



Republic of Mauritius

**REVIEW OF PAY AND GRADING STRUCTURES
AND CONDITIONS OF SERVICE IN THE PUBLIC SECTOR**

*(Civil Service, Parastatal and Other Statutory Bodies,
Local Authorities and Rodrigues Regional Assembly)*

and THE PRIVATE SECONDARY SCHOOLS

PRB
REPORT 2016



VOLUME
1

**GENERAL BACKGROUND
& RELATED ISSUES
AND
CONDITIONS OF SERVICE**

PAY RESEARCH BUREAU
MARCH 2016

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OF
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MASTER SALARY CONVERSION TABLE

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1. INTRODUCTION

- 1.1 The Pay Research Bureau (PRB), an Independent Institution, is mandated by Government to carry out periodic reviews on Pay & Grading Structures and Conditions of Service in the Public Sector and the Private Secondary Schools. The PRB submitted its 7th Report in October 2012 and Government gave its approval for its implementation in *toto* with effect from January 2013.

Background

- 1.2 Following the publication of the 2013 PRB Report in October 2012, there was an outcry among public sector employees. The Federations and Unions protested strongly and made representations that the Errors, Omissions and alleged Anomalies arising out of the 2013 PRB Report should not be looked into by the PRB but instead by an Independent Body/Commission. In view of concerns expressed and the ensuing criticism with relation to certain recommendations contained in the 2013 PRB Report, the Government on 16 November 2012 decided to set up an independent committee under the chairmanship of Mr Manraj to look into errors, omissions & anomalies arising out of the 2013 PRB Report.
- 1.3 The Errors, Omissions & Anomalies Committee (EOAC) was, therefore, set up with the following Terms of Reference:-
- (i) receive through the Ministry of Civil Service and Administrative Reforms (MCSAR) representations from staff associations, trade unions, public officers, local government officers, officers of the Rodrigues Regional Assembly, officers employed by parastatal and statutory bodies and employees of private secondary schools and/or their representatives regarding errors, omissions and alleged anomalies arising out of the recommendations made in the 2013 PRB Report;
 - (ii) examine such representations and make recommendations thereon, as appropriate; and
 - (iii) determine in light of such representations the extent to which it is appropriate, necessary and advisable to modify the Reports of the PRB and to accordingly make such other additional recommendations.
- 1.4 In making its recommendations the Committee had to take into consideration the broad parameters as laid down at paragraph 1.4 of Volume I of the 2013 PRB Report.
- 1.5 The EOAC Report was released in March 2013. Initially, the Report was widely acclaimed by the Federations of Trade Unions and the public sector employees. The Cabinet gave its approval for implementation of the EOAC Report for:
- (a) the effective date of implementation of the recommendations contained in the Report to:

- (i) take effect in respect of salaries, on 1st July 2013 and arrears for the period 01 January to 30 June 2013 be paid in cash in July 2013 and instead of the grant of Special Leave as recommended in the Report;
 - (ii) ensure that Conditions of Service already recommended in the 2013 PRB Report to take effect on 01.01.13 while new Conditions of Service recommended in the Report would take effect on January 2014;
- (b) payment of salaries was phased in three stages: 01 January 2013, 01 January 2014 and 01 January 2015;
- (c) the EOAC further recommended that the next Review of Pay and Grading Structures and Conditions of Service in the Public Sector should be effective as from 01 January 2016 because it is viewed that the practice of publishing a Report of this magnitude once every five years impacted negatively on recurrent expenditure, inflation and other economic indicators.

- 1.6 The publication of the EOAC Report was followed by a series of protests expressed by aggrieved individual/public officers, trade unions and Federations of Trade Unions. Many employees concerned complained that the parity that existed previously in the Report has been disturbed whereas some others pointed out a distortion in certain hierarchies/cadres. A close scrutiny has revealed the extent to which those recommendations had given rise to problems.
- 1.7 For the upper echelon, that is, for those officers eligible for chauffeur-driven car, their salary was maintained whereas for the lower echelon, the revision was quite significant.
- 1.8 The general 'constat'/observation was that internal as well as external parity have been severely disturbed. For instance, promotional grades have been granted the same salary point as their source grades. The Qualification Bar (QB) has been removed from the salary scale of a few grades implying that employees not possessing the required qualification would also be allowed to move up to the top of the salary scale. These employees who are qualified felt rightly to be downgraded and considered the situation to be unfair towards them as they had put in supplementary efforts and sacrifice which have not been recognised. They have, consequently, suggested that the QB be reinstated. In addition, well set parities between certain grades have become blurred, leading to frustration, inasmuch as the difference in responsibility and complexity of the work have not been taken into consideration and these are not reflected in the recommended salaries.

- 1.9 It has also been observed that certain grades have been upgraded without any justification and this has caused major distortion in the salary relativity. Similarly, certain other grades have been added to the list of grades eligible for 70% duty free facilities without a proper survey being carried out or systematic study to determine their eligibility for such benefits. The recommendations regarding travelling and car benefits were strongly criticised given that many officers who with the 2013 PRB Report were eligible for travelling benefits found their eligibility for such benefits deprived with the EOAC Report. There are other cases which have been highlighted in the appropriate volumes of this review exercise.
- 1.10 All these problems prompted public sector employees to make massive representations to the Bureau and to the MCSAR with a view to taking corrective actions. In the face of widespread discontentment in the public sector, the Government decided to set up a Committee under the Chairmanship of the then Senior Chief Executive of the MCSAR, to look into representations arising out of the EOAC Report 2013.
- 1.11 The Committee examined all the issues and addressed only those pertaining to:
- (i) reinstatement of Conditions of Service related to eligibility for car allowances and benefits and some other benefits;
 - (ii) harmonisation of certain Conditions of Service;
 - (iii) harmonisation of salary in respect of grades on the establishment of the Civil Service and Rodrigues Regional Assembly; and
 - (iv) revision of salaries of part-timers.
- 1.12 The Committee further recommended that the following issues which could not be addressed be referred to the PRB for consideration in the context of the 2016 Report:
- (i) representations on salaries consequent to genuine errors or omissions; and
 - (ii) adjustment of salary and review of organisation structures (merger of grades, upgrading of qualification requirements, splitting of merged grades to their former positions, creation of levels, etc).

It is against such a background that this Report has been kicked off.

Strategy

- 1.13 Despite the shortcomings, the Bureau put forward a strategic plan which established the overall direction and orientation of this Report. We have identified a theme aligned with the main philosophy of the Government's programme and vision to construct a modern and professional public sector to serve and protect the interest of the whole population.

Transformation of the Public Sector

- 1.14 The theme “Transformation of the Public Sector to meet citizens’ needs, non-citizens’ needs as well as other stakeholders needs” became the basis for putting in place the strategic direction we wish to achieve in this Report. The theme was brainstormed with staff of the Bureau and discussed with all stakeholders during consultations.
- 1.15 This 8th Report is being written in the context of the new Government’s programme that put emphasis: creation of jobs, reducing poverty on new technological development, a modern and advanced education and health systems, the right to information, improved water distribution, food security, among others, leading to a modern public sector meeting the needs of citizens and improving the delivery mechanisms for providing more professional and better services to the common man. In short, this Report is putting the base to achieve the Second Economic Miracle.
- 1.16 To achieve these objectives, the Bureau is recommending a new set of measures. Emphasis on effective recruitment in the public sector is being made to ensure that the best and meritorious persons are selected for holding specific posts. The importance and use of technology and innovation (Digital Connectivity) is being highlighted as well as training and development of employees, their succession plan leading to a proper career path/career earnings and a compensation policy based on their qualifications, duties and responsibilities and position in their organisations. The need for a healthier working environment is also being emphasised to build that culture of enhanced performance. All these issues are discussed lengthily in separate chapters of this Volume.

Considerations

- 1.17 The Bureau has discussed with the main Federations and other stakeholders and based its recommendations on the theme as spelt out at paragraph 1.14 above while taking into consideration the following factors:
- the first time a report of this magnitude is being published within a period of three years; no reasonable time gap has been allowed to implement the 2013 PRB Reports;
 - the specific context of a New Government having a new programme putting emphasis on constructing a modern and professional public sector;
 - the need to utilise the available human resources in a more strategic way;
 - the need to attract the most suitable talent to the public sector;
 - the capacity of Government to pay, the turbulent economic environment and the social acceptability of the Report;

- a comprehensive pay package that is linked to promoting efficiency, accountability, productivity and economy through rationalisation of structures and improved conditions of service while taking into account the loss of purchasing power since 01 January 2013 and the salary compensation granted by Government for the years 2015 and 2016;
- the need to observe fiscal discipline while putting emphasis on efficiency, accountability, responsibility, transparency and good governance;
- the recommendations geared towards the best global practices and their adaptability and reliance in the Mauritian context;
- the need to have a public sector run on the principles of value-based ethics, enlightened leadership and human ground development to the extent possible; and
- the pay structure has ensured, to the extent possible, that employees do not suffer economic hardships so that they can deliver and render the best possible service to citizens of this country.

- 1.18 The Bureau has received many representations both from staff side and Management on so-called anomalies. As stated earlier, many have their roots not in the recommendations made in the 2013 PRB Report, but in the subsequent modifications brought in by the EOAC Report. Whenever possible, the Bureau has removed these anomalies taking into consideration its remit and framework. Employees at all levels have made representations for a significant increase in their home pay and improvements including benefits.
- 1.19 The main themes of this Report: recruitment, career path, continual training and development of employees, the workplace environment and the use of the modern technology as well as the need for good governance, transparency, accountability and responsibility have been spelt on in the many chapters of Volume 1 of this report.
- 1.20 The Chapter on Performance Management Systems (PMS) and the Performance Related Incentive Scheme (PRIS) has been reviewed and improved to respond to submissions made thereof.
- 1.21 It is the role of Government to inspire confidence in mind of public sector emphasizing that they will not be hounded by unnecessary harassments by investigating bodies/media. The recent events of hounding officers as criminals for failures of bonafide decisions is being felt badly. This will discourage officers to take bold decisions in fear of being hounded if such a decision misfires. Any mishap should not be looked upon with suspicion unless it has proved to be criminal intent to transit himself or someone else.

Implementation Process and Post Review Mechanism

1.22 The revised salaries provided in this Report will take effect from 01 January 2016 in accordance with the Master Salary Conversion table as at **Annex** to this volume. All the recommended salary scales are segments of the Master Salary Scale which is provided hereunder:

Rs 7800 x 200 - 8000 x 205 – 8820 x 230 – 10200 x 250 – 11450 x 260 – 14050 x 275 – 15150 x 300 – 15750 x 325 – 17700 x 375 – 19575 x 475 – 21950 x 625 – 23200 x 775 – 32500 x 925 – 37125 x 1225 – 40800 x 1525 – 49950 x 1625 – 62950 x 1850 – 68500 x 1950 – 74350 x 2825 – 80000 x 3000 – 95000

1.23 Following the publication of the Report, the Bureau shall assist in the implementation thereof by providing the interpretation of the recommendations made. Cases of genuine errors and omissions shall, thereafter, be addressed.

Option

Following the publication of this Report, Public Sector employees would be required to exercise their option between accepting the revised salaries and conditions of service or to retain their 2013 salaries and conditions of service. The responsibility for distribution, collection and monitoring of the option forms rests with the MCSAR.

1.24 It is worth noting that according to the prescription of the Employment Relations Act, the revised emoluments and terms and conditions of service of the 2016 Report once opted for, cannot be the subject of an industrial dispute.

1.25 Those Public Sector employees who have not opted for the revised salaries and conditions of service as recommended by the 2016 PRB Report should be paid compensation in accordance with the Additional Remuneration (2016) Act 2015

- Pay Structures
- Pay Policy
- Major changes including new proposals in Conditions of Service.

A brief note on the main Public Sector Organisation

Civil Service

1.26 The services offered by all Ministries and Departments are covered in the Civil Service. The pay packages provided to all public sector employees/workers have been worked out taking into consideration the factors as enunciated in the Chapter on Pay Considerations. Grades have been created solely on functional needs basis. We have devised a new mechanism to continue, if need be, to retain people particularly in scarcity areas and where there exists a tendency of exodus.

Parastatal Bodies

- 1.27 There are 92 parastatal bodies as well as the private secondary schools falling under the purview of the Bureau. We have, in this Report, formulated recommendations for appropriate levels matching the needs and functions of the different organisations, for effective service delivery. Wherever desirable, we have provided for delayering of structures and merging of grades for speedy decisions while ensuring adequate career progression for employees. We have also, in light of changes in the structure of general services in the Civil Service, brought changes to the structure in PSBs for an alignment to the extent possible.

Local Authorities

- 1.28 Most of the recommendations made in the 2013 PRB Report have been implemented. In this review exercise, we are making provisions, to the extent it is possible, for aligning the structures of the General Services cadre, Internal Control cadre as well as the Financial Operations and Procurement and Supply cadres with what obtain in the Civil Service. Provisions have also been made for training and development opportunities.
- 1.29 Specific provisions have been made for career earnings to certain grades and to reinforce where relevant the organisation structure of Divisions/Sections/Units. Schemes of service of grades, wherever applicable, have been aligned with their counterparts in the Civil Service.

Rodrigues Regional Assembly

- 1.30 A few structures have been reviewed and modernised so as to fit the new sets of expectations in line with the new policy framework and direction. The General Services grades have been streamlined, where deem expedient, along what is obtainable in the Civil Service.

Frequency of Pay Review/Periodicity of Report

- 1.31 In 1982, the Bureau published its first Report with recommendations for new salary scales and it gave a broad indication of major changes in the conditions of service in the Public Sector. In the years 1987, 1993, 1998, 2003, 2008 and 2013, subsequent Reports were published on a quinquennial basis on the overall Review of the Pay and Grading Structures and Conditions of Service in the Public Sector and the Private Secondary Schools. This is the first time that a Report is being published after a period of three years only following a recommendation of the EOAC.
- 1.32 However, we have noted that, following a major review exercise involving heavy financial costs, an appropriate time lag needs to be allowed to implement and assimilate the recommendations to measure the effectiveness and impact on the service delivery and efficiency of institutions. In this respect, the publication of a Report of such a magnitude within a period of three years has impeded the process leading to assessment of efficiency of institutions. The Bureau,

therefore, had consultations with the Government on this issue and **recommends that the next Review of Pay and Grading Structures and Conditions of Service in the Public Sector should be effective as from 01 January 2021.**

Presentation of the 2016 PRB Report

1.33 The 2016 PRB Report comprises two volumes:

- **Volume 1** covers the General Background and Related Issues and Conditions of Service. It also contains core chapters like Public Sector Management Reforms, Training and Development, Retirement and Retirement Benefits, amongst others.
- **Volume 2** consists of four parts where each Part deals with a specific sector of the wider Public Sector:
 - Part I : Civil Service
 - Part II : Parastatal and Other Statutory Bodies and the Private Secondary Schools
 - Part III : Local Authorities
 - Part IV : Rodrigues Regional Assembly

Layout of this Volume

1.34 Chapter 1 provides an overview of this volume. In addition, it also gives an indication of the strategic objectives as well as the background against which the Report has been prepared.

1.35 Chapters 2 to 17 deal with the approach and methodology used for this Report, the economic background, the major pay considerations in determining salary, Public Sector Management Reforms, PMS, Training and Development, and Public Service Pension, among others. The Conditions of Service governing the public sector have been discussed at Chapter 18 and at Chapter 21 we have provided guidelines for implementation and a post review mechanism followed by a discussion on other pertinent issues.

The Way Forward

1.36 The overriding objective of this Report is the improvement in the effectiveness and efficiency of the service with a view to providing quality services to all stakeholders.

1.37 In this perspective, it is believed that employees should play the role expected from them to materialise this objective. On their part, authorities/organisations should provide the proper environment which will induce desired employee behaviour for the achievement of the objective.

