost, the cost of tyres over a five-year period, oils and servicing. In respect of fuel the rate is intended to cover the first 200 miles or 320 kilometres of monthly travelling and about 40% of the cost of fuel for travelling above 200 miles a month.

4.25 With regard to the fixed rate paid to senior officers in place of a mileage allowance, the reason for this arrangement is that whilst these officers may travel on the job, such travel could fluctuate considerably being virtually none in some months and generally being less than 200 miles. Further, these officers are required to be on duty or to be on call at unusual times and for the better performance of their jobs are required to possess and operate a vehicle as a necessity.

4.26 **Use of Loans**: The law also provides that officers who are normally only allowed loans to purchase vehicles other than motor cars may utilise the amount of that loan towards the purchase of a motor car; but the Minister of Finance must approve each category of officer which is allowed this concession.

4.27 **Additional Loans**: Legal provision exists for the advancement annually of loans to meet the cost of insurance premiums to officers attached to overseas missions or officers in the Fourth Schedule to the Regulations, e.g. Postmen, etc.

Proceeds From Sale of Car

4.28 Normally when an officer sells a vehicle the purchase of which had been made by a loan under the Public Officers Loan and Travelling Allowances Regulations he is expected to direct the proceeds of sale towards the purchase of his next vehicle. This provision does not apply to officers assigned to overseas missions.

SCHEDULING

Criteria for Scheduling

4.29 There are two basic criteria in determining whether a post should be scheduled or not. These are that -

- (1) the officer must be required to travel on duty and in so doing for not less than 320km or 200 miles a month; and
- (2) if the above condition is not satisfied the officer must be the holder of a post by virtue of which he is required to own and run a motor car in the performance of his duties.

As a general rule only posts on the permanent establishment are scheduled under the Regulations and persons other than the substantive holders of such posts are not allowed loans to purchase motor cars. In extreme cases, however, a temporary post may be scheduled, where the above criteria are adequately satisfied and if the existence of the post is likely to be beyond two years. Repayment of the loan must be made within the period of service or contract of the officer and in any case within five years of the grant of the loan.

Officers Acting in Scheduled Posts

4.30 An officer who is acting in a post which is scheduled is not normally allowed a loan for the purchase of a motor car but where such an officer is required to act for not less than 18 months he may be granted half of the capital loan provided under the Public Officers Loan and Travelling Allowances Regulations as applicable to that post. If the period of acting exceeds 18 months the amount of the loan should be proportionately increased - vide circular No. 8/1965.

Home to Office Travelling

4.31 An officer who is required to travel on duty is not normally eligible for the payment of travelling allowances in respect of home to office journeys or vice versa but certain exceptions are made to this rule in the following circumstances -

- (1) emergency trips between home and office - particularly of such emergency being clearly stated on all claims. Lunch time trips are disallowed;
- (2) where an officer has more than one office the office nearest to home should be deemed to be his head office and travelling between his home and head office would be permissible;
- (3) where necessary visits other than emergency trips from the officer's home to his place of work are of such frequency as to produce some strain on the officer's pocket, the allowance may be paid;
- (4) where an officer is required to travel straight from home on Government business

before reporting to his office then he may claim for the total number of miles travelled provided a circuitous route is not taken;

- (5) where an officer travels from office to Government business before going to his home he may be entitled to charge for the total number of miles travelled exclusive of the normal distance between this home and office;
- (6) officers who, because of the peculiar nature of duties (e.g. Police Officers) are required to travel from home to office (except in normal case of getting to work) may be paid on making an appropriate claim, for one trip a day between home and office.

Permission to benefit from the above special provisions must be granted by the Permanent Secretary, Ministry of the Civil Service. Officers should notify the Accountant General and the Permanent Secretary, Ministry of the Civil Service of their head office where in normal circumstances there is more than one office.

4.32 At present the following officers are allowed the facility of home to office travelling -

- (i) Gazetted Officers of the Police Force;
- (ii) Deputy Airport Manager;
- (iii) Doctors at the Queen Elizabeth Hospital in the grades of Registrar and Senior House Officer who are normally eligible for quarters on the hospital compound but who because of the unavailability of such quarters use their vehicles in responding to emergency calls at the Hospital.

E. Uniforms and Clothing and Hours of Attendance

Uniforms - General

4.33 The main criteria applied in considering a case for the grant of uniforms are -

- (i) the need or desirability that the officer performing the service be easily identified, e.g. Immigration Officer, Customs Guard, Postman;
- (ii) the provision of assistance with clothing for the job where the nature of duties is such as might be an imposition on the officer's pocket if he is required to provide his own working clothes, e.g. Firemen, Nurses;
- (iii) the desire for uniformity and a high standard of presentation appropriate to the nature of the job - especially where the employee is frequently in the public eye - e.g. Airport Workers, Policemen;

- (iv) the need to provide protective clothing - Radiographers, Workshop and Factory Workers.

Eligible Officer

4.34 At present there are over 6,000 public officers/employees who are provided with uniforms as a condition of service. These include Airport Personnel, Prison, Police and Fire Services, Customs officers and Guards, Postmen and Porters at the Post Office, staff of the Industrial Schools, Public Health Inspectors, Nurses at all hospitals and other health services, other hospital staff, Messengers, Car Park Attendants, Market Workers, Archives Keeper, Workshop Staff at the Ministry of Transport and Works and at the Samuel Jackman Prescod Polytechnic, Gardeners throughout the Service, the labour force at polyclinics and health centres, the Environmental Sanitation staff, kitchen staff and other workers in the School Meals Service.

4.34.1 Approval was granted for the inclusion of Driver/Operators to be provided with uniforms and shoes as a condition of service effective September 19, 20192.

Subsidy

4.35 The issue of uniform is in itself a subsidy and except for items of personal clothing, e.g. pants, shirts and shoes - other items such as badges, raincoats and protective clothing should be returned when the officer retires, resigns or is discharged from duties.

Issue and Re-issue of Uniform

4.36 The initial issue and subsequent issues of uniforms are the responsibility of Heads of Departments except that the Service Commissions Department makes the issues to Messengers throughout the Service. The colour, design and quantity of such issues are pre-determined usually in consultation with the appropriate union. The quantity and frequency of issues may differ from service to service and in respect of the various items. For instance, a helmet would not be issued annually and marine gangs are entitled to a pair of shoes and one repair annually whilst Messengers get no repair.

Laundering of Uniform

4.37 Members of the Police Force and Nurses at the Mental Hospital and the district Hospitals as well as some non-nursing staff at the District Hospitals (who receive it by default) are paid a washing allowance. Nurses at the Queen Elizabeth Hospital and the St. Michael District Hospital have the facility of a laundry service. Members of the Fire Service, the Prison Service and the staff of several other agencies receive a washing allowance. The rationale for the payment of a washing allowance is that by the very nature of the officers' duties, a considerable strain would be imposed on their finances if they are required to bear the cost of laundering. A washing allowance was extended to refuse collectors at the Sanitation Service Authority in 2006.

Protective Clothing

4.38 Workers at the Asphalt Plants of the Ministry of Transport and Works, Market Refrigerator Staff, Gabion Packers, Rodent control and Environmental Sanitation Staff are provided with appropriate protective clothing.

Dirty Pay

4.39 The workers at the Asphalt Plants of the Ministry of Transport and Works, the operators of the Barber Greene Paver (when operating this equipment) and the Incinerator Hand at the Queen Elizabeth Hospital (when clearing the equipment) are paid an extra rate, on an hourly basis, for the inconvenience, danger and dirt encountered during these operations.

F. Hours of Attendance General

4.40 Within the general authority of paragraph 3.1 of Chapter III to the General Orders, the hours of attendance of public officers are at present determined as follows -

(1) Shift Workers**(a) Public Officers**

Not more than 40 hours or less than 36 hours a week from Sunday to Saturday.

(b) Casual and Unestablished Staff

Not more than 40 hours a week from Sunday to Saturday.

