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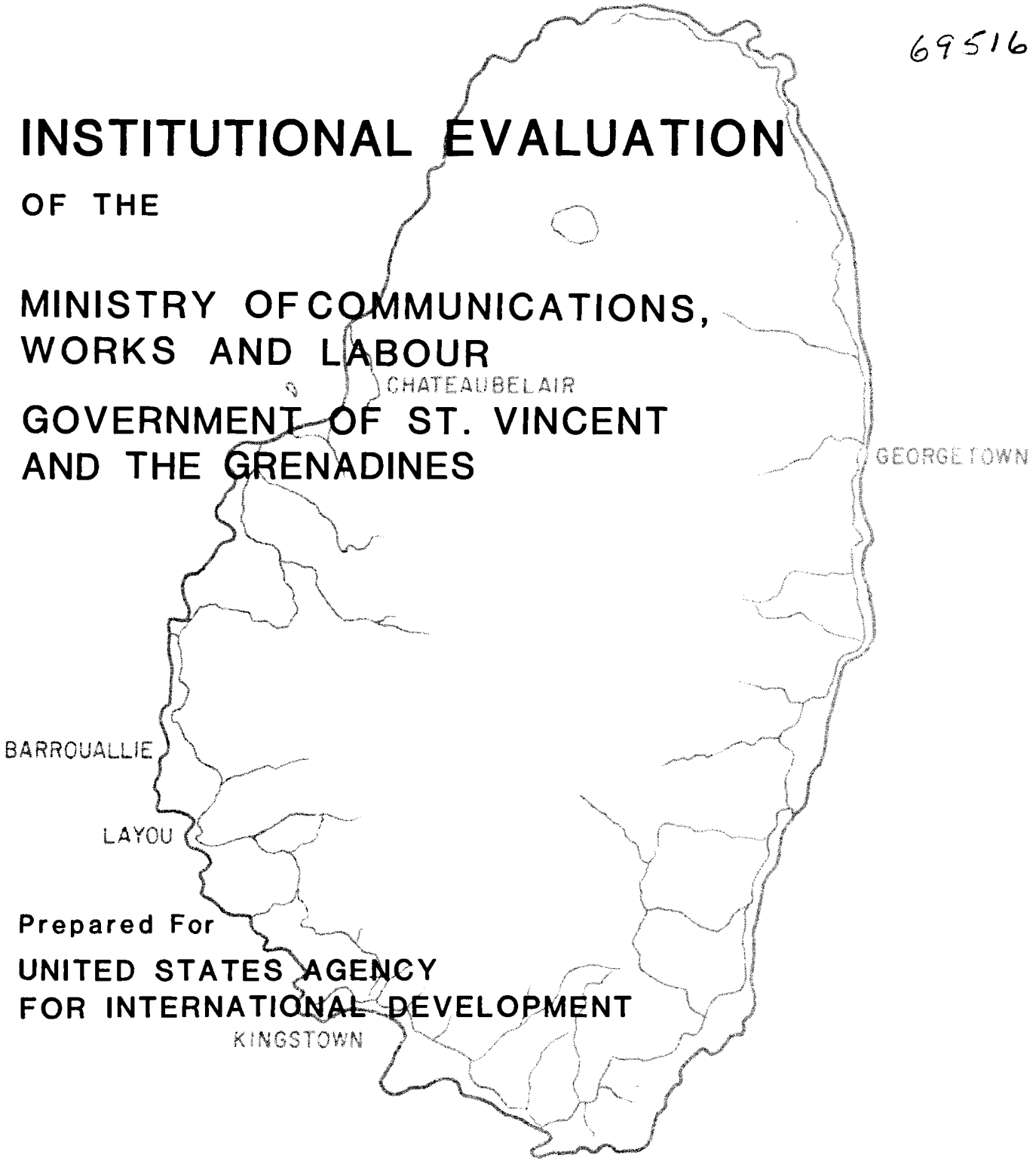
INSTITUTIONAL EVALUATION

OF THE

MINISTRY OF COMMUNICATIONS, WORKS AND LABOUR

GOVERNMENT OF ST. VINCENT AND THE GRENADINES



Prepared For

UNITED STATES AGENCY FOR INTERNATIONAL DEVELOPMENT

Wilbur Smith and Associates

JANUARY 1985

Wilbur Smith and Associates, Inc.

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January 30, 1985

CABLE WILSMITH
TELEX 57-3439

Mr. Michael C. DeMetre
Chief, Office of Engineering/Energy
U.S. Agency for International Development
Regional Development Office: Caribbean
Box 302
Bridgetown, Barbados, W.I.

SUBJECT: OTR-1406-I-00-2253-00 (IQC for the Institutional Evaluation of the Ministry of Communications, Works and Labour--St. Vincent and the Grenadines

Dear Mr. DeMetre:

We are pleased to present herein our final report for the subject task order. As requested, six (6) copies are being forwarded to you. This report reflects comments received from your office to our draft final report, however, no comments were received from MCW.

On behalf of our project team, Messrs. Bill Buglass and Howard Guiot, we wish to express our appreciation for the opportunity to undertake this most interesting engagement, and for the support and assistance rendered by your office during its conduct.

Respectfully submitted,

WILBUR SMITH AND ASSOCIATES

J. W. Bonniville, P.E.
Vice President

JWB/dd

Encl.

ACKNOWLEDGMENT

The collection of data on which a substantial portion of this evaluation is based could not have been accomplished within the established time constraints without exceptional cooperation by the many representatives of the Ministry of Communications, Works and Labour, and the Director of Audit of the Government of St. Vincent; USAID Staff in Barbados; and the staff of the Productive Infrastructure Rehabilitation Project. An even greater commitment of time was required for the interviews conducted by the Wilbur Smith and Associates Study Team.

The Study Team expresses its sincere appreciation to all who so generously contributed the time, information and data necessary for the completion of this Institutional Evaluation.

A special "thank you" to the USAID-PIR staff for allowing the Study Team to use the project office facilities.

PREFACE

The primary purpose of this institutional evaluation of the Ministry of Communications, Works and Labour of the Government of Saint Vincent is to identify problems affecting the efficiency of the Ministries' financial, technical, staffing and operating procedures, and to make recommendations for their improvement. The following chapters describe the present situation and discuss impediments to achieving a high level of efficiency. Recommendations are made which the Study Team believes will improve the efficiency of the Ministry and strengthen its managerial functions. Estimates of the cost of implementing the recommendations are indicated when appropriate along with a projected implementation schedule.

The primary concern in the immediate future should be the commitment to improve efficiency in the administration and operation of the Ministry of Communications, Works and Labour of the Government of St. Vincent and the Grenadines. Funds for the restoration and maintenance of roads on St. Vincent are insufficient to provide the level of service necessary to encourage expansion of its agricultural resources and to provide incentives for future expansion of manufacturing and other commercial activities. Certainly St. Vincent could capitalize further on its tourism industry if the many beautiful, interesting areas of the island were more accessible. Efficiency in management and operation will maximize the use of the limited funds currently being made available by Parliament and will position the Government of St. Vincent to receive grants and other forms of assistance from various agencies interested in development.

Greater emphasis must be placed on the preservation of the existing road system. Although the existing road system was developed on a piecemeal basis, it nonetheless represents a substantial capital investment which is vital to the health, welfare and social needs of the people of St. Vincent. It is not acceptable to allow these roads to deteriorate; the loss of service and the cost of restoration would be prohibitive.

The farsighted public servants of St. Vincent have recognized the important role that an improved road system

would play in improving the economic health of the country. The current USAID-PIR project is a fine example of a road improvement that will result in economic benefit. It is important to continue this type of effort by developing a long range road improvement program with priorities based on the benefits which will accrue to the country.

The important question is "how can we preserve our investment in the existing road system and provide for expanding it as necessary to improve the economic health of the Government of St. Vincent and the Grenadines?"

An equally important question is "how can we improve our efficiency in order to maximize the use of existing funds as well as grants which may become available?"

TABLE OF CONTENTS

		Page Number
	ACKNOWLEDGEMENT	
	PREFACE	i
	EXECUTIVE SUMMARY	ES-1
Chapter I	STAFFING POLICIES	I-1
	1. Job Descriptions	I-1
	2. Performance Evaluation	I-3
	3. Compensation	I-5
	4. Promotion	I-7
	5. Training	I-8
	6. Organizational Structure	I-10
Chapter II	FINANCIAL MANAGEMENT	II-1
Chapter III	COMMUNICATIONS	III-1
Chapter IV	PROJECT RELATED ACTIVITIES	IV-1
	1. MCW Capital Works Projects	IV-1
	2. USAID Productive Infrastructure Project	IV-4
Chapter V	GOVERNMENT FUNDING SCHEME	V-1
Chapter VI	SUMMARIES	VI-1
APPENDIX A	LIST OF PERSONS INTERVIEWED	A-1
APPENDIX B	LIST OF REFERENCE MATERIALS	B-1
APPENDIX C	EXCERPTS FROM CIVIL SERVICE REGULATIONS	C-1
APPENDIX D	EXCERPTS FROM PUSINELLI REPORT	D-1

ILLUSTRATIONS

Figure	Title	Follows Page
1	Confidential Staff Report	I-4
2	Organization of Ministry of Communications, Works and Labour with Respect to Roads	I-10
3	Ministry of Communications and Works Organization Chart of Roads Division	I-10
4	Ministry of Communications and Works Current Organization Chart	I-11
5	Government Funding Scheme	I-11
6	Ministry of Communications and Works Proposed Organization Chart	I-12
7	Estimates 1983/84 PART I-RECURRENT Abstract of Revenue	II-1
8	Estimates 1983/84 PART I-RECURRENT Abstract of Expenditure	II-1
9	USAID Road Project	IV-4
10	Appendix Government Funding Scheme 1984/84	V-1
11	St. Vincent Government Funding Scheme Hire Rate/Per Hour	V-2
12	Government Funding Scheme Vehicle/Equipment List	V-6

EXECUTIVE SUMMARY

The primary purpose of this study is to make an evaluation of the Ministry of Communications, Works and Labour of the Government of St. Vincent and the Grenadines (GOSV) and to develop recommendations for improvement of the delivery of services. There is a recognition by the Government and the people of St. Vincent of the importance of the construction and maintenance of public facilities and the need to improve the efficiency and productivity of the Ministry.

The United States Agency of International Development (USAID) therefore, approved funding for an Institutional Evaluation of the Ministry of Communications, Works and Labour to be conducted by a firm qualified in:

- Institutional analysis
- Public sector institutions in the English-speaking Caribbean
- Engineering management practices
- Equipment operations management practices.

The Scope of this Institutional Evaluation includes the following "Statement of Work:"

"<u>ARTICLE II - Statement of Work</u>

The Contractor shall analyze the technical, managerial, administrative, and financial operations of the MCW, including the Government Funding Scheme, in order to

determine the nature and extent of institutional weaknesses and recommend improvements. Specifically the contractor shall:

(1) Review the Ministry's staffing policies, including job descriptions, compensation, promotion, and standards of performance, and assess the viability of the Ministry's organizational structure;

(2) Review the Ministry's financial management operations, including budgeting, billing, collection, and project accounting procedures;

(3) Investigate the methods and assess the effectiveness of inter- and intra-ministerial communications;

(4) Review the Ministry's procedures for managing and administering specific project-related activities;

(5) Review the Crown Agents 1978 report concerning the operation and management of the Government Funding Scheme, and determine the extent to which recommendations contained in that report have been implemented and their effectiveness, and assess the need for additional improvements; and

(6) Develop recommendations for changes to existing procedures, policies, organizational structures, and the GFS to improve the structures,

Ministry's organizational efficiency and strengthen management weaknesses. The recommendations shall (a) be specific to existing policies or procedures, (b) include an estimate of the initial and recurring cost implications related to their implementation; and (c) be embodied in a timephased implementation plan. Recommendations should be sensitive to the financial and legislative constraints under which the Ministry operates."

The imposed time constraints precluded the possibility of a sufficiently detailed collection and analsis of data to allow the formulation of a complete set of recommendations. Therefore, the Contractor Study Team has concentrated its efforts toward those areas in which significant improvements appear possible.

The Study Team has attempted throughout this engagement to gain an understanding of the functions of the MCW as prescribed by the Parliament and various established regulations, and to relate them to current needs and future trends.

The above indicated "Statement of Work" was followed and pertinent information gained from interviews of many who are directly or indirectly involved (see Appendix A) and review of various reports and official documents (see Appendix B). Problems were identified and alternatives considered prior to arriving at a series of recommendations.

require the expenditure of funds while in other cases the costs involved will be indirect. The Study Team has not attempted to define methods for funding the recommendations although several options appear possible, i.e., GOSV and various types of grants.

Staffing Policies

The capability and productivity of any organization is largely related to the quality of its members and the team effort that can be generated. Questions have been raised concerning lines of authority and the placement of accountability within the Ministry. Questions have also been raised concerning the degree to which professionals are used in decision making positions particularly with regard to the maintenance of existing roads and other public facilities.

It is recommended that a new and forceful effort be made to improve employee efficiency and productivity by establishing training programs, job descriptions, evaluations of performance and incentives in the form of variable salary increases based on performance. Expansion of the office facilities of MCW will have a positive effect on employee morale and efficiency.

It is also recommended that the organizational structure be revised to reflect greater emphasis on the preservation of the existing system of roads and to provide for increased use of professionals in the upper levels of management. This will encourage decision-making at the lowest practical level with accompanying improvement in efficiency.

Financial Management

The Ministry of Communications, Works and Labour finds it difficult to obtain current, accurate information concerning the status of various revenue and expenditure accounts, including those of the Government Funding Scheme which administers the repair, operations and assignment of equipment in addition to the production and sale of crushed rock. Delays in obtaining this information make it difficult if not impossible to make effective, timely management decisions.

It is, therefore, recommended that the MCW install a comprehensive accounting procedure.

It is further recommended that a nicro computer be installed with sufficient capacity to accommodate the accounting needs of the MCW including GFS.

Communications

Although official communications within the Ministry concerning projects, personnel management and various directives appear to be satisfactorily handled, there is little effort made to inform the employees and the public of the plans and priorities of the agency. In addition, employees are not encouraged to communicate their ideas and suggestions to management.

It is recommended that the Ministry make a concerted effort to communicate its plans and priorities to the employees and to encourage them to offer their ideas to management.

It is also recommended that the MCW communicate its plans and needs to the public. The image of the Ministry can be improved if the public understands the plans and problems being faced by MCW.

Project Related Activities

Major capital works projects undertaken by the MCW, whether funded by the GOSV or from outside sources, should be managed by a project team with appropriate professional and technical expertise and experience. In some cases inefficiencies and delays are experienced during the early stages of a project due to lack of understanding of requirements.

It is recommended that MCW initiate the concept of pre-construction meetings to familiarize staff and support agencies (GFS) with the project schedule, equipment and supply needs, and the standards of construction.

The economic health of St. Vincent is very closely tied to the adequacy of its roads. It is a generally accepted premise that additional mileage of all weather (paved) roads would encourage development and improve its economy.

It is recommended that a long range program for increasing the mileage of paved roads be developed.