2. APPROACH AND METHODOLOGY

Backdrop

- 2.1 This is our 8th Report on Pay and Grading Structures and Conditions of Service in the Public Sector. Unlike the past PRB Reports, this Review was conducted in a very challenging and demanding context. Besides carrying out a triennial general review for the first time, the Bureau had to correct serious and disturbing shortcomings that arose out of the Errors, Omissions and Alleged Anomalies Committee (EOAC) Report. Indeed a formidable task was laying ahead of us.

Approach

- 2.2 Despite operating within a reduced time frame, the Bureau adopted its customary approach based on extensive consultations in the preparation of this Report. Our wish was to gather maximum information and to remain open and transparent in our exchange of views with staff and management. With this in mind, we chalked out a work programme comprising a mix of communication approaches to accomplish our planned activities and events pertaining to the Review exercise.
- 2.3 As a prelude to the core meetings, preliminary ones were arranged with the main Federations. The objective was to reinforce relationship, meet their members and apprise them of the calendar of activities of the review exercise. We began on the 13th of March 2014, by meeting representatives of the Federation of Civil Service & Other Unions followed by those of the State Employees Federation and the Federation of Public Sector and Other Unions. Subsequently, we also met members of the following Federations namely: The Federation of Parastatal Bodies and Other Unions, All Civil Service and Other Employees Federation, the Mauritius Labour Congress, the Federation of Democratic Labour Unions, the Federation of Progressive Unions, the Independent Unions Federation and the Confederation Mauricienne des Travailleurs.
- 2.4 The next step was to collect fresh and relevant data to update existing records, conduct surveys (including interview of officers) and effect site visits. We therefore issued a Circular in March 2014 to all Heads of Ministries/ Departments/ Organisations, soliciting their assistance to submit data in both hard and soft copies. Among the information sought were the vision, mission, objectives, the customer charter, an updated organisation chart and an updated list of employees in all grades. We also requested the organisation to designate an officer at senior level as contact person and facilitator to assist in the submission of the required information, and make arrangements for site visits, filling of job description questionnaires, conduct of surveys, etc. A target date

was set for the submission of the required information. Unfortunately, many organisations did not respond within the given time frame and some organisations submitted their documentations after a period of three months and even more.

- 2.5 In May 2014, the Bureau issued another Circular inviting Federations to submit their views/observations and proposals on conditions of service prior to the holding of meetings with them which was scheduled for August 2014. In making their demands, they were requested to give their views/comments on general issues. The 16th of June 2014 was set as deadline for the submission of their memoranda. However, following a request from the Federation of Civil Service and Other Unions, the time limit was extended till the end of July 2014 though the Bureau remained flexible by even accepting representations after the extended time limit.
- 2.6 Meanwhile during the period April to July 2014, upon the invitation of Federations and Unions, officers of the Bureau attended workshops/work sessions to provide explanations and clarifications on past recommendations of the Bureau. A template for submitting representations was designed by the Bureau and submitted to the Federations for onward transmission to their affiliates.
- 2.7 The first meeting was held with the Federation of Civil Service & Other Unions in August 2014 to discuss their representations on the General Conditions of Service. Similar meetings ensued with other Federations namely the State Employees Federation, the Federation of Public Sector and Other Unions, the All Civil Service Employees and Other Unions Federations, the All Workers Trade Union Federation.
- 2.8 Once all the Federations have deposed on Conditions of Service, the Bureau started consultations with unions of the Parastatal Bodies in September 2014. In view of several requests for postponement, those meetings extended till December 2015.
- 2.9 In October 2014, the Bureau kick-started the interview exercise in respect of the Job Description writing for manual grades. An updated version of the Job Description Questionnaire was used for this purpose. To palliate the shortage of staff at technical level, we had recourse to experienced officers of the Human Resources Cadre to complete the interview exercise. Once filled, the Job Description Questionnaires were forwarded to the relevant organisations for signature and vetting by the Supervisor. This exercise lasted for nine months ending in June 2015.

- 2.10 As regards non-manual grades, Job Description Questionnaires were sent to officers by post. In both cases, i.e. Manual and non-Manual grades, representative samples of officers by grades were randomly selected using stratified sampling technique. Job Description Questionnaires were also issued to officers during consultative meetings whenever such request was made and on the need arising to cover all functions and new features of a job. All Job Description Questionnaires that were returned to the Bureau were carefully verified to identify possible omissions and ambiguities that required further clarifications.
- 2.11 In January 2015, the Bureau issued a Circular Letter to the Management of each organisation requesting for:
- (a) proposals of re-engineering/structural change including, *inter- alia*, delayering, merging of grades, multi-skilling, creation of additional levels, re-definition of job specification, job enlargement, job-enrichment and restyling of posts which would enable the respective organisation to have a fit-for-purpose structure to deliver on its mandate more efficiently and effectively;
 - (b) views and suggestions for improving existing conditions of service, the introduction of new conditions which may contribute to induce desired employee behaviour for enhanced service delivery and the satisfaction; and
 - (c) comments on general issues such as Pensions, Performance Management System, Performance Related Incentive Schemes, Training and Development, Recruitment and Retention of people of the right competencies, e-government, as well as other issues related to Reforms, etc.
- 2.12 Response to this circular letter was rather slow and several contacts had to be made with some organisations to obtain the required information.
- 2.13 In early February 2015, the Bureau held its first meeting with the top officials of the Ministry of Civil Service & Administrative Reforms to discuss on their proposals of conditions of service and reforms. In view of the number of issues that needed to be examined, subsequent meetings had to be scheduled in June 2015 and July 2015 respectively.
- 2.14 Upon invitation from the Rodrigues Regional Assembly, the Director, Pay Research Bureau and the Deputy Director proceeded to Rodrigues in March 2015 for a one day mission. During the course of their stay they met the Island Chief Executive (ICE) who was apprised of the calendar of activities and different stages involved in a general review process namely job description

writing, site visits, meetings with different parties, staff associations, official side as well as individual employees. The ICE informed the PRB delegates that the RRA and the staff association would be submitting a joint memorandum for consideration by the Bureau and gave a brief description of the conduct of business of the RRA.

- 2.15 Meetings with the staff associations of the Civil Service began around mid-March. Remaining meetings with Parastatal Bodies, Local Authorities and the Private Secondary Schools were concurrently held. Even non-unionised staff who had expressed their wish to depone were invited to do so.
- 2.16 As per the established practice, the Bureau proceeded on its next mission to Rodrigues from 11 to 16 May 2015. Initially, on the 12 May 2015, an Acting Principal Job Analyst accompanied by a team of five Survey Officers started the interview of the selected job incumbents, wrote their job description and had them signed by job holders and where possible vetted and signed by their immediate supervisors and returned to the team. That exercise continued up to 15 May 2015. Those Job Description Questionnaires which could not be completed were despatched later to the Bureau.
- 2.17 The Director and the Acting Deputy Director went to Rodrigues in the evening of the 12 May 2015. On the next day, the Directorate assisted by the Acting Principal Job Analyst met the Island Chief Executive apprising him of the 4 days' visit programme. The delegation met the representatives of the Government Services Employees Association (GSEA) and heard two other staff Associations namely the RGEA and the RPSWU. During the latter meetings, the "Modus Operandi" of future submissions were discussed and agreed thereon.
- 2.18 On the 13th of May, the Director, HR and one Manager HR from the Ministry of Civil Service and Administrative Reforms (MCSAR) joined the PRB team. The Chief Commissioner received the Directorate and the Director, HR of the MCSAR in the early morning of the 14 May.
- 2.19 The Chief Commissioner apprised the delegation of the new policy orientation of the RRA and its main priorities. He invited the Director to give particular attention to some emerging and pending issues in the Next Review.
- 2.20 Consultative joint meetings were held as from the morning of 14 May which continued till 15th of May. Individual employees who expressed their wish to depone were also heard by the PRB delegation. Survey Officers after completing job description writings, joined and assisted the Directorate during the last part of meetings which ended usually after 6.00 to 7.00 p.m. During their stay, the Survey Officers conducted around 150 Job Description writings. Prior to the visit some 300 self-written description questionnaires were submitted to the RRA to be filled by officers.

- 2.21 In May 2015, the Bureau started meetings with the Management of Local Authorities. Representatives of the parent Ministry as well as those of the Ministry of Civil Service & Administrative Reforms attended all the meetings.
- 2.22 Consultations with the Management of Parastatal Bodies were scheduled as from June 2015. Representatives of relevant parent Ministry were invariably requested to attend. In many instances, scheduled meetings had to be postponed either because Board of Parastatal Bodies were not yet constituted or in view of the unavailability of the officers. This impacted severely on our tight time schedule we had to produce our Report. We also noted the absence of representatives of Parent Ministries in some of the meetings that were convened or there were representatives of the Ministries who could not assist properly the Management of Parastatal Bodies given that they were informed at the last hour to attend the meeting and they were not fully prepared in terms of documentation, policy and orientation.
- 2.23 The Bureau had to re-work all the time table of meetings to accommodate postponements. Nevertheless we kept on the momentum and provided for replacements wherever this could be reasonably done. Meanwhile officers of the Bureau proceeded to visit organisations to identify “*de visu*” working conditions of employees in certain grades who made requests for site visits. The data collected and observations made during these visits were analysed and discussed along with other representations.
- 2.24 In July 2015, the Bureau issued its first survey questionnaire on travelling by car to all public sector organisations concerned. The aim was to collect information on the extent of official travelling performed by officers who were at present not eligible for duty exemption on a car but were regularly performing field duty. Other surveys were subsequently administered covering issues which include Recruitment and Retention, Training and Development, Flexible Hours of Attendance and Performance Management System.
- 2.25 In August 2015, the Bureau wrote to Heads of organisations requesting them to ensure that required documentation in terms of new/additional/missing information, latest statistics as well as other relevant information sought during meetings or through correspondence, be submitted to the Bureau within a month’s time at latest.
- 2.26 Despite the earnest effort of the Bureau to complete the Report on time, some Ministries/Departments including Federations of Unions kept on requesting for postponement of scheduled meetings causing immense disruption in the work flow and set time plan. Consequently, the Bureau took the decision to schedule those meetings beyond 1600 hours during weekdays and Saturdays to avoid

further delays in its work plan. Parties were informed accordingly. A correspondence was issued to that effect in September 2015 to all those concerned.

- 2.27 In spite of the above measures taken by the Bureau, requests were still being made by Ministries/Departments for postponement of scheduled meetings. The attention of the Secretary to the Cabinet and Head of the Civil Service was drawn to that effect and subsequently he issued a circular to all Supervising Officers of Ministries/Departments urging them to attend all the meetings scheduled by the PRB; he also informed that, in the event they failed to attend the meetings, the Bureau would proceed without their views.
- 2.28 During meetings, all stakeholders were apprised on the main theme of the Report, the state of the economy, growth prospects and the rate of inflation. Members were invited to support the PRB in its endeavour to put in place the concept of transformation based on a series of innovative measures and techniques such as HR Planning, elements conducive to a performing environment, safe and healthy workplace, a modern and sophisticated IT infrastructure, continuous training and development to ensure upgrading of skills and competencies, establishing succession plan for career path, among others.

METHODOLOGY

- 2.29 All the duly signed and vetted Job Description Questionnaires that were returned to the Bureau were scrutinised to update our point rating evaluation scheme. In cases where job descriptions were not available for whatever reasons, we drew information from the existing Job Description Questionnaires, the schemes of service and submissions of unions and management on the tasks performed by officers in the grades concerned.
- 2.30 On the basis of the updated job evaluation schemes, Benchmark entry grades as well as Benchmark hierarchies were reassessed. Salaries of Benchmark grades were then determined and used as anchorage to set the salary of all the other entry grades (manual and non-manual). Grades with comparable levels of responsibility were grouped for grading purposes.
- 2.31 The element of work on shift/roster/staggered hours which does not apply to all grades in the public sector has been taken into consideration and integrated in the recommended salary scales where applicable.

- 2.32 A Master Salary Scale has been devised as hereunder:
Rs 8000 x 205 - 8820 x 230 - 10200 x 250 - 11450 x 260 - 14050 x 275 - 15150 x 300 - 15750 x 325 - 17700 x 375 - 19575 x 475 - 21950 x 625 - 23200 x 775 - 32500 x 925 - 37125 x 1225 - 40800 x 1525 - 49950 x 1625 - 62950 x 1850 - 68500 x 1950 - 74350 x 2825 - 80000 x 3000 - 95000
- 2.33 All recommended salary scales of the different grades are segments of the above master salary scale.

Presentation of the Report

- 2.34 The Report is presented in two Volumes. Volume 1 of the Report deals with General Background and Related Issues and Conditions of Service. Volume 2 is apportioned in four parts as follows:-
- Part I : Civil Service
 Part II : Parastatal and Other Statutory Bodies and the Private Secondary Schools
 Part III : Local Authorities
 Part IV : Rodrigues Regional Assembly
- 2.35 In Volume 2 – Part I, the Bureau sets down the pay and grading structures, specific conditions of service and organisational redesign of Ministries, Departments and Other Service entities in the Civil Service.
- 2.36 Recommendations pertaining to Parastatal Bodies are laid down in Volume 2 – Part II.
- 2.37 The Report on Local Authorities (Volume 2 – Part III) contains recommendations for grades in the Municipal and District Councils as well as Village Councils.
- 2.38 Grades in the Rodrigues Regional Assembly (RRA) are covered by recommendations made in Volume 2 – Part IV.
- 2.39 As regards salary coding, we are using an eight digit code. The first set of two digits indicates job classification based on the nature of work. The middle and last sets of three digits indicate the initial and top salaries of the grade respectively and these represent relevant salary points in the Master Salary Scale.
- 2.40 For flat salaries, the code for the initial salary is “000”. Acronyms with numerical annotations have been used as salary codes for grades in the Parastatal Bodies and Local Authorities. All salary schedules have been presented in descending order except for Parastatal Bodies.

3. ECONOMIC BACKGROUND

International Economic Environment

- 3.1 Since the last 2013 PRB Report, the international economic environment has hardly improved and continues to be uncertain and challenging. During the period 2013-2015, global annual growth rate was 3.3% on average. Output growth in Europe, our main trading partner, has declined considerably to 0.7%. In its latest World Economic Outlook released in January 2016, the IMF has revised further down its growth projections for 2016 and beyond.

Mauritian Economy

- 3.2 As regards the Mauritian economic performance, average annual growth rate during the three year period 2013-2015 was moderate at 3.3%. Major sectors such as agriculture, financial services, ICT, retail trade and food processing registered slower growth due to weak demand.
- 3.3 In fact, total investment as a ratio to GDP declined sharply from 23% in 2012 to 17.8% in 2015 – a drop of 5.2 percentage points – and private investment from 17.7% to 13%. Unemployment remains at 8%. Domestic labour cost has been rising thrice as much as productivity growth during 2013-2015, undermining our international competitiveness.
- 3.4 Concerning developments in respect to the price level, inflationary pressures remained subdued during the period 2013-2015. Prices increased by only 2.7% annually on average. The inflation rate in 2015 was 1.3% - the second lowest rate in five decades.
- 3.5 On the fiscal side, public sector debt has been on the rise again since 2013 and reached a high level of 56% of GDP in December 2015. In addition, there are increasing fiscal risks and contingent liabilities that could weigh heavily on public finances.