(2) Non-shift Workers - Public officers Other Than Unestablished Staff**(a) Customs Officers**

Monday to Friday - 8.15 a.m. to 4.30 p.m. with one hour off for lunch

(b) Ministries and Departments

Monday to Friday - 8.15 a.m. to 4.30 p.m. with one hour off for lunch.

(3) Non-shift Workers - Casual and Unestablished Staff

Not more than 40 hours a week between the hours of 7.00 a.m. and 5.00 p.m. Monday to Friday.

Special Provisions

4.41 (1) **Messengers and Maids**: Messengers and Maids, by the very nature of their duties, may be required to commence work at least half hour before the normal hours of Ministries/Departments. Messengers are also required to be on hand to close offices at the end of the normal working day.

(2) **Customs Officers at Port**: Officers of Customs who are assigned to duties at the Port where the hours of operation are from 7.00 a.m. are paid a duty allowance equivalent to the overtime rates payable in respect of officers at their level.

(3) **Lunch Period**: one hour a day or period is allowed for lunch or other meal but the number of hours of work does not include this off period. Lunch periods may be arranged to the convenience of Departments.

(4) **Medical Staff**: Medical personnel especially at the Consultant level, where they are not involved in administration alone, are not entirely bound by the stipulations of hours of duty applicable to their particular department. The demand of their practice as well as their basic conditions of service where there is provision for private practice may require longer or shorter attendance as the case may be.

Time Off During Normal Working Hours

4.42 This is at the discretion of the Head of Department. An officer may be granted reasonable time off from duty to attend urgent private affairs but he may be required to make up for such time at a future date. This concession is purely within the judgement of his Head of Department.

Overtime

4.43 Payment of overtime and the general conditions applicable to overtime are provided at paragraph 4.29 and the appropriate schedule to the General Orders. An officer is on overtime if he is required to attend duty either before or after the normal hours of duty. Any departure from the standing provisions and rates of overtime should first be approved by the Ministry of the Civil Service before implementation whether in terms of new rates or by the extension of the overtime facility to categories of offices who do not normally enjoy such a facility.

CHAPTER 5

OPERATING PROCEDURES

A. Processing Legislation

Parliamentary Approval

Interpretation

Date of Effect of Legislation

Record of Statutory Instruments

Preparation of Legislation

B. The Cabinet Paper

C. Files

Filing

Mail

System

The Card System

How to Number Files

Papers

References

New Subject Titles

Files in Action

The Appearance of a File

Use of Temporary Files

Keeping files Within Ministry

Checking on Files

Miscellaneous Subject Files

Magazines

Insertion of Copies of Old Minutes

Flagging

Attaching Files for Information

Attaching Files on which Action is going on

Despatch of Files

- (a) Files of the Ministry
- (b) Files from other Ministries/Departments

D. Working Relations Among Ministers, Parliamentary secretaries, Permanent Secretaries and Other Senior Officials

Ministers and Parliamentary Secretaries

Permanent Secretaries

Administrative Structure

Ministries with more than one Permanent Secretary

Grading of Permanent Secretaries

Appointment of Permanent Secretaries, Deputy Permanent Secretaries, Heads and Deputy Heads of Departments

Consultation between Minister and Permanent Secretary

The Committee of Permanent Secretaries

The Head of the Civil Service

Statutory Boards - The Role of Ministers

CHAPTER 5

OPERATING PROCEDURES

A. Processing Legislation

The Barbados Constitution and the Interpretation Act, Cap. 1 of the Laws of Barbados, provide basic and relevant information on the procedures which are necessary for giving effect to laws. The Standing Orders of both Houses of Parliament are also another source of relevant information in the processing of legislation. Such laws include Acts and Statutory Instruments.

Parliamentary Approval

5.2 Every Act requires the approval of both Houses of parliament and the assent of the Governor-General before it can be given effect. Similarly, all Statutory Instruments which are subject to affirmative resolution are subject to affirmation by resolution of each House or of one House as may be specified. All such Statutory Instruments are also subject to assent by the Governor-General. A resolution of the House of Assembly relating to money matters is not subject to approval of the Senate. Other Statutory Instruments made by the Governor-General, a Minister or public officer under principal legislation, while not subject to parliamentary approval, come into effect on publication in the Official Gazette. Officers should acquaint themselves with the requirement for bringing into effect of all enactments applicable to the Ministry of the Civil Service.

Interpretation

5.3 The relevance and interpretation of the terms affirmative resolution and negative resolution used in any Statutory Instrument or other statutory document are identified at section 41 of the Interpretation Act. The term statutory period as it relates to any Statutory Instrument means a period of 40 days or such other period as may be prescribed by such Statutory Instrument. As an example regulations made under the Public Officers Loan and Travelling Allowance Act, Cap. 31 are subject to negative resolution.

5.4 Because such regulations are subject to negative resolution they must therefore be laid before each House of Parliament after having been made by the requisite Minister and having been gazetted. Either House may, within the statutory period (40 days in this case) next after the regulations are made, resolve that the regulations shall be annulled. Such a resolution to annul regulations would not render invalid any action taken to implement a provision of the regulations between the date of laying and the date of annulment. Put another way it is not improper to implement any provision of the POLTA Regulations or any other Statutory Instrument which is subject to negative resolution once such regulations have been gazetted and laid in Parliament. If, however, either House resolves that the regulations be annulled then such regulations themselves are rendered void but not any action previously taken under the provisions before the date of the resolution of annulment.

Date of Effect of Legislation

5.5 Every enactment must first be published in the Official Gazette before it is brought into effect and into operation. One of the following three arrangements must be satisfied in determining the operative date of any legislation -

- (a) the date is specified in such legislation whether it be a future or a retrospective date;
- (b) provision is made for the date to be proclaimed by Order or notice to be published in the Official Gazette;
- (c) if neither (a) or (b) is stipulated the date of publication of the duly assented law in the Official Gazette becomes the operative date.

5.6 In any case the date on which legislation is published in the Official Gazette indicates the date of coming into effect (as distinct from coming into force) of such legislation. A proclamation to bring an Act into operation may provide for the whole act to come into operation at one time or for different provisions of the Act to come into operation at different times.

5.7 It is very important that administrative officers and other personnel in the Ministry have a responsibility to ensure that every enactment whether Act, Regulations, Order, Resolution or other, is published in the Official Gazette. A responsibility also attaches to the officer who is in charge of the Registry to ensure that all legislation is gazetted but it is, however, the responsibility of the officer in charge of a section to ensure that all legislation which is professed in that section is duly gazetted.

5.8 It is an absolute necessity for all legislation to be processed as is required in law. Adhering to these procedures and abiding by the law is good administration.

Record of Statutory Instruments

5.9 A file of the originals of all Statutory Instruments is maintained by the officer in charge of the Registry. A copy of each such enactment should also be in the record of the appropriate action file. The Registry should also maintain for easy reference in numerical order, folders containing all (not just those applicable to the Ministry) bills, acts and statutory instruments for each calendar year.

Preparation of Legislation

5.10 The staff of the relevant sections of the Ministry are responsible for the initial preparation of the drafts of Statutory Instruments and Resolutions. Precedents are available from files and/or folders but no such instrument should issue for final approval by the Minister, the Governor-General, Parliament or for proclamation without prior vetting and certification by the Attorney General's Chambers.

B. The Cabinet Paper

5.11 A Cabinet Paper is the Minister's note on any matter which he considers should be referred to the Cabinet for a decision or for information.

5.12 A Cabinet Paper should be self-contained and as brief as possible. It should conclude with a precise statement of the decision sought or of the matter which Cabinet is asked to note. The Cabinet should never be asked to decide between alternatives although a proper analysis of alternative courses of action should be undertaken in the body of the paper.

5.13 It should always be remembered that the note is the Minister's document; that he must represent in Cabinet the matter referred for consideration in the note and as such that he must be fully apprised of all related matters and must approve the draft before it is issued.