Government Funding Scheme

The Government Funding Scheme is basically a support agency within the Ministry of Communcations, Works and Labour. Its primary responsibilities involve the purchase,

operation and repair of all equipment used by MCW, and the production and sale of crushed rock. There is a lack of coordination between GFS and top management of MCW resulting in failure to accomplish projects on schedule and within budget. Most problems are related to the lack of a comprehensive accounting procedure and a clear definition of GFS responsibilities and delegated authorities as established under the Permanent Secretary and Chief Engineer.

It is recommended that an accounting system be established along the lines previously recommended in the Miller Report (1976) and the subsequent appraisal made by The Crown Agents (1978).

It is further recommended that lines of authority and accountability be clearly established and enforced.

It may be worthwhile for MCW/GFS to consider the development and installation of an Equipment Management System which would further utilize the micro computer referred to previously and in Chapter II.

13

Summary of Cost Estimates

The following tabulation summarizes estimated implementation costs.

Chapter Number	Category/Specific Recommendation		Estimated Cost (U.S. Dollars)
I	Staffing Policies		
	Job Descriptions	$45,000	
	Training	50,000	
			$ 95,000
II	Financial Management		
	Install accounting system, computer purchase and training	60,000	
			60,000
III	Communications		N/A
IV	Project Related Activities	N/A	
	MCW Capital Works Project		
	USAID PIR Project		
V	Government Funding Scheme		
	Office Manager Advisor	75,000	
			75,000
TOTAL			$230,000

14

CHAPTER I

STAFFING POLICIES

The general staffing policy and associated regulations are set forth in detail in "Civil Service Orders for the Public Service of St. Vincent," Chapter II (see Appendix C). These regulations apply to all Ministries and agencies of the Government of St. Vincent and the Grenadines (GOSV). The Ministry of Communications, Works and Labour (MCW) employee "monthly" (staff) as well as "daily paid" workers.

The "monthly" positions are filled through promotions from within the MCW or by advertising for applicants in accordance with the Civil Service Orders. The applications are received by the Personnel Office which in turn obtains recommendations from MCW. "Daily paid" workers are hired directly by MCW.

There are two unions which represent the "monthly" and "daily paid" workers. The Commercial, Technical and Allied Workers Union generally represents all who are not in Civil Service Positions, although "daily paid" workers who work for only short periods often do not elect to join the Union. Most Civil Service employees are represented by the Public Service Union.

1. Job Descriptions

Based on interviews of key staff of MCW and a review of the Civil Service Orders, the Study Team concludes that,

for all practical purposes, job descriptions are non-existent. There are some references to the levels of responsibility of MCW positions in a report prepared by Pusinelli (1970). The purpose of the report, however, was to establish relationships among various positions of all Ministries in order to develop support for recommended salary levels. Excerpts from the Pusinelli Report are included in Appendix D.

It is obvious that the top management of the Ministry would welcome the development of job descriptions. They are genuinely interested in making MCW a more competent, efficient organization and feel that job descriptions would greatly assist them in their efforts.

Problems

Many employees do not have an understanding of what is expected of them and, therefore, perform only those tasks or assignments which are specifically assigned to them by their supervisors. Not knowing what is expected of them, employees have little incentive to improve themselves and to exceed job requirements.

Employees cannot be effectively rated on their performance when there are no job descriptions on which to rate performance.

Top management and various levels of supervision cannot effectively administer the activities of MCW when there is no information concerning job responsibilities, accountability and quantity and quality of work required of specific positions within MCW.

Recommendations

Establish job descriptions for all MCW Civil Service positions and for "daily paid" workers employed on a continuing basis.

Engage an Engineer/Management firm to assist MCW in developing the job descriptions.

Estimate of Cost - Engage a personnel or management firm. Three-person team for 25 days including travel, subsistence and support =

Total	$45,000(U.S.)

Implementation Schedule - Allow one month after contract execution for mobilization and one month to prepare job descriptions.

2. Performance Evaluation

Employees need incentives to achieve maximum performance and production. Most employees will welcome a rating of their performance and will respond to suggestions and self-improvement programs. The result will be a more efficient staff which takes pride in being members of a good team.

The employees of MCW are very conscious of the importance of roads to the economic health of St. Vincent and will look forward with enthusiasm to being part of an organization which provides an important public service and is respected by their friends and neighbors.

17

Presently, the only evaluation of employee performance is contained in a "Confidential Staff Report" (Figure 1), which is submitted at the end of the year. It is unclear as to whether all supervisors submit reports for employees under their supervision of whether the Chief Engineer prepares all reports.

In any event the evaluations are not reviewed with the employees and no visible effort is being made to correct deficiencies through a self-improvement program. The above indicated evaluation is not used to determine salary incremental increases.

Problems

There is an apparent lack of interest on the part of employees which appears to be partially due to a lack of understanding of what is expected and partially due to the fact that salary increases will be received regardless of how well they perform.

Overcrowded and inadequate office facilities within the MCW also have an adverse impact on the production and efficiency of the employees. A recent study (1981) indicated that the office accommodations of MCW averaged only 39 s.f. per person which is approximately 1/2 of the recommended average (75 s.f.) and substantially below the average of 50 s.f. for the entire public service of St. Vincent.

Recommendations

Institute a system of annual performance evaluations.

SC 1 (Replaces Forms A B and C)
GOVERNMENT
OF
ST VINCENT

CONFIDENTIAL STAFF REPORT

NOTE: Items marked* to be completed only on FIRST REPORT or if there is any change to be recorded since last report.

A. Personal Particulars to be completed by Reporting Officer.

NAME (in large Capitals, surname first) Grade of Officer Ministry/Department P.F. NO.

PERIOD COVERED BY REPORT		DATE OF BIRTH	DATE OF ENTRY INTO		
From	To		* present grade	present Min/Dept	* Public Service
Day Month Year	Day Month Year	Day Month Year	Day Month Year	Day Month Year	Day Month Year

QUALIFICATIONS AND DUTIES

Brief particulars of Educational, Professional and any Special Qualifications

* Nature of present duties

B. Report on qualities and performance of duties.

NOTE: Complete i to xvii for all Staff and in addition ix to xvii where relevant. Enter words "Not Tested," where applicable. Reporting Officer should insert X in black ink and Countersigning Officer or Head of Department if he does not agree should insert X in red ink in the appropriate columns.

QUALITIES		1	2	3	4	5
i. Knowledge of work						
ii. Performance	(a) rate of out put					
	(b) quality of work					
	(c) trustworthiness					
iii. Relationship with staff						
iv. Mental Capacity	(a) quickness on the uptake					
	(b) reasoning power and penetration					
v. Sense of responsibility						
vi. Initiative and enterprise						
vii. Readiness to accept new ideas and changes						
viii. Appearance						
ix. Ability to withstand pressure of work						
x. Judgement and sense of proportion						
xi. Ability to	(a) present a case orally					
	(b) present a written case					
xii. Ability to	(a) draft correspondence and reports					
	(b) prepare drawings and/or plans (technical staff)					
xiii. Ability to handle and interpret figures						
xiv. Ability to	(a) train staff					
	(b) lead staff					
	(a) organise					
	(b) maintain control of work					
	(c) delegate					
	(a) foresight: ability to plan ahead					
	(b) originality and practicality of ideas					
xvi. Creative Ability						
xvii. Relationship with public						

GRADINGS

1. Exceptionally good
2. Better than average
3. In general up to the standard required at his level
4. Leaves something to be desired, but normally 'gets by'
5. Definite weakness. Not satisfactory

FRONT

B. Report on qualities and performance of duties—Contd.

Sickness, timekeeping and attendance record (comments)

C. General Observations

In this section Reporting Officer, Countersigning Officer and Head of Department must give a very brief 'pen picture' of the Officer.

Comments should be for instance on:

(i) General conscientiousness and attitude to job

(ii) any duties to which he or she seems particularly suited

(iii) whether his or her performance on the job is at the present time either:
(a) More than satisfactory (b) satisfactory or (c) not satisfactory (Reasons for this assessment should be given)

(iv) whether he or she is, at the present time
(a) capable of accepting increased responsibility (b) Not yet capable or (c) Not capable

REPORTING OFFICER

Signature Post Date 19

COUNTERSIGNING OFFICER (if any)

Signature Post Date 19

D. Head of Department—Remarks

(To be completed on all reports even if the Head of Department is also the Countersigning Officer)

On what you know of his or her qualities and performance to date please indicate whether you consider him or her

Likely to be suitable for accelerated advancement
Likely to be suitable for normal advancement
Likely to be suitable for advancement in time
Likely to have reached his limit

Signature Post Date 19

E. Action on adverse markings—('4' and '5' in part B and comment in part C)

Adverse markings/comments have been notified to officer Yes [ ] No [ ]

If No. State reason.

Signature Post Date 19

BACK

19

BEST AVAILABLE COPY

FIGURE 1

Evaluations should be made of employees by their supervisors. Prior to submitting to the next higher level supervisor, the evaluations should be reviewed with the employee and a suggested program of self-improvement planned.

Provide additional office space to meet current needs as well as needs associated with anticipated expansion of the MCW staff.

Estimate of Cost - Negligible regarding performance evaluations. Cost of additional office space required not estimated.

Implementation Schedule - Within one year after job descriptions have been established.

3. Compensation

Salaries of civil service positions are contained in the Government's Annual Estimates of Expenditures and approved by Parliament. The minimum and maximum salaries for each classification are set forth along with the annual increments. Civil Service Orders, Chapter IV, paragraphs 4.1 through 4.7 address salaries and incremental increases and are included in Appendix C. Paragraph 4.6 provides that the annual increments will be paid except when the Head of the Department consideres that it should not be paid for reasons set forth in the Regulations of the appropriate Service Commission. The Study Team found that salary increments are paid rather routinely and found no instances where they were withheld.

Problems

There is lack of incentives for employees to improve their performance because they can expect to receive annual increases in salaary (increments) regardless of their performance.

Recommendations

Provide the Permanent Secretary with authority to grant variable incremental salary increases based on performance.

In addition, the Ministry of Communications, Works and Labour should consider providing other incentives for their employees. Incentives need not be limited to the salary incremental increases referred to above. The following are examples of incentive programs that might be considered:

Formal recognition - This can be in the form of plaques, certificates, or a recognition dinner for those whose performance has been outstanding.

Bonuses - A bonus program can be established at very minimal expense to the Government. Bonuses can be awarded to employees for outstanding performance, and for employee suggestions for improving the efficiency of MCW.

Estimate of Costs - Negligible

Impelementation Schedule - It appears that an Act of Parliament would be required in order for the Permanent Secretary to grant variable, incremental salary increases and implementation would, therefore, follow that action.

The other incentives can be implemented immediately following development of an incentive program.

4. Promotion

Vacancies are filled by promotions from within MCW whenever the qualification and experience desired are available. When it is not feasible to fill vacant positions through the promotional procedure, the positions are advertised in accordance with the Public Service Regulations and the eligibility requirements set forth in the Civil Service Regulations Chapter II, Paragraph 2.4, a copy of which is included in Appendix C.

Problems

There is little potential for promotion from within the MCW because of the limited number of positions available and lack of turnover.

Recommendations

None

5. Training

The MCW currently has no program for training its employees. The one notable exception was found in the Government Funding Scheme where a school has been established to train mechanics. An instructor experienced in the repair of heavy equipment uitilizes visual aids as well as actual parts of various pieces of equipment. The

program is producing results for GFS. A training program is also being developed for equipment operators and will be implemented as time and funds become available. Correct and timely repair of equipment and proper operation will result in savings by extending useful life and reducing the amount of "down" time on equipment.

Problem

The Ministry of Communicaitons, Works and Labour is not as dynamic as it should be. Little change is occurring in its professional and technical capabilites. Responding to changing needs is difficult because MCW staff continues to function as it has for many years with little or not effort being made to keep staff up-to-date and to modernize techniques.

Recommendations

Initiate a series of training programs to improve the efficiency and capabilities of various levels of MCW staff. Training programs may range from routine meetings with staff, to formal studies at a technical school or university. Training programs/seminars should be specifically developed to accommodate the needs of MCW, such as:

Engineers

- new technology
- management training
- supervisory training

Engineering Assistants, Overseers and Foremen

- supervisory training
- construction and maintenance seminars to improve understanding of procedures, standards and effective use of equipment.

Several possibilities appear to exist for providing training at various staff levels. Full time and part-time studies for staff members could be encouraged by top management with the cost to be borne by MCW or shared with the employee. Training programs could be sponsored cooperatively by MCW and the Ministry of Education. A firm specialized in developing and presenting programs could be engaged by MCW.

In addition the GFS should be authorized to proceed with a training program for equipment operators.

Estimate of Cost - Assuming that a training specialist is engaged for a year, the cost of setting up the recommended training programs for new staff is estimated at $50,000 (U.S.).

BDD funding is apparently available for training equipment operators.

Implementation Schedule - Training can begin after funding is authorized.

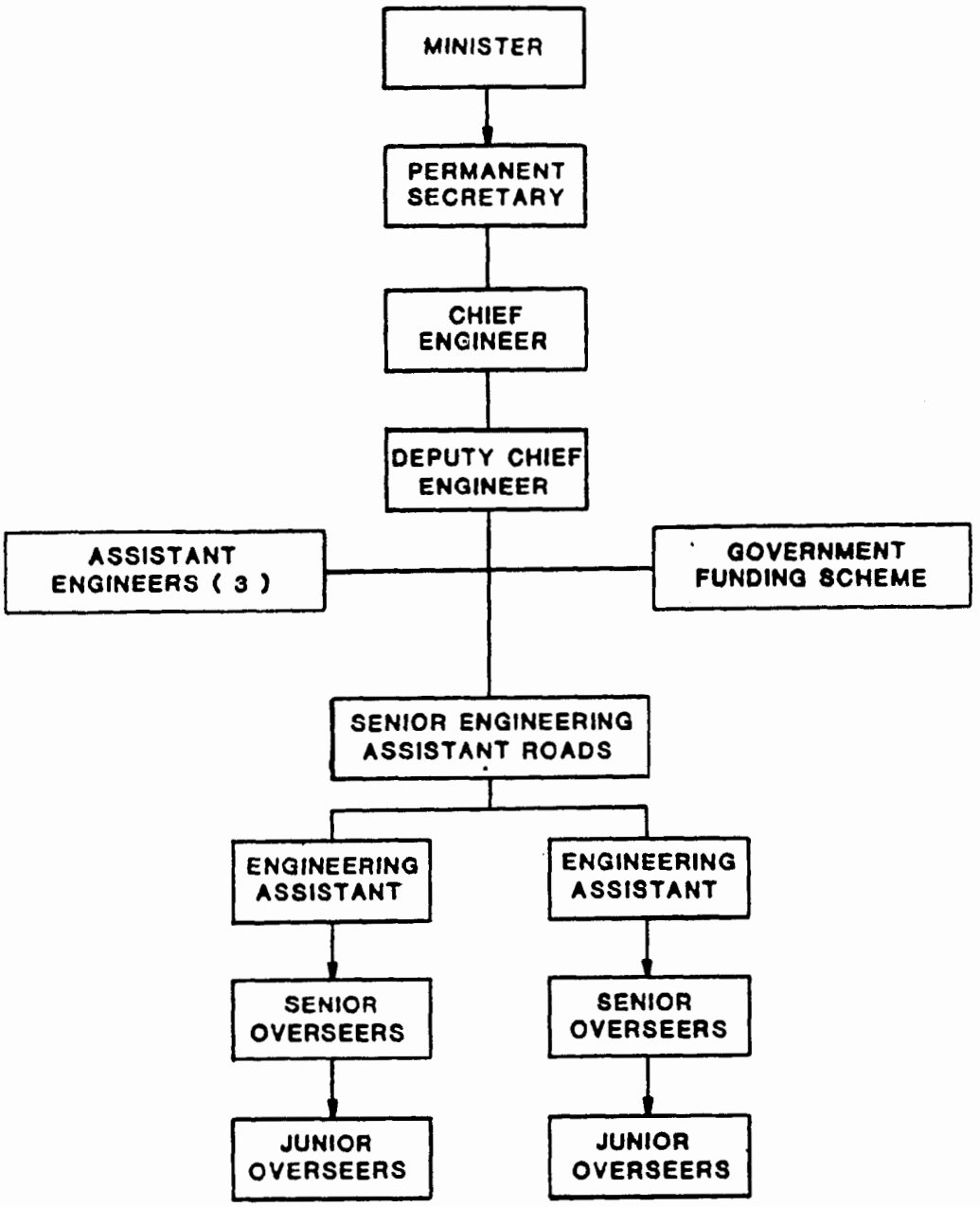
6. Organizational Structure

The Chief Administrative Office of the Ministry of Communications, Works and Labour is the Permanent Secre-

tary, a Civil Service position. The Permanent Secretary is the principal civil servant of the Ministry and responsible for administering the activities of all departments and/or divisions within the Ministry (Appendix D, Pusinelli Report, Chapter IX, Paragraph 9.11). He is held accountable for all expenditures as well as for the revenues collected by the departments which comprise MCW. Based on interviews of the Minister, Permanent Secretary and other key staff, the study team concludes that the Permanent Secretary is subject only to the direction of the Minister, although this relationship is not contained in the documents which were made available.