Key Challenges Ahead

- 3.6 Mauritius main challenges include: increasing competitiveness through greater regional integration, creating a stronger environment for innovation, making growth more inclusive by addressing scarcity of skilled human resources, and bolstering resilience to natural disaster and climate change.
- 3.7 As an open economy, developments on the international front will inevitably have an impact on the Mauritian economy. In addition, the stated objectives of the government are to achieve higher growth of at least 5.5% annually, enhance employment creation and reduce poverty. These will require the pursuit of structural reforms with a view to:

- (a) transforming our economy and broadening our economic base and space; developing growth-enhancing infrastructure;
- (b) raising productivity to global competitiveness levels through ICT, Science, Technology, Engineering and Mathematics (STEM) and innovation;
- (c) streamlining and simplifying business licensing processes, and addressing other administrative red-tapism to put Mauritius among the top 15 countries in the World Bank Ease of Doing Business;
- (d) securing a supportive labour market and job-friendly wage policy to reverse growing skills mismatch and unemployment;
- (e) addressing emerging ageing population issues to secure sustainability of pension systems, including the public sector pension system;
- (f) promoting inclusive growth and enhancing employability of unemployed and vulnerable groups; and
- (g) upholding fiscal sustainability, financial stability and economic resilience.

3.8 A dynamic, proactive and efficient civil service will be crucial to provide the required support to Government for addressing emerging and future challenges and deliver effective and quality services to the nation. Continuous rationalising of structures and processes, and upgrading of skills level of public officers combined with digital technology will be critical for successfully implementing those structural reforms and embedding the economic transformation agenda.

3.9 In this respect, due regard has to be given to the prevailing unfavourable economic environment and the fiscal constraints arising from the statutory public debt limit set in the Public Debt Management Act at 50% of GDP by end 2018.

3.10 This Report has, in its recommendations, tried to balance the need for adjusting the pay package in the public sector with the need for pursuing prudent macro-fiscal policies to face national and global challenges ahead while at the same time focussing on the transformation of public sector organisations into modern and professional institutions dedicated to the service of the nation.

4. PAY CONSIDERATION AND STRATEGY

- 4.1 It is in a very challenging and highly complex environment that this general review is being conducted. Besides having to deal with the short comings of the current salary structures arising out of the implementation of the recommendations of the Errors, Omissions and Anomalies Committee (EOAC) Report, the Bureau had to come up with an aligned, fair, acceptable and sustainable salary structure. Ensuing are the main considerations of this Report.

EOAC recommendations

- 4.2 As observed by the staff side, the EOAC has recommended a general increase in salary rather than addressing issues of errors, omissions and anomalies. In so doing, it is viewed that the Committee has ventured beyond its set terms of reference and has perturbed salary differentials for no valid reason even for grades where no representations have been made to the EOAC.
- 4.3 On top of recommending up to a certain level salary increases in the range of 19% to 26% over the 2012 gross salary, the EOAC has also recommended that the periodicity of the review of pay and grading structures and conditions of service in the Public Sector should be once every three years.

Government's stated objective and vision

- 4.4 In line with government policy, the Bureau has remained mindful on the responsible and judicious use of public funds to ensure that taxpayers' money are spent responsibly.
- 4.5 The Bureau has focussed on the transformation of the Public Sector Institutions to inject productivity, efficiency and quality service to meet government objectives and espouse its vision and target to transform Mauritius into a vibrant, innovative global city with high quality of life and social inclusiveness, among others.

State of the Public Finance

- 4.6 The economic situation of the country has been a major consideration in this Review. An in-depth analysis of the state of the Mauritian economy has been reproduced at Chapter three of Volume 1 of this Report. It is to be noted that the recommendations of this report have kept in mind the macro-economic stability in the country and the need for fiscal prudence and close monitoring of the budget.

Internal Relativities

- 4.7 Appropriate pay differentials among different grades/skills play a significant role in maintaining a harmonious employee relationship, motivating employees at all levels and retaining talented people to meet the organisational objectives and contributing to the effectiveness of the public service.
- 4.8 In determining internal pay relativities, and setting a job hierarchy, the Bureau bases itself on the point rating job evaluation scheme, where a number of compensable factors are considered. Though this system may not be perfect, it has stood the test of time and has been accepted as equitable and fair by the majority of employees over successive PRB Reports.
- 4.9 During consultations with the Federations and Unions, it was repeatedly voiced out that the EOAC pay recommendations have seriously disturbed relativity among grades. This further resulted in a distortion of the salary structures established by the PRB. Hence pressing demands were made to re-establish previously set relativities to the extent possible. To bring corrective measures, many adjustments had to be made in the pay and grading structure and including even rationalisation of the qualification requirements of grades in extreme cases.
- 4.10 We consider that Job Evaluation should continue to be used as a basis to establish the relative worth of jobs for a balanced and equitable pay structure.

Loss in Purchasing Power

- 4.11 The loss in purchasing power for the period January 2013 to December 2015 has been an important consideration in this review. On average, the erosion in purchasing power is estimated to reach 5.6 % by December 2015.
- 4.12 The EOAC has recommended that compensation for increase in cost of living for the years 2014 and 2015 would be payable to employees as may be determined/decided by the National Tripartite Forum. However, no compensation for increase in cost of living was paid to the employees concerned in 2014. In 2015, Rs 600 was paid as extra remuneration to employees across the Board.
- 4.13 In calculating the salary increase, the cumulative rate of inflation and the cumulative rate of compensation since the last review have been taken into account. Employees up to a certain level have been fully compensated for the loss in purchasing power.
- 4.14 We hold the view that in times of economic hardship it is the lower levels that are the hardest hit and therefore need greater insulation against inflation.

Salary Ratio/Claims of unions

- 4.15 The pre-tax General Worker: Permanent Secretary ratio which was set at 1:7.5 by the EOAC Report in 2013, now stands at 1:7.3. The post tax salary ratio works out to 1:6.9 in 2015.
- 4.16 Submissions have been received from the main Federations to maintain an acceptable salary ratio to ensure a fair and reasonable salary distribution among the grades in the public sector. Demands were made for a minimum salary of Rs 15000 for the General Worker.
- 4.17 On the other hand, during consultations, we have received strong arguments for large pay hikes from professionals and the higher echelon on account of their responsibilities, accountabilities and working conditions. Representations were made for upgrading the posts of Senior Chief Executive and Permanent Secretary.
- 4.18 The Bureau has examined all the arguments put forward and considers that acceptability and sustainability of its salary recommendations are of overriding concern. We are, therefore, in this Report bringing the salary ratio to 1:7 by setting the top salary of the General Worker to Rs 17375 and that of the Permanent Secretary to Rs 122000.

External relativities

- 4.19 Like in any general review, it is important to examine the pay relationship between the public and the private sector for broadly comparable grades to ensure the external competitiveness of the pay structures. For this purpose, the Bureau relied on published Salary Surveys, Remuneration Orders and other secondary data sources.
- 4.20 To take into account market realities, the Bureau has based itself on the 2014 Remuneration Barometer for Mauritius, an initiative launched by the Mauritius Employee's Federation (MEF) to provide the latest trends in remuneration in the Private Sector. An examination of the salaries of the different categories of employees reveals that, comparatively the Private Sector has a pay lead at the top level where the salary level ranges from Rs 106000 to above Rs 420000. At the middle management level (e.g., Diplomates, Degree holders, Associate Professionals, Professionals) there is more or less some equality in the pay rates. Similarly at the lower end, salary levels somewhat converge except that the starting salary in the Private Sector revolves around Rs 5500 whereas the minimum salary in the Public Sector is Rs 6400.

4.21 On the evolution of salaries in the Private Sector, the National Economic and Social Council (NESC) Report 29 states that:

“There is no standard pay determination mechanism that is applicable across all the grades and across all the sectors of the private sector. The determination of salary structures depends on a host of factors ranging from the size of enterprises, sectors of operation, profitability, etc. In addition, salaries of middle and upper level grades can include substantial benefits in the form of cars, air tickets, bonuses (profitability, performance & end-of-year), stock options and other perks”.

4.22 In further investigating the salaries for the Private Sector for the period 2005 to 2014, the NESC found that:

“The rate of increase in salary for a ‘Professional’, middle income earner is lower than that of both the high income earner and the low income earner (same as for the public sector but more pronounced)”.

“The ratio of a CEO to Office Attendant salary differential has climbed from 13:1 in 2005 to 14.5:1 in 2014 (a slight increase as in the public sector)”.

4.23 The above has been of consideration in this review.

The Total Remuneration Package

4.24 For a meaningful pay comparison, it is important to consider the total remuneration package obtainable in the Public Sector i.e. pay and other benefits such as leave, duty remission, travel grant and other various allowances. Over and above these conditions of service, public sector employees enjoy security of tenure and have career development opportunities. These factors have therefore been considered.

4.25 A pay structure should also consider the cost involved in the acquisition of certain specific qualifications in specialised fields and scarce skills which have been taken into account in the remuneration packages.

Performance Based Reward

4.26 Over the last Reports the Bureau has systematically advocated for the implementation of PMS in the Public Sector in a surge of Accountability for results. This is testimony to the fact that the Public Sector is heading towards the establishment of a performance oriented culture in line with its vision for “a Professional Public Sector committed to excellence”.

4.27 To inculcate a culture of performance, the PRB in its reward strategy has linked the grant of annual increments with the performance appraisal report. Thus based on their performance standards, employees earn their annual increment and progress along their salary scale. While the PMS has been fully

implemented in the Civil Service, some work still remains to be done in the Parastatal Bodies and Local Authorities.

- 4.28 We consider that the grant of the annual increment should continue to be linked with performance standards.

Special provisions for graduates and professionals

- 4.29 Presently there are special provisions for graduates and professionals as well as for officers of the level of Deputy Permanent Secretary to move incrementally in the Master Salary Scale so as:

- (i) to ensure that the remuneration package of incumbents with relevant experience in the Public Sector is competitive, and
- (ii) link the grant of increment to more stringent performance criteria to bring about a performance oriented culture.

- 4.30 This form of incentive is being maintained.

Stagnation

- 4.31 Though the Bureau considers that it is very demotivating to serve in a single grade for long years without any promotion, it is also alive to the fact that promotions are tied to the occurrence of vacancies or existence of positions at higher levels. To circumvent this awkward situation and provide some form of compensation for those who have not been able to get a promotion during their service, the Bureau has made provision for the grant of Long Service Increment (LSI) to certain categories of officers subject to satisfying some conditions. This is being maintained.

Recruitment and Retention Problems

- 4.32 A few public sector organisations are still facing problems of recruitment and retention in respect of certain categories of professionals, e.g., in the Marine Sector. On the other hand, our survey also reveals that there is no strong justification for the continued payment of SPRA in some other sectors because of favourable labour supply conditions.
- 4.33 The Bureau has taken note of the situation and considers the grant of SPRA as a reward strategy to palliate the shortage of scarce talents is of no relevance in the present context. We are however maintaining the payment of SPRA for a transitional period of one year up till December 2016.

Conclusion

- 4.34 With the above policy consideration in mind, the Bureau had regard, among others, to:
- (i) national affordability and social acceptability;
 - (ii) the need to establish fair relativities to maintain harmonious employee relations;
 - (iii) the need to address, to the extent possible, the relativity concerns of stakeholders to ensure fairness and equity in the Pay System;
 - (iv) pre-tax salary ratio between the General Worker to Permanent Secretary which has been set at 1:7;
 - (v) the need for senior public staff to show leadership through some pay restraint;
 - (vi) ensure adequate differentials in reward to match responsibilities;
 - (vii) afford a better salary for the low and middle income earners through a higher percentage increase in salary;
 - (viii) reduce future recruitment costs by a downward extension of all salary scales; and
 - (ix) the need for a performance oriented culture and inducing desired employee behaviour for an effective and efficient service delivery to meet citizens' needs and for the wider benefit of the community.

Caution

- 4.35 As a word of caution, we are hereunder drawing attention on the following as we have been doing in past reports:

“though in general, pay should be more or less in line for comparable jobs, it would be unfair to expect total equality between the public and the private sectors. Factors such as conditions and security of employment, quality of intake, perquisites, hours of work, etc., differ significantly from a public concern to a private concern. In the private sector, the need to remain competitive, to obtain larger and larger share of the market and to be profitable, are factors which set limits to pay increases in many organisations. It would, therefore, be wrong if private concerns were expected to align or to adjust blindly their salaries in the wake of the recommendations contained in this Report. Whereas we do not dispute that in many instances the need for an increase in pay may in fact be warranted. We fear that if this is done too generally and too lightly, many of the benefits so much expected of this review might well be negated”.

5. PUBLIC SECTOR MANAGEMENT REFORMS

- 5.1 There is an increased concern for the Public Service to be modernised and professionalised in order to meet the challenges of the 21st century. The Public Service needs to be responsive to the public that is increasingly demanding for a higher standard of service.
- 5.2 In line with the New Government Vision 2030, the Ministry of Civil Service and Administrative Reforms put in place an agenda of Reforms to transform the landscape of the Public Service so as to make it more flexible and responsive to the needs of the citizens while keeping the interest of the public officers.
- 5.3 The Bureau's main theme for this Report is Transformation of the Public Sector for enhanced service delivery to meet citizens, non-citizens as well as other stakeholders' needs. In crafting the strategies, it is imperative that Ministries/Departments/Organisations take into consideration the road map to achieve the objectives of this transformation. Transformation should be dealt with at three levels – Ministry/Organisations, Institutions and employee level. The focus of this theme is on continual training and development, career path, career earnings, conducive work environment, digital technology, amongst others.
- 5.4 With the technical assistance of the Commonwealth Secretariat (COMSEC), the Ministry of Civil Service and Administrative Reforms would formulate a Civil Service Reforms Strategy in line with Vision 2030 to bring about transformational and meaningful change in the Civil Service. The strategy would focus on:
- (i) the review of existing reform initiatives and building an understanding of the reform context;
 - (ii) the formulation of a draft Civil Service Reform Strategy document, incorporating a Human Resource Strategy, as well as a Capacity Building Strategy; and
 - (iii) the development of a draft implementation matrix for the short, medium and long terms activities.
- 5.5 For the transformation to happen, alignment of the resources of the following six institutions would be necessary:
- (i) **Ministry of Finance and Economic Development** – This Ministry is responsible to provide funds for filling of posts and financing of projects;
 - (ii) **Ministry of Civil Service and Administrative Reforms** – The Ministry is responsible for implementing PRB's recommendations and it is spearheading reforms in the public sector. In this vein, there is the Civil Service College which has been set up will lead in the training of public officers;

- (iii) **Public Service Commission** – The Commission’s role is to recruit the best qualified, most suitable and meritorious candidates to serve in the Civil Service. The Local Government Service Commission looks after the recruitment in the Local Authorities while the respective Boards are there for the parastatal bodies.
- (iv) **Pay Research Bureau** – The Bureau is responsible for making appropriate recommendations for salary grading and conditions of service and for ensuring that its recommendations are properly interpreted and implemented. Consequently, the Departmental and Implementation Monitoring Committee and the Central Implementation and Monitoring Committee (CIMC) has been constituted. The CIMC is chaired by the Senior Chief Executive, Ministry of Civil Service and Administrative Reforms where PRB is a member.
- (v) **The Ministry of Technology, Communication and Innovation** is responsible for improving and modernising the IT infrastructure throughout the Civil Service.
- (vi) **The new Ministry of Good Governance and Financial Services** would assist organisations in adopting/adapting the principles of transparency and accountability and good governance in their day to day management. As such CEO’s have to be accountable for any decision taken.

5.6 The resources of these six institutions have to be pooled together, for transformation to take place.

Public Sector Management Reforms

5.7 Public Sector Management Reforms (PSMR) are initiatives taken by Government to improve its capacity to efficiently and effectively execute policies. The reform initiatives also aim at strengthening capacity to perform Government functions, necessary for sustainable economic and social development through the creation of a performance culture focussing on quality, cost and access. It is, therefore, expected to raise quality of public services delivered to citizens.

5.8 Global changes coupled with technological advancement are impacting on the environment, calling for better governance through effective service delivery. To this end, PSMR is not only important, but inevitable for achieving effective results.

5.9 In addressing issues of PSMR, particular attention is paid to economic, social, political, environmental and technological considerations with focus on improvements in outcomes to transform the Public Sector.