5.14 The drafting of a note may be authorised by the Minister himself, by the Permanent Secretary or in the normal course of duty, a senior officer may determine when it is appropriate to prepare a draft. The first draft of a note should normally be made by an Administrative Officer II but this is not an absolute rule; the circumstances and sometimes the Permanent Secretary will determine who should be the author of a note. It is not unusual for the Permanent secretary himself to prepare the draft of a note and he should be made aware of all drafts before they are referred to the Minister.

5.15 Individual style notwithstanding, there are many basic principles which are applicable to the preparation of all Cabinet Papers. The general background and the historical background are first principles. Other basics are an analysis of the problem, summary of related information, cost and benefit analysis of alternative solutions, evaluation of money costs and economic implications and the recorded views of professional staff or of the Ministry of Finance and Economic Affairs or the Attorney General's Chambers as may be appropriate. In essence a Cabinet Note is an essay on a topic which is based on facts, not conjecture or mere opinion. The Note should always have a short descriptive title.

5.16 After the draft Note has been completed and approved by the Minister, it is faired and submitted on file to the Secretary of the Cabinet for circulation. The number from the Cabinet Office together with the Ministry's number form the reference by which the Note is subsequently known. Twenty-two (22) loose copies of the Note in addition to the relevant file are referred to the Secretary of the Cabinet. An example of the final numbering of a Cabinet Paper would be "Note (91) 468/MCS 12". The number "91" represents the year of preparation, the number "468" is the Cabinet Office reference and "MCS 12" represents the twelfth paper submitted by the Ministry of the Civil Service for the year 1991.

C. Files

Filing

5.17 Filing has a positive place in the making of decisions in any organisation. Files are the memory of the organisation and therefore assist the persons working in the organisation in finding answers to the many problems that arise.

Mail

5.18 The aim should be that all mail be filed within twenty-four hours of its receipt. If a main file is not available because it is in another Ministry/Department, the correspondence should be drawn immediately to the attention of a Supervisor or senior officer who will advise which of the following or other courses to take -

- (a) recall main file;
- (b) put it on a temporary file; or
- (c) hold it until return of main file.

5.19 No correspondence should be left unfiled and therefore unacted upon merely awaiting for a file. If there is a problem in finding a file, the correspondence should be taken to a senior officer for guidance on what action he wishes taken.

5.20 Do not ignore copies of correspondence that come to the Ministry from other Ministries/Departments. All copies should be examined by the Registry and/or a senior officer to ensure that any necessary action is taken thereon.

System

5.21 The system in use works on the basis that each piece of correspondence has to be filed under a main subject and under the particular subordinate area of that subject.

The Card System

5.22 Every movement of a file must be recorded in the electronic System. This is a question of using the memory which the file Registry carries at all times.

5.23 The proper use of the System ensures that the information necessary to making decisions is always on tap.

5.24 If an officer passes a file to a Ministry by hand, he should ensure that the Registry is made aware.

How to Number Files

5.25 The system of numbering must be consistent. Each piece of correspondence, each document on a file receives a number, e.g. (6). Any correspondence or document subordinate to the main correspondence or document and attached thereto is numbered with a stroke as follows - (6/1). If another piece of correspondence for a document is attached to subordinate enclosure that likewise is given a number after the appropriate stroke - (6/1/1). For example -

Where (76) is the main paper or piece of correspondence, (76/2) would

represent the second or two enclosures to the main paper and (76/2/1) would represent another enclosure which depended on the second enclosure.

Papers

6.26 It sometimes happens that it is desirable to fit in a piece of correspondence within a file in order to keep the record of the file up-to-date. Papers or correspondence should be numbered capital A or capital B where it is impossible otherwise to fit them properly into the file numbering; (50A) would come after (50) where this was the only place to fit in the correspondence on a file fully numbered already.

References

5.27 References must be put in the margin of papers which are placed on file and on letters typed by Secretaries or Stenographers to help persons using the file to find other information referred to in those papers or letters. This is again an example of making use of the memory of the organisation and its ability to bring together all aspects of a question to one point.

New Subject Titles

5.28 New titles for files should be approved by the Senior Clerk in charge of the Registry before they come into being.

Files in Action

5.29 No file should remain on a desk without action beyond an absolute maximum of two weeks. If the matter is one which can in fact be held for one or two weeks it is better for the officer to bring up the file for a specific date one or two weeks ahead so that it comes back to his immediate attention on the date of the B.U. This can avoid the problem of having files on the desk being overlooked for long periods.

5.30 Officers should also daily check through all files on their desks to ensure that a matter which has been left over from a preceding day or period has not by that time become urgent.

5.31 The bed or cover at the back of a file should be kept free, as far as possible. All drafts should be destroyed after the faired letter or memorandum or paper has issued. Anything which it is worthwhile carrying along at cover is worthwhile being on the main body of the file. This does not apply to maps or booklets in envelopes at cover of file, so long as references to them are on file.

5.32 All file instructions such as put away, bring up should be initialled and dated. Some indication should be given of the purpose of the B.U. if the purpose is not self-evident.

5.33 All urgent matters should be dealt with immediately. The telephone or a walk to another office to the officer who can deal with the matter can often help in getting urgent matters settled quickly. On these occasions a memorandum may need to follow telephone action. This will depend on the subject matter.

5.34 The Registry, Secretaries and officers should make a habit of underlining in red all dates that call for action. Please remember that a file does not need to be marked urgent in order to be urgent; its subject matter sometimes dictates the degree of its urgency. Dealings with foreign Governments are, for instance, always urgent.

5.35 If you are dealing with a file which seems to you to have urgent material on it but no urgent tag, put an urgent tag on it.

5.36 If a file or paper or piece of correspondence is requested by an officer, the person in the Registry who is pursuing the request should always report back to the officer on the situation. If the file or paper is not obtained, the officer should be told the position.

5.37 If a new piece of correspondence or document is put on a file by the Registry while it is in use by an officer, his attention should be re-directed to the old material he is dealing with, as well as to the new matter that has been put on the file.

The Appearance of a File

5.38 Files should be neat in appearance. If the covers are becoming severed they should be fixed or replaced.

5.39 As soon as a file becomes or is about to become cumbersome it should be closed and a successor file opened. At bed or cover of each file there should always be an unused minute sheet. If an officer uses the minute sheet that is at bed of the file he should replace it for possible use by someone later.

5.40 The Registry, Secretaries and officers should ensure that there is minute paper on the main part of the file for the succeeding minute to be made without the person who has to write the minute having himself to seek paper.

Use of Temporary Files

5.41 A temporary file should be used only when a main file is not available. As soon as the main file is released for action, matters being dealt with on the temporary file should be incorporated therein.

5.42 Whenever more than one temporary file comes into being on a single subject, the Registry should ensure that there is no need for a new subject title. If there is, a new subject title should be brought into being.

Keeping Files Within Ministry

5.43 Files of the Ministry should remain in the Ministry and memoranda sent out on relevant matters to Ministries/Departments unless, from the nature of the subject matter (e.g. a draft Cabinet Paper) or its volume, it is necessary to send the file.

Checking on Files

5.44 The Registry should check on all files which are to be returned to the Ministry. If a file does not return within two weeks, a request for it should be made by telephone or memorandum. If a file is urgent, an earlier check should be made. Registry personnel should keep these checks by recording the need to make the checks in their diaries on the appropriate day.

Miscellaneous Subject Files

5.45 These should be avoided. Where they do exist, however, an index of all correspondence within, with details of the correspondence, should be kept at cover of the file.

Magazines

5.46 These should not be filed in the main body of a file but be placed at cover for reference if necessary. The file should record that the magazine is at cover.

Insertion of Copies of Old Minutes

5.47 When inserting copies of old minutes from another file, you should file as far as possible in proper sequence or dates and ensure that it is clear from which file the copies are taken.

Flagging

5.48 If an officer requests an additional file from which to gather information and the Registry is made aware of what the information is that the officer requires, the Registry should flag the information in the file before passing it back to the officer. The Registry should also place a minute on the file indicating what information is flagged and where.