The Chief Engineer of MCW, subject only to the Permanent Secretary, has overall responsibility and authority for the operation and management of the Roads, Building and Design Divisions. The Chief Engineer is assisted by a Deputy Chief Engineer. At present several professional engineering positions are vacant.

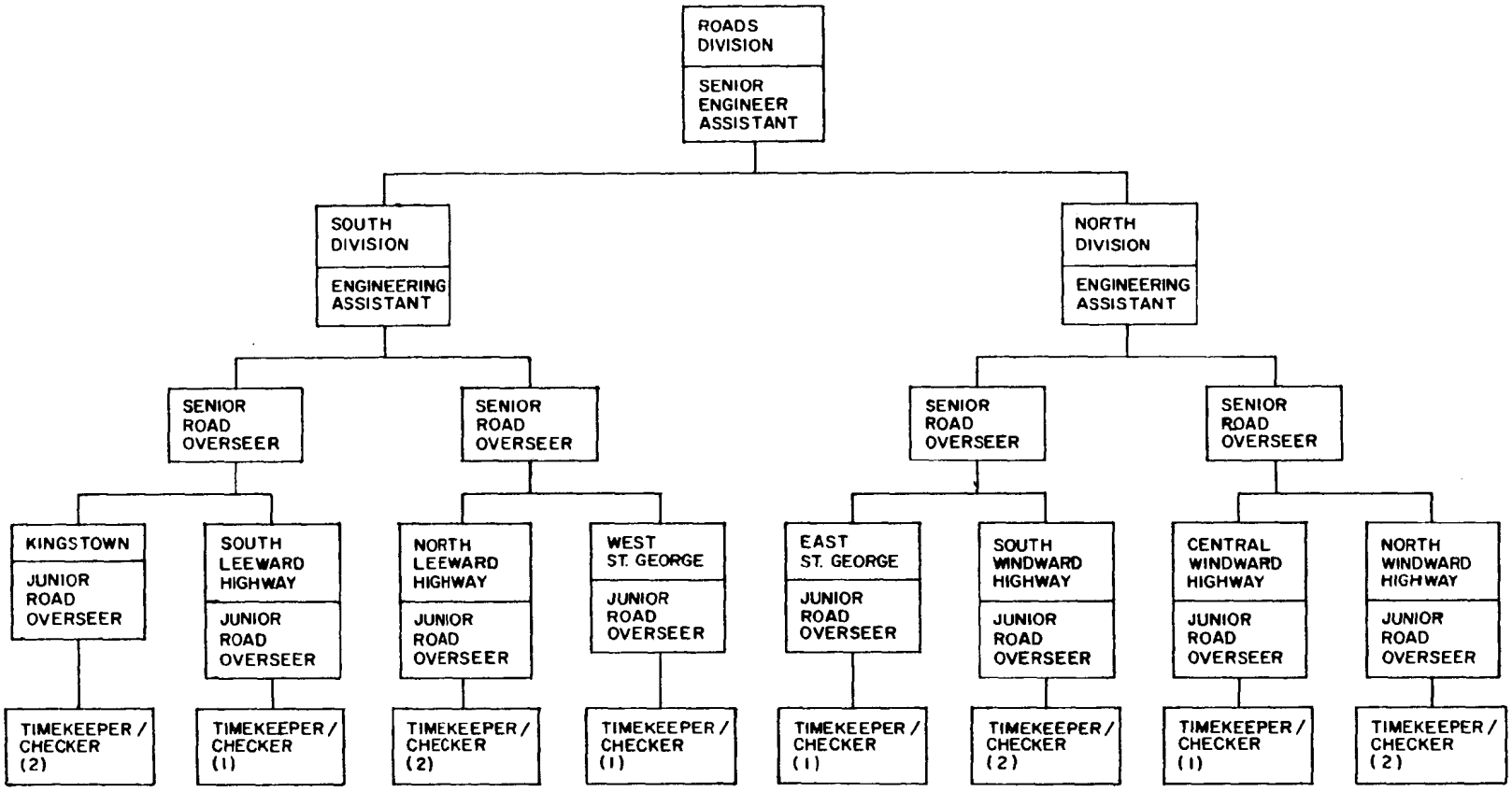
Organization charts for the present Roads Division (Figures 2 and 3) indicate the various levels of responsibility assigned to professional engineers as well as the non-professional supervisory levels. An organization chart for the entire Ministry has been developed by the Study Team on information received during interviews of staff (See Figure 6). All positions shown on the charts from the Permanent Secretary down to and including the Junior Overseers are in the Civil Service. "Daily paid" workers (equipment operators, mechanics, road gangs) are not Civil Service employees.



ORGANIZATION OF MINISTRY OF COMMUNICATIONS , WORKS AND LABOUR WITH RESPECT TO ROADS

PREPARED BY MCW

FIGURE 2



MINISTRY OF COMMUNICATIONS AND WORKS
ORGANIZATION CHART OF ROADS DIVISION

PREPARED BY MCW

FIGURE 3

3

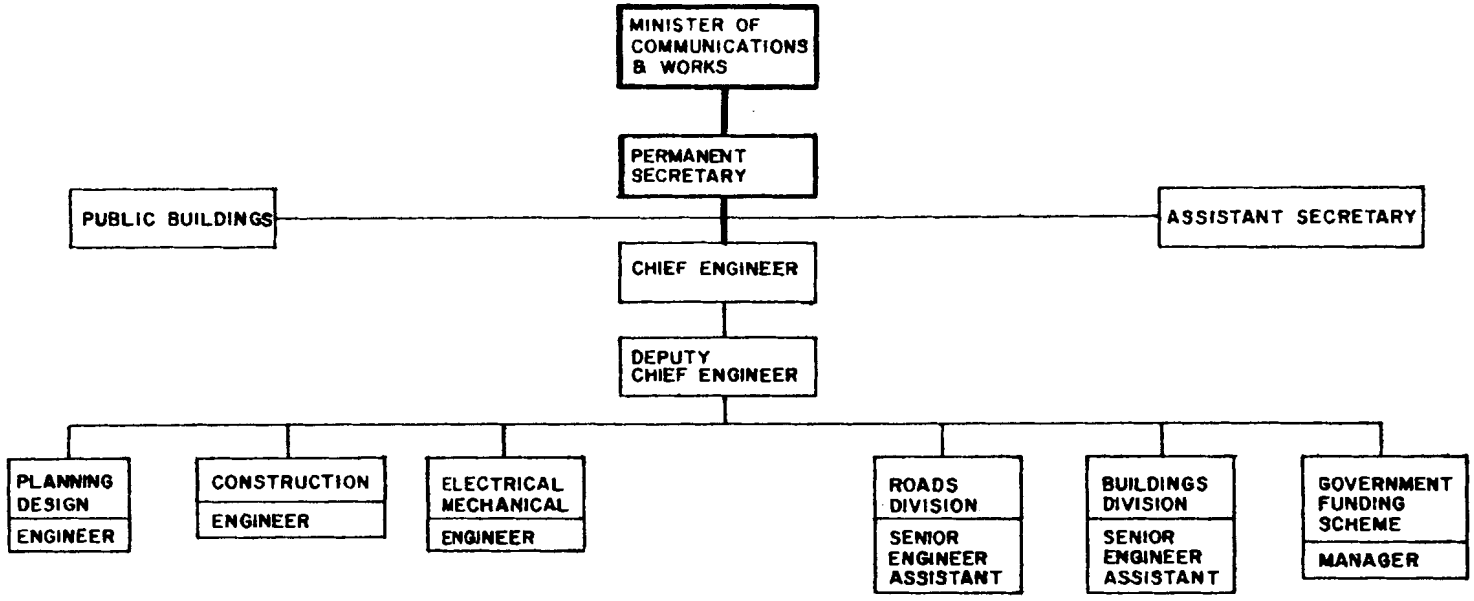
In addition to having jurisdiction over the Roads, Building and Design Divisions, the Permanent Secretary of the MCW is apparently responsible and has authority over the Government Funding Scheme (GFS).

This relationship is shown on the present organization charts for MCW and GFS, (Figures 4 and 5). In actual practice, however, it appears that the Permanent Secretary and/or Chief Engineer do not have an opportunity to approve or disapprove many actions of the GFS.

Problems

There is clearly a need to place more professionals in responsible, decision-making positions. The Government of St. Vincent and the MCW in particular, is responsible for the employment of a very large work force. This is especially true in the Roads Division where many labour gangs are employed. In addition, it appears that it may be possible to reduce the number of non-professional supervisory positions.

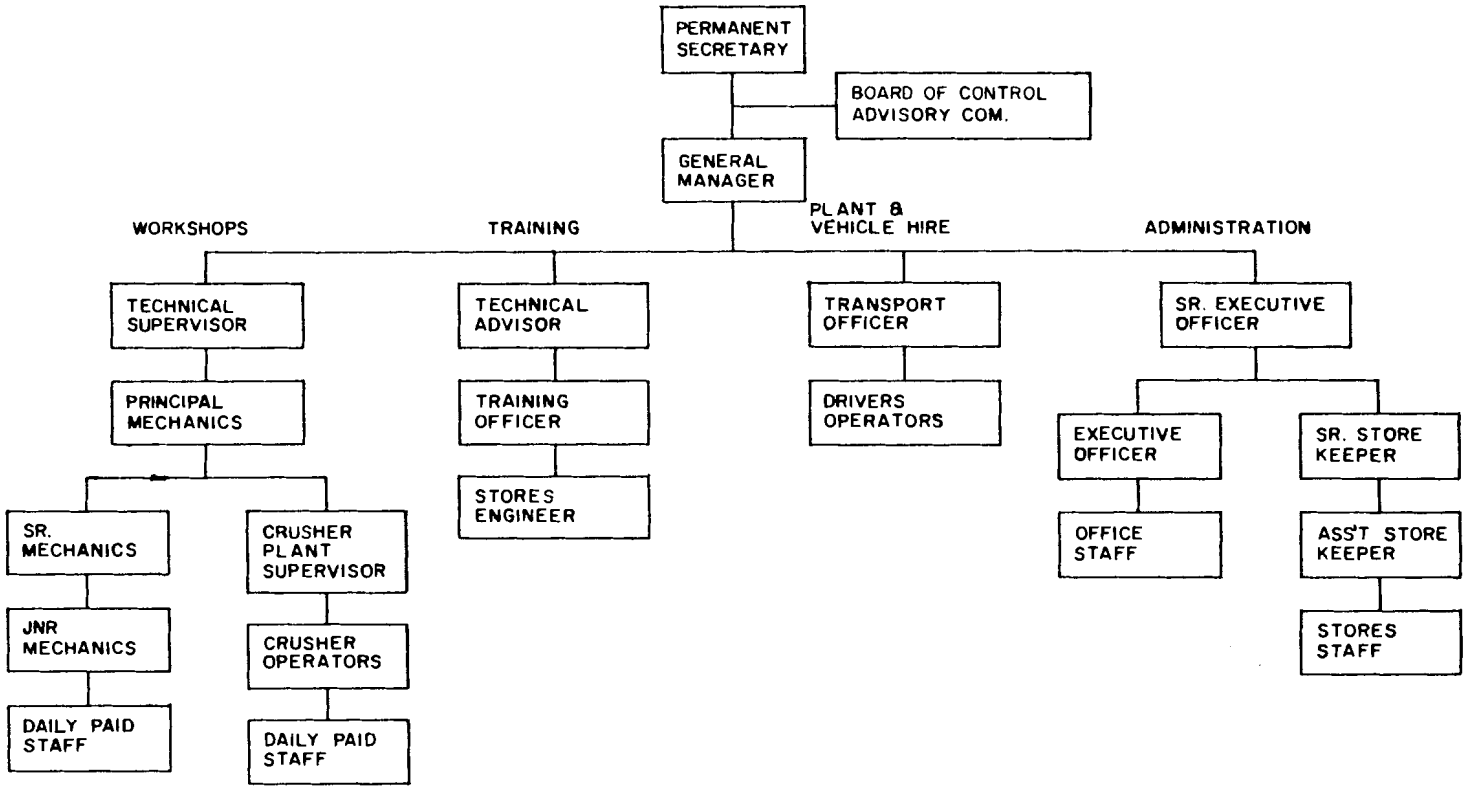
There is not sufficient emphasis on the preservation of existing roads. The MCW Roads Division should be subdivided to provide for two units with responsibilities for construction and maintenance. The current USAID project will provide economic relief to banana growers and others, but the project will only have a long-term effect if, once it is constructed, it is maintained in good condition. This illustrates the need to place greater emphasis on maintenance. The activities of construction and maintenance have not been clearly defined but are generally considered as follows:



NOTE:
This chart represents the understanding of the study team.
A chart of the existing organization was not available.

MINISTRY OF COMMUNICATIONS AND WORKS
CURRENT ORGANIZATION CHART *

FIGURE 4



GOVERNMENT FUNDING SCHEME

PREPARED BY GFS

FIGURE 5

Construction - Road reconstruction, rehabilitation and/or re-surfacing over a continuous length.