- 5.10 In its successive Reports, the Bureau has made wide-ranging recommendations in respect of Public Sector Management Reforms, the striking ones being Programme-Based Budgeting (PBB) and PMS in the context of the Medium Term Expenditure Framework (MTEF), Gemba Kaizen, ISO Certification, Misty Shopping, among others. Recommendations pertaining to Customer/Counter Services Scheme were also made. The overall effectiveness of the measures taken were assessed through 'Exit Interviews' and surveys.
- 5.11 Consequently, a series of reforms were undertaken by Ministries/Departments and other sectors to keep pace with development in the ever-changing and evolving context of the then New Public Management Initiatives.
- 5.12 In the above context, appropriate strategies were crafted to respond to the main challenges faced by the public sector environment. In this respect, the Bureau recommended, *inter alia*, the maintenance of the Public Sector Reforms Steering Committee (PSRSC); the spearheading, implementation and monitoring of the reform initiatives by the MCSAR.
- 5.13 The 2013 PRB Report reiterated the provisions made in respect of reform initiatives in the public sector taking into consideration the socio-economic landscape of the country.
- 5.14 Subsequently, the EOAC Report recommended the establishment of a permanent hierarchical structure to clearly delineate between responsibilities and streamline the reform process throughout the Public Sector.
- 5.15 The main components of the structure are as follows:
- (a) **The Reforms Steering Council (RSC);**
 - (b) **The Strategic Policy Unit (SPU);**
 - (c) **The Public Sector Re-engineering Bureau (PSRB); and**
 - (d) **Reforms Cells.**

Recommendation 1

- 5.16 **We recommend that the above components of the permanent hierarchical structure which clearly delineate between responsibilities and which streamline the reform process throughout the Public Sector should be maintained.**

Working Environment

- 5.17 In our quest for transforming the Civil Service for enhanced service delivery, we have laid emphasis for the provision of a conducive working environment for all public officers.

- 5.18 Another important factor regarding safety and health governance is a fundamental part of an organisation's overall risk function. Failure to manage safety and health risks effectively entails both human and financial costs.
- 5.19 Supervising Officers in Ministries/Departments should have an important role in ensuring that public officers are provided with working environments that are safe and without risk to health.
- 5.20 In this respect, Supervising Officers should ensure that the recommendations made by Safety and Health Officers through risk assessments and safety audits are taken on board as enunciated at Chapter 18 of this Volume.

Reform Cells in Ministries and Departments

- 5.21 To facilitate the implementation of reforms approved by the Council, the EOAC recommended that each Ministry and Department re-activates the Reform Cells to coordinate with the Public Sector Re-engineering Bureau and the Project Management and Delivery Unit in a more pro-active and efficient manner.
- 5.22 A Reform Cell is chaired by an officer not below the level of Deputy Permanent Secretary (*formerly known as Principal Assistant Secretary*) and includes all Heads of Section as well as representatives of Staff Associations or recognised Unions.
- 5.23 Each Reform Cell, *inter alia*:
- (a) monitors and identifies weaknesses hindering the progress within the organisation;
 - (b) reviews processes, operations, and procedures to improve service delivery;
 - (c) facilitates the effective implementation of all relevant approved reform initiatives within the scope of their unit;
 - (d) devises an annual training plan for all members of staff after conducting a training needs analysis;
 - (e) develops, schemes for performance-related incentives based on agreed criteria and desired outputs; and
 - (f) provides regular reports on the progress, observations, and suggestions to the Public Sector Re-engineering Bureau and the Office of Public Sector Governance.

Reform Cells in Parastatal Bodies and Local Authorities

- 5.24 EOAC recommended that the Office of Public Sector Governance ensures that Reform Cells be initiated in all Parastatal Bodies and Local Authorities to review individual structures, human resource utilisation and their scope of activities. Their assignment would be aligned with those of the Reform Cells in Ministries and Departments.

Ministry of Finance and Economic Development (MOFED)

- 5.25 The Ministry of Finance and Economic Development shall strive to:
- (a) provide the necessary support to Ministries, Departments, Parastatal Organisations, and the Local Authorities;
 - (b) actively initiate reform initiatives falling under its jurisdiction for approval by the Reforms Steering Council and assist in the subsequent implementation process; and
 - (c) collaborate with the Reforms Steering Council and the Ministry of Civil Service and Administrative Reforms in the elaboration of their Performance-Related Reward and Incentive Scheme for various Ministries and Departments as well as in Parastatal Bodies and Local Authorities.

Continual Training and Development

- 5.26 Performance gaps identified on the basis of performance appraisal should be the base line for providing training. In addition, organisations should identify such training that would be vital for the performance of their core functions.
- 5.27 In the context of Reforms, it is considered that training at all levels is an essential component in equipping the employee with necessary skills and competencies which are linked with our reward strategy over and above academic qualifications and experience. Moreover, continual training should be strongly linked with career path and career progression as expatiated at Chapter 9 of this Volume.

Recommendation 2

- 5.28 Head of Organisations should ensure that, to the extent possible, training be provided at all levels.**

Consolidation of Schemes of Service

- 5.29 It is observed that many schemes of service in the Public Sector tend to group duties in a very narrow and specific field. Consequently, any change in that sector invariably leads to certain changes in the schedule of duties. Amendment to the schemes of service takes quite some time as the process is lengthy.
- 5.30 The consolidation of schemes of service by the MCSAR is underway. It has been argued that the schedule of duties should cover broader areas, based on same level of skills and competencies.
- 5.31 Generally the MCSAR: (i) reviews the process for prescribing schemes of service within a period of not more than four months (ii) consolidates schemes of service for posts requiring same level of skills and competencies in consultation with stakeholders/Responsible Officers of Ministries/Departments.

- 5.32 While prescribing schemes of service, consideration should be given to, cover the broader aspects of the job requiring the same level of qualification and competencies so that, any minor change in the schedule of duties would not require an amendment to the schemes of service.

Recommendation 3

- 5.33 We recommend that the MCSAR should ensure that duties specified in the schemes of service cover broad aspects such that minor changes in schedule of duties do not trigger an amendment to the schemes of service, taking into consideration that these duties require same level of skills and competencies.**

Recruitment

- 5.34 Efficient and effective service delivery depends on the processes through which the service is delivered and on the staff involved in such delivery. Improvement thereof, therefore, depends on the processes as well as the staff.

Recommendation 4

- 5.35 The Public Sector Reforms Steering Council should, in consultation with the Public & Disciplined Forces Service Commissions (PDFSC) and MCSAR, come up with proposals to review the selection process to enable the PDFSC recruit candidates who, not only possess the required qualification, but also have the appropriate mindset.**

Use of Modern Technology

- 5.36 Information and Communication Technology singly has the greatest potential of elevating the processes to new levels. It facilitates efficient storing and retrieval of data, instantaneous transmission of information, processing information and data faster than manual system, speeding up transactions and taking decisions (informed) expeditiously and judiciously thus increasing transparency and enforcing accountability.
- 5.37 The use of IT across the Public Sector has the objective of modernising the system for improved service delivery. Many Ministries, Departments and Organisations have recognised the increasing importance of electronic systems and have adopted many E-Government initiatives.

- 5.38 Recommendations have been made for:**
- (i) the increased usage of the IT tool in the day-to-day running of the organisation;**
 - (ii) training to be provided to staff at all levels; and**
 - (iii) computerisation and automation of work processes.**
- 5.39 Provision was made for a designate position of Head ICT to lead e-Government projects and initiatives in Ministries/Departments/ Organisations.

Recommendation 5

- 5.40 We recommend that Ministries/Departments/Organisations should provide the necessary support to the Head ICT in respect of e-Government initiatives.**

Reforms Process

- 5.41 Government has demonstrated a strong commitment to the reform program and there should be a sense of ownership of the reform process. Such ownership will greatly enhance the likelihood of success of the support being provided by the development partners.
- 5.42 Reform initiatives should be pursued till the end so as to reap the benefits thereof.
- 5.43 We have taken into consideration:
- (i) the concept of citizen centric administration in Ministries/Departments/Organisations;
 - (ii) that procedures to tap services are simplified to improve efficiency; and
 - (iii) that mechanisms such as citizens charters are used as a means of improving performance and accountability in MDOs.

Knowledge Management

- 5.44 We are living in a world of rapid change driven by globalisation, the knowledge-based economy coupled by ever-fast development of information, communication and technology (ICT). This change, however, not only poses some challenges, but also offers opportunities for both private and public sectors alike.
- 5.45 Knowledge Management (KM) has for sometimes been at the core of government tasks – inseparable from strategy, planning, consultation and implementation (OECD 2001). However, evidence drawn from the existing literature suggests that public sector is falling behind in these practices. Governments are now realising the importance of Knowledge Management to its policy-making and service delivery to the public and some of the government departments are beginning to put Knowledge Management high on its agenda.

Awareness of Knowledge Management in the public sector

- 5.46 A major component of successful Knowledge Management practice is raising its awareness not only to managers at all levels, but also to frontline personnel. The concept of KM need to be better understood and benefits much talked about by everyone in the organisation in order for the organization to be conducive to the KM practices.

Managing Organisational Knowledge

- 5.47 The essence of managing knowledge is concerned with deciding with whom to share, what is to be shared, how it is to be shared, and ultimately sharing and using it. Managing knowledge produces value when shared knowledge is used and reused.

Benefits of Knowledge Management

- 5.48 In an organizational setting, benefits can occur at two level; individual and organisational. At the individual level, KM provides employees opportunities to enhance skills and experience by working together and sharing other people's knowledge and learn from each other, thereby improving personal performance, thereby leading to better career development.
- 5.49 At the organisational level, KM provides two major benefits for an organisation:
- (i) Improving the organisation's performance through increased efficiency, productivity, quality and innovation.
 - (ii) Organisations that manage knowledge claim higher rates of productivity. By having greater access to their employees knowledge, organisations make better decisions, streamline processes, reduce re-work, increase innovation, have higher data integrity and greater collaboration.

Importance and need of Knowledge Management for government

- 5.50 The management of knowledge is of increasing importance for governments in dealing with the challenges created by the knowledge economy.

Civil Service Reform

- 5.51 Developments taking place at both regional and international levels, dictate that the Civil Service, as the key engine that facilitates the socio-economic development of the country, has to constantly innovate and deliver timely results that are of high quality and value.
- 5.52 In its 2015-2019 Programme, Government has taken the commitment to bringing transformational changes in the Civil Service so as to render it responsible and responsive through the implementation of a series of measures focusing on Human Capital Development, Streamlining of Processes and Optimization of Information and Communication Technologies.

- 5.53 The aim is to ensure the readiness of public officers at all levels by equipping them with the necessary knowledge, skills and attitude to better adapt to a modern and results-oriented business environment. The onus to act in a responsible and professional manner, therefore rests on public officers themselves who should always bear in mind that the results of their actions impacts heavily the lives of the Citizens.

Recommendation 6

- 5.54 The Ministry of Civil Service and Administrative Reforms, through the Civil Service College, Mauritius should accordingly arrange for appropriate training programmes to be dispensed to professionals and other senior officials involved in project management.**

Customer Satisfaction Survey

- 5.55 So far, the Ministry of Civil Service and Administrative Reforms conducts annual Mystery Shopping exercises in some selected organisations where services are dispensed to the general public. The results obtained are shared with the respective Ministries/Departments for appropriate action.
- 5.56 Taking into consideration that feedback on citizens' direct experience with public services is extremely important in policy formulation and to improve delivery of services, the Ministry of Civil Service and Administrative Reforms, in collaboration with Statistics Mauritius, is introducing Annual Customer Satisfaction Surveys in the Civil Service.

The right Mindset for a Modern Civil Service

- 5.57 It is an undeniable fact that the use of Information and Communication Technology (ICT) has brought significant changes to business practices, impacting positively on individual and organizational performance. ICT has, thus, become an indispensable tool enabling the highly desired shift from the "business as usual" mode of operation to a smarter way of doing things. This trend, which is worldwide, is bound to continue in the Civil Service. While use of technology will be helpful to modernize business practices, the role of public officers as users of systems is of paramount importance. This undoubtedly requires a new mindset on the part of public officers.
- 5.58 With a view to strengthening the capacity of the Ministry of Civil Service and Administrative Reforms in its endeavour to promote good governance and ethical behaviours at all levels, the **Public Service Bill** is under process.

Quality Initiatives

- 5.59 With a view to further enhance the quality of services being delivered by Public Sector Organisations, the Ministry of Civil Service and Administrative Reforms is facilitating the implementation of some Quality Initiatives. These initiatives have indeed enabled the participating organisations to streamline their work

processes and procedures. Efforts will therefore be sustained at the level of the Ministry of Civil Service and Administrative Reforms to further increase the participation level in such initiatives.

Performance Management System

- 5.60 The Performance Management System was implemented on a pilot basis in a few Ministries/Departments in 2006 and has, since, been gradually extended to cover the whole civil service. Following intensive sensitization and training sessions across all levels of public officers and based on feedback and comments received from various stakeholders, international consultants and the Pay Research Bureau itself, the PMS processes have, in 2012, been streamlined and the appraisal forms simplified.
- 5.61 The most significant achievements realized so far with respect to PMS implementation are as follows:
- (i) Phasing out of Annual Confidential Report in 2013;
 - (ii) PMS established and accepted as the official tool for appraising and reporting on individual performance;
 - (iii) Grant of annual increment is performance-based; and
 - (iv) Filling of Performance Appraisal Form is mandatory and the compliance rate is satisfactory.

Executive Performance Management Review for Supervising Officers

- 5.62 The MCSAR is also coming up with an Executive Performance Management Review for Supervising Officers. Performance Appraisal system will be the only instrument used to assess individual performance as from January 2013. Accordingly, 3 types of Performance Appraisal Forms had been devised, namely for Senior Management Staff, Workmen's Group and General Staff.
- 5.63 To cater for the whole of the Civil Service, the MCSAR has devised an Executive Performance Management Review (EPMR) form for Supervising Officers. The EPMR would be an important step towards managing performance of organisational level.
- 5.64 The EPMR would reflect accountability and commitment of Supervising Officers to the achievement of strategic goals through evidence-based performance information. Instead of Appraiser/Appraisee interaction on performance review, the system would provide for self-assessment of Supervising Officers with respect to key commitments that have been undertaken at the start of the Performance Management Cycle. Thereafter, the Head of Ministry/Secretary to Cabinet and Head of the Civil Service would submit their views thereon.

Consolidation and Sustenance

- 5.65 The MCSAR is satisfied that PMS is now starting to take root as an important strategic tool to better manage human resources in the public service. There is need, however, to consolidate the system further and ensure its long-term sustenance.
- 5.66 A yearly monitoring exercise is conducted by the MCSAR to ascertain the level of compliance with established PMS procedures and also to gather feedback and suggestions.

Recommendation 7

- 5.67 We recommend that periodical evaluations be conducted to assess the outcome of PMS implementation in the service, its impact on management of HR and on delivery of services and also to take remedial measures likely to enhance its effectiveness.**

Performance Related Incentives

- 5.68 The salary package comprising basic salary, annual increment, overtime, extra-duty, adhoc and other allowances already provide incentives to cater for situations where an individual officer delivers beyond his expected level of performance.
- 5.69 It is proposed to work out options for non-financial incentives as a means to recognize individual excellence in service delivery revamped Public Service Excellence Award Scheme with revised evaluation criteria may be the appropriate instrument for rewarding excellence at organisational/group or unit level.**

Monitoring of organisational performance

- 5.70 Now that individual performance appraisal system is beginning to get entrenched in public service management, there is need to align individual and organizational performance for the system to be really effective.

Recommendation 8

- 5.71 We recommend that the roles of the Public Service Reengineering Bureau, Reforms Steering Council, Public Sector Efficiency Bureau need to be harmonised for enhanced capacity building at institutional level.**

Human Resource Management Information System (HRMIS)

- 5.72 Along with the Performance Management System (PMS), the Ministry of Civil Service and Administrative Reforms is leading an unprecedented reform initiative, namely the Human Resource Management Information System (HRMIS). The system will not only establish an online human resource

database for the Civil Service, but will also re-engineer the human resource management functions and related Financial Operations.