Attaching Files for Information

5.49 It is necessary from time to time to attach one file to another for a specific purpose of information. Whenever one file is attached to another, a minute on the first file should state clearly what information there is in the attached file and where it is.

Attaching Files on Which action is Going on

5.50 If action is proceeding on the file to be attached, the action should be drawn to the attention of the officer requesting the file to be attached and a note of it made on the first file before attaching the second file.

Despatch of Files

5.51 (a) **Files of the Ministry:** The files of the Ministry should not be loaned to other Ministries or Departments without the specific approval of the Permanent Secretary or the Deputy Permanent Secretary. The Ministry's general files should only be referred to other offices by an officer operating at the level of Administrative Officer I.

(b) **Files from other Ministries/Departments:** All foreign files referred to the Ministry for comments, advice or whatever action is necessary should immediately be drawn to the attention of the Deputy Permanent Secretary who will decide how the required action may be taken and the relevant extracts which should be made to the Ministry's records. An officer at any level in the Ministry may be requested by the Deputy Permanent Secretary to process a matter which has been referred to the Ministry for action.

D. Working Relations Among Ministers, Parliamentary Secretaries and Other Senior Officials

5.52 There is no written code on the relationship which should exist between Ministers, Parliamentary secretaries and senior public officers. The existing relationships have been built up by convention over the period of the ministerial system from 1954. Various changes have occurred because of Independence and more particularly because of the constitutional amendments of 1974. The following reflect a summary of the present position.

Ministers and Parliamentary Secretaries

5.53 Ministers are appointed by the Governor-General acting in accordance with the advice of the Prime Minister and they are assigned, in their instruments of appointment, responsibility for some particular business of the Government, including the administration or Departments. Parliamentary Secretaries are appointed in a similar manner to Ministers and are assigned to assist Ministers in the discharge of their functions. Both Ministers and Parliamentary Secretaries are constitutional appointments made from amongst members of the two Houses of Parliament - the House of Assembly and the Senate.

5.54 In the discharge of the functions allocated to a Minister, the Minister may delegate to the Parliamentary Secretary assigned to his particular Ministry such authority for any aspects of the subjects or for the administration of any block of work falling to his portfolio as he may consider advisable. In such circumstances of delegated authority, the final responsibility still rests with the Minister who is accountable to Cabinet and to the Prime Minister. Parliamentary Secretaries as a rule are not members of the Cabinet except when they are required to act for Ministers and in such circumstances, a Parliamentary Secretary is formally appointed by instrument to be a temporary Minister. In many respects, a Parliamentary Secretary in a Ministry will substitute for his Minister not only in terms of acting as Minister, but also on formal and official occasions. Sometimes a Parliamentary Secretary is appointed to act as a Minister in another Ministry.

Permanent Secretaries

5.55 A Permanent Secretary is that public officer who, subject to the general direction of the Minister, is responsible for the administration of the entire Ministry, its constituent departments and statutory boards. Under the Financial Administration and Audit Act and the financial Rules, a Permanent Secretary has special accountability as accounting officer to the Director of Finance and Economic Affairs, the Minister of Finance and the Public Accounts Committee of Parliament for the management of all funds allocated to the Ministry by Parliament or otherwise and for the collection of revenue falling to the Ministry and proper accounting therefor. A Permanent Secretary similarly has responsibility as the top manager of the Ministry to the Services Commissions and other personnel agencies for the management of personnel within the Ministry.

5.56 The relationship between a Permanent Secretary and his Minister is such that he is considered to be the Minister's principal but not only, adviser. In ministries with a strong technical/professional portfolio, e.g. Health, Education, Agriculture, there is a post of chief Technical officer (however termed, the holder of which is invariably graded at a comparable level to Permanent Secretary. The chief technical officer often has statutory responsibilities and is also the principal adviser to the Minister in the specific technical subject. In essence, however, the Permanent Secretary is considered to be the final point of authority in the **official** structure of the ministry. By and large, Permanent Secretaries, chief technical officers and Ministers have been able to evolve a working arrangement which will allow for clear demarcation of their respective roles without compromising the position of the Permanent Secretary as the top manager in the organisation with overall responsibility of resources and equipment.

Administrative Structure

5.57 On the administrative side, a Permanent Secretary is supported firstly, by a Deputy Permanent Secretary who receives about 80% of the emoluments of a Permanent Secretary and who may cover the entire range of functions falling to the Permanent Secretary or may be assigned a specific block of work similar to the arrangement applicable to a Minister vis-à-vis a Parliamentary Secretary.

5.58 Permanent Secretaries are not considered to be subject to the direction of a Parliamentary Secretary. Parliamentary Secretaries may be administratively serviced by an officer at a lower level than Permanent Secretary, e.g. Deputy Permanent Secretary or Senior Administrative Officer as may be deputed by the Permanent Secretary. The circumstances of any particular time and occasion might require the channelling of matters from a Permanent Secretary through the Parliamentary Secretary to the Minister. A measure of good sense or direction from the Minister will determine when such a process is adopted.

Ministries with more than one Permanent Secretary

5.59 The structure of some ministries is such that two or more Permanent Secretaries may be assigned as in the Ministry of the Civil Service and the Ministry of Finance and Economic Affairs. One Permanent Secretary may be assigned to a specific project(s) area and be considered as a Special Assignments Officer retaining his position in that ministry for so long

as the projects exist. In other cases as in the Ministry of the Civil Service, the combined ministerial responsibility for all aspects of personnel management and for the organisation and reform of the public service, has meant that the Chief Personnel Officer who is considered to be a Permanent Secretary, the Permanent Secretary, Training and the Permanent Secretary to the Ministry per se work separately to the Minister in their respective roles. In ministries with more than one Permanent Secretary, each such officer is accounting officer for a block of votes; enjoys a direct relationship with the Minister and is in no way subordinate to his colleague (s) in that ministry.

Grading of Permanent Secretaries

5.60 The classification of the post allows all Permanent Secretaries to be graded alike. This arrangement facilitates transfers and recognises that the functions of the post are equal in terms of complexity and level of responsibility. The Director of Finance and Economic Affairs and the Permanent Secretary who is designated as Head of the Civil Service, though their basic pay is the same as that of all other Permanent Secretaries, are, however, paid a special addition to salary to recognise their special and additional functions by virtue of their designations.

Appointment of Permanent Secretaries, Deputy Permanent Secretaries, Heads and Deputy Heads of Department

5.61 The power to make appointments, including acting appointments, to the office of Permanent Secretary (however termed), the chief technical/professional officer in a ministry, a head of department or the deputy to any of these posts is vested in the Governor-General, acting on the advice of the appropriate Services Commission after consultation with the Prime Minister. In respect of a lateral transfer of the holder of a post of Permanent Secretary, the Governor-General must act in accordance with the recommendations of the Prime Minister.

Consultation Between Minister and Permanent Secretary

5.62 For the system to function at all it is important that there is regular, scheduled and unscheduled consultation between Minister, Permanent Secretary and chief technical officer.

5.63 Consequent upon the constitutional changes of 1974 the personnel management of Crown servants, i.e. holders of posts in a civil capacity other than established posts, was delegated to Permanent Secretaries and in the case of temporary teachers to the Chief Education Officer to be administered in consultation with the relevant Minister with respect only to appointments. Further, there is a requirement that in making recommendations for appointment to established posts the Permanent Secretary should consult his Minister in respect of such levels of posts as the Minister may decide. This arrangement which has existed since 1973 was adopted in the spirit of section 72(1) of the Constitution.

The Committee of Permanent Secretaries

5.64 Soon after Independence in 1966, the Permanent Secretaries organised themselves into a Committee/Board which meets periodically under the Chairmanship of the Head of the Civil Service (himself a Permanent Secretary who is given the additional designation as Head of the Civil Service), to consider matters which are of common interest to ministries, to the public

service generally and to the Permanent Secretaries as a group. The notion behind the institution of this body is that it provides a forum for the top managers of the public service to share views and to apply collective wisdom to matters of common concern in the management of the public service. Over the years several matters, including the development and revision of General Orders, the use and management of paper, the constitution and the public service, the management of records and the changing relationship between social security and civil service pensionability, have engaged their attention. The body has had the formal blessing of the Cabinet.