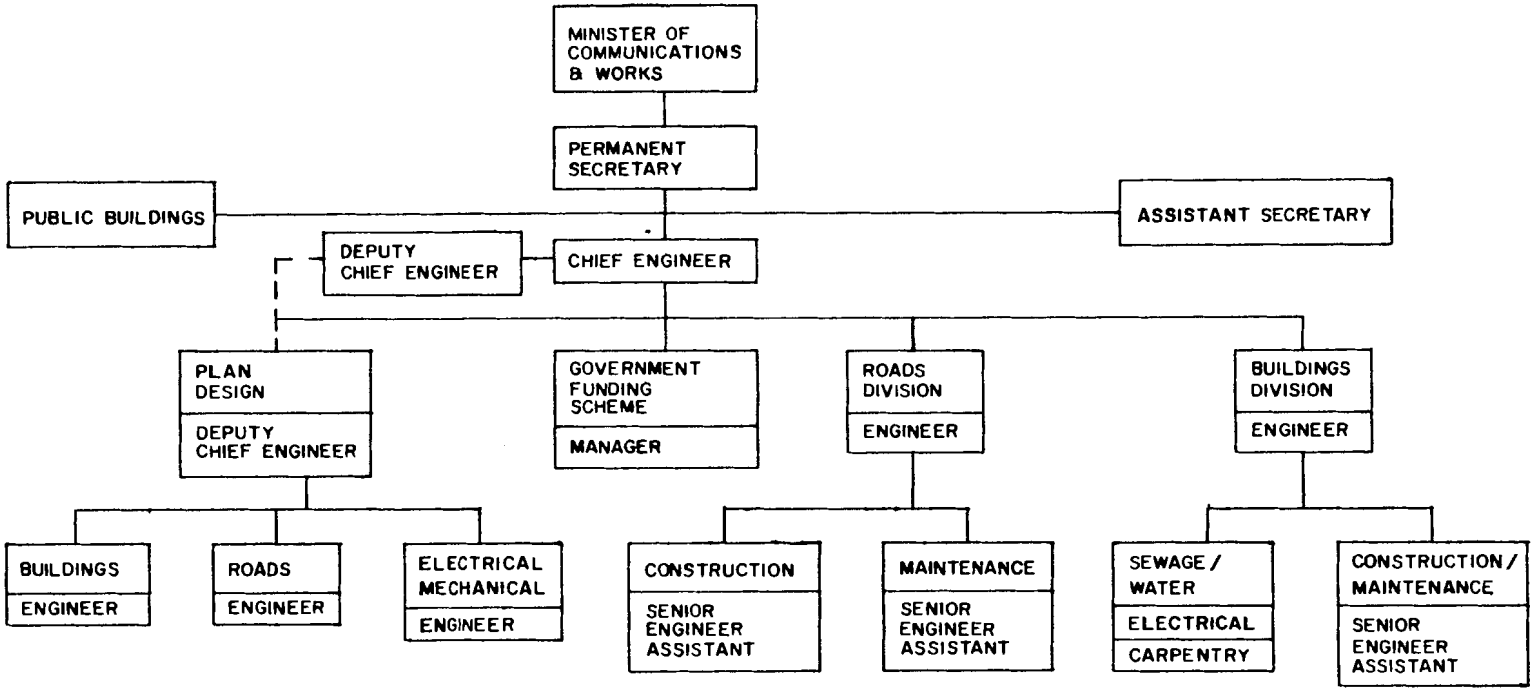
Maintenance - Day-to-day reoutine work involved in patching potholes, cleaning ditches, cutting grass, and very short sections of surface treatment.

A proposed organization chart has been developed (Figure 6) which provides for a Maintenance Unit in the Roads Division. It also provides for additional professional positions, and reduces the number of non-professional supervisory positions.

The proposed organization chart establishes clearly defined lines of authority between the Permanent Secretary/ Chief Engineer and the GFS. Obviously, an organization chart is not sufficient to establish enforceable lines of responsibility and accountability. Clear direction must be issued from the Minister or perhaps through an Act of Parliament to establish these authorities. Once these directions are in place, and enforceable, the administration of the entire Ministry, including GFS, will function as intended and will result in a higher degree of efficiency and responsiveness.

Recommendations

Revise the organizational structure to utilize professional engineers as Division Heads and to place the Deputy Chief Engineer in charge of all Planning/Design activities in addition to assisting the Chief Engineer in all MCW matters.



This proposed Organization Chart of MCW Indicates Only Broad Divisions Which Would Be Headed By Engineers. GFS Would Continue To Be Operated By A Manager.

MINISTRY OF COMMUNICATIONS AND WORKS PROPOSED ORGANIZATION CHART

FIGURE 6

Establish Construction and Maintenance Units within the Roads Division with a Senior Engineering Assistance in charge of each unit.

Two (2) additional engineering positions and one (1) senior engineering assistant position would be required to implement the proposed organizational change.

Eliminate four (4) junior road overseer positions and four (4) timekeeper/checker positions

Estimate of Cost - It is estimated that the annual increase in cost due to the addition of engineers will be approximately offset by the reduction in supervisory employees.

Implementation Schedule - One (1) year after organizational changes are approved.

CHAPTER II

FINANCIAL MANAGEMENT

All activities of the Ministry of Communication, Works and Labour are funded from the General Fund. A trust or dedicated fund has not been established.

Revenue which supports all activities of the Government of St. Vincent are derived from various types of duties, income taxes, licenses and fees. Revenue is also earned by various arms of the GOSV, i.e., harbour receipts, airport, post office, etc. An abstract of revenue, taken fromthe 1983/84 Annual Estimates, is shown in Figure 7. Special projects such as the USAID-PIR projects are funded by grants from sources other than the Government of St. Vincent.

Planned expenditures of MCW are shown in the Annual Estimates which must have the approval of Parliament. Capital Projects are listed individually along with the funding authorized for each. An Abstract of Expenditure taken from the 1983/84 Annual Estimates is shown in Figure 8.

Problems

The Annual Estimates contains a listing of the MCW Capital Projects but there is little effort made to differentiate between these projects and day-to-day maintenance activities.

ESTIMATES 1983/84

PART I—RECURRENT

ABSTRACT OF REVENUE

Details at page	Head of Revenue	Estimate 1983/84	Approved Estimate 1982/83	Increase	Decrease	Actual 1981/82
	REVENUE RAISED					
6	0001 Import Duties —	14,000,000	12,500,000	1,500,000		11,162,695
6	002 Export Duties —	1,400,000	1,400,000	—		1,059,299
6	003 Excise Duties —	2,000,000	1,200,000	800,000		814,919
6	004 Income Tax —	22,400,000	15,685,000	6,715,000		16,477,671
6	0005 Other Taxes —	30,050,000	30,523,255		473,255	18,661,913
6	0007 Licences —	2,365,000	2,116,000	249,000		2,056,218
6	0008 Fees —	9,147,220	8,837,736	309,484		6,795,374
8	0009 Interest —	2,555,000	2,575,000		20,000	2,312,233
10	0010 Rent —	210,000	195,000	15,000		149,018
10	0011 Loan Repayment —	—	20		20	—
	REVENUE EARNED					
10	0020 Harbour Receipts . —	660,000	565,000	95,000		521,583
10	0022 Airport —	960,000	760,000	200,000		909,382
10	0023 Post Office —	1,510,700	1,504,650	6,050		957,309
12	0025 Govt. Undertakings	2,990,010	1,965,010	1,025,000		850,154
	TOTAL LOCAL REVENUE	90,247,930	79,826,671	10,914,534	493,275	62,927,768
	TOTAL REVENUE	90,247,930	79,826,671	10,914,534	493,275	62,927,768

FIGURE 7

ESTIMATES 1983/84

PART I—RECURRENT

ABSTRACT OF EXPENDITURE

Details at Page	Head of Expenditure.	Estimate 1983/84	Approved Estimate 1982/83	Revised Estimate 1982/83	Increase	Decrease	Actual 1981/82
		$	$	$	$	$	$
14	1101 Governor-General†	123,235	112,726	116,126	10,509		139,305
16	1102 Audit —	267,648	249,939	249,939	17,709		206,164
18	1103 House of Assembly —	720,838	665,839	672 339	54,999		659,150
20	1106 Judicial —	728,055	584,781	585,281	143,274		442,101
24	1107 Service Comms. —	387,718	329,299	342,967	58,419		203,902
23	1110 Prime Minister	1,696,218	1,547,985	1,594,985	148,233		1,129,295
34	1120 Min. of Finance —	3,779,857	3,048,191	3,158,182	731,666		2,298,047
42	1121 Regional and International Services	3,261,416	2,041,608	2,065,072	1,219,808		1,875,380
46	1122 Customs & Excise —	1,035,329	901,793	977,209	135,530		765,715
48	1123 Inland Revenue —	1,310,720	1,143,876	1,557,276	166,853		1,187,047
50	1125 Pensions —	2,849,000	2,734,646	2,734,646	114,35		2,667,557
52	6126 Public Debt* —	4,153,593	2,964,402	3,596,072	1,194,191		2,683,338
54	1130 Min. of Home Affairs. Housing, Local Govt. Com. Dev. & Elec. Div.	4,811,013	3,932,747	4,058,747	878,266		2,785,184
64	1132 Prisons —	910,025	788,001	818,001	122,924		756,444
66	1140 Min. of Education & Youth Affairs	494,694	462,496	491,746	32,198		369,631
70	2141 Education —	16,449,700	15,191,999	15,301,399	1,257,701		12,693,140
78	2143 Public Library —	326,528	288,053	292,053	37,475		229,084
80	1170 Min of Health	659,500	605,130	625,130	54,370		643,596
84	2142 Medical & Health —	10,730,791	9,402,125	10,321,125	1,328,666		7,826,622
96	1150 Min. of Trade, & Agric. —	506,093	441,234	441,234	64,859		326,307
100	5151 Agriculture —	3,269,396	2,829,460	2,933,519	439,933		2,020,521
106	5153 Lands & Surveys —	501,193	504,187	504,187		2,994	345,201
108	1160 Min. of Com. etc.	976,606	908,630	1,163,414	67,976		1,538,740
110	4161 Airport —	705,828	505,627	692,905	200,201		372,551
112	4163 Post Office —	1,531,241	1,402,633	1,402,633	128,608		1,182,150
116	3164 P.W. Dept. —	6,243,223	5,202,459	5,797,459	1,040,764		5,457,142
122	3165 P.W.D.—Recur. —	7,972,200	5,509,510	5,669,510	2,462,690		11,440,074
126	4166 Harbour Office —	129,617	119,805	119,805	9,812		94,597
128	4169 Labour —	269,887	226,023	226,023	43,864		139,713
130	1180 Ministry of Legal Affairs —	256,768	217,682	223,157	39,086		158,078
132	1190 Min. of Foreign Affairs & Tourism	1,677,516	2,249,631	2,402,104		572,115	1,377,683
134	1191 Police	6,789,677	5,822,744	6,131,804	966,933		4,984,795
	1192 Overseas Representation	530,033	—	—	530,033		—
	TOTAL RECURRENT EXPENDITURE —	86,060,055	72,935,261	77,266,042	13,699,913	575,109	68,997,954

*862,496 and $4,024,513 Provided by Law

FIGURE 8

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The Study Team was unable to find evidence of an accounting procedure sufficient to realistically justify all revenue and expeditures of the MCW, including GFS. The Permanent Secretary and Chief Engineer are unable to obtain an accounting of day-today activities such as:

- status of expenditures on capital projects, inventory of stores, sales of materials to other Ministries, status of employee vacation and sick leave usage.

- lists of employees in various classifications, their pay level, hours, etc.

Recent audits have apparently been less than satisfactory concerning the record keeping of MCW and GFS, although the study team was not able to obtain a copy (considered confidential).

There is a serious concern on the part of the top management of MCW with regard to the revenue reported by GFS, although the Study Team was not able to obtain a copy (considered confidential).

There is a serious concern on the part of the top management of MCW with regard to the revenue reported by GFS and referred to as "profit." They are concerned over the excessive emphasis on reporting "profit" and feel that the equipment rental rates and crushed stone charges may be too high which in turn inflate the cost of all work accomplished by the Ministry.

The current administration has taken action to eliminate obvious inefficiencies within the Ministry. A previous practice involved preparation of various types of vouchers and reports by Engineering Assistants and Overseers on Saturdays, which involved a large number of hours paid for by the Ministry. This practice has been stopped and the reports are being prepared during the regularly assigned hours or on the employee's own time.

Recommendations

A qualified firm should be engaged to develop and install a comprehensive accounting system which will accommodate the needs of the MCW, including GFS. The firm should also provide training for MCW staff in the operation of the system.

The Miller Report (1976) included specific recommendations for an accounting procedure for GFS. The Crown Agents Appraisal (1978) generally supports the recommendations of the Miller Report. The Study Team believes that the procedure recommended would be acceptable.

It is further recommended that consideration be given to the purchase of a microcomputer with sufficient capacity to handle the accounting requirements of MCW including GFS. Consideration should be given to providing a computer terminal in GFS to facilitate input of all revenue and expenditure data.

The purchase of a computer will not in itself improve efficiency. However, proper training of personnel in the

input of data and development of necessary output reports will provide various levels of management with a tool which will assist them in making effective decisions.

Estimate of Cost - Cost estimates can be included in two general categories: (1) start-up Cost estimated at $60,000 and including the installations of an accounting system, training and the purchase of a micro computer; and (2) continuing costs which should be negligible.

It is assumed that MCW employees will be trained to utilize the computer in the operation of the new accounting system.

Servicing of the computer should be considered at time of purchase or should be provided by the servicing agency presently maintaining the General Accounting Computer.

Implementation Schedule - One year after funding has been approved. Approximately January 1986.

CHAPTER III

COMMUNICATIONS

Communications within the MCW are very often informal using telephone messages and personal contacts. The more important communications involving official directives, changes in scope of projects, specific directions concerning employee activities and approvals of requests, vouchers, etc., are written. A rather comprehensive set of regulations concerning communications is included in the Civil Service Regulations, Chapter IX, "Correspondence and Public Business." Chapter IX is included in Appendix C.

Problems

There is a lack of effective communication from top management of the MCW to various levels of staff and to employees in general. Some fo the staff and most employees are not familiar with the goals and objectives of the Ministry. Most governmental and private agencies have found that their employees want to be good members of the organization they represent.

Not only should the MCW communicate with staff and all employees concerning its programs, but it should encourage them to communicate their ideas to management. Many excellent ideas lie dormant within the minds of employees because of a lack of encouragement or some means to share them.

The Study Team found little evidence of any effort by the MCW to communicate with the public concerning its programs, funding problems, and the priorities which are being established. As an example, the Study Team found no one outside of MCW and very few within MCW that were even remotely aware of the Ministry's effort to improve itself through this USAID Institutional Evaluation.

Recommendations

Improve communications with the Ministry and with the public. This can be accomplished by:

Scheduling meetings with staff and distributing newsletters throughout the Ministry.

Public or neighborhood meetings concerning current projects and/or long-range goals.

Television, radio, and newspaper announcements.

Flyers - one sheet announcement concerning projects (distributed throughout affected area).

Estimate of Cost - Negligible

Implementation Schedule - Immediately

CHAPTER IV

MANAGEMENT AND ADMINISTRATION OF SPECIFIC PROJECT RELATED ACTIVITIES

The Ministry of Communications, Works and Labour is responsible for administering various capital works projects in addition to the more routine maintenance of buildings and roads. Capital Works Projects involve buildings and roads and generally consist of more extensive work then than considered maintenance. They are included in the Annual Estimates which must be approved by Parliament.

The U.S. Agency for International Development is currently funding and administering a Productive Infrastructure Rehabilitation (PIR) Project. This type of project, although uniquely funded, is also a "capital works project."

