

THE

House of Assembly Debates

(OFFICIAL REPORT)

SECOND SESSION 1976 – 81

HOUSE OF ASSEMBLY

Tuesday, 13th June, 1978.

Pursuant to the adjournment, the House of Assembly met at 12.15 p.m. o'clock.

PRESENT

His Honour W. C. B. HINDS, J.P., (Speaker); Rt. Hon. E. W. BARROW, B.Sc., LL.D.; (Leader of the Opposition); Rt. Hon. J. M. G. M. ADAMS, M.A., (Prime Minister and Minister of Finance and Planning); Hon. C. L. BOLDEN, LL.B., (Minister of Agriculture, Food and Consumer Affairs); Dr. R. B. CADDLE; Mr. L. E. SANDIFORD, M.A.; Mr. E. E. GREAVES, B.A., Ed.M.; Mr. D. A. C. SIMMONS, LL.M.; Hon. Miss B. A. MILLER, (Minister of Health and National Insurance); Mr. J. G. ODLE, B.Sc., (Chairman of Committees); Mr. DeL. O. BRADSHAW; Mr. L. L. SISNETT; Dr. R. L. CHELTENHAM, M.Sc., and His Honour E. E. ALLEYNE, LL.M., (Deputy Speaker).

Prayers were read.

Mr. JOHNSON entered the Chamber and took his seat.

MINUTES

Mr. SPEAKER: The Minutes of the meeting of Tuesday, 30th May, 1978, are before you for confirmation.

Hon. C. L. BOLDEN: Mr. Speaker, I beg to move that the Minutes of the meeting of Tuesday, 30th May, 1978, be taken as read.

Rt. Hon. E. W. BARROW: Mr. Speaker, I wish to draw the attention of the House to the language in which the Minutes are couched. If you look at page 2

of the Minutes under "Congratulatory and/or Obituary Speeches" there is a lot of journalese, journalistic phraseology, and the Minutes do not reflect the decision or action taken in the House as they do on page 3. I specifically wish to draw to Your Honour's attention "The Rt. Hon. J. M. G. M. Adams spoke and made a warm obituary speech in tribute to the late Robert Bradshaw."

What is a warm speech is a matter of opinion. It is not a record of what took place. And just to whom my impartiality, that is only the beginning, I would like to refer to the comments made of my own intervention on that occasion:

"The Rt. Hon. E. W. Barrow spoke and added tribute with a warmth befitting the mood of the House."

How does the writer know what the mood of the House was, because no other hon. member except the honourables Mr. Sandiford, Greaves and Forde have spoken, and the mood of the House had not been sufficiently vouchsafed even to Your Honour or to the persons who were recording the Minutes or to your humble servant or to anybody else. Then it goes on in equally flowery language to say that "the Hon. H. deB. Forde in his contribution....." it is true that the hon. member was not jocular and he spoke in a tone which was befitting the occasion, but I really do not think that these Minutes should be phrased in that way. They should say "Mr. Adams spoke and paid tribute to Mr. Bradshaw, Mr. Greaves added his tribute, etc., and Mr. Forde expressed his regret at the absence of a scholarly record of a great West Indian and so on; but to add sort of qualitative opinions about whether somebody was solemn or somebody was warm or cold for that matter, I think is exposing us to a certain amount of ridicule and probably exposing members to comments about their contribution which may not be justified on other occasions. I just want to draw that to Your Honour's attention. I am not making any complaint

against the officers; I think the officer got carried away with the way that hon. members expressed themselves and he himself was carried away by the warmth of the occasion or the solemnity of the occasion, but I think the Minutes ought to be amended.

Mr. TAITT entered the House and took his seat.

Mr. SANDIFORD: Mr. Speaker, the hon. member for St. John has referred to what he calls journalese or some language benefitting journalists. Last week, you will recall, I referred to the archaic nature of the language and I believe that we will be in danger of writing up the Minutes of this House in such a way that present and future generations may believe that the House and the very language in which the proceedings of this House are so archaic that the House itself may be termed irrelevant to the proceedings and matters of the day.

I want to draw attention to some language which I consider to be archaic and inappropriate. I refer to page 2 also headed "Congratulatory and/or Obituary Speeches", and in the second paragraph it is stated: "Mr. E. E. Greaves added tribute and made special reference to the decedent's contribution to the Trade Union movement in the Caribbean."

Now that word "decedent" may be good in law; it may be good legal jargon, but I believe normally in every day language we speak about the deceased. It may be good in law, but I would think that that word is not appropriate for the writing up of the modern Minutes of a modern deliberative body such as Parliament, and I would like to move that the appropriate amendments be made.
12.25 p.m.

