

## ABSTRACT

### **The Use of the Extra-Bureaucratic Officials in the Jamaican Administrative Process: 1972 - 1989**

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The overall aim of this study is to examine the role, function and rationale of the extra-bureaucratic officials in the Jamaican administrative process with a view to assessing their merits and demerits, as well as implications for the administrative process, during the period, 1972-1989. The seventeen year period, 1972-1989, has been specifically chosen to cover a period when the People's National Party (P.N.P.) Government held office (1972-80) with a political philosophy of 'Democratic Socialism', inclined to significant state ownership which was markedly different from that of the Jamaica Labour Party (J.L.P.) government (1980-1989) which was inclined towards a private sector ownership bias and free enterprise and structural adjustment.

An extra-bureaucratic official is to be distinguished from a traditional civil servant by the special terms and conditions governing his/her appointment. Such a person is sometimes referred to as a non-established public officer. He is often attached on special assignments for specific contractual periods to specific areas of activities which may include serving on advisory committees, public utilities, special ministerial assignments. While the presence of such officials is neither novel nor new, the substance of their tasks as well as their numbers have increased immensely over the past two

decades. Whereas in the colonial bureaucracy, these officials were co-opted into the Civil Service for very special tasks, in recent times, they have more or less formed a recognisable permanent core in the decision-making system of particular administrations. The reasons for these developments are due as much to the changing nature of a developing administrative structure as to the need for public bureaucracy to respond to challenges for change.

These issues will be further elaborated in this study the general organisation of which revolves around the following:

- (1) A theoretical examination of Development Administration and its tenets. This is undertaken against the background of the Weberian ideal type model of bureaucracy as a framework for the promotion of development administration. The conclusion is reached that Weber's ideal type organisation is not the most appropriate and may be too static an approach to apply to development in the Jamaican civil bureaucracy.
- (2) An historical overview of the government system and the civil service explaining how the modern civil service was established and why the structure was modified to accommodate the extra-bureaucratic officials. This examination will include influences on and changes to the model, paying special attention to the Weberian-influenced concepts of neutrality, impartiality and anonymity. It will also illustrate the need for extra-bureaucratic officials and the changing status of the Civil Service in spite of the persistence of the colonial-type structure. The implication of all this is the extent to which the Whitehall model is being modified to accommodate these changes.
- (3) A description of early experiences in the emergence of extra-bureaucratic personnel: how effective they were, what conflicts emerged, and what changes took place in their functions and composition. An empirical examination of the functions of the extra-bureaucratic officials in so far as their roles may be identified; advisory personnel, advisory commissions, special advisers, and international consultants. The

discussion will treat with the process whereby the extra-bureaucratic officials have been institutionalized/ consolidated; the extra-bureaucratic officials as a part of the Jamaican civil service; the national response to the new developments, the conflicts which emerged, and the effectiveness of the extra-bureaucratic official within the context of the public service.

- (4) The discussion also looks at the criticisms of the use of extra-bureaucratic officials in the administrative process and in conclusion, recommendation of some solutions for these criticisms.