1. MCW Capital Works Projects

At the present time the "capital works projects" included in the Annual Estimates (other than those funded by grants from other agencies) are programmed for construction on a monthly basis. Projects to be undertaken during the following month are included on a Ministry form which provides information concerning the estimated cost of labour and materials. This estimate is prepared only a few days prior to the month in which the work is to be done.

The Senior Engineering Assistant, a non-professional, has direct responsibility for the supervision, preparation of estimates and scheduling of all work by the Roads Division. The Roads Division is comprised of North and South Divisions each under the supervision of Engineering Assistants (non-professionals). These divisions are made up on nine districts, staffed to handle work on roads in various areas of St. Vincent. One district is responsible for work on the Island of Bequia. This organization currently has responsibility for routine maintenance as well as "capital works projects." In addition to the Senior Engineering Assistant and two Engineering Assistants referred to above, the work of the Roads Division involves lower level supervision by four Senior Road Overseers, eight Junior Road Overseers and 12 Timekeepers/Checkers.

The road system for which the Division is responsible consists of the following:

360 miles of all weather or paved roads
326 miles of secondary roads.

The 326 miles of secondary roads consists of:

250 miles - rough, motorable
72 miles - tracks and byeways

Problems

Considering the number of miles of road involved, the type of terrain and the number of employees it appears that the Senior Engineering Assistant cannot provide effective technical supervision of the work in addition to the preparation of estimates and general planning of the work.

There appears to be a lack of engineering associated with the planning, design and supervision of capital works projects.

There are too many layers of supervision at the district level and perhaps too many districts considering the miles involved and the distances from Kingstown.

There are many miles of unpaved roads which serve agricultural areas and are not usable by visitors wishing to see many of the beautiful areas of St. Vincent. Not enough emphasis is being placed on construction of all-weather roads.

Recommendations

Revise the organization of the MCW to provide for additional enginneering positions and reduce the number of lower level supervisory/timekeeper positions (see Chapter I--Staffing Policies).

Promote a long range program for construction of all-weather roads. Engineers should survey needs, establish priorities and estimate costs. To be effective the long range program must consider needs two to five years into the future and it must be revised annually.

Estimate of Cost - The Minister, Permanent Secretary and ultimately the Parliament will have to decide on the size of the commitment of funds. Grants from outside agencies may also be dedicated to this program.

Implementation Schedule - Following funding approval.

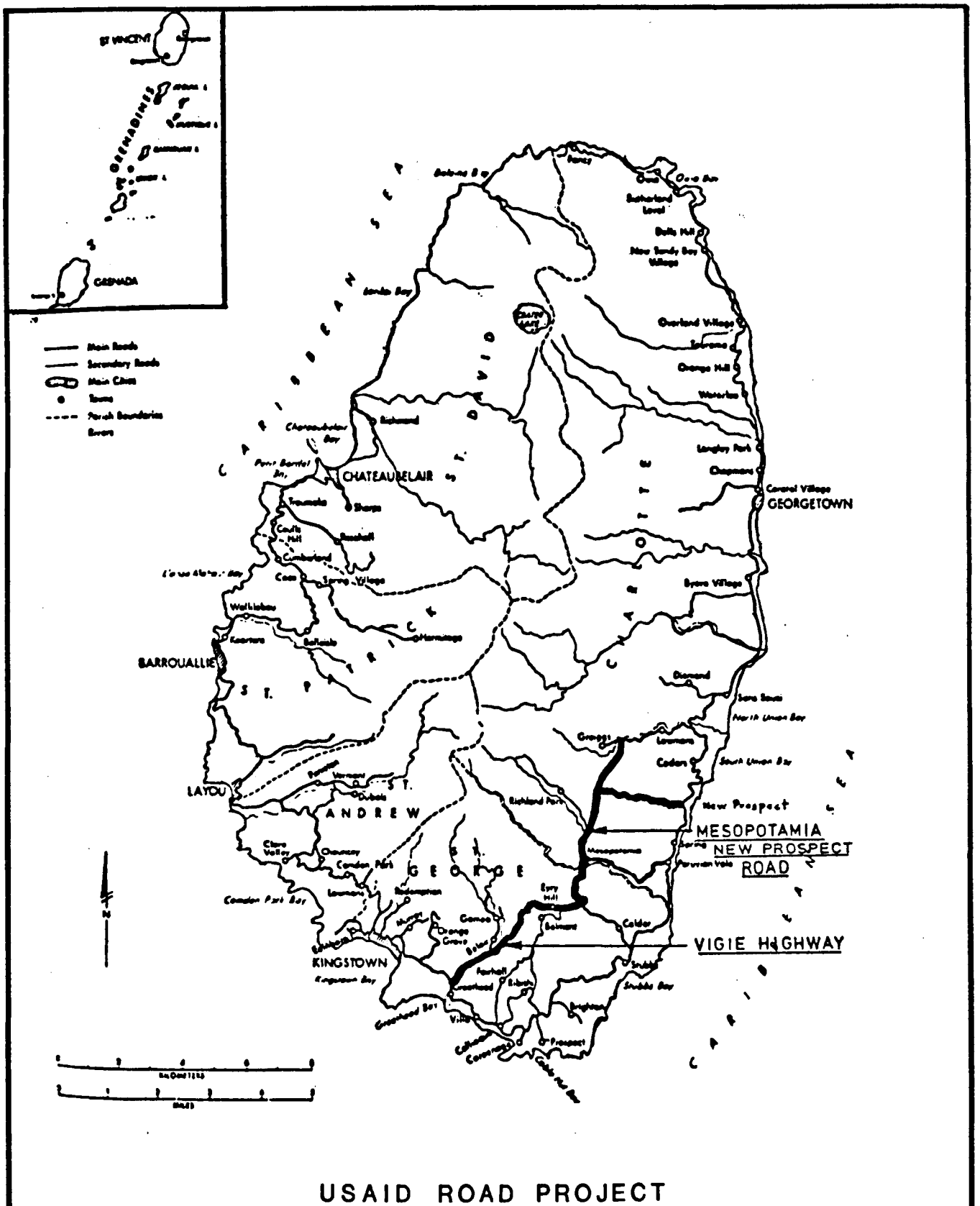
2. USAID Productive Infrastructure Project

A USAID Grant Agreement was approved in September, 1982 which provided for equipment, technical assistance and direct costs of rehabilitating 12 miles of roadway and three bridges on the Island of St. Vincent (see Figure 9). In determining which roads would be rehabilitated, a study was made and priorities established based on condition, traffic volume, economic and social impacts.

Following approval of the Grant in September, 1982, actual rehabilitation activities began in April, 1983. All work included in the project has now (November, 1984) been completed with the exception of approximately two miles of rather major restoration. At this point the Project Manager for USAID estimates that the project is on schedule and within budget.

The project grant provided for obtaining several pieces of construction equipment for use of the project. Maintenance and repair of the equipment are the responsibility of the Government Funding Scheme. Additional equipment and operators are assigned to the project by MCW/GFS. It is understood that the equipment obtained under the USAID Grant will be turned over to MCW/GFS upon completion of the project.

The project is being constructed in segments approximately two miles in length with estimates for each segment prepared by the MCW Engineer subject to concurrence by the USAID Project Engineer. The estimates are sent to USAID and eventually approved for a Fixed Amount Reimbursable (FAR) agreement.



USAID ROAD PROJECT

FIGURE 9

Problems

During the early stages of the project, progress was substantially slower than originally planned and costs were higher than estimated. A substantial part of the difficulties encountered during the initial stages is attributed to a lack of understanding of the involved rehabilitation techniques and lack of supervisory experience. As the project continued, many of the routine delays and various inefficiencies were corrected and the project is now on schedule and is estimated to be completed within budget. In addition, present administration of the MCW has become more involved in the project and has been able to cause improvement in coordination between GFS and MCW.

Problems have been encountered in obtaining sufficient quantities of crushed rock from GFS, which in turn caused delays and resulted in lower levels of production than planned. At times the necessary equipment could not be obtained from GFS as originally planned which caused a decline in productivity. GFS did not always give priority to the project equipment needing repair and very often replacements were not made available. The Study Team learned that the USAID project on St. Vincent is operating at a much lower level of efficiency than a similar USAID project on St. Lucia. The reason indicated is that the GFS/St. Vincent is more autonomous and does not always respond to directions received from the MCW.

The USAID project office has encountered a number of GFS billing errors and/or discrepancies involving equipment hours, repair costs and charges for crushed rock and other supplies.

Recommendations

Devote time and funds necessary to familiarize project supervisory staff, GFS and MCW, with the administration and operational procedures prior to commencing construction.

This will reduce the inefficiencies which occur during the initial phase of the project.

Also, establish clear lines of authority and accountability between MCW and GFS. It must be made clear that priorities for assignment of equipment and operators cannot be changed without approval of the Chief Engineer. This recommendation is described in Chapter I--Staffing Policies.

Thirdly, establish a comprehensive accounting system in MCW/GFS. This recommendation is detailed in Chapter II--Financial Management and Chapter V--Government Funding Scheme.

Estimate of Cost - Negligible.

Implementation Schedule - Just prior to beginning of project.

CHAPTER V

GOVERNMENT FUNDING SCHEME

The Government Funding Scheme (GFS) was formed as a result of the Miller Report proposal of 1976. A Board of Control was set up for financial control and because of the type work performed, the MCW was made responsible for its operation.

The organization is responsible for maintenance and repair of all MCW vehicles and equipment, and some vehicles/equipment of other ministries. It operates as a separate entity in that income derived from equipment rented to both government and private enterprise and receipts are returned to general revenues. It also operates and maintains several crusher plants and sells crushed rock to the public and private sectors from the Arnos Vale Quarry.

Yearly expediture estimates are prepared by the GFS and the GOSV funding for its operation appears in the Public Works Department section of the Annual Estimates. However, it is shown separately as a revenue/expenditure account in the Approved Estimates (see Figure 10).

Present Organization

The GFS functions under two separate heads; the Board of Control for ensuring a financially viable organization; and the MCW for administrating a viable equipment support facility for the GOSV (see GFS organization chart, Figure 5).

APPENDIX

GOVERNMENT FUNDING SCHEME 1984/85

		$	$	$
	TOTAL REVENUE		5,000,000	
	EXPENDITURE			
1.	Personal Emoluments* (As under)	329,986		
2.	Labour	1,616,550		
3.	Supplies	1,942,464		
4.	Insurance	75,000		
5.	Travelling and Subsistence	26,000		
6.	Other Charges	10,000		
	Total Expenditure		4,000,000	
7.	Surplus and Profit (Replacement)			1,000,000
				1,000,000

*Breakdown of Emoluments

Numbers 1984/1985	Numbers 1983/1984			
1	1	General Manager (P12—7)	26,424	
1	1	*Engineer (P23—7)	17,748	
1	1	*Senior Executive Officer (P24—19)	16,714	
1	1	*Technical Supervisor (P24—12)	22,896	
1	1	*Executive Officer (P29—25)	14,790	
1	1	Transport Officer (P30—24)	13,386	
1	1	Storekeeper (P34—28)	10,812	
3	3	*Principal Mechanics (P30—24)	40,158	
5	5	*Senior Mechanics (P34—28)	60,144	
5	5	*Junior Mechanics (P44—36)	41,970	
1	1	Assistant Storekeeper (P44—36)	7,092	
1	1	*Tool and Time Checker (49—40)	5,364	
3	3	*Junior Clerks (P49—38)	17,244	
1	1	*Welder/Fitter (P34—28)	10,812	
2	2	*Heavy Equipment Operator (P34—28)	24,432	329,986
28	26			329,986

FIGURE 10

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The Board of Control is made up of the following members:

Chairman: Financial Secretary, Ministry of Finance

Members: Permanent Secretary, Ministry of Trade and Agriculture
Permanent Secretary, Ministry of Communication and Works.
Accountant General
Chief Engineer, Ministry of Communication and Works
General Manager, GFS.

While the full scope and authority of the Board has not been made clear, nevertheless the Board is responsible for ensuring efficient and viable GFS operation. In particular, they approve the hire rates for all government owner equipment and the sales price of all aggregates sold to government entities and private enterprises. This presents quite a dilemma to the Board members, since the present rental rates do not cover the true costs of operating the plant or the vehicle/equipment pool. On the one hand, if they vote to raise the rental rates their Ministry's budget expenditures are increased, whereas, if they don't increase the rates, the government is essentially subsidizing the private sector by keeping the rates unrealistically low. Equipment rental rates for public and private sectors are shown in Figure 11.

The GFS organization is administered by the General Manager under the Permanent Secretary. The General Manager also serve on the Board of Control. There ae four

ST. VINCENT GOVERNMENT FUNDING SCHEME
HIRE RATE/PER HOUR

EQUIPMENT AND VEHICLE	GOVERNMENT		PRIVATE	
Caterpillar D6 Bulldozer	92.00		152.00	
Caterpillar D5 Bulldozer	92.00		152.00	
Caterpillar D4 Bulldozer	72.00		120.00	
J.C.B. 2D (T-4656)	56.00		88.00	
Grader 12 Ton Medium	88.00		140.00	
Caterpillar 944 F.E.L.	64.00		108.00	
Compressor VT 4 125 cfm	32.00		56.00	
Compressor VT5 250 cfm	40.00		66.00	
10 Ton Roller	20.00		30.00	
Pedestrian Vib. Roller	10.00		15.00	
Compactor (Towed) & Tractor	20.00		30.00	
Crusher (Stone)	80.00			
Grader (Small)	50.00		112.00	
Back-Actor (Hymac J.C.B.)	80.00		120.00	
Duplex Crusher	60.00			
South Rivers Crusher	30.00			
Camden Park Crusher	60.00			
Belair Crusher	70.00			
Union Crusher	30.00			
Richmond Crusher	30.00			
Monte Bella	30.00			
Coles Crane	150.00		195.00	
Low Loader (30 ton)	140.00		182.00	
Buggy (1 ton Dumper)	72.00	per day	16.00	
Fuel Bowser	160.00	per day	56.00	
Spray Truck	160.00	per day	56.00	
(600 gals) Bitumen Dist.	160.00	per day	56.00	
Concrete Mixer 10 ft.^{3}	96.00	per day	144.00	per day
Concrete Mixer 5 ft.^{3}	72.00	per day	128.00	per day
Spray Pump	35.00	per day		
J.C.B. 807B Back Hoe	90.00			
3" Water Pump	50.00	per day	60.00	per day
Swipe Tractor	160.00	per day	240.00	per day

	Government "A" Per Day	Government "B" Per Hr.	Government "C" Per Hr.
7 Ton Tipper	112.00	14.00	36.00
15 cwt Vans	40.00	10.00	15.00
Land Rovers	56.00	7.00	22.00
Pool Cars	48.00	12.00	18.00
Air Port Van	1,950.00 per mo.		

Source:
Government Funding Scheme

FIGURE 11

divisions under the general manager, namely, (1) workshops, (2) plant and vehicle hire, (3) administration,and (4) training. There is no formal accounting function in the organization.

The General Manager has several advisors on his staff to assist in providing overall management for the GFS. They are funded by the British Development Division (BDD) and are appointed for various periods ranging from twenty-four months to short-term period of six months. Early on in the formation of the GFS, the Government recognized the need for a technical management team to implement the organization and make it a self-supporting MCW vehicle/equipment service facility. The team was to gradually phase out their positions by training Vincentian counterparts to replace them.