I wish to draw attention to the fourth paragraph, I am not referring to the solemn contribution of the member for Christ Church West, but towards the end of that paragraph which reads "Hon. H. deB. Forde in his solemn contribution expressed regret at the absence to date, of any serious and scholarly record of the lives of great West Indians, by West Indians in the region but recognised that represses" and nothing after that. I must confess and I admit I am unaware of the meaning, I am not afraid to admit it, I am unaware of the meaning of the word "represses" and I am willing to be taught on this particular one. But then there is a blank, there is no full stop at the end of the line, so we are left hanging or dangling in the air, maybe somewhat repressed.

On page 1 of the Minutes, Mr. Speaker, under the caption "PAPERS" we see "The Rt. Hon. J. M. G. M. Adams laid the following document:—

The Customs (Goods In Transit or In Transhipment)
(Restrictions) Regulations, 1978."

Unless there was some amendment to the document circulated — I recall that the document which was certainly circulated to me spoke about "Restriction". That might be a typographical error, but I would be glad if the necessary amendment could be made. I am positive that the document circulated spoke about "Restriction" and not "Restrictions" and it is best that we be fully accurate in these matters.

The additional point I wish to make on page 1 relates to paragraph 2, and the paragraph I am referring to reads as follows: "Of the minutes of the 23rd day of May, 1978, Mr. L. E. Sandiford sought clarification on the true meaning of the word 'quest' appearing at page 3 thereof." I was not dealing, Mr. Speaker, with the true meaning of the word "quest", the meaning of that word is perfectly known to me, I was talking about an archaic phrase "abandoned quest", so it was a phrase I was referring to, and I would be glad if the Minutes could be amended that I sought clarification of the true meaning of the phrase "abandoned quest" which again is archaic terminology.

I would like, finally, to refer to the third paragraph on page 2 "Congratulatory and/or Obituary Speeches." "Mr. L. E. Sandiford spoke and begged to be associated with the expressed sentiments of the previous speaker." Mr. Speaker, I do not know, that could be the most important thing I did during my contribution to the Congratulatory and/or Obituary Speeches, but I would certainly like as far as the records of this House may be concerned that there be some amendment to that. The main point I was making was Mr. Bradshaw's contribution to the regional integration movement, particularly to the University of the West Indies. That was the subject largely about which I was speaking, it might not so have been conceived or understood rather, but certainly that is how I intended it. I hope the appropriate amendments could be made, Mr. Speaker.

Mr. TAITT: Mr. Speaker, my hon. colleague who has just sat down referred to the phrase "begged to be associated with the expressed sentiments of the previous speaker." While I can appreciate that he might have had a quest in that respect, it appears as if I did not manage to get to speak at all in that debate. I have searched this record up and down and I believe, Sir, that the previous speaker and I have searched up and down, and I cannot be found. I do not know if I was repressed or if I spoke in silence, but I saw in the daily newspaper some record of my having said something, but I have been searching and I do not myself believe that you have seen these Minutes before they came here, because I think you would have recalled that I did manage to make a contribution, however small it might have been considered

by those whose job it is to record such contributions. It might not have been particularly warm or solemn but it was made, I recall it, and I think that the record should at least show that Mr. Taitt spoke.

Rt. Hon. J. M. G. M. ADAMS: Mr. Speaker, we have had our fun on these Minutes, but underlining this lies an important parliamentary tradition which is that contents of speeches are never reported in the Minutes of the House but are left to the official record of the debate. For example, hon. members who follow these things will be aware that the speech in which Sir Winston Churchill formed the House of Commons that Britain stood alone, and he had nothing to offer but blood, sweat and tears, and that Britain would fight on the beaches and so on, is recorded on the motion that the House do now adjourn, the Rt. Hon. W. S. C. Churchill spoke, and the next note is that the House adjourned. That has occasioned comment of a sort we have heard today in the past, but I would suggest that the practice is well founded since politicians particularly are apt to object to reports of their speeches, and with the best will in the world, if you seek to paraphrase what a politician has said he will recall something that you have not put in and which he would rather had been included.

The hon. member for St. John very properly points out that on some occasion you speak and make a warm obituary speech and then you may not feel on another occasion that the obituary speech was quite so warm and therefore you will omit it, and into the Minutes of your procedures you have introduced a tendentious chord.

The point made by the hon. member for St. Michael South that the fourth paragraph is unfinished or otherwise impaired is also one to which I lend my support. The point made about "Restriction" I dare say is only a typographical error, but if as I conceive the House will ask the Clerk to rewrite the Minutes in more conventional style, I dare say that will also be corrected at the same time.

I will also draw to the attention of the House too a note at the bottom of page 5 which reads: "Mr. L. E. Sandiford recited, recanted and resumed." A note, Sir, of some eloquence. I wish I could have thought of it in another context where it would be suitable to publish it. It was perfectly appropriate, if I remember, Sir, but whether the Minutes normally contain language of that sort is open to question. It is, of course, open to the House to decide that, for example, under the Head "Congratulatory and/or Obituary Speeches" that the Minutes in addition to recording facts also record the ways in which members spoke, but I myself would not support this, I do think with some appreciation of the note, but I do think that yet it is a departure from parliamentary tradition and in the circumstances I think the House can ask to have restored the traditional quality

of these Minutes, and I would therefore move that the recording of these Minutes be deferred for the Clerk to reconsider the form in which he is presenting them.