- 5.73 In addition to the Human Resource and Payroll Modules, the HRMIS also provides for a “Self-Service” application which will enable all Civil Servants, irrespective of grade, to access, and to some extent amend their basic details within a defined and secured environment. The HRMIS is expected to be fully operational in all Ministries/Departments by end 2016/early 2017.
- 5.74 Several tasks such as computation of leaves and passage benefits, pensions as well as payment of salaries will be carried out almost instantly with a click of the button. Furthermore, the system will create synergy between the HR and Finance Divisions enabling employees to benefit from fast services. Implementation of the system will considerably relieve them from routine works. Strategic Human Resource Planning and Management will become possible in the Civil Service resulting in a judicious use of human and financial resources across the Civil Service.
- 5.75 In order to enjoy the maximum benefits of the HRMIS, it will have to be well understood and utilized by all officers of the HR Cadre as well as those of the Financial Operations Cadre dealing with Payroll. The success and sustainability of the HRMIS therefore depends highly on the commitment and dedication of these officers. The role of the Human Resource Division in Ministries/Departments is therefore vital to ensure successful implementation of the HRMIS Project.
- 5.76 The project involves access to procedures regarding HR functions so that tasks are attended to expediently, and in a standardised manner. Additionally, this requires officers of the HR cadre to make regular use of IT tool in the performance of their duties. For the success of this project, all Ministries/ Department have the duty to provide the relevant support.

Recommendation 9

- 5.77 We recommend that all Ministries/Departments should continue to provide support to the Ministry of Civil Service & Administrative Reforms for the mounting and effective implementation of the HRMIS.**

Role of technical staff of the Ministry of Technology, Communication and Innovation (MTCI)

- 5.78 Implementation of sizeable and complex projects, like the HRMIS, in a seamless manner relies much on technical back-ups and support. Users of the system should at no single moment be confronted with an unreasonable downtime period, due to hardware or connectivity or bandwidth problems. The different Technical Divisions of the Ministry of Technology, Communication and Innovation (Central Informatics Bureau, Central Information Systems Division, IT Security Unit and the Government Online Centre) have therefore a proactive role to play so that all technical problems are identified and sorted out within the least possible delay.

Recommendation 10

- 5.79 We recommend that the MTCI puts at the disposal of MCSAR a pool of well-trained technical team to be responsible for all technical matters and to also devise strategies for sustainability of the HRMIS Project. For practical reasons, the team should be accountable to MCSAR. The terms of reference of the team should accordingly be clearly defined by MTCI and MCSAR.**

Technical Support to Ministries/Departments for ICT Projects (within an HR perspective)

- 5.80 The Ministry of Technology, Communication and Innovation has within its e-Government strategy, identified several areas in different Ministries/Departments where e-services could be delivered to the citizens. It thus goes without saying that a digital revolution is taking place and there is no doubt that in a very near future, these initiatives will considerably change the landscape of the Civil Service.
- 5.81 The successful achievement of e-Government initiatives depends a lot on the level of synergy among those involved in managing projects. Due to inadequate technical support, Ministries/Departments are at times left on their own in managing ICT projects. They are indeed required to handle almost all matters, from start to end, with a view to ensuring timely implementation of such projects, in spite of the presence of Project Managers of the Central Informatics Bureau, who instead of driving projects for Ministries/Departments, only provide consultancy services. In the 2013 Report of the Director of Audit, shortcomings have been highlighted in the functioning of the various technical divisions of the Ministry and appropriate recommendations have also been made with a view to ensuring adequate support to Ministries/Departments for the timely implementation of e-Government projects.
- 5.82 Given that adoption of e-Government in the various Ministries/Departments is inescapable to bring our country to a higher level of development, the different technical arms of the Ministry of Technology, Communication and Innovation need to act differently by taking the lead role and facilitate implementation of projects across the service. As such all technical issues related to e.g., connectivity, hardware/server management, bandwidth capacity, choice of the type of software, security matters, required etc., should be handled by them.

Recommendation 11

- 5.83 We recommend that the Ministry of Technology, Communication and Innovation should thus allocate the services of dedicated teams to Ministries/Departments.**

- 5.84 We further recommend that the Ministry of Technology, Communication and Innovation takes appropriate steps to provide adequate training to its technical staff to equip them with the necessary skills and attitude to better support Ministries/Departments in achieving their respective targets.**
- 5.85 We also recommend that the Ministry of Technology, Communication and Innovation should arrange with the Ministry of Civil Service and Administrative Reforms for the proposed training to be dispensed by the Civil Service College, Mauritius.**

Human Resource Development (HRD) Strategy

- 5.86 The HRD Strategy should be aligned with the overall vision of the Government as enunciated in the Government Programme 2015-2019 “Achieving Meaningful Change”. In this context, a series of cutting edge measures must be implemented to bring a transformational change in the civil service with focus on human capital & talent development and optimization of information and communication technologies as a tool for training and development.
- 5.87 The contribution that human resources make, is only one of several factors that determine the effectiveness of public service delivery. Organisational performance depends on factors such as the organizational climate, rules and regulations, procedures and practices, techniques and technological applications. To be effective, training needs to support and facilitate the reform initiatives both in the environmental and motivational spheres. With the advent of major government projects such as Human Resource Management Information System and Performance Management System, a broader dimension and orientation will be given to the training function to render it more demand-driven, performance based and reforms oriented in the civil service.
- 5.88 As training is only one of several measures needed for enhancement of performance and achievement of organizational objectives, the HRD strategy has to be synchronized with other measures contributing for a shared vision and common objectives.**

Civil Service College Mauritius (CSCM)

- 5.89 The CSCM will set the foundation and framework for the institutional support towards capacity building and Human Resource Development through lifelong learning, training in ICT, e-learning and also multi-skilling. The college will help to systematically expand training and development efforts across all levels of the civil service and also for the various sectors including state-owned enterprises and parastatals.

- 5.90 The college will also help to bridge performance gaps identified during performance appraisal of public officers and make a positive impact on overall productivity in the civil service. It is also proposed to give a regional dimension to the college with linkages to other public service training institutions in Africa, Asia and the Indian Ocean. The CSCM will be the central training institution and the apex body.

Recommendation 12

- 5.91 We recommend that each Ministry/Department should be required to contribute a defined percentage of its training budget to CSCM through the MCSAR.**

- 5.92 The Civil Service College has an important role to play in capacity building. The College and the Public Sector Re-engineering Bureau as well as the Reforms Cells must work together to establish a framework for the delivery of well-structured training programmes geared towards improved performance and effective service delivery.

- 5.93 While mounting training courses, the College should focus on induction programmes for newly-recruited employees, training and skills development programmes for serving employees; specific on the job-related training; training and executive development for senior management staff; reskilling programmes for redundant employees; and refresher courses, workshops, seminars to encourage the sharing of learning and experience at national and regional level.

E-Learning Strategy through Learning Management System (LMS)

- 5.94 Ministries and Departments must make a maximum use of online courses through the LMS. The development of e-learning courses in the public sector will complement traditional courses, with a number of outstanding advantages for public institutions and public officers, including reduced costs.

- 5.95 The LMS will strengthen professional and personal development and provide universal access to learning in the Civil Service. The learning web-based platform must reach a very large number of public officers, while management of courses will be simplified and logistical constraints reduced. The LMS will be used to promote e-learning culture to contribute to build knowledge and self-confidence and encourage public officers to take responsibility for their own learning and self-development.

Training Needs Assessment (TNA)

- 5.96 A Training need is the gap between the desired and actual levels of performance in the organisation. Where performance standards are laid down,

deficiencies in performance can easily be measured by observing actual performance and comparing it with the prescribed level of performance. Listing the competency requirement for each of the functions needed to fulfil organisational objectives and the level of proficiency required therein, will point to training needs. Difference between the competency requirements of the post and the competency levels prescribed for recruitment to the post will help to identify training needs for induction courses.

Recommendation 13

5.97 We recommend that every Ministry/Department will have to carry out periodic training needs assessments in respect of all the functions of the organisation. In cases where the necessary expertise is not available in a specific department, the services of Human Resource Managers should be sought.

Monitoring & Evaluation (M&E)

- 5.98 The successful achievement of strategic goals and objectives depends highly on how implementation of programmes and projects are being monitored, evaluated and timely corrective measures taken.
- 5.99 Monitoring and Evaluation (M&E) is a process that helps improving performance and achieving desired results. Its goals is to improve current and future management of outputs, outcomes and impact. It is mainly used to assess the performance of programmes and projects by establishing links between the past, present and future actions.
- 5.100 In view of the considerably huge amount of public funds being mobilised to implement major projects under the supervision of Ministries/Departments, it is believed that it's high time that the M&E becomes part and parcel of the project management process in the Civil Service.
- 5.101 Monitoring and evaluation help improve performance and achieve results. More precisely, the overall purpose of monitoring and evaluation is the measurement and assessment of performance in order to more effectively manage the outcomes and outputs.
- 5.102 Benefits of training will only accrue to the organisation and the individual if trainees get adequate opportunities to apply the knowledge and skills they have acquired. This is possible only if the trainee is employed on duties where there is scope to apply these skills. Hence the department's placement policy and training plan must be linked. This requires the support and co-operation of line managers.

Recommendation 14

5.103 We recommend that arrangements be made by Ministries/Departments for proper monitoring and evaluation of performance.

Conclusion

5.104 The Bureau considers that the above recommendations be implemented by Ministries/Department/Organisations in order to help the Transformation of the Public Sector to happen.

6. REVIEW OF ORGANISATION STRUCTURES

Introduction

- 6.1 The Pay Research Bureau is responsible, among others, for the review of pay and grading structures in the Public Sector comprising the Civil Service, Parastatal Bodies, Local Authorities, the Rodrigues Regional Assembly and the Private Secondary Schools.
- 6.2 As is the practice in every general review, for the sake of improved efficiency and effectiveness, the Bureau invites and examines proposals for restructuring from both the official and the staff side.
- 6.3 This review is no different from previous ones where many submissions have been received in connection with new grading structures. Some organisations even made representations for an overall restructuring. We equally received proposals from individuals to the effect that organisation structures should provide more opportunities for their career progression.

Past PRB Recommendations

- 6.4 In the 2008 Report, through its recommendations, the Bureau encouraged organisations to move towards flatter structures. Wherever this was implemented, longer salary scales were provided for improved career earnings.
- 6.5 Along similar lines, based on survey findings and submission of parties, the Bureau, in its 2013 PRB Report, advocated flatter and IT supported structures with polyvalent grades for greater flexibility. Merging of grades was recommended where it was found to be consistent with the functional needs and requirements of the organisation. Emphasis was also laid on the responsibility of the Supervising Officer as regards creation of grades. Guidelines for the creation of grades were enunciated and a conceptual framework for organisation design recommended.

EOAC Recommendations

- 6.6 The Errors, Omissions and Anomalies Committee Report recommended the setting up of a Public Sector Re-engineering Bureau under the purview of the Ministry of Civil Service and Administrative Reforms, to, *inter-alia*, develop the necessary management and operational organigram to promulgate on optimal structure for the delivery of services in the Public Sector.
- 6.7 It equally recommended that the Office of Public Sector Governance ensures that Reform Cells be initiated in all Parastatal Bodies and Local Authorities to review individual structures, human resource utilisation and their scope of activities.

Proposals of Management

- 6.8 In January 2015, the Bureau issued a Circular to all Heads of Ministries/Departments/Organisations inviting proposals for any re-engineering/structural change including, among others, delayering, merging of grades, multi-skilling, creation of additional levels, redefinition of job specification, job enlargement, job-enrichment and restyling of posts which would enable their organisation to have a fit-for-purpose structure to deliver on their mandate more efficiently and effectively.
- 6.9 During Consultative meetings that were subsequently held with the Management of the different organisations, the Director, PRB invited the Chief Executives/those acting in that capacity to expatiate on the roles, mission, vision, and organisational strategy and objectives. He requested them to enunciate on the evolution of the activities and future orientation of the organisation. At the very outset of each meeting, parties were informed that grades would not be created for the mere sake of giving promotion. It is only on the basis of functional needs and organisational requirements that such requests would be considered. It was also emphasised that grades are created only when they bring added value to the mandate of the organisation, that is, produce more and better results, deliver higher levels of efficiency and effectiveness and meet customer expectations.

Submissions of the Staff

- 6.10 Most representations made from the staff side pertained to, among others, restructuring of cadres, creation of additional levels for promotional prospects, in some cases merging of levels for career earnings, whilst in others the demerging of combined grades to restore seniority and supervision. Requests for new job appellations were also received to be more attuned with the duties being performed.

Survey on Organisational Structures

- 6.11 A survey questionnaire was administered to all Heads of Public Sector organisations requesting them to submit their suggestions on how to improve organisational structures for a more responsive service. Of those who replied, 53% proposed to renew schemes of service of grades to redefine job responsibilities and about 40% suggested the creation of polyvalent grades to perform more than one function.

Observations and Recommendations

6.12 We have carried out an in-depth analysis on the existing organisational structures and their functioning as well as on each and every written/oral submission received. The following was noted:

- (i) Organisational review was almost synonymous to the creation of grades and restyling of existing positions. Structures enable an organisation to determine where jobs should be placed in a hierarchy, to define pay levels and the scope for pay progression and provide the basis on which relativities can be managed. Excessive bureaucracy with work being checked and rechecked by staff at successive grades leading to monotony and inefficiency.
- (ii) Public sector organisations are predominantly organised by functions with a hierarchy of personnel.
- (iii) Bureaucratic pathologies still exist such as weakness in the implementation of programmes, use of outdated information technology, insufficient attention on deliverables, performance management and results and overlapping of responsibility.
- (iv) Operational requirements of certain organisations make it necessary for structure to be multi-layered.
- (v) In professional hierarchies, cadre structures vary for similar range of salaries.
- (vi) Few structures are lean and flat.
- (vii) More emphasis is placed on careerism instead of productivity and commitment reinforcing the importance of promotion as the only means of progression.
- (viii) In many parastatal organisations (irrespective of their size and scope of activities), there is a tendency to align on the structures obtainable in the Civil Service and in some cases without justification.
- (ix) Physical aspects of organisation such as space, environment and ergonomics are at times overlooked.
- (x) In many instances request was made for the creation of promotional grades to relieve stagnation or to provide additional monetary gains for those nearing retirement.
- (xi) There is a general understaffing with respect to existing workload across public sector organisations.
- (xii) Budget constraints set limits to the filling and/or creation of posts.
- (xiii) In some organisations, the structure was not utilising every piece of equipment to facilitate the existing processes.