The Head of the Civil Service

5.65 The designation of a Head of the Civil Service is the special prerogative of the Prime Minister who advises the Governor-General of the person to be appointed. The criteria applied since the first selectee in 1967 have been that the person be a senior Permanent Secretary with wide knowledge of the public service, who is able to have the respect of the civil service generally and of the political administration. The designated officer has come from different postings including the Chief Establishments Officer, the Cabinet Secretary, the Permanent Secretary to the Prime Minister or the Permanent Secretary, Ministry of the Civil Service.

Statutory Boards - The Role of Ministers

5.66 The concept of autonomy and the legal and corporate personages of statutory boards are upheld, but qualified to the extent that the authority of the boards and of Ministers with responsibility for such boards is subject to the collective authority of the Cabinet. Policy directions and the appointment and dismissal of senior staff of boards are subject to Cabinet's approval. In addition, personnel and financial policies, especially where boards operate largely or entirely on Treasury subventions are overseen by central agencies of Government with expertise and responsibility in these matters - the Ministry of Finance and the Ministry of the Civil Service. At Chapter 7 more details are given of statutory boards.

CHAPTER 6

OFFICE INSTRUCTIONS

CONDUCT, ECONOMY, SECURITY

A. General

B. Conduct

General

Department

Courtesy

Dress

Visitors

Gifts

The Telephone

Incoming Calls

Outgoing Calls

House of Attendance

Absence

Smoking

Eating and Drinking

Reading Newspapers

C. Economy

Time

Material and Equipment

Postage and Telegrams

D. Security

General

Aspects of Security

The Physical

The Personal

The Material

Security Classification

- (a) Top Secret
- (b) Secret
- (c) Confidential
- (d) Restricted
- (e) In Confidence

Security Instructions

- (i) Reproduction of classified documents
- (ii) Custody and Care of Classified Documents

Waste Paper

Transmission of Classified Documents

Visitors

E. Organisation and Division of Labour

CHAPTER 6

OFFICE INSTRUCTIONS

CONDUCT, ECONOMY, SECURITY

A. General

These office instructions are the rules and procedures under which the business of the Ministry is expected to be conducted. They are complementary to the provisions of the General Orders. They provide an essential framework within which work may be performed and against which the conduct and efficiency of officers may be measured. The instructions cannot possibly provide for every situation which may arise but it is expected that the staff of the Ministry will always comprise reasonable people who are aware of their responsibilities to the Government and to the community which they have chosen to serve.

B. Conduct

General

6.2 Members of staff should always be courteous in manner both in their dealings with the public and with other members of staff. They should be mindful that even the simplest person has a point to make and should be given an ear, even a cheerful ear. It is important to find out the problems of those who seek our assistance. A little advice and guidance can go a long way to allay the fears and suspicions of those whom we serve. It is as well to remember that the crudest of persons likes to be treated with civility and understanding.

6.3 Civility is not servility and it is possible to be firm without being discourteous. All frivolous and churlish behaviour should be avoided. It is not necessary to be loud and raucous when speaking to each other for one can be heard as well as if one's tone is subdued and clear. No officer is expected to surrender his sense of humour as a good joke can be a tonic even in a work situation. If it is necessary to pull up a colleague, this should be done by all means but an exhibition should be avoided because public correction is often the least effective correction.

Department

6.4 The way you sit at your desk may be the one factor on which your Ministry or even the whole Civil Service may be judged. A leg perched over the arm of a chair, a telephone lodged between the left shoulder and the left ear and a newspaper sprawled open on the desk present an impression of disgust. Unlaced shoes dragging along are equally disgusting and so is the unsavoury habit of shouting across the room.

Courtesy

6.5 Officers are **not** required to stand when they are being addressed by senior members of staff but senior officers of other Ministries/Departments do not always waive this courtesy and it is as well that standing (except by female officers) be practised on being addressed by a member of the public or by a senior officer from another Ministry or Department.

A Minister of Government should be addressed as Sir or Madam as the case may be and it is not condescending or supercilious behaviour to say Please or Thank You to anyone.

Dress

6.6 Officers are requested to dress soberly both in terms of colour and design. They should be clean and tidy paying special attention to personal hygiene. The hair, including the afro look, and the finger nails should not be overlooked in this matter of tidiness and cleanliness.

Extremes in fashion or holiday wear are not proper for the office. Female officers may wear a uniform of their choice but this is by no means compulsory. Excessive jewellery and other accessories are more distracting than attractive. Male officers should wear slacks and plain coloured shirts with or without ties or slacks and a jacket type short but there would be no objection to well fitted short pants with open neck shirts worn within the pants. All officers should wear comfortable shoes and avoid the habit of easing the toes in the office. Male officers should wear socks except on medical advice.

Visitors

6.7 Strangers not doing business with the Ministry should not be encouraged in the office and the conduct of personal business should, as a rule, be left outside of official hours.

Gifts

6.8 Officers are exhorted to bear in mind the provisions of paragraph 3.19 of the General Orders about accepting or soliciting gifts especially where such gifts may be made as a means of influencing the performance of the officer's duties or of soliciting patronage of any sort. Where an officer is in doubt about rejecting the offer of a gift he may consult the Permanent Secretary who will advise on the line of conduct to be adopted in such circumstances.

The Telephone

6.9 The telephones in the office are for official use. Long and unnecessary private calls should therefore be avoided. Repeated below is the text of a note issued from the Prime Minister's Office during 1970 on hints for good telephone communication -

Incoming Calls

- (a) **Identify the Office and yourself**

This is the first step. For example, the first answer to a call should be -

Prime Minister's Office, Miss Jones speaking, OR Prime

Minister's Office, Joe Rogers speaking, OR Prime Minister's Office, Rogers speaking.

(b) Answer promptly

Do not let the phone ring and ring. If you are on one phone or line and another is ringing constantly, ask for an excuse and answer the second phone or line. Let the person on the second phone or line know that you are engaged on another phone or line and ask him either to give you his number so that you may call him back; or let you complete your business on the first line while he waits.

(c) When about to answer the telephone, if you have already lifted the receiver, make sure you are not speaking to someone else in your office. If you are, please cover the receiver with your hand. Speech overheard on the telephone can give the caller an impression of sloppiness.

(d) When putting through a call to another person or department, use the words -

Hold on, please, OR Will you hold on, please?, OR I shall put you on in a moment to the person calling.

(e) Treat all callers with equal politeness

Every caller is an important person to the Prime Minister's Office.

(f) Always have a pad and a pencil ready to take messages on the telephone. All messages you take should be delivered **promptly** to the persons for whom they are intended.

(g) When someone gives you his name or a message on the telephone but you do not properly hear it, please say -

I beg your pardon, OR Would you kindly repeat that please?

Questions such as John who? OR What you say? to persons on the phone are impolite.

(h) Should the caller ask for someone who is out of office, offer your services by saying -

Can I help you? OR I am sorry, Mr. So-and-So is not in at present, may I take a message? OR Would you care to leave your number so that I may ask him to call you?

(i) When calling someone to the telephone, please take care to cover the mouthpiece of the receiver with your free hand. This avoids unnecessary

conversation and noise getting through to the caller.

- (j) If it will take time to seek information that the caller has asked for, kindly let him know that it will take you some time to get the information and ask him if he wishes to wait on the line or whether he would like you to call him back. You should avoid having a caller waiting on an exposed line for any undue length of time.
- (k) Be careful what you say when you are near to a receiver which is exposed to a desk. Drifting conversation, not for outside ears, can often be picked up this way.
- (l) Some words are perfectly in order or ordinary conversation but give an impression of slackness or undue familiarity when used on the telephone in business matters. You should avoid using words such as -

Okay, Sure, Year, Right, Good, Goodie, etc.

Instead use words such as -

Yes, Certainly, with pleasure, I shall do so, Thank you. you' re welcome.