Hon. DeL. O. BRADSHAW: I beg to second that.
12.35 p.m.

Rt. Hon. E. W. BARROW: Mr. Speaker, I do not think that the motion for adoption of the Minutes was settled, because I rose immediately after the motion was made, and I think further consideration should be postponed.

Mr. SPEAKER: If there are no further observations by hon. members, confirmation of the Minutes will be deferred.

MESSAGES FROM HIS EXCELLENCY THE GOVERNOR-GENERAL

Rt. Hon. J. M. G. ADAMS: Mr. Speaker, I am commanded to lay Message No. 2/1978 regarding the issue of a Writ for a bye-election in the Constituency of St. Michael South Central.

PAPERS LAID

Rt. Hon. J. M. G. M. ADAMS: Mr. Speaker, I am commanded to lay the following:

1. Statement showing Net Customs and Excise Receipts for the 12 months ended 31st March, 1978.
2. The Consumption Tax (Amendment) Order, 1978.
3. Report on the Audit of the Accounts of the Auditor General's Department for the year ended 31st March, 1977.
4. The Customs Tariff (Amendment) (No. 5) Order, 1978.

Hon. DeL. O. BRADSHAW: Mr. Speaker, I beg to lay the following document:

1. The Twenty-sixth Annual Report and Statement of Accounts of the Natural Gas Corporation for the year 1st April, 1976 to 31st March, 1977.
2. The Eighteenth Annual Report and Statement of Accounts of the Barbados Board of Tourism for 1976-77.

GOVERNMENT NOTICES

Hon. DeL. O. BRADSHAW: Mr. Speaker, I beg to give notice of a Resolution to approve the Compulsory acquisition of land at Wotton, Christ Church.

Hon. B. A. MILLER: Mr. Speaker, I beg to give notice of a Bill to amend the Druggists Act, Cap. 368.

FIRST READINGS OF BILLS

Hon. B. A. MILLER: Mr. Speaker, I beg to move the first reading of a Bill to amend the Druggists Act, Cap. 368.

Hon. DeL. O. BRADSHAW: I beg to second that.

The question that the Bill be read a first time was put and resolved in the affirmative without division.

SUSPENSION OF STANDING ORDERS

Hon. C. L. BOLDEN: Mr. Speaker, I beg to move that the following Standing Orders be suspended for this day's Sitting: Nos. 6, 16, 18, 20, 42, 43 and 44.

The question was put and resolved in the affirmative without division.

GOVERNMENT BUSINESS

BILL TO AMEND THE DRUGGISTS ACT,
CAP. 368

Hon. C. L. BOLDEN: Mr. Speaker, I beg to move that the Bill of which notice was given previously at this Sitting be the first Order of Government Business and I ask leave of the House that the Bill be dealt with in all its stages today.

Mr. SANDIFORD: Mr. Speaker,...

Mr. SPEAKER: I do not think that the hon. member can speak since he has not yet been informed by the Chair whether a motion is before the House or not. The hon. Acting Leader of the House is seeking permission that the hon. Minister of Health and National Insurance may have the leave of the House to proceed with a Bill to amend the Druggists Act in all its stages during today's sitting.

The question that the Bill be taken in all its stages was put and resolved in the affirmative without division.

Rt. Hon. J. M. G. ADAMS: Mr. Speaker, I wonder if I may be heard very briefly on a point of order, because some times in these noncontroversial matters you set a precedent which when they come up on more controversial occasions cause some disturbance. I think,

Sir, that the best practice is the practice which Your Honour has indicated to us today, but unfortunately the Standing Order which deals with asking for leave is Standing Order 42(5) which says that subject to Standing Orders 57 and 63 any member may move for leave to introduce a Bill of which he has given notice. And it has long been the practice to suspend Standing Orders automatically by number without really being familiar with which of the Standing Orders we are suspending. If, with great diffidence and humility, I could offer advice to the Leader of the House and those acting in that position, and to the Clerk, I would suggest that we are more selective about the Standing Orders which we suspend; that we should suspend specifically say, Standing Order 42(5) which says that an interval of not less than five days shall elapse between the first and second readings of a Bill unless the House on motion made and question put, agree to proceed with this Bill, etc. Perhaps it is unwise to suspend Standing Order 42 at all, because Standing Order 42 allows you to do what you have just done, which is, to ask leave and it allows you to shorten the five day period.

12.45 p.m.