- 6.13 The reasons put forward by organisations for restructuring include: to sustain the current needs of the service and to be able to meet future challenges; to set up a more productive human resources strategy to rationalise the system of staffing in various departments; to cope with new challenges and in view of the increase scope of responsibilities and the increase in the annual budget; expansion of activities; the impact of IT on work processes; to be more responsive to customer needs; natural constraints on finance and the need to work smarter rather than harder; and to be able to quickly turn strategies into action and take rapid decisions to respond to the new imperatives of the evolving sector.
- 6.14 Demands were made for the review of grading structures in Support Cadres. Apparently, the demerging of grades by the EOAC in such cadres for the purpose of restoring control and supervision has led to several claims from the staff side. Whereas, on the one hand, for the sake of supervision, a new level has been supposedly restored, paradoxically on the other hand it is also noted that the level has been made evanescent. This had led to frustration and demotivation among staff of the lower rungs. The moreso as established internal salary relativities have been seriously disturbed.
- 6.15 The challenge posed was not only to restore the relativity but also to come up with a grading structure commensurate with the different levels of responsibilities required to discharge an effective and efficient service and which is also supportive of the career aspirations of the employees. Recommendations in this regard have been made where appropriate under the respective literature of the relevant organisations.
- 6.16 For this review, in accordance with our theme of Transformation, we tend to subscribe with the UNDP which states in its Report on Public Administration Sector Study in Bangladesh (2007) that in order to better serve the citizens and enable appropriate economic and socio-cultural development, the Civil Service needs to evolve: from being “hierarchical, centralized, and bureaucratic” into being “efficient, empowered, creative and responsive”; and “stakeholder-oriented, transparent and accountable”.
- 6.17 **The Bureau therefore reaffirms its previous recommendations for flatter and IT supported structures with polyvalent grades, wherever this can be done, for greater flexibility. We believe that there is need for more accountable organisations where: the structure supports the vision and is designed to achieve the set objectives; there is clarity of roles and accountabilities within processes in terms of who are responsible for what to avoid confusion and to increase efficiency and transparency; the structure has the adequate number of levels of responsibilities with minimum reporting line to facilitate decision taking and to achieve results; there is empowerment of employees to be innovative and take decisions**

commensurate with their responsibilities and orientation is more on the service and the client/public.

- 6.18** We consider that each head of organisation should periodically review the mission, vision and strategy of his organisation. This should be done to:
- (i)** evaluate organisational performance against the set objectives;
 - (ii)** check and ensure consistency between mission, vision and strategy; and
 - (iii)** ensure that the organisational structure is still fit for purpose.
- 6.19** In the light of such reviews, a restructuring exercise may be envisaged to maintain the momentum of the organisation, if need be.
- 6.20** Management should pay special attention to the ergonomics of the workplace, that is, layout and provision of basic office supplies and equipment;
- 6.21** Organisations should establish and nurture cooperative working relationships among people and group to perform activities in a more customer satisfying manner.

7. PERFORMANCE MANAGEMENT SYSTEM

- 7.1 Managing and developing people are core management functions of any modern organisation. In this perspective, Performance Management System (PMS) is designed to formalise and facilitate this process. Its main objective is to improve the organisational performance to the benefit of both the organisation as well as its employees. Performance Management improves organisational effectiveness as well as individual and team performance. The PMS processes provide means of bringing and consolidating relationship with people, identifying training and development needs as well as talent and potential planning, learning and development activities and making the most of the talent possessed by the organisation.
- 7.2 Properly carried out PMS should be seen as a means of increasing the engagement and motivation of people by providing positive feedback and recognition. It is an ongoing process between Appraiser and Appraisee whereby feedback is given and shortcomings may be addressed immediately. In fact, PMS is built on openness and expected to facilitate:
- (i) the alignment of employees on the strategic goals of their organisation;
 - (ii) systematic and proactive staff development; and
 - (iii) foster good industrial relations between supervisors and supervisees so as to develop better understanding and engagement.
- 7.3 Besides, PMS may also be used for providing HR related information, that is, identifying development as well as training needs and also to address areas of under performance.
- 7.4 Over the last Reports, the Bureau has systematically advocated for the implementation of PMS in the Public Sector in a surge of Accountability for results. This is testimony to the fact that the Public Sector is heading towards the establishment of a performance oriented culture in line with its vision for “a Professional and Modern Public Sector committed to excellence”.
- 7.5 We are aware that considerable progress has been achieved in the field of PMS in the Public Sector. However, many difficulties have been encountered/reported at implementation stage and which necessitate immediate remedial measures. In this Report, we are further consolidating the pillars on which PMS stands and we are making provision to simplify procedures and PMS forms so as to facilitate implementation and make the system user friendly and cost effective. Additionally, we are making provision for addressing the issue of underperformance. We are also reporting on Executive Performance Management Review (EPMR) for Supervising Officers of Ministries/ Departments which is being implemented on a trial basis as from this year and revisiting PMS processes and forms for employees of the Workmen’s Group.

Historical Background

- 7.6 The introduction of the concept of performance dates back to more than two decades ago. Since 1987 the Bureau has drawn the attention for performance to be reviewed regularly and for the design of an improved appraisal system. Consequently, the Steering Committee on the PMS Improvement Programme appointed a Sub-Committee to work on the review of the Performance Appraisal System as it was an essential tool to increase productivity in the public sector in general.
- 7.7 Since then, we have in successive Reports, highlighted the benefits of PMS to the employee and to the organisation as well. As from 1994, the Ministry of Civil Service and Administrative Reforms implemented PMS on a pilot basis at the Ministry of Agriculture & Food Security, Ministry of Health & Quality of Life, Ministry of Foreign Affairs, Regional Integration and International Trade and the Ministry of Civil Service & Administrative Reforms. However, it was observed that PMS being a new system, there was a reluctance to change. We also then recommended the replacement of the System of Confidential Reporting by an appraisal system. Performance Management and the appraisal system were strongly resisted. It was reported that cultural differences, perceptions of favouritism, biased ratings were impediments in the implementation of the system.
- 7.8 In an attempt to instil a performance culture across the public sector, the Bureau has in its 2003 and 2008 Reports advocated for the implementation of a PMS. In 2008, the Bureau made recommendations to facilitate the implementation of PMS in the public sector. It further recommended the phasing out of the CR and the adoption of Performance Appraisal Reports by PSC as from January 2013. Ultimately, the CR which was so criticised for its opaque characteristic, was replaced by the more transparent PMS system since January 2013 and as from that date the reporting system to the PSC would comprise:
- (i) the Performance Appraisal Report on the officers concerned; and
 - (ii) a Report on fitness for promotion on each officer concerned.
- 7.9 This recommendation was in fact made in the 2008 PRB Report which also contained an array of other recommendations and steps to ensure the effective implementation of PMS across the Public Sector.
- 7.10 After attaining this first milestone, other objectives are being targeted. These pertain to measures meant to further facilitate the implementation process and for generating HR related information which is crucial in decision making in certain instances.

PMS – A Practical Managerial Tool in the Public Sector

- 7.11 As we have stated earlier PMS should be used more as a development tool to improve organisational effectiveness and performance of employees. The whole process should be simplified and made understandable.
- 7.12 PMS has the characteristic of being transparent. It is not based on fault finding. It is rather an exercise meant to improve employees' as well as organisational efficiency through identification of performance gaps and providing thereto related training. It should be seen more as a formal or informal conversation between the appraiser and appraise where attainable goals are discussed and agreed. Regular informative and easily interpreted feedback are provided and performance problems are discussed as they happened in order that immediate corrective actions are taken. Additionally, the training that needs to be dispensed is also easily identifiable and appropriate actions may be taken. In fact, all the steps in the PMS are easily implementable.
- 7.13 In the light of all these, PMS may be considered as a practical management tool in the public sector.

PMS and Transformation

- 7.14 According to the theme chosen by the Bureau, the transformation of the public sector is expected to take place for better service delivery to meet citizens' needs, non-citizens' needs and other stakeholders' needs. To this end, the role and responsibilities of the six main institutions involved have been described at Chapter 5 of this Volume. Alignment of resources of these institutions would positively impact upon the organisations as well as their employees leading to improved performance in the whole public sector for the benefit of users of public service.
- 7.15 Focus is here on an integrated and systematic approach to improve organisational performance to achieve strategic aims. PMS will act as a catalyst to boost up the synergy among the six main institutions. For instance better performance will generate greater synergy which will result in greater responsiveness to citizens' as well as non-citizens' needs.

Present Position

- 7.16 PMS has been established as an important management tool as evidenced by the findings of surveys carried out by the Bureau and the MCSAR. The survey carried out by the MCSAR is on the Monitoring of PMS for Performance Management cycle 2014 and the first phase of 2015. Whereas the Bureau has carried out a survey in the context of the 2016 Report to assess the current status and to take cognizance of problems encountered in the implementation of PMS and to seek views of stakeholders concerning the eventual use of PMS.

Survey on PMS

- 7.17 The survey carried out by the Bureau aimed at capturing data concerning the problems encountered by organisations and the particular stage at which difficulties were met. It was also used to collect Respondents' views concerning the simplification of processes as well as the use of PMS.
- 7.18 The Survey Questionnaires were addressed to the Head of Ministries/Departments, Chief Executives of Parastatal Bodies, Heads of Local Authorities as well as Head of Department (Rodrigues Regional Assembly). Out of the organisations surveyed, 108 responded to our invitation and filled in the survey form. Out of these, 38 were from the Civil Service, 63 from Parastatal Bodies whereas seven (7) were from the Local Authorities. It should be pointed out that many among the Parastatal Bodies did not respond to parts of the questionnaire except the PMS.

Survey Findings

Implementation of PMS

- 7.19 In the Civil Service, 95% of organisations surveyed aver having fully implemented PMS. It should be noted that one Ministry has been recently set up and hence has not been able to implement PMS within the short time period. Out of the 63 Parastatal Organisations which responded to the survey only 15, representing 24%, claimed having implemented the PMS. 22 others (around 35%) stated that they are at sensitisation stage while 12 others (19%) had stated encountered problems at design stage. As far as Local Authorities are concerned five organisations (71%) stated having implemented the PMS.
- 7.20 In the Civil Service, 26% of Respondents had difficulties at implementation stage whereas in the Parastatal Bodies, 67% out of those organisations which have implemented PMS had difficulties at implementation stage and 40% of respondents cited training of trainers as a big problem.
- 7.21 47% of Civil Service organisations considered that the filling of Performance Appraisal Form was a problem area while 50% of Respondents complained about time unavailability. As far as "reaching agreement" or "Appraisal" is concerned, it appears that difficulties met were negligible.
- 7.22 For the Parastatal Bodies, findings revealed that two-third of those having implemented PMS had difficulties in the Performance Appraisal Form filling exercise while around 40% had time related problems.
- 7.23 Simplification of the PMS process had been proposed by at least 80% of Respondents in the Civil Service and 68% of the organisations surveyed considered that the form filling exercise should be reviewed. As regards Performance Settings, 47% of respondents believed that there was need to review same. In the Parastatal Bodies, 40 out of the 63 Respondents were in

favour of simplifying the PMS process. It should be noted that 14 out of these 40 had already implemented the PMS.

Use of PMS

- 7.24 61% of Civil Service organisations which have responded state that PMS is being used for direct communication while 55% aver that it is used for training. As regards the use of PMS for promotion purposes, 79% do believe in it and 61% of Respondents have stated that PMS is used for staff development. 32% of Respondents have further expressed their views that PMS is being used for rewards while 26% consider that PMS is meant for performance measurement only.
- 7.25 Out of the 15 Parastatal Organisations having implemented PMS, 60% have stated using PMS for direct communication, training, and promotion. 47% of these organisations have used PMS for the grant of rewards. While 66% of these Respondents use PMS for staff development. 53% have stated that they use PMS for performance measurement only.

Addressing Underperformance

- 7.26 Addressing underperformance is probably one of the most daunting challenges in managing employees. The underperformance of a few employees has a bearing on other staff members. Failure to take corrective action in such a situation will impact negatively on the other staff members whereby employees who used to perform effectively may be demotivated by the tolerance of poor performance.
- 7.27 Generally, employees may experience short periods of unsatisfactory performance where they do not achieve set targets. However, this does not constitute underperformance unless these periods do persist despite the feedback provided to them and also the opportunity to improve. Upon occurrence of such situations, a formal strategy needs to be put in place to address same. In fact, problems linked to performance or behaviour do not correct themselves automatically. So, the human intervention is essential to prevent a worsening of the situation.
- 7.28 According to the MCSAR, for only 39% of employees who were rated 'Fair' and 'Unsatisfactory' that a Performance Improvement Plan was developed. In view of the fact that the object of PMS is also to address areas of below par performance, greater emphasis is being laid on the development of the Performance Improvement Plan (PIP) whereby all Ministries/ Departments/Organisations should feel concerned and comply by the prescriptions of the Report or regulations emanating from the MCSAR. We are, therefore, dealing with this issue in greater depth.
- 7.29 Strategies crafted to address underperformance are in relation to the causes thereof. So, at the outset, it is necessary to identify during the Performance

Review Meeting, the factors that are influencing the employee's ability to perform effectively. Thereafter, appropriate corrective measures should be developed to address same, that is, a Performance Improvement Plan should be developed to enable the employee concerned to improve performance within a specified time. However, if no satisfactory improvement is noted, jobholder should also be made aware that the organisation may even resort to disciplinary action.

7.30 The underlying causes of underperformance may be regrouped under five broad headings as hereunder. At Annex 1 are proposed measures to address same. These measures are mere guidelines and are not exhaustive. The MCSAR may develop other measures which can be equally effective in addressing underperformance.

- (i) Lack of clarity about goals/expectation
- (ii) Lack of knowledge/skills/competencies for the job
- (iii) Lack of commitment or effort
- (iv) Issues arising out of poor health/sick leave
- (v) Personal/Domestic difficulties

7.31 A close scrutiny of the causes of underperformance may be summarised as "cannot do" and "would not do". For cases related to competencies, Management should do needful to develop a PIP at the earliest while for attitude related problems, tact should be used to make the employee deliver. However, upon persistent refusal on his part to perform the organisation may also contemplate to have recourse to disciplinary action. Taking all these into consideration, we have made the following recommendations.

Recommendation 1

7.32 **We recommend that:**

- (i) (a) **Management should ensure that performance agreements are clear and they should provide regular feedback on performance; and**
- (b) **where performance agreements are not clear enough for employees to deliver, the latter are duty bound to seek clarification from Management.**
- (ii) (a) **Management should, at the earliest possible, proceed with the development of a PIP which is appropriate in the circumstances; and**
- (b) **where the employee's performance is good in general but cannot perform in certain posting, Management should reconsider the posting of that particular employee.**

- (iii) **Where employees systematically refuse to perform or to cooperate, Management should after having considered all other options, resort to disciplinary action against the officer concerned.**
- (iv) **Management should deal with underperformance arising out of poor health/sick leave on an *ad hoc* basis, taking into consideration, regulations already in force on that issue.**
- (v) **Supervisors, besides appraising and providing feedback, should also provide support and advice so as to encourage and enable the appraisee to deliver on target again.**

Role of the MCSAR

- 7.33 In accordance with its mission statement, the MCSAR is responsible for spearheading administrative reforms to enable the delivery of timely and quality services to stakeholders. From this perspective, it is required to closely monitor the implementation of PMS in the Public Sector. It has designed, planned, organised and is now leading the project. It has provided training to appraisees as well as to appraisers. Up to now the implementation process has worked quite well but, still certain areas need to be given additional consideration. The MCSAR is centrally leading the PMS project in the Public Sector, nevertheless all organisations need to have a PMS Monitoring Committee to better monitor the progress within the organisation.
- 7.34 As the system has taken root in the Public Sector, now the focus is rather on monitoring, which the MCSAR has embarked upon. It should, therefore, continue in this direction.

Recommendation 2

- 7.35 **We recommend that the MCSAR ensures the monitoring of PMS in the Public Sector through surveys or other reliable means, so that shortcomings or impediments are identified early and that they come up with measures to address the problems.**
- 7.36 According to our survey on PMS, 47% of Civil Service Organisations and 66% of Parastatal Bodies which have implemented PMS do have problems in filling the Performance Appraisal Form. A large majority of organisations, both in the Civil Service as well as in the Parastatal Bodies are in favour of reviewing the PAF. In the circumstances, the MCSAR needs to revisit the PAF with a view to facilitate the process. In addition, it should also ensure that competencies as per the PAF be applicable for all grades, as far as possible.

Recommendation 3

- 7.37 **We recommend that the MCSAR should, from time to time revisit and update the PAF so as to facilitate the process of PAF filling exercise.**
- 7.38 **We further recommend that, as far as possible, the competencies used should be applicable for all grades.**
- 7.39 PMS Monitoring Committee at the level of Ministries/Departments is responsible to drive the project for the Ministry. However, there is need for the MCSAR to exercise strong supervision to ensure that the project is not left on its own. It should ensure that in problem areas, the prescribed measures are followed by the Ministries/Departments. Otherwise, the PMS will result in a mere form filling exercise.