It is important to keep your speech polite but not familiar in business conversation.

- (m) Bring your conversation to a close courteously by using such phrases as -

Thank you for calling, Goodbye, you' re welcome, etc., etc.

Outgoing Calls

- (a) If you are asking for someone on the telephone, enquire by saying -

May I speak to Mr. So-and-So, please?

- (b) When the other person comes on the line as a result of your call, identify yourself by saying -

This is Ronnie Brathwaite speaking, Prime Minister' s Office.

Hours of Attendance

6.10 Punctuality is simply good manners. It is not in good taste to keep others waiting beyond the time arranged for appointments. Further, it is irresponsible to be consistently late for work and merely a bad habit which can be broken by just a little effort. The normal working hours of the Ministry are from 8.15 a.m. to 4.30 p.m. with a one-hour break for lunch Monday to Friday.

6.11 The division of labour in the office is based on the reasonable assumption that each officer will be working at least most of the official time. Ninety-minute lunch hours, work commencing at 9.00 a.m. and stopping before 4.30 p.m. therefore constitute blatant robbery.

6.12 Where for one good reason or another working time is lost, officers will be expected to make up for such loss. Lunch hours will be staggered so as to ensure that a nucleus of personnel in each section or unit at all levels is always available to answer any queries which may be made. There should be no wanton alteration of lunch periods and any changes should be approved by a senior officer who will ensure that there is always appropriate coverage of the office.

Absence

6.13 Reasonable notice should be given of any expected absence from duty. Where, however, absence is unexpected, officers should report on the day of absence to their immediate supervisor for the eventual information of the Permanent Secretary through the officer to be designated as office manager. Such a report may be made by the officer himself or on his behalf by telephone in the first instance. Absence from work for more than two days on account of illness should be supported by a medical certificate in accordance with paragraph 5.16.1 of the General Orders.

Smoking

6.14 Smoking during official hours is not prohibited. Officers should, however, use ash trays to dispose of all residue and ensure that cigarettes or cigar ends as well as matches are completely extinguished before they are discarded. Officers should not smoke in circumstances which may upset their colleagues. It is bad manners to smoke during an interview without the approval of the person being interviewed and officers if they have no objection should always set the interviewee at ease by informing him that he may smoke if he so wishes.

Eating and Drinking

6.15 It is to be expected that officers will wish to take snacks during official hours but in so doing it is important to remember that a bad impression could be created for the office or documents or furniture may be soiled. Light refreshments should not therefore be taken in the open office.

Reading Newspapers

6.16 The Senior Clerk in charge of the Registry is the one officer authorised to check all copies of newspapers reaching the office to ensure that news items of interest to the Ministry are extracted. In so doing, however, it is not necessary to peruse the comic strip or other inappropriate areas of the newspapers in the open office. It is unsightly and will irritate visitors to the office.

C. Economy

Time

6.17 Time is the most precious commodity available to human beings. It is precious because it cannot be stored nor can it be recalled when once it slips by. Time is also money. When it is spent on trivialities it is uneconomical and therefore a waste of money. Any officer's salary may be broken down into a rate per hour or even a rate per minute or second and any one period of time, whether it be minutes or hours or whether it is continuous or on an accumulated basis, which is misused, is therefore money wasted. For instance, it makes good sense to read the Official Gazette but unless there are compelling reasons for so doing it would be a waste of time and money for an officer to spend a considerable period of a short working day perusing the Official Gazette. Effective time management on an individual basis is a good character trait.

Material and Equipment

6.18 Material and equipment should only be purchased if their use is necessary for the satisfactory functioning of the office. The most common wastage of material is associated with paper. Only necessary copies of documents should be made and both sides of paper should be used unless there are good reasons to the contrary. This rule should also apply to drafting and wherever possible the blank side of stencilled paper should be used for drafting. Minute sheets should be used fully and sensibly and where only one side of a minute leaf is used the file copy of a subsequent memorandum or letter should be typed on the other side. A document which comes after a blank page of a minute leaf should, wherever possible, be pasted over the blank page. Of course the circumstances of the case will determine when this device is used as it may be more time-consuming and therefore more expensive to adopt the device in some instances.

Postage and Telegrams

6.19 Letters should only be sent by airmail if surface mail is not adequate in terms of time. Air letter forms should be used wherever possible but if there is no saving on postage a letter may well cover the particular situation more cheaply. A telegram should be sent only when time is so vital that a letter would make for delay. In drafting telegrams officers should always be conscious of the need to be clear, even though economy of words should be exercised at all times. Telegraphic and overseas telephone communication is expensive and should be used only in rare instances. The use of the telefax has also revolutionised the channels of communication both locally and overseas. Such use should be encouraged where it is likely to be more cost effective.

D. Security

General

6.20 Every member of staff should always be mindful of the need for security in carrying out the business of the Ministry and of the Government. Security instructions are issued from time to time by the Division in the Prime Minister's Office responsible for security and defence and officers should constantly be guided by these instructions. An officer of the

Ministry will be designated as Departmental Security Officer and it will be his duty to ensure that the necessary security precautions are observed in the Division.

6.21 A clear distinction should be drawn between the principle of not showing and that of hiding. Frequently attempts at concealment excite the inquisitive and may lead to investigation of a situation by an unauthorised person who would not have been otherwise interested if there was no obvious evidence of an attempt to hide. Officers are therefore invited to bring any apparent breach of official security to the attention of the Permanent Secretary. The aim is not to impose punishment or to prove anyone guilty but to ensure that such breaches will not recur.

6.22 There are aspects of all Government work which, if disclosed may lead to embarrassment for the Government. A system of classification is therefore adopted in the Civil Service whereby documents and material may be graded as follows -

Top Secret
Secret
Confidential
Restricted (In Confidence)

Even where there is no classification officers are expected to be discreet about the processing of official information. The files of the Ministry are the special preserve of the Ministry and except for the Minister no person except within the Ministry can demand to see them.

Aspects of Security

6.23 There are about three aspects of security with which officers should be concerned, namely, the physical, the material and the personal. They are not separate but merely complementary. If the physical safeguards are not upheld and unless the personal integrity of officers is beyond doubt official material will be in danger of compromise by unauthorised dissemination.

The Physical

6.24 The physical security of an office and individual officers is of prime consideration. Members of staff should ensure that no unauthorised person gains free access to buildings or offices because of carelessness or oversight on their part. The number of officers who will be permitted to retain entrance keys to offices will be limited and should not generally be at a level below Administrative Officer I though in special circumstances the Secretary and other officers at that level will not be excluded from this category. The officer who is designated as office Manager will, however, have access to all keys.

The physical security of files is also of great importance and a file or document should not be left in such a position as to permit easy unauthorised access to it.

The Personal

6.25 All officers working in the Ministry should note and sign the declaration made under the provisions of the Official Secrets Act, 1911 and 1920. They should always bear in mind that any information of whatever kind which comes to their attention because of the nature of their job is privileged information and should not be disclosed to persons who are not in any way involved. In this connection officers should note very carefully the provisions of paragraph 3.15.1 of the General Orders. The Defence and Security Division of the Prime Minister's Office requires that all categories of persons having access to Government offices including Maids, Cleaners and Messengers must be vetted, security-wise, before they proceed to function in any Government office.

The Material

6.26 Material in the security sense includes documents, correspondence, Cabinet decisions, telephone conversations and any conceivable source of official information. All precautions which are laid down orally or in writing on official care and custody of material should be strictly observed.

Security Classification

6.27 The following represent the broad definitions of security classification in the Civil Service -

- (a) **Top Secret**: Information and material the unauthorised disclosure of which may cause serious injury to the interests of the nation in its relationship with other nations.
- (b) **Secret**: Information and material the unauthorised disclosure of which will cause serious injury to the interests of the nation at the domestic level.
- (c) **Confidential**: Information and material the unauthorised disclosure of which would be prejudicial to the interests of the nation.
- (d) **Restricted**: Information and material which may be confidential for the time being.
- (e) **In Confidence**: Information and material concerning staff, trade or commercial matters the unauthorised disclosure of which would cause administrative embarrassment or difficulty.