In other words, in order to facilitate ourselves in debating, we are suspending the very Standing Order that gives us the means of self-facilitation. I just draw it to the attention of the House that when you suspend Standing Order 42 what you really suspend is the need to ask for leave, in my respectful submission. I believe that it is better to give people a chance to say why leave should not be given than to suspend a Standing Order, and then on some future occasion, sir, the heavy roller – the Standing Order is suspended automatically, and then on some future occasion somebody draws attention to the fact that there is now no need to wait for the five day period and there is no need to wait. I just draw it to the attention of the House, sir, and perhaps the Clerk can give his attention to it, discuss it with the Leader of the House and the Leader of the Opposition, and, of course, perhaps hear what words of wisdom fall from Your Honour on the subject; and we may be able to iron out yet another of the potential controversies that lead sometimes to scenes in the House that we would rather be without, sir.

BILL TO AMEND THE DRUGGISTS ACT

Mr. SPEAKER: A Bill to amend the Druggists Act is now the instant order of the Day.

Hon. Miss B. A. MILLER: Mr. Speaker, this amendment is a very short and formal one. The situation obtaining at present is that we have at the Barbados Community College a course which trains young pharmacists. Before there was a Community College, student pharmacists in Barbados, and there are still a few who adhere to the old practice, were apprenticed to practising pharmacists and then did examinations much in

the way that the old solicitors' clerks were apprenticed and did examinations which were set abroad and so on, and after a period of years with the passing of certain exams they became qualified to practise and to be registered. The Druggists Act does not cater for the new breed of druggists or pharmacists who will graduate from the Community College.

On the 31st of May — last month — a number of young druggists or pharmacists did in fact graduate from the Barbados Community College. As the law now stands, they are not in a position to be registered to practise as pharmacists; and the purpose of this amendment is to authorise the registration of these newly qualified druggists so that they may practise their profession in Barbados.

At the moment we do have in the preparatory stages a new Pharmacists Act; but it is not yet ready, and it will be some months before it is ready to be brought to Parliament. In the meantime we could not have had these young people wait for the new Act; and so this amendment is in fact a kind of stop gap to facilitate them. The reason why leave was sought to deal with this Bill in all its stages today is that, as you will appreciate, the young people qualified at the end of May, which meant that on the 1st June they were eligible for registration. Today is the 13th of June, sir, and that is the rationale of the haste to get this matter through this Hon. Chamber and the reason why there is need at all to have this amendment.

With those words, Mr. Speaker, I beg to move that the Bill be read a second time.

Mr. JOHNSON: I beg to second that.

The question was put and resolved in the affirmative without division.

Hon. C. L. BOLDEN: Mr. Speaker, I beg to move that Your Honour do now leave the Chair and the House go into Committee on the Bill.

Mr. JOHNSON: I beg to second that.

The question was put and resolved in the affirmative without division.

Mr. SPEAKER left the Chair and the House went into Committee on the Bill, Mr. ODLE in the Chair.

On the separate motions of Hon. Miss B. A. MILLER seconded by Mr. JOHNSON Clauses 1 to 2 inclusive of the Bill were called and agreed to.

Mr. TAITT: Mr. Chairman, just one brief question. In clause 2, subsection (3)...

Hon. C. L. BOLDEN: I think that the proper procedure would be to ask that Section 2 be recommitted. In order to facilitate the hon. member, I beg to move that Section 2 be recommitted.

Mr. BRADSHAW: I beg to second that.

The question was put and resolved in the affirmative without division.

Mr. TAITT: Mr. Chairman, perhaps I should explain to you that I was looking at the clauses of the repeal, and when I saw 5 I thought that there were five clauses. Under Clause 2 of the amendment to Clause 5(b) of the principal Act, I wonder if the Minister would indicate if there are any special circumstances surrounding this, or if she is merely taking the opportunity to deal with pharmacists or druggists who come from other places. When the Minister introduced this amendment she spoke of those who graduated from the Community College.
12.55 p.m.

I am wondering if there are any persons trained as pharmacists outside of Barbados who have been having difficulty getting registration in Barbados.

Hon. Miss B. A. MILLER: Mr. Chairman, I am sorry that I omitted to make that clear. It will facilitate that sort of person, but this is all going to be overtaken eventually by the new Pharmacists Act.

I beg to move that Clause 2 stand part.

Hon. DeL. O. BRADSHAW: I beg to second that.

The question was put and resolved in the affirmative without division.

On the motion of Hon. C. L. BOLDEN, seconded by Hon. DeL. BRADSHAW, Mr. Chairman reported the passing of one Bill in Committee, and Mr. SPEAKER resumed the Chair and reported accordingly.

On separate motions of Hon. Miss B. A. MILLER, seconded by Hon. DeL. BRADSHAW, the Bill was read a third time and passed.

PRIVATE MEMBERS' BUSINESS

Hon. C. L. BOLDEN: Mr. Speaker, I beg to move that Private Members' Business be now taken.