Recommendation 4

- 7.40 **We recommend that the MCSAR closely monitors the work done by the PMS Monitoring Committee of Ministries/Departments/Organisations to ensure that all measures are applied as prescribed.**
- 7.41 Training remains a perpetual and important aspect in PMS. Recruitment is regularly made in the Public Sector and therefore for these employees to be able to deliver as their fellow colleagues, they need to be provided with relevant training. In the circumstances, it is incumbent upon the MCSAR to ensure that training courses are regularly dispensed so that all new recruits are provided the opportunity to attend same.

Recommendation 5

- 7.42 **We recommend that the MCSAR ensures that employees who join the Public Sector are granted PMS related training to enable them to deliver along the same lines as their fellow colleagues.**
- 7.43 Many appraises do make request for training which they believe they require. However, in the Chapter on Training and Development in the last Report, the Bureau had recommended that training courses should be designed on the basis of the measurable core competencies required by the different grades as identified by the PMS. We also recommended that expressed rather than perceived needs of staff should be assessed. So, we should be prudent to provide that training which will eventually improve service delivery.
- 7.44 Any organisation should benchmark and assess the capability of its employees identifying both gaps and strength through PMS. Once identified, organisations should fill capability gaps through appropriate training, organise in-house training programmes and provide opportunities for exposure abroad.

Recommendation 6

7.45 We recommend that the training provided to appraisees should be based on real needs as identified by the PMS.

Executive Performance Management Review

7.46 The MCSAR has introduced the Executive Performance Management Review (EPMR) for Supervising Officers of Ministries/Departments in the context of the PMS. Its objective is to render these officers more accountable for the overall performance of their respective organisations. It is being implemented as from January 2016 on a pilot basis.

PMS for Employees of Workmen's Group

7.47 Certain Ministries/Departments as well as Unions/Federations have represented that implementing PMS for employees performing manual duties is quite problematic. The arguments put forward are as follows:-

- (i) They find it difficult to fill in the Performance Agreement Form.
- (ii) They cannot fully grasp the appraisal method, the ratings and the appeal system.
- (iii) In view of their level of literacy, they cannot contribute in the development of a PIP, even in consultation with their Appraiser. They also encounter difficulties to finalise the development of work plan.
- (iv) In many circumstances, there is no proper office available to accommodate employees for the appraisal exercise, particularly for those operating outdoor duties.
- (v) HR personnel encounter much difficulty to monitor the PMS of these employees, particularly those who work in outstations.

Hence, they have pleaded in favour of waiving the application of PMS for employees of Workmen's Group.

7.48 The above points constitute obstacles in the proper implementation of PMS for employees of the Workmen's Group. The risk exists that the PMS may become a mere form filling exercise for these employees, in which case, the philosophy of PMS would be defeated. The survey carried out by the MCSAR has confirmed certain of the difficulties averred by the Ministries/Departments and Unions/Federations.

7.49 On the other hand, PMS has already taken root in the Civil Service and it has replaced the mode of reporting to the PSC for promotion purposes and it is also linked to the grant of yearly increment. Waiving same would, therefore, breed other problems. In the circumstances, there is need to reconsider how these difficulties could be alleviated through reviewing the processes and the PMS Forms.

Recommendation 7

- 7.50** We recommend that the MCSAR revisits the PMS processes and forms for employees of the Workmen's Group with a view to addressing the problems enunciated above, which proposals should be submitted to the HPC for approval.

ANNEX 1

Guidelines to address under performance**(i) Lack of clarity about goals/expectation**

Unclear and ambiguous requirement and expectations from employees as well as change in tasks or priorities may end up in employees not being able to perform in accordance with set targets. So, it is incumbent upon Management to ensure that each individual staff member is clear about his/her individual objectives and to provide regular feedback on performance so that employees may be back on target again. However, it should also be recognised that incumbents too are responsible to seek clarifications concerning goals/expectations.

(ii) Lack of knowledge/skills/competencies for the job

When employees are short of certain knowledge/skills/competencies to perform effectively and efficiently, a Performance Improvement Plan needs to be set up to assist them improve their performance. Management in consultation with the employees in question should establish the most appropriate measures that could consist of coaching or specific formal training. However in case there is a bad fit, that is, where an employee who is not versed in certain aspects of the work and despite efforts made, cannot deliver on set targets, Management should reconsider the employee's posting.

(iii) Lack of commitment or effort

Lack of commitment or effort connotes a behavioural problem and should, therefore, be dealt with tact. Supervisors should use a tough but fair approach. They should inform jobholders that should their performance not improve, they may also be liable to disciplinary actions. During the Performance Review Meeting, Supervisors should use all concrete examples or critical incidents to support their contention. However, Supervisors should take care not to use a threatening tone.

(iv) Issues arising out of poor health/Sick Leave

In dealing with cases where there is underperformance as well as absence, care should be taken to ensure that the non-achievement of set targets is related to the health before taking other actions. While on one hand the mere taking of sickness absence is not conclusive of underperformance, poor health not resulting in sickness absence may yet be the cause of poor performance. Therefore such cases should be considered on an *ad hoc* basis in accordance with the prevailing legislation on sick leave.

(v) Personal/Domestic difficulties

Some people may not be aware that their personal problem may be impacting on their performance. Once they are apprised, they take corrective measures so as to improve performance. Jobholder should also obtain professional support from Supervisors. Particular attention should also be taken to ensure that in dealing with such cases, they are not further exacerbated.

8. PERFORMANCE RELATED INCENTIVE SCHEME

- 8.1 An overall salary review aims principally at providing a compensation package attractive enough to boost employee morale; improve efficiency and the delivery mechanism in the public sector; and reward meritorious performance. This requires a shift from the conventional salary structure to a performance related incentive model. The main objective of redesigning public sector compensation systems therefore is the strengthening of the linkage between Performance and Incentive.
- 8.2 Employees, being at the centre of an organisation, play an important role in improving organisational performance and by extension the performance of the Government. They can vary their effort, their co-operation with colleagues and management, and their contribution to improving the effectiveness of their inputs. In such a situation, mechanisms are needed to ensure that workers are motivated to undertake their work in a manner congruent with the interests of the organisation.
- 8.3 An incentive scheme provides the answer. It can reward individual or group output. It induces desirable behaviour and attitude to improve performance for better service delivery. It helps encourage commitment of workers, reinforce existing culture and values where these foster high levels of performance, innovation and team work. Linking incentive to performance also potentially introduces equity and consistency in the pay structure and enables the organisation to attract more able workers.
- 8.4 A Performance-Related Incentive (PRI) is defined as the variable part of pay which is awarded each year (or on any other periodic basis) depending on performance. PRI schemes are applied at the individual employee level and at the team/group level. The definition of PRI excludes:
- any automatic pay increases by, for example, grade promotion or service-based increments (not linked to performance); and
 - various types of allowances which are attached to certain posts or certain working conditions (for example, over time allowances, allowances for working in particular geographical areas).
- 8.5 Performance Related Incentive Scheme (PRIS) should be used as a tool for ushering in reforms rather than waiting for reforms. Before taking up PRIS, the following broad changes in organisational functioning are essential for an effective implementation of PRIS:
- (a) increasing employee participation through strengthening of delegation and accountability at each level of decision making to improve delivery of services to stakeholders;
 - (b) complete thrust on ultimate deliverables and outcomes;

- (c) enabling work environment with adequate infrastructure facilities and proper physical working conditions;
- (d) institutionalisation of stakeholder participation to ensure effectiveness and responsiveness in service delivery;
- (e) use of ICT for transformation in work processes and public service delivery integration with minimal public interface for reduction in delay;
- (f) change in performance management system incorporating open and transparent assessment and linking of performance measurement indicators to deliverables in performance appraisal systems;
- (g) shift in accountability framework from emphasis on process compliance and input control to effective and responsive delivery of results and services; and
- (h) the design of an appropriate incentive package.

8.6 In the 2013 PRB Report the necessity to introduce PRIS was highlighted. It was argued that this is an important element in many performance management schemes and like any incentive scheme that rewards performance, PRIS requires a robust Performance Management System (PMS). We understand that Ministries/ Departments, by now, have a fully operational PMS and can therefore implement PRIS.

8.7 The 2013 EOAC Report, among others, recommended that:

- (a) the Ministry of Civil Service and Administrative Reforms and the Public Sector Re-engineering Bureau should work out the guidelines and methodology for the operationalisation of the scheme by October 2013 to be submitted to the Reforms Steering Council;
- (b) the Reforms Steering Council should determine the criteria for the allocation of the productivity component to Ministries/Departments;
- (c) the Ministry of Finance and Economic Development should make necessary budgetary provisions for the payment of the productivity bonus in line with the criteria adopted by the Reforms Steering Council; and
- (d) the Reform Cells at the level of Ministries/Departments should under the guidance of the Public Sector Re-engineering Bureau work out the criteria for the allocation of the productivity component to teams and individuals based on their performance.

8.8 However, given that the Re-engineering Bureau, Reforms Steering Council and Reform Cells of Ministries and Departments have so far not been operational, the above recommendations have not been implemented. We are, therefore, reiterating the existing provisions of the 2013 PRB Report for implementation by the relevant Committees/Authorities.

Recommendation 1**8.9 We recommend that:**

- (a) annual salary increments should only be awarded taking into consideration efficiency, diligence, commitment including availability and regularity of officer at work and based on open and recorded performance assessment ratings; and
- (b) no increment shall be earned in case an officer is unfavourably reported upon.

Recommendation 2**8.10 We recommend that:**

- (a) the Standing Committee on Performance/Productivity Related Reward (P/PRR) set up under the chairmanship of the MCSAR and comprising representatives of the Ministry of Finance and Economic Development (MOFED) and the Pay Research Bureau to examine and consider P/PRR proposals submitted by organisations, be maintained;
- (b) the Standing Committee on P/PRR may co-opt such representatives of Management and the staff side, as it deems appropriate, for the determination of a case before submitting same to the High Powered Committee for approval; and
- (c) either monetary or non-monetary reward may be granted to exceptionally performing teams or individual employees, who have excelled well beyond the call of duty, subject to the approval of the Standing Committee on P/PRR and the High Powered Committee.

8.11 Performance Management is inevitably associated with incentives and is the stepping-stone for its success. Public sector organisations are also continuously improving their processes to facilitate the implementation of PMS whilst focussing on quality services. To this end, organisations are aiming at being ISO certified and strive for its sustainability.

Recommendation 3

8.12 We further recommend, subject to the approval of the Standing Committee on P/PRR and concurrence of High Powered Committee, the payment of a one-off bonus in a period of two years to employees as follows:

- (a) equivalent to one week salary in respect of an organisation that has successfully implemented PMS and has sustained it for over the preceding period of two years; and
- (b) equivalent to three days' pay in respect of an organisation/section, which has been ISO certified and has maintained the ISO standards for the preceding period of two years.

8.13 The above recommendation which would apply exclusively to employees who have individually performed to the satisfaction of Management shall be applicable on a pro-rata basis to employees who have worked for only part of the time during the two years required to earn the full bonus.

8.14 We further recommend that:

- (a) more than one increment may be granted to an officer at a go, for continuous high level performance (very good) for two consecutive years; and
- (b) officers drawing top salaries or flat salaries may be granted a lump sum of up to a maximum of one week's salary once in two years for continuous high level performance (very good) for more than two years

subject to the approval of the Standing Committee on P/PRR and concurrence of the High Powered Committee.

9. TRAINING AND DEVELOPMENT

Importance of Training and Development

- 9.1 Training is inextricably linked with reforms in the Civil Service. Its purpose is to improve the performance and productivity of staff and ensure that they have the relevant skills and values to change entrenched mind-sets. Training and Development represents a mutual obligation – the obligation of the organisation to see that all its staff are regularly and continuously trained, developed and updated; and the obligation of the individual to take responsibility for enhancing skills, knowledge, capabilities and expertise necessary to improve his job performance.
- 9.2 The need for training is felt when there are, among others: environmental change (computerisation; automation and mechanisation); organisational complexity (modern interventions, technological upgrading and diversification); Human relations issues (adaption to work culture and human values); and change in the job assignment (to equip old employees with new techniques and technologies).

Government Commitment

- 9.3 Government, in its 2015-2019 Programme has taken the commitment to bring transformational change in the civil service to render it more responsible and responsive in order to provide an expedient service to boost the economy.

Role of the Ministry of Civil Service and Administrative Reforms

- 9.4 The Ministry of Civil Service and Administrative Reforms is responsible for the training of public officers to equip them with the necessary knowledge and skills to enable them improve their job performance.

The Civil Service College, Mauritius

- 9.5 As formulated in the Government Programme, the Civil Service College (CSC) has been set up as a state owned private company. Its main objective is to specifically cater for the growing training and development needs of officers at all levels, including those from Local Authorities and Parastatal Bodies.
- 9.6 As focal point for all matters related to training and staff development, the CSC focusses on reforms oriented, performance based and demand driven training, identified by different stakeholders through PMS to bridge gaps and bring the awaited transformation in the civil service through continuous professional development.

Role of Ministries/Departments/Organisation

- 9.7 Ministries/Departments/Organisations have the corporate responsibility to ensure sustained performance and productivity through training and development of their human resources.

Role of the Employee

- 9.8 Employees have the professional obligation to update their knowledge and improve their skills to remain efficient and effective members of the public service.

Present Position

- 9.9 A variety of training programmes is being conducted yearly for all categories of employees in the civil service to increase the employees' sense of responsibility and accountability in order to enhance their motivation and commitment towards a performance based and service oriented culture.

- 9.10 To enable organisation's to provide training in identified fields to its staff, the Ministry of Civil Service and Administrative Reforms has, in its Circular Letter No. 9/2016, invited Supervising Officers including Parastatal Organisations, Local Authorities as well as Rodrigues Regional Assembly to ensure that sufficient provisions are made in their budget for the training of their officers by the Civil Service College. Additionally, as per Directive No. 14 issued on 10 October 2013 by the Procurement Policy Office or Procurement of Training Services, it has been mentioned that:

"For any procurement of training services, the public body should consider the Civil Service College as a first option through direct procurement. The price for the services will be determined jointly by the public body and the Civil Service College".

Submissions

- 9.11 During consultation, the Bureau held with the Management of Ministries/Departments/Organisations and with representatives of Federations/Unions demands were made for increased and improved training. It was represented that: training should be compulsory; Parastatal Bodies should be empowered to devise their own mechanism to impart training; there should be no restriction on the availability of fund; training period of 60 hours should be extended; all organisations should **compulsorily** carry out a comprehensive training needs assessment and finally the CSC should be opened to employees outside the civil service.
- 9.12 The staff side proposed that the selection of candidates for overseas training should be transparent, fair and equitable so that every officer in the service is given a chance in his career to attend mission/courses abroad so as to benefit from the international exposure. Others have pointed out that the selection of candidates should not be centralised at a specific Ministry and the onus should

rest upon the Responsible Officer to recommend an officer for overseas mission/training subject to his satisfying the established criteria. It has also been reported that there is poor commitment on the part of Responsible Officers to implement training programmes although there is a vote in the Budget.

Survey Findings and Observations

9.13 To gauge the effectiveness of the 2013 PRB recommendations with regard to training and development, a general survey was carried out in the public service. The response rate was good with 49% for the Civil Service inclusive of Rodrigues Regional Assembly, 60% for Parastatal Bodies and 58% for Local Authorities.