Security Instructions:

6.28 The Ministry responsible for Defence and Security has issued a booklet on Government Security and the instructions therein are amended from time to time by circular. Copies of that booklet may not be readily available but the following instructions which have also been issued by the Government Security Officer are reproduced below and should be noted very carefully -

(i) Reproduction of Classified Documents

- (a) Duplicating and Photostat machines should always be placed in a room which can be locked or alternatively where the machines are under observation. Only authorised staff should use machines.
- (b) Copying of Top Secret or Secret or Confidential documents should be done only at the written request of a senior officer. The request with the file or other identifying reference should specify the number of copies to be made and a note must be kept (normally on the file copy) of the disposal of all the duplicates. Spoilt or surplus copies must be disposed of immediately as classified waste.

(ii) Custody and Care of Classified Documents

Existing security furniture should always be put to the best use. When not in use all classified documents should be kept under lock and key in a safe or steel cupboard fitted with a security lock. Desk drawers, wooden cupboards and certain types of filing cabinets (e.g. those with cylinder or simple ward locks) offer little security and should normally never be used for classified documents.

Before a room in which classified material is kept in day time is left, all classified papers should be locked away. Periodic checks will be made of all Top Secret or Secret documents to ensure that none is missing. If a document cannot be found or it is suspected that an unauthorised individual has had access to a classified document, the Security Officer must be informed immediately.

Copying of classified documents should be kept to the absolute minimum. Copies should bear the appropriate security classification and be recorded and afforded the same protection as the original. Numbering of copies is a useful aid to recording and therefore to security.

A classified document no longer required should be returned immediately to the originator or destroyed by fire if permission to do so has been given.

Waste Paper

6.31 Waste paper baskets are a notorious source of leakage of information. Arrangements should therefore be made for all classified waste, e.g. draft letters and reports, shorthand notes, typewriter carbons, typewriter ribbons, dictating machine tapes, etc. used in preparing classified documents, to be kept separate from unclassified waste and locked up until it can be destroyed, under supervision, by burning in a closed container so that pieces of paper are not carried away by the wind.

Transmission of Classified Documents

6.32 All classified documents should be passed personally to the intended recipient or in his absence to the person designated to open classified documents on his behalf. Such documents must never be left on the desk of the intended recipient to await his return.

6.33 Within the territory, Top Secret matter would in no circumstances whatsoever be sent by post but always by hand of an authorised messenger and enclosed in two sealed envelopes. The inner envelope should be wax sealed and marked *Top Secret* or *Secret*, to be opened only by or in his absence, by the person designated to open Top Secret or Secret documents on his behalf, or alternatively to be returned to sender.

6.34 The outer cover should bear no more than the name and address of the intended recipient and should be given no indication of the nature of the enclosure or its classification. A form of receipt bearing no more than the date and reference number of the document (not the title) should be enclosed in the inner cover with the request that the addressee sign and return it at once to the sender. Arrangements must be made to check these receipts.

6.35 Confidential material may be transmitted under double envelope. The inner envelope should be marked Confidential but the other should not bear any indication of the security classification of the contents.

Visitors

6.36 In buildings containing classified documents visitors should be escorted at all times.

6.37 When speaking with colleagues not concerned with classified matters, all classified documents should be hidden from view. The same precaution should be observed when office cleaners, maintenance personnel, messengers, etc. are in the same office.

E. Organisation and Division of Labour

6.38 The organisation of the central administration of the Ministry of the Civil Service - the Establishments Functions - is subject to change in the context of the machinery of Government. Historically such changes have occurred on enough occasions to render it inadvisable to determine an organisational structure for inclusion in this manual. Further, the division of labour into sections and units as well as among staff is dependent upon what is feasible as much as upon the management requirements at any point in time.

6.39 Every member of staff should, however, be kept aware of the operative structure of the organisation, the reporting relationships and the relative authority and responsibilities of each other. Apart from the general job descriptions applicable to the public offices within the groups in which the various posts of the Ministry fall, a detailed job description should be maintained for each post. The holders of these posts should always be aware of their stated duties.

CHAPTER 7

STATUTORY BOARDS AS AN EXTENSION OF THE PUBLIC SERVICE

Definition

Purpose and Functions

Existing Boards

Appointment of Boards' Staff

National Housing Corporation

Pensionability

Other Conditions of Service

Relationship between the Ministry of the Civil Service and Statutory Boards

Remuneration and Allowances to Managers of Boards

Fees to Members of Boards

APPENDIX I

LIST OF STATUTORY BOARDS

1. Statutory Boards which employ Staff
2. Statutory Boards which do not employ Staff
3. Other Statutory Bodies
4. Public Companies

APPENDIX II

PENSION ARRANGEMENTS FOR STAFF OF STATUTORY BOARDS

CHAPTER 7

STATUTORY BOARDS AS AN EXTENSION OF THE PUBLIC SERVICE

Definition

A statutory board as defined in the Interpretation Act, Cap. 1 is any board, commission, committee, council or other like body established by or under an enactment.

Purpose and Functions

7.2 Statutory boards are theoretically established to operate a service which, if assigned to a Government Department would be impeded by Civil Service practices. A board should be subject to general policy directives from the ministry under which it falls but its day by day management should be left to the Board itself. In theory a statutory board is intended to render a public service along commercial and private sector lines.

7.3 The nature and functions of boards may vary between the promotional, commercial, service or advisory boards. An example of each of the above is as follows -

Promotion	-	Barbados Tourism Authority
Commercial	-	Natural Gas Corporation Caribbean Broadcasting Corporation Transport Board
Service-		Sanitation Service Authority
Advisory	-	Soil Conservation Board

It is sometimes difficult to categorise boards into any one of the above broad functional areas and in fact some of them may span more than one of the classifications.

Existing Boards

7.4 There are at present (1990) 80 statutory boards including the Boards of Management of the secondary schools, the two tertiary institutions and the Barbados Community College. A list of these boards is given as Appendix I. In addition there are some public companies which are also shown in Appendix I.

Appointment of Boards' Staff

7.5 The staff of the boards are usually appointed by the boards themselves who may hire and fire the staff of their organisations except that there is a statutory provision that the Minister's approval must be sought for the appointment of persons to posts with salaries in excess of such figure as the Minister may determine. Similarly the law establishing a board

usually provides that the appointment or dismissal of its manager or deputy manager, however termed, is always subject to the approval of the Minister. The provision of superannuation benefits for all staff is also subject to the approval of the relevant Minister.

National Housing Corporation

7.6 The staff of this organisation is subject to similar conditions of service as persons in the Civil Service. By an order made under the Housing Act, Cap. 226 the staff is declared pensionable on the same conditions and under the same legislation as are applicable to public officers and employees in corresponding categories - i.e. the Pensions Act, Cap. 25, the Public Employees Pensions Act, Cap. 30, the Casual Employees Pensions Act, Cap. 20. There is reciprocity in matters of transfer between the staff of this Corporation and the Civil Service. The male members of the established staff in service prior to April 1978 are, as in the case of male public officers, also contributors under the Widows and Children Pensions Act.

Pensionability

7.7 Except for the National Housing Corporation, the staff of statutory boards are not pensionable under the legislation applicable to the Civil Service. Since the coming into force of the Education Act in June 1983, the teaching staff of all the secondary schools, like similar staff of the Erdiston Teachers' Training College and the Samuel Jackman Prescod Polytechnic, have become civil servants. Prior to June 1983 the teaching staff of the older secondary schools were, however, pensionable under the Teachers (Secondary Schools) Pensions Act, Cap. 56 which is still applicable to the teaching staff of the Barbados Community College. The non-teaching staff of the secondary schools as well as of the Barbados Community college, the Samuel Jackman Prescod Polytechnic and Erdiston Teachers' Training College are pensioned under the Public Employees Pensions Act or the Casual Employees Pensions Act as the case may be.