Hon. DeL. BRADSHAW: I beg to second that.

The question was put and resolved in the affirmative without division.

RESOLUTION RE EXAMINATION OF ALL ASPECTS OF BARBADOS CIVIL SERVICE

Dr. CHELTENHAM: Permit me, Mr. Speaker, to cast modesty aside and declare this most important Resolution. Before making the case for an immediate look to be taken at all aspects of the Barbados Civil Service, its recruitment procedures, its style of operation, and its capacity to initiate and manage change, I should like to remind hon. members of the importance of the Civil Service in our system of Government and what it costs the taxpayers in this country to maintain.

The Barbados Civil Service employs some 15,400 persons at a cost to the Treasury of \$126.2 million, but this is not the total cost for this figure does not include pension commitments which rose something like 100% in the last three years and which now stand at some \$15 million a year. Nor does it include national insurance contributions of some \$5 million a year, nor does it include the cost of leave passages nor the running of some quasi-Government departments not mentioned in the figure of \$126.2 million a year. In my estimation, the cost of the Civil Service to this country is to the order of \$150 million a year, and the first point that I make, if indeed I need to make it, is that a country as small as ours that is spending \$150 million a year on its Civil Service, there is need to ensure that the country is getting value for money.

Both academics and non-academics who have addressed themselves to the developmental process in countries such as our own have almost exclusively focused on economics, but more and more it is being realised that the public sector, and by that I mean the bureaucracy, is an important and independent variable that greatly influences any kind of transformation in a society. The development of a country is to a large extent limited by the skills, the structure and the spirit of the Civil Service, and unless the Civil Service is capable of responding readily to new challenges and innovations, development is inhibited.

I think that I need scarcely say anything more, Mr. Speaker, to establish the critical importance of the bureaucracy in the machinery of government and the case for having a systemic study of this institution to ensure it is equipped to the large and changing responsibilities it has to shoulder.

Within the past 30 years we in this country have witnessed a social and economic revolution. It has been characterised in part by the extension of frontiers of Government, by the Barbados Labour Party administration which we may date from 1946 to 1961 and by the Democratic Labour Party administration which followed it between 1961 and 1976. That process

is still going on. In that period, Mr. Speaker, we moved from a situation where the Civil Service was synonymous with Customs, the Audit, the Treasury, the Police, the Waterworks Department, and the Colonial Secretary's Office, which was the great coordinating mechanism, to a situation where the bureaucracy has many arms of a commercial and quasi-commercial nature. We have an Industrial Development Corporation, we have a National Commercial bank, we have the Department of National Insurance, we have the State Insurance Corporation, and recently we have had the Port Authority and soon, Mr. Speaker, we will have a Sewage Authority and we will have a national health department, as it were, managing the introduction of the free national health care.

1.05 p.m.

The point I make, Mr. Speaker, is that the administrative structures and techniques that were appropriate yesterday are no longer sufficient for today. Government is in every sense of the word big business and the whole administrative system and structure should be equipped to manage big business.

But, notwithstanding the increase in the scope of Government activity, we have a situation where at no time known to me as a student of the public service of this country has there been any explicit or conscious attempt to examine the Civil Service with a view to equipping it for its vast and changing role in the development of this country. What is the history? In 1948-49 we had a Commissioner called Adams. I think that interestingly enough his initials were G. H. Adams, not to be confused, however, with the late Sir Grantley Adams, we had a Commissioner called Adams who was commissioned to look into the question of salaries in the Civil Service and who also as part of that exercise went into a classification and grading exercise of sorts. Since then, and until recently, we have had at five yearly intervals a review of salaries in this country in the Civil Service accompanied by a classification exercise. That is essentially what the Godsall Commission in 1956 was about, that is essentially what the Jacobs Commission of 1961 was about, that is what the Gardner-Brown Commission of 1966 was about, a salaries review exercise accompanied by a classification exercise, and this classification exercise was really only the determination of internal and external relations between members of the Civil Service, how a Clerk stood in relation to a Senior Clerk, how a Senior Clerk stood in relation to an Administrative Assistant and so on. It was nothing more than the determination of relativities.

Since we have abandoned what was the typically colonial exercise of asking an outsider to come into this country and determine how much we could pay our civil servants, we nevertheless in 1969 commissioned a gentleman called Pusinelli to look into the question of

the structure and the grading of the Barbados Civil Service. Again, this was essentially a reclassification and regarding exercise and it reached its high point in 1975 when the Establishments Division of the Prime Minister's Office produced a document entitled "A Report by Classification and Regrading of posts in the Barbados Civil Service," dated June 1975. The point I make is that there has never been in the 25 or 26 years since adult franchise in this country — and I mention adult franchise as a landmark because this led to a certain pressure on politicians to produce more, deliver more services for the people — there has never been since adult franchise in this country a systematic look at the Civil Service to ensure that it is equipped for large scale project management, and this is what we are involved in in Government today, and I want to submit Mr. Speaker, that a public sector inadequately staffed and operating within the context of the framework of rules and regulations that were designed for a bygone day constitutes a hindrance rather than a help in the process of development.