At present, there are three advisory positions filled by one mechanical engineer, one mechanical supervisor and one stores manager. The mechanical supervisor is also the training instructor for the classroom and on-the-job training. The stores manager was recently engaged for six months to set up a spare parts inventory control system which includes a complete reorganization of the parts facility, modern record keeping processes and the training of counterpart personnel. An additional training instructor is scheduled to arrive in January, 1985.

The Transport Office has responsibility for maintaining control of all GFS vehicle/equipment movements coming into and going out of the workshop. They are expected to know the location and status of all equipment used at the worksite, whether it is used by Government or private

enterprise. They are also asked to assist at times, in the selection of equipment for hire. Quite often the request for equipment by a private entity is not the most practical or cost effective alternative for the job. When equipment rental requests are sent in, there are times when they are received later than the two days advance notice requirement. As a result, the planned usage schedules are often disrupted which can cause problems in the repair shops. Emergency road work requiring rapid dispatch of equipment can be done without prior written approval, even to the extent of transferring equipment from one jobsite to another. Routine maintenance schedules and equipment overhaul status reports are prepared by the Transport Office.

The Workshops Division is responsible for repair and maintenance of 122 units of construction equipment, vehicles, and rock crushers. The majority of equipment is serviced and maintained in the shops. Normally, heavy construction equipment is maintained in the field. When in need of overhaul it is returned to the workshop. Mechanics have been trained to observe good preventive maintenance practices.

The Administration Division is responsible for clerical/ typing services, warehouse receiving and dispatching, and equipment record keeping.

The Training Division is responsible for the selection and testing of candidates for the five-year apprenticeship program. They also evaluate performance of skilled and semi-skilled personnel in the shops.

The GFS manning chart is composed of civil service officers as well as non-civil service employees. The non-civil service employees are unionized and on daily labour rates. While disciplinary action may be taken by the GFS staff, dismissals can only be initiated by the Permanent Secretary.

Workshop Facility

The main workshop facility is a covered structure with twelve open-sided stalls. Additional repair operations go on outside the main shop area. Temporary shelters house equipment for which repair parts are readily available.

The machine shop, body and paint shop, and electrical shop are conveniently located adjacent to the main shop. Shop equipment in these facilities appears to be in good condition and adequate for the type of maintenance work required. The oxygen/acetylene generator plants, which were recently purchased, have substantially reduced the cost and downtime of equipment needing welding repairs.

At present, the workshop compound area is vulnerable to unwarranted intrusions and it is difficult to control the entry and exit of unauthorized personnel. The General Manager has recommended a complete fencing system as first priority.

Training Facility

Within the equipment workshop compound, a building has been renovated for use as a mechanical/electrical training

facility. Training aids include cutaway parts, models, visual aids, written materials and lectures. Training courses include both hands-on type training in the shops as well as formalized training in the classroom. A five-year apprecticeship program has recently been initiated.

Rock Crusher Plants

The GFS operates and maintains the crusher plant located at Arnos Vale quarry. MCW's other quarries use portable crushers which are operated by MCW personnel to supply aggregates for Government use only. Crushed rock and asphalt plantmix sales to the private sector are made only from the Arnos Vale quarry.

Spare Parts/Supplies Warehouse

The existing facility is undergoing a complete renovation. Additional space has been allocated; new bins, racks and shelving are being build; and an inventory control system is underway.

Vehicle/Equipment Pool

The GFS is responsible for providing an adequate vehicle/equipment pool for the MCW and several other governmental agencies (see vehicle/equipment list, Figure 12). For MCW construction equipment, rental rates include operators and helpers. The USAID equipment purchased under the PIR grant agreement is maintained by the GFS. However, the operators and helpers are funded by the project. When the PIR project is completed, the equipment will be transferred to the GFS pool for future road maintenance work.

GOVERNMENT FUNDING SCHEME

Vehicle/Equipment List

November 5, 1984

Quantity	Type
32	Dump Trucks
8	Front End Dumpers
8	Steel Rollers--10 ten
6	Vibrator--Roller 1 ton
5	Concrete Mixers
6	Air Compressors
5	Front End Dumpers
4	Excavators
2	Graders
6	Bulldozers
1	Fuel Truck
1	Low Loader
2	Asphalt Distributors
3	Asphalt Emulsion Sprayors
1	Airport Wagon
12	Land Rovers
6	Motor Cars
5	Agri-tractors
7	Crushers
2	Asphalt Plants

Figure 12

Funding

For 1984/85, the GFS estimates revenues to be $5,000,000 EC from equipment rentals and crushed rock sales. Expenditures for the same period are estimated to be $4,000,000 EC, earning a surplus or profit of $1,000,000 EC. A review of the expenditures indicated that no charges were made to the depreciation account for plant or equipment and no credits were given for the four expatriates funded by the BDD.

It is not fully understood how the rental rates for plant and equipment are computed. However, it is safe to assume that if the depreciation account, all overhead costs, utilities, and counterpart salaries are not included, the present posted rental rates could be unrealistic and probably too low, at least to the private sector. (Further discussion on rental rates can be found in the problem areas section.)

Problems

Significant progress has been made in the GFS since its inception in 1976. As recently as a year and a half ago, the organization was restructured, workshop facilities improved, some accounting procedures established and training programs initiated. Additional changes are still necessary to further improve the management and operations.

The Board of Control is viewed as being ineffectual and unresponsive to the needs of the GFS. One must consider there would be no need for a Board of Control if private enterprise did not have access to the government equipment

rental system. Meetings are not held regularly--only one in the past year. While the Board is not interferring in the day-to-day operations, it is considered unsupportive to GFS objectives. GFS is intended to be a self-financed vehicle/equipment plant and rental facility which is cost-efficient to the GOSV. The MCW with its three members on the Board, should enlist support from the other members in advising on structural equipment rental rates and crushed rock pricing policy.

Financial Accountability - Before the GFS was established to provide an equipment maintenance service to the MCW and other Ministries, financial accountability was fairly easy to identify--since it was part of the general accounting system. However, when the service was extended to the private sector and crushed rock sold in the open market, the need for a completely different accounting system became apparent. The Miller Report addressed this problem and proposed an accounting system with an appropriate chart of accounts and ledgers which was accepted. Two years later the Crown Agents Report of 1978 appraised the situation and made recommendations for future operations. Many of the recommendations were not fully implemented. One important finding of the report stated that little or no advisory staff was made available to implement the program. Subsequently, BDD advisory staff was employed and is still under contract to the GFS. There is one position recommended in the 1978 report that has not been filled, namely, the Office Manager. This person should be fully conversant with commercial accounting methods, and preferable have had some experience with the operations of an equipment plant and vehicle maintenance program.

Transportation Office - Procedures for handling equipment requests are in place. However, when there is a request that does not follow the prescribed method, other than emergencies which are treated differently, schedules are disrupted, user service interrupted, and reallocations required. This could be tolerated if the pool had surplus or idle stand-by equipment. However, it is the intent of GFS to have a fully utilized equipment pool and to minimize idle or downtime. The transport office will need additional information from the participating ministries when annual estimates are submitted. Also annual compilation of ministries' requests will help in upgrading the pool and in planning an orderly equipment replacement program. A modern equipment management system would be an effective management tool.

Stores Department - Present management has focused on the much needed change in warehousing and spare parts control. A Stores Manager has been engaged to address the problem and put into place a viable spare parts/supplies inventory control system. The restructuring of the organization, physical plant and record keeping is in the making. It is essential that a stores keeper and reliable spare parts clerks be fully trained before they are assigned to these responsibile positions.

Recommendations

Establish an Office Manager position responsible for the administrative and accounting functions of the GFS. This position should be filled by a competent trainable Vincentian. In addition, a qualified advisor should be engaged for one (1) year to provide the training.

Establish a dedicated Reserve Fund for equipment replacement and upgrading the present equipment pool. The Permanent Secretary should be made financially accountable for the fund.

It should be clearly established that the Board of Control is an advisory body to GFS in determining equipment rental rates and the price of crushed rock for both public and private use.

The Ministries who rent equipment from the GFS should be required to submit yearly requirements by type and monthly usage. Revisions to the schedule can be made with sufficient advance notice.

Establish a comprehensive accounting system (see Chapter II - Recommendation).

Cost Estimate - One Office Manager Advisor for one year (Salary, expense and support) at a cost of $75,000.

Implementation Schedule - The Office Manager position should be filled as soon as possible to facilitate implementation of an appropriate accounting system.

A Reserve Fund Account controlled by MCW should be put in place as soon as possible.

Parts/supplies inventory control system should be completed by March, 1985.

The Security Fencing proposal awaiting BDD approval, should be completed within six months.

CHAPTER VI

SUMMARY OF COST RECOMMENDATIONS

This section of the report summarizes the various recommendations detailed in Chapters I through V, and the related implementation costs.

Grouped by chapter headings, these include:

Staffing Policies

Establish job descriptions
Institute performance evaluations
Grant salary increases based on performance
Revise organizational structure
- Emphasize maintenance
- Add professional engineering positions
- Reduce supervisory layers
- Provide specific lines of authority and accountability between MCW and GFS.

Financial Management

Develop and install comprehensive accounting procedure
Purchase micro-computer

Communications

Improve communications within the Ministry and with the public.

Project Related Activities

Develop a long range all-weather road program
Provide pre-construction training

Government Funding Scheme

Establish Office Manager Advisory Position
Establish Dedicated Reserve Fund
Board of Control to act as advisory body to GFS
Ministries to submit yearly equipment usage estimates.

Summary of Cost Estimates

The following tabulation summarizes estimated implementation costs.

Chapter Number	Category/Specific Recommendation	Estimated Cost (U.S. Dollars)	
I	Staffing Policies		
	Job Descriptions	$45,000	
	Training	50,000	
			$ 95,000
II	Financial Management		
	Install accounting system, computer purchase and training	60,000	
			60,000
III	Communications		N/A
IV	Project Related Activities	N/A	
	MCW Capital Works Project		
	USAID PIR Project		
V	Government Funding Scheme		
	Office Manager Advisor	75,000	
			75,000
TOTAL			$230,000

APPENDIX A

LIST OF PERSONS INTERVIEWED

Ministry of Communications, Works and Labour

Burton Williams	Minister
Henry Gaynes	Permanent Secretary
Rudy Matthews	Chief Engineer
Jeffrey Cato	Deputy Chief Engineer
Bradley Francis	Engineer
Douglas Horne	Senior Assistant Engineer
Benjamin Jermay	Manager, Government Funding Scheme (GFS)
E. M. Ollivierre	Transport Office, GFS
Vincent Cambridge	
Hugh Kirkpatrick	Training Officer, GFS

U. S. Agency for International Development

Chester Teaford	Barbados Office
Robert Fedel	Project Manager
Osbourne Allen	Project Office Manager

Other

Fred Providence	Director of Audit

APPENDIX B

LIST OF REFERENCE MATERIALS

Productive Infrastructure Rehabilitation
Project No. 538-0082 September 17, 1982

Productive Infrastructure Rehabilitation
Project Amendment September 30, 1983

Statutory Rules and Orders, 1969
Public Service Commission Regulations

Government Estimates of Revenues and Expenditures, 1983/84
Government Estimates of Revenues and Expenditures, 1984/85
GOSV Financial and Store Rules, 1952

Ministry of Overseas Development Report
Crown Agents Report 1978, including Appendix D, Miller Report

Evaluation Report - Roads, 1982
Morrison - Maierle, Inc.

General Structure, Salaries and Conditions of Service of the Civil Service, 1965

Review of Report of the Structure, Salaries and Conditions of Service, 1970

Civil Service Orders for the Public Service, 1970
Reprinted with Amendment, 1984

Note: The above listed reference materials were made available to the Study Team and were returned to the pertinent staff upon completion of the study.

APPENDIX C

EXCERPTS FROM CIVIL SERVICE REGULATIONS

Chapter II, Appointments, Promotions and Transfers

Chapter IV, Salaries and Acting Allowances

Chapter IX, Correspondence and Public Business

CHAPTER II APPOINTMENT, PROMOTIONS AND TRANSFERS

Authority for appointments

2.1 Save as may otherwise be provided in the Constitution of St. Vincent and the Grenadines or in regulations made under the Constitution appointments to the Public Service are made by the appropriate Service commission. The appointment of non-pensionable officers and minor-salaried employees is governed by the Public Service Commission Regulations.

Effective date of appointment

2.2 The effective date of an appointment is the date on which an office becomes eligible to receive the full emoluments of the post, i.e., the date on which he assumes duty. In the case of the officers appointed from outside the State the date of his arrival in the State.

Re-employment of dismissed office

2.3 No officer who has been dismissed from the Public Service, whether from a pensionable or non-pensionable post, may be re-employed in any capacity without prior reference to the Chief Personnel Officer.

Eligibility for appointment to the Public Service

2.4 To be eligible for appointment to the Public Service, a candidate must

(1) be over 17 years of age;

(2) possess such minimum educational qualifications as may be prescribed from time to time;

(3) except in the case of appointment to the temporary staff, be certified by a Government Medical Officer to be in sound health and mentally fit for employment in the Public Service;

(4) produce two recent certificates of good character, of which one, if the candidate has not previously been in employment, must be from the head of the school or college he last attended, or if he has previously been employed, from his last employer.

Married women in the Public Service

2.5 A married woman who is appointed to the Public Service shall not be exempt, by reason of her married status, from any of the normal requirements and conditions of her employment including regular attendance, working overtime when required to do so and the liability to transfer.

Temporary increase in staff

2.6 No expenditure shall be incurred on the employment of temporary staff over and above the approved establishment of a Ministry or Department without the agreement of the Chief Personnel Officer and the approval of the Ministry of Finance.

Medical reports on appointment

2.7 (1) The Government Medical Officer certifying a candidate's fitness for employment must state in the certificate of fitness that he has made a complete and thorough examination of the candidate and that he has enquired into the medical history of the candidate's family.

(2) No fee is payable to the Medical Officer for this examination.

(3) The Chief Personnel Officer will ensure that no salary is paid to a person selected for appointment to the permanent establishment who fails to present himself for medical examination when required to do so.

(4) If an officer has already passed the prescribed medical examination in respect of an earlier appointment immediately preceding his appointment to the permanent establishment, a further medical examination may be dispensed with.

Further medical report

2.8 An officer, whether or not he is on leave of absence at the time, may be required by the Chief Personnel Officer, or at his own request may be permitted to present himself for examination by an approved medical practitioner, a Government Medical Officer or a duly constituted Medical Board with a view to ascertaining whether he is physically and

mentally capable to performing the duties of his office or of any other public office to which his appointment might be contemplated. The cost of such examination, in the absence of any special regulations or arrangement to the contrary will be paid from public funds.

Record of service

2.9 Heads of Departments are required to maintain a record of service on the prescribed form for all officers of their Departments.

Probation of non-pensionable officers

2.10 When an officer is appointed to a pensionable office after non-pensionable service in an office in which he has been performing the same or similar duties, the period of his probation in the pensionable office may be reduced by the length of his non-pensionable service provided that there is no break between his non-pensionable and pensionable service.

Contracts appointments

2.11 The conditions of service of an officer appointed on contract are those provided in his contract but he may, during the duration of his contract, unless it is specifically provided otherwise, benefit from changes in conditions of service applicable to officers of equivalent grade who are appointed to permanent, pensionable offices.