7.8 The staff of the Sanitation Service Authority and the Child Care Board have always been provided for under the Statutory Boards Pensions Act, Cap. 384 or the Statutory Boards (Casual Employees) Pensions Act, Cap. 383. Recent amendment to this legislation by virtue of the Pensions (Miscellaneous Provisions) Act, 1990 has made provision to include a number of other boards like the Barbados Board of Tourism under this same legislation. The operations of these boards are financed from the public treasury and are non-commercial in character.

7.9 Some boards, like the Industrial Development Corporation, have made provision with life insurance companies for pensions for their employees subject to the approval of their Minister and of the Cabinet to the extent that their own financial position may allow. In this context the Insurance Corporation of Barbados has been developing a pension scheme to be applicable to a number of statutory boards such as the Barbados Water Authority whose operations are commercial in character and are financed from the revenues of the boards themselves.

7.10 Attached as Appendix II is a list of boards and the arrangements for pensions which are applicable to or are under consideration for their respective staff. It is imperative that the section of the Ministry responsible for pension matters maintain up-to-date schedules of

pensionable posts and scheduled authorities as these arrangements apply to statutory boards which fall under the provisions of pensions' legislation.

Other Conditions of Service

7.11 Conditions of service such as leave, etc. are governed in many cases such as the following by the General Orders which are applicable to the Civil Service because the boards themselves have adopted these Orders -

The Sanitation Service Authority
 The Child Care Board
 The National Housing Corporation
 The Boards of Management of the Secondary Schools
 The Board of Tourism
 The Industrial Development Corporation
 The national Conservation Commission

Other boards such as the Caribbean Broadcasting Corporation or the Transport Board usually provide for these conditions of service in their agreements with the union representing staff.

Relationship between the Ministry of the Civil Service and Statutory Boards

7.12 The role of the Ministry in matters of conditions of service of statutory boards is largely advisory to the ministries under which the boards may fall. Direct access is often made by the boards to the ministry for quick advice but as a rule such queries are properly channelled through the executive ministry. The Ministry of the Civil Service is usually asked to comment on any conditions of service or request for staff or regrading of staff before it is agreed and the aim of the Ministry is to provide as far as possible for uniform conditions of service within the employ of all the boards.

7.13 The Cabinet has also directed by a 1975 decision which has been repeated on several subsequent occasions that all Government corporations/boards should avail themselves of the services of the Ministry of the Civil Service and of the Ministry of finance when negotiating with trade unions organisations in respect of wages, salaries and conditions of employment.

Remuneration and Allowances to Managers of Boards

7.14 The remuneration and allowances paid to managers of the various statutory boards are subject to the approval of the Prime Minister and of the Cabinet.

Fees to Members of Boards

7.15 The Cabinet also determines the rates of fees to be paid to Chairmen and Members of the various boards. For easy coordination, however, the Ministry of the Civil Service usually makes the recommendations to the Cabinet in a comprehensive submission.

APPENDIX I**LIST OF STATUTORY BOARDS****1. Statutory Boards Which Employ Staff**

Air Transport Licensing Authority, Cap. 288A
 Barbados Agricultural Development Corporation, Cap. 254
 Barbados Board of Tourism, Cap. 342
 Barbados Community College Board, Cap. 38
 Barbados Development Bank, Cap. 323
 Barbados Export Promotion Corporation, Cap. 332
 Barbados Marketing Corporation, Cap. 255
 Barbados National Bank, Cap. 322A
 Barbados Port Authority, Cap. 285B
 Barbados Tourism Investment Corporation, Cap., 332A
 Barbados Water Authority, Cap. 274A
 Board of Management, Erdiston Teachers' Training College, Cap. 41
 Board of Management, Samuel Jackman Prescod Polytechnic, Cap. 41
 Boards of Management, Secondary Schools, Cap. 41
 Caribbean Broadcasting Corporation, Cap. 276
 Central Bank of Barbados, Cap. 323C
 Child Care Board, Cap. 381
 Industrial Development Corporation, Cap. 74
 Insurance Corporation of Barbados, Cap. 311
 National Assistance Board, Cap. 48
 National Conservation Commission, Cap. 393
 National Cultural Foundation, Cap. 380
 National Housing Corporation, Cap. 233B
 National Petroleum Corporation, Cap. 280
 National Sports Council, Cap. 48A
 National Training Board, Cap. 35
 Public Utilities Board, Cap. 282
 St. Joseph Hospital Board, (Act 1989-30)
 Sanitation Service Authority, Cap. 382
 Student Revolving Loan Fund Committee, Cap. 54A
 Transport Board, Cap. 297

2. Statutory Boards which do not employ Staff

Broadcasting Authority, Cap. 274B
 Cinematograph Film Censorship Board, Cap. 299
 Control of Boxing, Cap. 176
 Defence Board, Cap. 159

Electrical Wiremen (Licensing) Board, Cap. 368A
 Engineers Registration Board, Cap. 368B
 hillside Home Welfare board
 Income Tax Appeal Board, Cap. 73
 Land Tax Relief Board, Cap. 78A
 Land Surveyors Board, Cap. 370
 Land Valuation Board, Cap. 229A
 national Insurance Board, Cap. 47
 Pesticides Control Board, Cap. 395
 Private Investigators and Security Guards
 Licensing and Advisory Board, Cap. 372E
 Scotland District Soil Conservation board, Cap. 396
 Sugar Factory Smoke Control Board, Cap. 355
 Transport Levy Board, Cap. 92A

3. Other Statutory Bodies

Betting and Gaming Committee, Cap. 134A
 Dental council, Cap. 367
 Electoral and Boundaries Commission (The Constitution)
 Electrical Wiremen Appeal Tribunal, Cap. 268A
 General Nursing Council, Cap. 372
 Liquor Licensing Authority, Cap. 182
 Medical Council, Cap. 371
 Pharmacy Council, Cap. 372D
 Service Commissions (The Constitution and Cap. 34)
 Small Holdings Committee, Cap. 237
 Town and Country Planning Advisory Committee, Cap. 240

4. Public Companies

Aero Services (Barbados) Limited
 Arawak Cement Company Limited
 Caribbean Air Cargo Company Limited
 Caribbean Airways Limited
 Barbados Feeds Limited
 Barbados Mills Limited
 Barbados Mortgage Finance Company Limited
 Barbados national Oil Company
 Barbados national Standards Institution, Cap. 325A

APPENDIX II

PENSION ARRANGEMENTS FOR STAFF OF STATUTORY BOARDS

Barbados Community College	-	Teachers (Secondary Schools) Pensions Act, Cap. 56
	-	Public Employees Pensions Act, Cap. 30
	-	Casual Employees Pensions Act, Cap. 20
Boards of Management -		
Erdiston Teachers' Training College]		
Samuel Jackman Prescod Polytechnic]	-	Public Employees Pensions Act, Cap. 30
Secondary Schools (in respect of non-teaching staff only)]	-	Casual Employees Pensions Act, Cap. 20
National Housing Corporation	-	Pensions Act, Cap. 25
	-	Public Employees Pensions Act, Cap. 30
	-	Casual Employees Pensions Act, Cap. 20
Child Care Board]		
Sanitation Service Authority]		
Barbados Board of Tourism]		
National Assistance Board]		
National Conservation Commission]		
National Cultural Foundation]		
National Sports Council]		
National Training Board]		
Public Utilities Board]		
Barbados Agricultural Development Corporation]		
Barbados Development Bank]	-	Private Scheme
Central Bank of Barbados]		
Industrial Development Corporation]		
Transport Board	-	Private Scheme based on Civil Service provisions with full incorporation of the National Insurance Scheme; commuted gratuity not payable.
Barbados Marketing Corporation]		

Barbados Port Authority]	
Barbados Tourism Investment Corporation]	
Barbados Water Authority]	-
Caribbean Broadcasting Corporation]	Being considered for a commercial type pension plan to be operated by the Insurance Corporation of Barbados.
Insurance Corporation of Barbados]	
National Petroleum Corporation]	