I want to submit that this present Barbados Labour Party administration, indeed I go further, no administration in this country, whether it be BLP or or DLP or otherwise, will be able to implement its programmes with speed and confidence unless the bureaucracy is refashioned to take initiatives and to move with despatch in the field of project planning and project implementation. Governments in this country will continue to be blown off course, fail to meet their deadlines, fail even to get projects off the ground, unless we refashion and re-equip the public service. Wherein lies the problem? It is in my submission multi-dimensional and complicated, but if I may be permitted in the time available to point to some specific areas, I would like to focus on the following.

In days gone by the role of Government was so narrow and so restricted that there was no need for managers of the quality demanded today. Today we need managers in quantity and of high quality. That is the most urgent need of the moment, and the system of paper passing that is the principal mode of operation in the Civil Service does not produce managers. Perhaps I can best illustrate this by recalling what was told to me by a very senior servant of 24 years' service a few weeks ago. He told me that in his 24 years in the Civil Service he had never made a decision, and when I expressed surprise he explained to me that at different stages in his career in the Civil Service he was along the conduit pipe, all he was doing was passing on. He pointed out, for instance, that when he was a Clerk his responsibility was to open the file, to date it, to assemble certain papers and certain documents on the file, to make sure that it did not get what we call dog-eared, and pass it on to the Senior Clerk. He said that when he was a Senior Clerk his job was to read

the file, to make a comment on it, and you were so far down there that it did not matter whether the comment made too much sense or not, and you passed on that file in turn to what is called in the jargon of the Civil Service an A.A., and he told me he was always very careful to attach to that file the jargon of the system, "f.n.a.p." which is translated, "for necessary action, please." Then when he was an A.A. (Administrative Assistant) he used to read the file, make a comment again and in turn pass it on to the man above him who was the Assistant Secretary. He would sometimes change the notation and write what was the equivalent to "over to you for action, please." When he was Assistant Secretary, all he did was sometimes summarise what went before and pass on to the Permanent Secretary, and there are many Permanent Secretaries who all they do is summarise the contending positions and then put it to the Minister and say, "well, now, the decision is yours," but at no stage in his 24 years did he learn to live with the agony — and those of us who make decisions know what it is — you have to use your best judgement and abide by the consequences of those decisions.

1.15 p.m.

That is an important part of the process of decision making, coming to a conclusion on your best judgment and on the basis of all the information available, and making decisions speedily and living with the consequences of your actions. There are a lot of us incapable of doing this and we must not delude ourselves about this. But the point I am making is that the civil service as it operates at present is not designed to produce managers. The work motto which has always been attributed to Harry Truman, "The buck stops here," is not to be found on the desks of most civil servants, and in this paper-passing exercise time is viewed as an abundant commodity — nothing is urgent. Tell some of them you have to get back something in a hurry, it is as though you have abused them. That is how the system operates.

This inability of the system to pin responsibility on all of its officers for the completion of different exercises results in part from an outdated set of rules. Civil servants in this country have for many years operated under what is called the Financial and Audit Rules, 1964, recently replaced by the Financial Administrative Rules, 1971, which if my memory serves me correctly is Statutory Instrument, No. 46 of 1971. The importance of these Rules is as follows: responsibility as far as financial accountability goes in a department, no matter how vast, is placed on one officer, the so called Accounting officer. There is no notion of every man being answerable and accountable,

and in my view this is wrong; every man should be accountable and answerable. In addition to that, it is impossible under these rules to pass a sum of money — three or four million dollars for a department — and allow a department to run its show, as it were, and get on with the job. You break down the money under particular Heads and Items — Telephones, airconditioning, etc. In the middle of the year you may run out of money under a particular head, and even though the department has money voted for it and even though the particular exercise for which you need the money is important and justifiable, you still have to slow down, frustrate the operation of the entire department and go back to Parliament by way of a Supplementary Estimate. It seems to me this does not make for speed and effective management, and it seems to me — without any disrespect to the hon. members of this House — that it does not make sense for us to come back here from time to time to vote \$1,500 to repair airconditioning. That is one respect in which the Financial and Audit Rules under which the bureaucracy operates seems to me not to make sense as far as the promotion of good management is concerned. In addition, the Civil Service has not evolved any business-like standards for evaluating individual performance. For years I have talked about this to senior people in the Civil Service and they tell me that because of the very nature of the service which the Civil Service offers it does not admit of any standards of management. I reject that argument, and by way of illustration I want to point to the work that goes on quite often in the view of all of us — the work of the road menders and the people laying pipes about the country. Am I to believe that in 1978 there is no accepted index of measurement of productivity for members of a team who are involved in macadamizing the road or laying pipes? I refuse to accept that. I have the experience now of every day seeing a road being repaired or extended at Lascelles Hill. It has been going on for about three months. I get on very well with the members of that team; they get all their water from my tap, we talk from time to time before I leave home on mornings. A few weeks ago I asked one of them why the project was taking so long. He replied: "The work is good work; don't worry about it; it is slow but it is good work." But I hesitate to blame workers at that level. I have never indulged in that and it is not part of this exercise. What I have observed is that there is not enough effective supervision. Senior officers quite often fail to impose sanctions on subordinates for dereliction of duty. I know how hard it is in a small community to do your job. Very often when you want to be harsh you have to remember that the persons mother often helped you when you were growing up. These are the pressures in a small community.