Overseas appointments - travel arrangements

12

2.12 The provisions of this Order shall apply to a person who is selected from outside St. Vincent and the Grenadines for first appointment to a public office in St. Vincent and the Grenadines. The term "children" in this order means the legitimate and legally adopted children of the person appointed who are below the age of eighteen years, unmarried, and dependent on him. The term "passage" means a passage by a route approved by the Ministry of Finance as a normal route which may include journeys necessarily undertaken in the course of removal.

The person appointed will:

(i) in the absence of any arrangements to the contrary be provided with passages at the expense of the Government of St. Vincent and the Grenadines by an economical and direct route from his country of residence to St. Vincent and the Grenadines for himself, his wife, and children not exceeding four (4) if they accompany him or follow him within twelve months. The person appointed will be required to execute a passage agreement in the form prescribed in Appendix III to refund the cost of the passage in certain contingencies:

(ii) be paid full salary from the date of his embarkation for St. Vincent and the Grenadines; provided that half salary be paid from the date of arrival in the State if the officer travels by sea;

13

(iii) be granted the following allowances for the transportation of his baggage and personal effects;

(a) Ocean Freight Charges

not exceeding five shipping tons (or 200 cubic feet) exclusive of the free baggage allowance provided on the tickets issued to the officer and his family;

(b) Transport

the cost of transporting baggage and personal effects from his house to the place of embarkation and from the port of disembarkation to his destination;

(c) Incidental expenses

reimbursement in the sum not exceeding $240 (Eastern Caribbean Currency) for incidental expenses. Such expenses to be supported by receipted bills;

(d) Excessive baggage allowance

if the person appointed travels by air, an additional allowance for accompanied baggage not exceeding 10 kilograms in respect of each air ticket provided.

He will be required to submit vouchers in support of claims for the payment of the above allowances and the liability of the Government in respect of items (b) and (c) will be limited to that portion of the baggage falling within the volume limitation set out at (a). No additional allowances will be payable for the transport of such items as motor cars, motor cycles, wireless sets, radiograms, etc. except as provided for in Order No. 2.

Officers appointed on transfer

2.13 An officer appointed to the public service on transfer from the public service of another Caribbean State including Guyana and British Honduras may in addition to the baggage allowance payable under Order No. 2.12 be provided with free transport for his motor car or motor cycle where the officer is required to maintain a means of transport for the performance of his duties.

An officer who is provided with free transport for his motor car or motor cycle under the provisions of the Order will not be required to pay import duty on such motor car or motor cycle provided that evidence is produced that import duty has been paid in another State or territory.

Seniority as between posts

15

2.14 The relative seniority of different grades of officers in the Public Service is determined by the salary scale attached to the grade, the grade with the higher maximum salary being the senior. Where the maximum salary being the senior. Where the maximum salaries of two grades are the same, the grade with the higher minimum salary will be the senior.

Seniority as between officers in the same grade

2.15 An officer's seniority is determined by the date of his appointment to the particular grade. Seniority as between officers appointed on probation and subsequently confirmed in their appointment is determined by the date of the confirmation. The seniority of officers appointed to the same grade from the same date will be in accordance with their seniority in their former grade.

Liability to transfer of officers

2.16 Officers are liable for transfer to any post of equivalent grade in the State.

Transfers

2.17 (1) Subject to the provisions of paragraph (2) of this Order a transfer not involving a change in emoluments of an officer, or the nomenclature of his post may, where the transfer:

16

(a) is within a Ministry or between a Ministry and any Department of the Ministry, be made by the Permanent Secretary;

(b) is within a Department, be made by the Head of that Department or the Permanent Secretary of the Ministry responsible for that Department;

(c) is between Ministries or between Departments of different Ministries be made by the Chief Personnel Officer after consultation with the Permanent Secretaries concerned;

Provided that all transfers ordered under (a) and (b) above shall be reported forthwith to the Chief Personnel Officer.

(2) Where an officer is, or is to be, transferred under any of the foregoing provisions of this Order, a Permanent Secretary, or Head of Department, or the officer concerned (through the Permanent Secretary or Head of Department) may lodge a written objection with the Chief Personnel Officer; and if the objection is lodged by an officer it shall be transmitted to the Service Commissions.

Effective date of promotion

2.20 The effective date of a promotion will be fixed by the Service Commission. It will normally be the date

upon which an officer who has been selected for promotion assumes the duty of the higher office which has fallen vacant, provided that:

(1) if the promoted officer is on leave at the time the higher office falls vacant and resumes duty thereon immediately on his return from leave, the promotion may be made effective from the date on which the higher office becomes vacant;

(2) if the promoted officer has been acting continuously (apart from period of leave) in the higher office or in an office of equivalent grade, prior to his selection for promotion thereto, his promotion may be made effective from a date not earlier than the date on which he commenced such continuous acting or the date on which the higher office fell vacant, whichever date is later;

(3) for purpose of this Order, the higher office will be deemed to fall vacant not later than four months from the date on which the office vacating it, proceeds on leave prior to doing so, notwithstanding such leave may extend beyond four months;

(4) if the higher office is that of Permanent Secretary or Head of Department the office shall be deemed to fall vacant on the date the holder of the office proceeds on leave pending vacation of the office.

CHAPTER IV SALARIES AND ACTING ALLOWANCES

Salaries to be determined by Parliament

4.1 The salaries attached to public offices are as provided in the Government's Annual Estimates of Expenditure and approved by Parliament.

Incremental salary scales

4.2 Where the salary of any post is in an incremental scale, subject to the provisions of these Orders, it shall be normal for an officer appointed thereto on a permanent basis to be paid initially the minimum salary of the scale and for the salary to be increased by annual increments at the rates provided until the maximum of the scale is reached.

Payment of salaries

4.3 (1) An officer will receive the full salary of his post from the date upon which he assumes the duties of the post except as provided for under Order 2.12 (ii).

(2) No salary will be paid to an officer in respect of any period during which he has been absent from duty without leave.

(3) An officer who is proceeding on leave outside the State may receive, prior to embarkation, his salary for the whole of the month in which he leaves the State.

(4) Salaries will be paid normally on the last but one working day of the month or on such other day or days that may be determined by the Minister of Finance.

Promotional increases in salary

4.4 Except in a case of promotion from a non-pensionable office to a pensionable office, the following shall apply where an officer is promoted to an office carrying salary on an incremental scale:

(i) If immediately prior to his promotion the salary of the officer was less than the minimum of the new office, he shall receive the minimum, but if the grant of the next increment in his former office would have brought his salary in that office up to the minimum of the scale of his new office, he shall be eligible for an increment in the new scale on completion of twelve months service from the date of his last increment.

(ii) If immediately prior to his promotion the officer's salary was below the maximum of the seals of his office, and was not less than the minimum of the scale of the new office, he shall continue to receive his existing salary and twelve months after the date of his last increment shall be eligible for an increment in the new scale appropriate to the point at which he enters the scale.

(iii) If the maximum, or fixed, salary of his former office was not less than the minimum of the scale of his new office, and the officer has, at the date of his promotion, served at that maximum, or fixed, salary for a period exceeding one year, he shall immediately be eligible for an increment in the new scale appropriate to the point on the scale at which he enters.

Incremental dates

4.5 (1) Subject to paragraphs (ii) and (iii) above, an officer's incremental date is the anniversary of his first appointment or promotion to his grade, or in the case of an officer on first appointment from outside the State the anniversary of the date of his assumption of duty, except where incremental credits are awarded for qualifications acquired during service or where conversion follows a salary scale revision.

(2) The incremental date of an officer on promotion is determined in relation to the date of his promotion in accordance with Order 4.4 if

(i) he is placed at the minimum of his scale, or

81

(ii) he has served at the maximum of his old scale for a period exceeding one year, and that maximum is not less than the minimum of the new scale [see Order 4.4 (iii)].

Otherwise he will retain his incremental date on promotion.

(3) The incremental date of an officer appointed or promoted to a post on an incremental scale

(i) within the first fifteen days of a month, will be the first day of the month;

(ii) after the first fifteen days of a month, will be the first day of the subsequent month.

Grant of increments

4.6 (1) All normal increments accruing to the salaries of public officers for which provision has been made in the Annual Estimates will be paid, as a matter of course, when due save in any cases where a Head of Department considers that the increment should not be paid to an officer for the reasons prescribed in the Regulations of the appropriate Service Commission.

(2) When a Head of Department considers that an officer's increment should not be paid, he

should notify the Service Commission, the Accountant General and the Director of Audit as early as possible and in any event not later than two weeks before the date on which the increment falls due. The Accountant General should immediately on the receipt of such notification, acknowledge the receipt thereof, and if no acknowledgment is received within three days of notification the Head of Department should, if necessary, send a duplicate notification.

Efficiency of promotion bar

4.7 (1) A certificate in the prescribed form is necessary before an officer can be considered to have passed an efficiency or promotion bar. Advancement beyond the point in a salary scale at which a promotion bar is fixed is equivalent to promotion except that it does not depend on the occurrence of a vacancy in the establishment of the higher grade.

CHAPTER IX CORRESPONDENCE AND PUBLIC BUSINESS

Disclosure of official information

9.1 Public Officers and employees are expressly forbidden to given to any unauthorized persons information relating to the business of the Public Service. The publication of official documents or information is governed by the provisions of Civil Service Orders 3.13 and 3.14.

Confidential and secret correspondence

9.2 Confidential and secret correspondence and documents must always be kept separate from open correspondence and material, and must be kept under lock and key. No reference to confidential or secret correspondence shall be made in any open correspondence.

Responsibility of Permanent Secretaries and Heads of Departments for the security of classified documents

9.3 (1) It is the responsibility of Permanent Secretaries and Heads of Departments to ensure that no member of their staffs, other than officers designated for the purpose, shall be in a position to handle or see confidential or secret documents.

(2) All correspondence marked "Secret," "Confidential," or "In Confidence" must be opened by the addressee personally. Heads of Depart-

ments shall themselves be responsible for the security of secret and confidential material that comes into their hands. Permanent Secretaries may arrange for one clerk to be appointed in each Ministry to whom all secret and confidential work will be entrusted.

The handling of classified correspondence

9.4 (1) All official correspondence addressed "Secret," "Confidential," or "In Confidence" must be enclosed in two envelopes, one inside the other. The inner envelope must be marked "Secret," "Confidential," or "In Confidence," as the case may be, but the outer one should not be so marked. The inner envelope should be folded rather smaller than the other, so that both will not be opened at once.

(2) Care must be exercised that secret and confidential papers are not passed about the office, or between one office and another, except in sealed covers marked "Secret," "Confidential," or "In Confidence."

Decision affecting an officer personally

9.5 Decisions affecting an officer personally shall be conveyed to him in writing. No officer through whose hands such correspondence passes may communicate any of the contents to any person or persons without written instructions from the Chief Personnel Officer or the Permanent Secretary of a Ministry.

Copies of official correspondence not to be made

9.6 (1) Copies of communications to or from the Government must not be conveyed to any persons without the authority of the Permanent Secretary of the Ministry concerned. If the orders therein contained are intended to be communicated, they will be embodied in a letter addressed to the person concerned.

(2) No officer may take copies of communications and reports referring to himself or any other officer, and any officer found in unauthorised possession of such documents will be liable to disciplinary action.

Official Correspondence

9.7 Permanent Secretaries will correspond directly with other Ministries and with the public upon the affairs of their own Ministries and Departments. Important questions of principle or policy will be referred to the Minister concerned, and proposals which involve reference to other Ministries should be fully discussed between the Permanent Secretaries and Heads of Departments concerned, before they are submitted to the Minister and the fact that this has been done should be stated in the submission. Personnel questions (other than those which are for determination by the appropriate Service Commission) and Establishment matters that may be resolved within the terms of these Orders are amended from time to time, will be

dealt with by the Permanent Secretary in each Ministry, except that personnel matters which may have a Service-wide implication and establishment of any provision of these Orders or suggest a departure from existing policy or the establishment of a novel principle or a new provision, or define an issue which may have repercussions throughout the Service, shall be referred to the Chief Personnel Officer.

9.8 (a) All communications, whether from the public or from other Ministries or between a Ministry and a Department, must be answered with the least possible delay.

Where it is not possible for a prompt reply to be sent, an interim acknowledgement must be made and a reply sent as soon thereafter as possible.

(b) Communications must, as far as possible, be confined to a single subject. Where it is found to be essential that more than one subject is dealt with in one communication, additional copies, according to the number of subjects, must be furnished. In every communication, paragraphs must be numbered consecutively throughout and each page must be numbered.

Opinion by law officers

9.9 No opinion of the Government law officers may be quoted directly to a private individual. If it is

87

necessary to refer to a legal opinion this should be preceded by the words "The Government is advised that ....."

The preservation and destruction of official documents

9.10 The preservation and the destruction of Government documents is regulated by the following:

(1) No correspondence or document shall be considered for destruction before it is five years old.

(2) Any file over five years old, that is put away, shall bear a direction by a Senior Officer in the Ministry responsible for the subject, that it shall be:

(a) preserved because of its continuing value to the department;

(b) destroyed at once;

(c) destroyed on a stated date if there is no further action.

(3) If a file is retained in accordance with (2) (a), it shall be kept for fifteen years from the date of its creation, and shall then be considered by the Government Archivist for destruction or for further retention.

(4) A record shall be kept of all documents and files destroyed and the date on which they were destroyed.

(5) The following documents shall not be destroyed:

(a) those required by law or regulations to be preserved;

(b) documents of historical or other interest, particularly those relating to the history of the State or the West Indies;

(c) documents relating to land and the ownership thereof, and to the value of land and property, especially Crown Lands;

(d) documents that are more than fifty years old, unless they are of a routine nature.

(6) Documents that, as a rule, must be kept, are those referring to policy decisions, precedents, legal opinion and the preparation of legislation; to evidence of rights and obligations of Government, and claims for compensation not subject to the time limit; to reports on field trials and experiments; to reports by Departmental Committees and working parties; to organisation and staffing and personal files of public officers.

9.11 An officer in each Ministry and Department should be nominated to comply with the provisions of the preceding Order and to make reports at stated intervals to his Permanent Secretary or Head of Department.

9.12 The provisions of Orders 9.10 do not apply to Legal Departments, which are subject to Rules made under the Destruction of Court Documents Ordinance.

Use of official stationery

9.13 Official stationary must, on no account, be used for private correspondence or for any purpose not directly connected with the work of the Ministry of Department. permanent Secretaries will ensure that the strictest economy in the use of stationery is exercised in all Departments of their Ministries. All orders for stationery must be scrutinised before they are issued by a responsible officer deputed for this purpose.

Franking of official correspondence

9.14 Official correspondence (including letters, printed matter and miscellaneous packets) is transmitted free by the inland post, provided that it bears on the envelope or cover, the words "On St. Vincent and the Grenadines Government Service" and, in the lower left hand corner, the signature and official designation of an officer duly authorised to frank official postal packages.

Official Scales

9.15 Impressions of officials seals shall not be given to any private person.

Official telegrams

9.16 Telegrams may be approved for despatch only by Permanent Secretaries or officers authorised by them. In the interests of economy, the use of telegrams should be avoided wherever possible unless the communication is urgent or a telegraphic reply has been specifically requested.