And this brings me to one of the principal weaknesses of the system, and it is this: There are not

enough sanctions either of a punitive or incentive type in the Barbados Civil Service, and in a society like ours in the process of transformation you need to have a system that offers rewards to the competent and efficient. To use the words of a writer on civil service affairs, "Ours is still a Civil Service that is welfare oriented rather than task oriented." Security of tenure, fringe benefits, increments according to seniority but with little regard to performance — these rather than the development of oriented attributes are the major emphases of the Civil Service.

1.25 p.m.

To return to what I was saying earlier, the system of discipline in the service frustrates effective supervision. Too much time passes before a person can be disciplined. For instance, look at the question of dismissal. There are several cases on record known to me because I represented some of the persons. There are persons in Barbados, some of them former members of the Barbados Civil Service, some still members of the Civil Service, who were on suspension for up to six years on three-quarters pay. I am told that there was a fellow who used to have another job. I am told that the record is seven years on three-quarters pay before the local Party Council pronounced on the fate of that individual. Now that is a classic example of incompetence, but this is not the time to pursue that.

The point that I am making, Mr. Speaker, is that unless there is a quick and effective way of disciplining Civil Servants, that one protects the persons who are being disciplined as well as those doing the disciplining, some Civil Servants will feel — as indeed they do — that they are fireproof, to use an expression made fashionable by the hon. member for St. John — it will then only be a matter of time before the Civil Service is seen as a haven for the lazy and the inefficient.

Stemming from the weaknesses is inadequately defining areas of responsibility and promoting team spirit both within and among departments, Mr. Speaker, there is obvious under-coordination. This is known to all of us who have to deal with the Civil Service, that quite one matter involves three or four departments, and when you call two of the three departments they do not know anything about it although it was supposed to have been passed on to them months ago. The left hand quite often does not know of the existence of the right hand. That is what I mean by under-coordination.

Allied to that is the quality of supervising. This is evidenced by the length of time that elapses between the initiation of discussions on policy and its satisfactory disposal. I could continue, Mr. Speaker, to highlight the weaknesses of our Civil Service; but for the sake of balance I am willing to acknowledge that

the basic structure is strong and that the Civil Service has to its credit a reputation for incorruptibility. It needs, however, to be transformed into a more effective instrument for the execution of the manifold responsibilities that lie ahead.

Many ideas have been advanced from time to time as to how best we can tackle these problems. There is a school of thought which says that we should have a Public Service Ministry. Perhaps that may help, that it is wrong to have your Minister of Finance in charge of Civil Servants because when there is a conflict on any measure that goes towards improving the standards of Civil Servants and the conservation of resources, the Civil Servants suffer. That is a good point.

There is another viewpoint which is that we should have a Civil College whether as part of a regional exercise, or as part of a wholly Barbadian exercise. Some feel that we should have a full time Chairman of the Public Service Commission. In my view, neither of these ideas by themselves will help except peripherally in solving the problems of the Public Service. As a first step, a study is needed by a group of knowledgeable persons committed to change, persons residing both within and without the public sector.

Mr. Speaker, administrative change is not easy. Societies more mature than ours are presently grappling with some of these problems that we are talking about in this country. That is the experience of the United States at this very time. It is the experience too of Great Britain; and the reason why administrative change is not easy is that the Administration cannot be seen in isolation from the total society because bureaucracy is only part of the larger society; and quite often, to tackle the problems of bureaucracy you have to tackle the problems of the entire society.

We have to make a start, and the time is now, in my view, Mr. Speaker. It is the responsibility of this Parliament to make a definitive beginning in modernising our Civil Service. We must not, and we cannot seek, to avoid that responsibility; and therefore I ask the full support of all hon. members in the passage of this Resolution.

Mr. ALLEYNE: Mr. Speaker, I beg to second the motion and reserve the right to speak.

Hon. C. L. BOLDEN: Mr. Speaker, I beg to move that further consideration of this Resolution be postponed.

Mr. BRADSHAW: I beg to second that. (*Asides*).

Mr. SPEAKER: Let us have some order, please.

The question that further consideration of the Resolution be postponed was put and resolved in the affirmative without division.

ADJOURNMENT

Hon. C. L. BOLDEN: Mr. Speaker, I understand that there is no Private Members' Business to be taken, and I beg to move that the House do now adjourn until Tuesday, 27th June, at 12 o'clock noon.

Mr. BRADSHAW: I beg to second that.

The question was put and resolved in the affirmative without division, and Mr. SPEAKER adjourned the House accordingly.

1.36 p.m.

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Resolution No. 9/1979

M.P. 0220/1

HOUSE OF ASSEMBLY

Resolved that the sum of TWENTY-FOUR THOUSAND, ONE HUNDRED AND TWENTY-THREE DOLLARS be granted from the Consolidated Fund and placed at the disposal of the Government to supplement the Estimates 1978-79 Part I Current as shown in the Supplementary Estimates 1978-79 No. 25 which form the schedule to this Resolution.

13th February, 1979

W. C. B. HINDS
Speaker.

SCHEDULE

Supplementary Estimates 1978-79 No. 25

HEAD AND ITEM OF APPROVED ESTIMATES	Code Number	Provision in Approved Estimates 1978-79		Provision in Supplementary Estimates Nos. 1-24		Supplementary Provision Required	
		Statutory Expendi- ture	Other Expendi- ture	Statutory Expendi- ture	Other Expendi- ture	Statutory Expendi- ture	Other Expendi- ture
PART I - CURRENT		\$	\$	\$	\$	\$	\$
PUBLIC SERVICE DIVISIONS							
HEAD 3(2) - ESTABLISHMENTS							
Item 7 - Utilities	004,013	—	45,000	—	—	—	7,580
Item 8 - Rent of Property	004,014	—	5,000	—	—	—	1,260
Item 9 - Supplies and Materials	004,016	—	2,500	—	—	—	260
Item 11 - Maintenance of Vehicle and Plant	004,027	—	3,400	—	—	—	730
CABINET							
HEAD 4(1) - CABINET OFFICE							
Item 6 - Travel and Subsistence	006,011	—	6,512	—	—	—	1,440
Item 7 - Communications	006,012	—	6,542	—	—	—	1,500
MINISTRY OF HOUSING AND LANDS							
HEAD 18(1) - DIRECTION AND POLICY FORMULATION							
Item 15 - Furniture Fixtures and Fittings	072,055	—	2,168	—	—	—	11,353

NOTICE NO. 129

LIQUOR LICENCE NOTICES
(Cap. 182)

APPLICANT: GLENVILLE KING
OCCUPATION: Shopkeeper
ADDRESS: Applehall, St. Philip.
PREMISES: A Board and galvanised building
situated at Applehall, St. Philip.

Dated this 29th day of January, 1979.

Signed: GLENVILLE KING
Applicant.

This Application for a Retail licence will be considered at a Licensing Court to be held at Magistrate's Court Dist. 'C' on Monday the 26th day of February, 1979 at 9 o'clock a.m.

R. L. SIMMONS
Clerk to Licensing Authority.

APPLICANT: JOHN F. BRANCH
ADDRESS: Newcastle, St. John.
PREMISES: A wood and galvanised building
situated at Sherbourne, St. John.

Dated this 25th day of January, 1979.

Signed: JOHN F. BRANCH
Applicant.

This Application for a Retail licence will be considered at a Licensing Court to be held at Magistrate's Court Dist. 'C' on Monday the 26th day of February, 1979 at 9 o'clock a.m.

R. L. SIMMONS
Clerk to Licensing Authority.

NOTICE NO. 130

LIQUOR LICENCE NOTICES
(Cap. 182)

APPLICANT: HAL HEWITT
OCCUPATION: Salesman
ADDRESS: Ebenezer, St. Philip.
PREMISES: A wall building situated at
Ebenezer, St. Philip.

Dated this 29th day of January, 1979.

Signed: HAL HEWITT
Applicant

This Application for a Wholesale licence will be considered at a Licensing Court to be held at Magistrate's Court Dist. 'C' on Monday the 26th day of February, 1979 at 9 o'clock a.m.

R. L. SIMMONS
Clerk to Licensing Authority.

APPLICANT: JOSEPH PETRO
OCCUPATION: Shopkeeper
ADDRESS: Brereton Village, St. Philip.
PREMISES: A wall and galvanised building
situated at Brereton Village,
St. Philip

Dated this 29th day of January, 1979.

Signed: JOSEPH PETRO
Applicant.

This Application for a Retail licence will be considered at a Licensing Court to be held at Magistrate's Court Dist. 'C' on Monday the 26th day of February, 1979 at 9 o'clock a.m.

R. L. SIMMONS
Clerk to Licensing Authority.