91

APPENDIX D

EXCERPTS FROM PUSINELLI REPORT

Paragraph 9.11

Salaries of Permanent Secretaries

Paragraph 14.17 - 14.24

Public Works Department

APPENDIX D

EXCERPT from "Report on the Review of the Structure, Salaries and Conditions of Service of the Saint Vincent Public Service" by F. N. M. Pusinelli, C.M.G., O.B.E., M.E.; February, 1970 (page 45).

Salaries of Permanent Secretaries

"9.11. As recorded in Paragraph 9.1 (h) the salaries of the Permanent Secretaries were increased to group S3 from 1st November, 1969. This is absolutely right as the Permanent Secretary is the principal Civil Servant responsible to his Minister for the general running of all Departments within the Ministry, and he is Accounting Officer responsible for all expenditure and revenue collected by those Departments. In view of this position, it is usual for the Permanent Secretary to be paid not less than the emoluments of his professional Heads of Departments. However, due to the high salary potential of certain professions this cannot yet be fully achieved. I recommend that the salaries of Permanent Secretaries generally should be revised to V4 $11,400. The Financial Secretary is at present in a higher grade and receives a personal allowance of $720. The Secretary to the Cabinet is in the same substantive grade as the other Permanent Secretaries but receives a personal allowance of $240. It is recognised that these two posts carry greater responsibility than, and require status

93

over, the Permanent Secretaries in the other Ministries, but I feel that this can be more appropriately recognised by the payment of a non-pensionable duty Allowance of $600. There needs to be as much flexibility as possible in the deployment of the particular officers covered by section 80 of the Constitution. With the changed constitutional position of the post of Financial Secretary, I consider that this post should now be styled as Permanent Secretary, Ministry of Finance. The Director of Audit, in view of his special constitutional position should also revise to the same salary V4 $11,400."

Public Works Department

Engineers

14.17 There are the following posts required to be filled by Professional Engineers:

Chief Technical Officer	S2
3 Executive Engineers	PR 2-3
Engineer	PR 1-2

In the past it has been the intention to fill these posts with civil engineers, but a mechanical engineer has just been appointed and one can certainly be employed in charge of the mechanical division. The three Executive Engineers are in theory in charge of Roads, Building, and Design, but as the posts have rarely all been filled, a normal responsibility chart does not appear to have been adopted. As experienced Engineers are required for the Executive Engineer posts, full professional qualifications and a minimum of five years field experience and two years office design experience has been said to be necessary with the result that the posts have rarely been filled; at the time of my Review the retired Directory of Public Works who is not a qualified engineer has been re-employed on contract in charge of the Roads Division and the other two posts are substantively vacant. The post for an Engineer is intended to be filled by a newly qualified graduate Engineer and this has

a5

been filled from time to time as graduates became available, but there seems to be the familiar unhappy pattern of resignations. At present, the post is filled by a Civil Engineer and a Mechanical Engineer has just been appointed after six months delay in temporary terms against one of the vacancies for Executive Engineers.

14.18 It is obviously desirable that the posts for Executive Engineers should be filled by experienced Engineers, but these are exceedingly difficult, and past practice has shown it to be virtually impossible, to recruit on the salaries offering. In these circumstances the sights must be lowered and graduate engineers, as they become available, accepted; the Chief Technical Officer agreed that at least one of the three Executive Engineer posts could be filled by a newly qualified Engineer, but unless the new salary scales, when full incremental credit is given for past experience, enable an experienced Engineer to be recruited the pattern for the next few years must be to build up from the bottom with graduate engineers. The minimum qualification is a degree in engineering of adequate standing. Previously the yardstick for qualification was membership of the Institution of Civil Engineers in the United Kingdom and a B. Sc. in Civil Engineer of the U.W.I. was a recognised qualification for exemption from Parts I and II of the Institution examination and thus for

appointment as an engineer. Full membership of the Institution required the passing of the Professional Interview following approved experience and being of at least 25 years of age. These latter requirements are not specified to concisely for full recognition as an engineer in North America. Local Associations of Professional Engineers in various West Indian States and the proposed Council of Caribbean Engineering Organisations are tending to follow the American practice and require only a degree and four years of appropriate experience as the qualification for full professional membership. Although in paragraphs 9.8 and 11.11 (f) I have recommended that the newly fledged graduate in administration and teaching should have a starting salary of $5,700. I consider that Engineers should enter at $6,300 irrespective of the level of their degree, providing it is recognised by their Association as an adequate qualification for the purpose of membership. The full scale recommended for engineers would then be:

V 16-10 (QB) 9-6	$6,300,	6,600 x 360 =	8,400
	(QB)	8,760 x 240 =	10,200

All the scalar engineering posts should be on this scale. Conversion of present holders from scale PR would be in accordance with Table 2 in Appendix C., with the personal allowance payable to Mr. Grant being absorbed. To pass the

QB at the due time an engineer must be a full member of the appropriate Association. I doubt that there is a full career for an engineer in the permanent pensionable service. Neither a civil nor a mechanical engineer coming straight from University on graduating would be likely to gain sufficient breadth of experience from a life time of service in Public Works in St. Vincent. I suggest that in normal circumstances these posts should be filled by contract appointments this would be suitable both for graduates and for experienced engineers who would be given incremental credit for appropriate experience as an engineer and thus two of the four senior scalar posts should if possible be filled by engineers with some 5-10 years standing.

14.19 The Chief Technical Officer has previously been on a salary marginally ahead of the Chief Agricultural Officer, but I consider, as mentioned in paragraph 13.3, that the professional Heads of all the major Departments should be on the same salary. I accordingly recommend that the Chief Technical Officer revises to V4 $11,400.

14.20 There is one post for a Surveyor, PR 1-3 for which professional qualifications as discussed in paragraph 13.11 are required, but as the work involved is engineering survey, as opposed to land survey, the surveyor need not

98

be formally licensed although this is desirable. I recommend the scale and qualification pattern as specified in paragraph 13.11

Sub-professional posts

14.21 There are the following posts in scale HT 1-2 or HT 1 for staff in charge of various Divisions, or carrying out specialised functions. It is desirable that they should hold full technological qualifications in the relevant subject but in practice they have mostly come up through the trademen grades and lack formal qualification. Rather than the present variety of titles I prefer the common nomenclature of Supervisor for the majority of these posts as stressing their supervisory functions compared with an Assistant who tends to have technological functions but not supervisory ones. I recommend scale

V 19-14 $5,400 x 300 = 6,600, 6,960

for these posts, subject to the comments below, with conversation in accordance with Table 8 in Appendix C.

(a) Engineering Assistant/(Buildings) to be re-designated "Building Supervisor."

(b) Chief Draughtsman/Estimator - no change

(c) Foreman Carpenter and Instructor to be re-designated "Carpentry Supervisor." This post has been regarded in the 1970 Estimates to this category.

(d) Electrical Inspector--no change in title. The Chief Technical Officer recommended that this post which is at present in scale HT 1 should be placed in this grade and I agree. With the Electricity Supply in the hands of an independent company, Government requires a senior and experienced officer as Electrical Inspector who has responsibility for enforcement of the Electricity Regulations, recently enacted and inspection of installations, etc. Although strictly speaking, an Inspector should not be responsible for installation, I feel that with limited staff and in view of the need for economy, this officer can also have general responsibility for electrical installations and maintenance in Government buildings, although obviously he should keep distinct his inspectorial functions. He has made representations as to the need for assistance inspectors and there would seem to be a good case for this.

(e) Two Engineering Assistants (Roads) to be re-designated as Roads Supervisors.

(f) Chief Mechanic to be re-designated "Mechanical Supervisor."

Foremen and Tradesmen

14.22 Most of the tradesmen and overseer grades, as well as semi-skilled and unskilled labour are employed on daily wages, brief details having been included in paragraph 5.3. These wages are generally lower than those paid to established staff and their related conditions of service are inferior except that they are eligible for overtime at standard rates. It is therefore generally advantageous to be placed on the establishment, but I consider that this should be resisted as much as possible except for supervisory grades. The following posts are involved.

(a) Two Senior Construction Foremen, HT 1, take charge of major building projects, or supervise the work of contractors, they require qualifications approaching those of the Building Supervisor (presently Engineering Assistant) Scale V 19-17 $5,400 x 300 = 6,000 is recommended.

(b) Two Construction Foremen, T 2-3 take charge of lesser projects, they have normally come up through the tradesmen grades and should be master craftsmen in masonry and carpentry. Scale V 28-30 $3,240 x 180 = 3,600 x 240 = 4,800, 5,100 is recommended.

(c) The Junior Foreman Carpenter, T2, is assistant to the Carpentry Supervisor (presently Foreman Carpenter and Instructor and primarily responsible for the maintenance of all Government furniture. I consider that this post should also be in scale V 28-20 with "Junior" being dropped from the title.

(d) Maintenance Officer, Sewerage and Water Installations, T 1-2, and Maintenance Officer (Electrical T 1-2 are in charge of maintenance of Government buildings and it seems that they too should grade with Construction Foreman in scale V 28-20.

(e) Five Senior District Overseers and eight Junior District Overseers are responsible for road maintenance--the eight Juniors each being in charge of a district. The Senior District Overseers have supervisory responsibility for a number of Districts or for special projects. I recommend scales:

Senior District Overseer V 24-20 $4,080 x 240 = 4,800, 5,100

Junior District Overseer V 38-25 $1,800 x 120 = 2,520 x 180 = 3,600, 3,840

A long scale is shown for the Junior District Overseers, but it is likely that they will enter part way up due to being transferred from

some other employment which has given them experience in management and some knowledge of road maintenance work. It is also desirable that the quality of their technical proficiency be raised.

(f) The Heavy Equipment Operator T 3, apart from occasionally operating a major item of equipment, also has supervisory functions over the other equipment operators who are on daily rates. He should revise to the scale as Senior District Overseer, namely, V 24-20.

(g) The Officer in charge of Belair Crusher, T 1-2 is in the same grade as the Junior District overseers and scale V 38-25 is appropriate.

(h) There is no unnecessary proliferation in the scales for tradesmen. In the mechanical workshop all tradesmen are termed "Mechanics" although some are fitters, welders, etc. There are the following grades:

Two Senior Mechanics T 2-3 (HT 1-2 is shown in the estimates, but this appears to be a misprint as it is the scale of the Chief Mechanic and the Schedule of the estimates shows T 2-3).

2 Mechanics	T 1-3
3 Assistant Mechanics	T 1-2
3 Junior Mechanics	T 1-2
Fireman Blacksmith	T 1

There are also "mechanics" employed on daily wages. It seems that the most proficient of these, or any for whom there are special reasons, are placed on the Establishment and then they progress according to vacancy through the ranks of "Junior," "Assistant," "Mechanic" and "Senior," which in view of the overlapping scales produced no real promotion. The preferable arrangement would be for all working tradesmen to be on daily rates and only the Foremen, who are also first class tradesmen, placed on the Establishment. Alternately if there are tradesmen, as such, in established posts, then progression should be according to trade rating rather than by somewhat meaningless titles such as "Junior" and "Assistant." I suggest that the posts for Senior Mechanics and possibly some of those for Mechanics be designated Foreman Mechanic if having supervisory functions or Master Mechanic (or other trade description) if having a first class rating for skill without being specifically in charge of other tradesmen.

Scale V 28-30 $3,240 x 180 = 3,600 x 240 = 4,800, 5,100 is recommended. I realise that this overlaps the scale shown below for mechanics and basically I am opposed to this, but I do not think that it can be avoided at the present time. The working mechanics and the other tradesmen, including the Foremen, Blacksmith should than be in scale V 38-25 $1,800 x 120 = 2,250 x 180 = 3,600, 3,840. As these posts would normally be filled by tradesmen converting from daily rates, they would enter at the appropriate transfer point. If a system of trade testing is ever introduced then this long scale should be broken up into short segments according to trade rating.

(i) Two Electricians, T 1, in the Electrical Division should revise in the same way as other tradesmen as discussed in sub-paragraph (h) above in scale V 38-25. I note that there are two posts for Apprentice Electricians in scale MS 1, I recommend that these should be regarded as daily paid staff in the same way as "learners" in the mechanical trades.

(j) There are eight posts for Time-keeper/Checkers in scale CA in the Roads Division and a Time and Tool-Checker, C 1 in the mechanical workshop. There are also a number of Timekeeper/Checkers employed on daily rates

105

in the Works Division (for wages see Paragraph 5.3). These men are performing a clerical function and the first group is paid as Clerical Assistants. The normal educational qualifications are not insisted upon but they seem able to be trained to carry out the limited range of their duties. In view of their lack of educational qualifications, I recommend scale V 41-34 $1,620 = 1,800 x 120 = 2,280.

Incremental credit would be granted as recommended in paragraphs 9.2 and 9.3 and 8.4 and 8.5 for Junior and Temporary Clerks and if obtaining the necessary qualifications they should be transferred to be Junior Clerks. The Time and Tool-Checker should revise to scale V 39-27 $1,740, 1,800 x 120= 2,520 x 180= 3,420 which is the same scale as the Assistant Storekeepers.

(k) There are three posts for Assistant Storekeepers, C 1, under Ministry Headquarters but they work under the Senior Executive Officer in the stores which are situated in the compound of the mechanical workshops. The scale V 39-27 as for Junior Clerks is appropriate.

All these posts (except those in scale C 1) would convert in accordance with Table 8 in Appendix C (C 1 posts in accordance with Table 1).

14.23 There is a Draughtsman, T 2-3, two Assistant Draughtsmen, T 1, and an Apprentice Draughtsman, MS 1, in the drawing office. My comments and recommendations in paragraph 13.13 equally apply. The post for an Apprentice should be absorbed into the cadre of Assistant Draughtsmen V 41-32 as it is not reasonable to expect a person with the educational qualifications required to enter in the MS scale. As Assistant Draughtsmen qualify they should be appointed as Draughtsmen in the V 31-22 scale and thus there should be a combined establishment for these posts. It should be noted that these Draughtsmen are trained in engineering and/or architectural draughtsmanship and once trained they are generally not interchangeable with the Surveying Draughtsmen.

14.24 It seems to me that the Public Works Department is still not well organised, they relationship between the Department and the Ministry Headquarters is not fully tied up and certain branches of the Department are not working in a co-ordinated manner under the Chief Technical Officer. Mr. K. L. Hardaker, the Engineering Adviser of the British Development Division, studied the situation and wrote a Report in April, 1967, and this appears to have been approved in principle but little action seems to have/taken to implement it. I can but/been endorse the recommendations made in that Report and am sure that benefit would

flow from early action. There also seems to be lack of co-ordination in the position of the Senior Executive Officer (Stores Officer). He is responsible for both stores and transport and his office is in the compound of the mechanical workshops: his work is thus intimately connected with the technical operations of the Department and I feel that he and his section should come directly under the Chief Technical Officer rather than directly under the Permanent Secretary. On the accounting side, he will be responsible to the Permanent Secretary, but functionally in his day-to-day duties he must be responsible to the Chief Technical Officer. I have commented on the grading of this post in paragraph 9.9. I consider that the scale V 20-15, being the E scale extended to include the SE scale is appropriate. I also consider that the functions of the Accountant in the Ministry only warrant that he should be in this V 20-15 scale, as with the computerisation of the accounts on the one hand and the extent to which the Chief Technical Officer and his Divisional Heads maintain costing control over their project votes on the other hand, together with the fact that departmental accounting responsibility is delegated to the Heads of the other Departments, the work and responsibilities of the Accountant do not warrant a higher grade.