- The survey has revealed that 39% of organisations in the Civil Service, 24% in the Parastatal Bodies and 43% in the Local Authorities have conducted TNA for all staff during the last 12 months.
- In 80% of Civil Service organisations that responded officers benefit from overseas training. The proportion is 49% for Parastatal Bodies and 86% for Local Authorities where employees benefit from overseas training.
- Opportunities for training have increased since the last PRB recommendations as stated by 50% of organisations in the Civil Service, 33% of organisations in the Parastatal Bodies and 43% of organisations in Local Authorities.
- The number of organisation which has been able to implement annual training requirements is 16% in the Civil Service and 7% in Parastatal Bodies. However, no organisation in the Local Authorities has implemented the annual training requirements.
- The survey has showed that 50% organisations in the Civil Service, 33% Parastatal Bodies and 86% organisations in the Local Authorities evaluate the effectiveness of training dispensed.

9.14 The above findings revealed that there is irregular provision of training to staff as the majority of public sector organisations did not conduct a Training Needs Assessment. Opportunities for overseas training is very good in the Civil Service and Local Authorities as opposed to Parastatal Bodies. More effort is needed in Parastatal Bodies and Local Authorities to provide training opportunities and implement the annual training requirements of their staff.

Analysis

- 9.15 After carefully examining the submissions and the survey findings, it was observed that most of the problems regarding Training and Development in organisations pertained to implementation issues. In fact in its Report, the PRB has extensively dealt with the issue of training through a systematic approach namely: the conduct of the Training Needs Assessment (TNA); Design of Training based on information obtained from TNA; choosing of suitable delivery training methods; allocation of training budget; amount of training to be dispensed to different categories of employees; keeping of data on the training activities through the training information systems; and monitoring and evaluation of training and finally the roles and responsibilities of the key players in the Public Sector Training and Development Strategy.
- 9.16 Much emphasis have been laid on the need to equip public officers with the required skills and competencies in order to be more efficient and effective to meet future challenges and ensure a successful modernisation of the civil service - the moreso to nurture a culture of performance beneficial to all the stakeholders and the country at large. In addition to enhancing organisational efficiency in the delivery of a customer-based service, training moulds the character, changes the behaviour and inculcates a positive mind-set in employees to serve selflessly.
- 9.17 The Bureau considers that a sound system of training is crucial to keep the personnel within the public service on equal footing to adapt to the emerging functional and operational changes. There is need for organisations to pay particular attention in all fairness and equity, to the Job/Work Related Training, In-Service Training and Overseas Training/Mission abroad. It is important that recruits be familiarised with the internal environment and smooth running of the organisation, given the time to acquaint themselves with the personnel, and acquire the basic knowledge of registry, finance, purchasing and system of civil service administration. On the other hand, opportunities should also be given to those officers already in service to upgrade their knowledge, skills and acquire managerial/leadership capabilities and to keep abreast with the latest technological development.

Orientation

- 9.18 In line with the theme of this Report “Transforming the Public Sector for enhanced service delivery to meet citizen’s needs, non-citizen’s needs and other stakeholders’ needs”, it is imperative for organisations to gear towards a strategic human resource management system where the employee is viewed as a vital source to be valued, motivated, developed and accomplished to achieve the Ministry/Department/Organisations’ mission and objectives. Within the proposed transformation process, it is fundamental to match individuals’ competencies with the job they have to do and bridge competency gap for

current and future roles through training. Hence the need for appropriate training interventions.

Training Interventions

9.19 We are hereunder recommending some training and development interventions, as expatiated in the 7th Report of the Central Pay Commission which we believe is of relevance in the transformational process and which should be adopted by the MCSAR/Civil Service College/Public Sector Organisations in the framing of their training policies.

- **Entry Level Training:** To be imparted to all employees before they are assigned duties/responsibilities of any post after recruitment.
- **Mid-Career Training:** A career-linked training to be provided to all employees at various levels/stages of their career before they are promoted to positions of higher responsibilities.
- **Short Term Thematic Training:** To be made available to employees preferably once in two years with an objective to build their professional competencies in relevant themes and to inculcate desirable Personal Attributes.
- **Customised Training:** An intensive programme specifically designed for officers working in a particular domain/sector with the objective of providing deeper knowledge, latest developments and understanding of the small practices and also to facilitate experimental learning and sharing.
- **Orientation Training:** To be provided to employees, who have been posted to a new Ministry/Department, with the objective of familiarising therein with the grades and overall functioning of the concerned Ministry/Department.
- **Long-Term Training:** To facilitate officers, especially the new generation to upgrade their knowledge and skills in the sector having relevance to their current or future assignments, by requiring higher qualification either locally or on line or abroad, thus enabling them to contribute higher performance in the service.
- **Workshops/Seminars/Conferences:** Middle or Senior level officers should be given opportunities to attend National and International Workshops/Seminars/Conferences to acquaint themselves with relevant knowledge, latest thinking and technological developments/devices.
- **Pre-retirement Training:** To assist officers who are 55 years and above to cope with the world outside active employment within the Public Service.
- **Overseas Training:** For officers in the professional grades to broaden their horizon, in such cases, the Responsible Officer should stand guided by the provision of guidelines set by Ministry of Finance and Economic Development.

Concluding Note

9.20 We hold the view that to give training more prominence and valuing the civil servants' needs, it is imperative to have the commitment of Elites/Responsible Officers who should, in this endeavour, facilitate the proper implementation of Training programmes to ensure officers/employees improvement and commitment, attitudinal changes and acquiring new skills and knowledge.

10. REVIEW OF SCHEMES OF SERVICE AND QUALIFICATIONS

- 10.1 Generally, each specific grade in the public service has a prescribed scheme of service which also includes the qualifications' requirement. This chapter looks at the evolution regarding schemes of service since the last Report and the problems relating to their prescription and the issue of qualifications with a view to improving efficiency and effectiveness in the delivery of services.

Scheme of Service

- 10.2 A scheme of service is a legal document prescribed in accordance with regulations of the Service Commissions. It specifies the qualifications, duties, competencies, skills and experience required of the prospective job holder as well as the duties and responsibilities of a job. It also specifies the mode of recruitment/appointment and the salary attached to the grade.
- 10.3 The scheme of service is of vital importance in the management of human resource functions such as recruitment, promotion, performance management, training and development, job evaluation, design of pay structures, organisation design; and therefore the design or amendment to a scheme of service needs to be done with utmost care and in a timely manner. Delays in the prescription of schemes of service inevitably cause prejudice to the organisation, the employees concerned and disrupt the service delivery.
- 10.4 The Ministry of Civil Service and Administrative Reforms (MCSAR) is responsible for processing all schemes of service before they are submitted to the appropriate Service Commissions for consideration and agreement. The Senior Chief Executive of the MCSAR has the responsibility for the prescription of scheme of service for each grade in the Civil Service and he gives his approval for prescription of the schemes after agreement by the appropriate Service Commissions.
- 10.5 With a view to improving the process and enabling the proper framing of schemes of service, the MCSAR has embarked on a few reform measures regarding schemes of service.

(i) Streamlining of Procedures

New and streamlined procedures have been provided to reduce the time frame for prescription of schemes of service, thus, enabling the filling of vacancies promptly. A Handbook for the Drafting of schemes of service in the Public Sector has been published by the Ministry of Civil Service and Administrative Reforms to provide better guidance to Ministries/Departments and other organisations in the Public Sector.

(ii) Review of Qualifications for grades at Entry Level

The policy for specifying the qualifications' requirements in schemes of service for entry grades in the public service has been reviewed to specify only the **highest qualifications** with effect from January 2013 in order to simplify the qualifications' requirements in schemes of service and to be in line with international trends. However, Ministries/Departments still having the need to specify all basic qualifications in view of the nature of duties to be performed should submit justifications for maintaining same.

(iii) Setting up of an Electronic Platform

In order to further streamline procedures and minimise delay, the MCSAR has started a new project to set up an e-platform which would electronically link the different Ministries/Departments and other stakeholders for the processing of schemes of service. This innovative approach would respond to stakeholders' needs by reducing the time taken to finalise schemes of service.

10.6 The procedures for prescription of schemes of service as described in the Handbook for the Drafting of Schemes of Service in the Public Sector with subsequent amendment brought following meeting held with Officers-in-Charge of HR Divisions of Ministries/Departments is reproduced below for consistent implementation:

- (a) a Responsible Officer, after seeking the agreement of his Minister, consults the appropriate Staff Associations and the Federations of Unions for their views and comments on the draft scheme of service;
- (b) an advance copy of the proposed scheme of service including a scheme of service in respect of new posts or for any proposed amendment which may have a bearing on the salary grading of the post is submitted to the Senior Chief Executive, Ministry of Civil Service and Administrative Reforms for examination;
- (c) the Ministry/Department considers the views/comments from the staff side (i.e. Unions and Federations of Unions) and submits the proposed scheme of service to the Senior Chief Executive, Ministry of Civil Service and Administrative Reforms for consideration along with the views and comments received;
- (d) should there be a need for further clarification, the Ministry of Civil Service and Administrative Reforms deals with this through direct discussions and meetings with those concerned;
- (e) on finalisation, the proposed scheme of service is forwarded to the appropriate Service Commission for consideration and agreement; and
- (f) where the agreement of the appropriate Service Commission has been obtained, the scheme of service is prescribed in its official form.

Recommendation 1

10.7 We recommend that the MCSAR should continue to examine schemes of service from a broader perspective with a view to ensuring consistency and uniformity across the Public Sector.

10.8 We have received representations from stakeholders that despite provisions of the guidelines, there is still delay in the processing of schemes of service and procedures are not being consistently followed. This elongated processing time is causing delay in the filling of vacancies and is impeding service delivery.

Recommendation 2

10.9 We recommend that organisations, while keeping in view the guidelines for the drafting of schemes of service, should take advantage of the HRMIS and use on-line facilities for the prescription of schemes of service with a view to reducing further the processing time.

Qualifications

10.10 A very important requirement for the performance of a job is qualification which varies according to responsibility, accountability and complexity of a job. Evidently the higher the responsibilities, accountabilities and complexities, the higher is the qualification for the job. Qualifications specified in schemes of service have often given rise to different problems. We enunciate below some of the reported problems and make appropriate recommendations.

Alternative and Equivalent Qualifications

10.11 When conducting a recruitment exercise in public sector organisations, very often there is need to appoint candidates who possess qualifications which are considered to be equivalent/alternative to those prescribed in the scheme of service for the grade. We have in our past Reports recommended that alternatives to a prescribed qualification should, as far as possible, be of the same level and in the same subjects that are required for the post. As an organisational remedy to palliate for the shortage of staff, this practice should continue under the same conditions.

Recommendation 3

10.12 We recommend that alternatives to a prescribed qualification should, as far as possible, be of the same level and in the same subjects that are required for the post.

Additional Qualifications

10.13 The competencies and skills required for incumbents to deliver effectively in the respective positions are defined in the scheme of service. Today, we have an increasing number of officers who have successfully completed their tertiary education and in certain areas these officers possess higher academic

qualifications than the minimum required for the grade, and are quite often performing duties at a higher level.

- 10.14 Officers joining the grade with higher qualifications than the ones prescribed for the grade are granted incremental credit which recognises their added value and potential in the performance of their duties. However, in other instances, officers possessing higher qualifications are called upon to perform duties of a higher position in the organisation and in such cases they are compensated by the payment of an allowance upon recommendation of the Responsible Officer and approval of the Ministry of Civil Service and Administrative Reforms (MCSAR). There is need for this provision to continue as long as it is helping in the smooth delivery of services.

Recommendation 4

- 10.15 We recommend that where an officer in a grade possesses a technical or professional qualification higher than what is required for the grade and his competency/ability on account of the possession of that qualification is effectively used by the organisation through allocation of relevant duties, this officer may, subject to the recommendation of the Responsible Officer/Supervising Officer and the approval of the MCSAR, be paid an appropriate allowance.**

Experience Required for Recruitment/Appointment

- 10.16 Normally, experience required in a scheme of service is quantified as a given number of years or as experience at certain levels. While there is no reported implementation problems regarding the given number of years, we continue to have representations regarding the levels of experience.
- 10.17 In our past Reports, the definitions of the types of Management normally used in schemes of service were described as hereunder:-
- (i) Management at the primary level of operations in an organisation is responsible for the day-to-day running and administration of functional areas or responsibilities assigned to them.
 - (ii) Middle management level generally consists of heads of sections/divisions who execute or implement policies and plans and coordinate the activities of the Section/Unit.
 - (iii) Senior Management – what constitutes senior management in one organisation may not necessarily be applicable in another organisation. Generally, senior management officials determine objectives, policies and plans of an organisation, mobilise assets and may be responsible for major units in an organisation.

- 10.18 We have also noted that reference is made to the term 'Top Management' which normally refers to the Chief Executive Officer or officers deputising for the Chief Executive Officer in his absence and who are involved in the strategic issues of the organisations.

Recommendation 5

- 10.19 We recommend that the terms Management, Middle Management, Senior Management and Top Management should not be used in drafting schemes of service, except when those terms clearly indicate the level of operations in their respective positions.**

Qualifications Requirements for Grade-to-Grade promotion

- 10.20 In our previous Reports, we have recommended that where two or more qualifications are specified for promotion, an officer in the service at the level immediately below who possesses the whole of the higher/highest qualification but lacks only part of the lower qualification/s should also be considered for promotion provided he satisfies all the other requirements of the promotional grade. This provision should, where relevant, continue to be applied.

Recommendation 6

- 10.21 We recommend that where two or more qualifications are specified for promotion, an officer in the service at the level immediately below who possesses the whole of the higher/highest qualification but lacks only part of the lower qualification/s should also be considered for promotion provided he satisfies all the other requirements of the promotional grade.**

Recognition/Accreditation of Prior Experience

- 10.22 The ability of employees to deliver on-the-job is highly dependent on the knowledge, skills and competencies of the incumbent. In our previous Reports, provisions were made for recognition/accreditation of prior learning designed primarily for employees who have acquired knowledge and skills/competencies through experience over the years. This provision should continue to apply provided the experiential learning is recognised by an approved body.

Recommendation 7

- 10.23 We recommend that for posts requiring technical qualifications which are scarce, consideration may be given to the appointment of candidates who lack part of these technical qualifications but have acquired a minimum of 10 years' relevant experience/competence which has been duly recognised by the Mauritius Qualifications Authority (MQA) or any other recognised body as sufficient to make good for the lack of the technical qualifications.**

Qualifications Requiring Registration with Recognised Bodies

- 10.24 There are grades which require professional registration to recognised Institutes/Bodies according to the schemes of service while there are others which do not require such registration but incumbents register to avail themselves of books/periodicals issued by these bodies to broaden their outlook and keep abreast of latest development in their respective fields of activities. Registration involves payment of an annual subscription fee. Currently, the full amount of the annual subscription fee is refunded annually to officers who according to their schemes of service are required to be members of recognised Institutes/Bodies to be able to exercise their profession and have to subscribe for membership in order to be on roll.
- 10.25 Officers serving in posts carrying a salary in a scale the maximum of which is not less than Rs 52775 are granted an assistance equivalent to 50% of the annual subscription fee subject to a maximum of Rs 2860 on approval of the Responsible Officer and provided the knowledge/knowhow acquired on being a member of the Institutes/Bodies is relevant to the duties of the officer.
- 10.26 In the context of this review exercise, no representations were made by the Federations on this issue. However, several individuals and unions have made demands for full refund of subscription fees for all officers, whether required to be registered or not. We are, therefore, improving the current provision.

Recommendation 8

10.27 We recommend that:

- (i) **an officer who is required to be a registered member of professionally recognised Institutes/Bodies according to the relevant prescribed scheme of service to be able to practice the profession, should be refunded the full amount of annual subscription fee payable to one of the relevant professional bodies; and**
- (ii) **an officer drawing salary in a scale, the maximum of which is not less than Rs 56450 who, though not required to be registered with professionally recognised Institutes/Bodies according to the relevant prescribed scheme of service but has opted to register himself to keep abreast of latest development in his specific field of activities, may be granted, subject to the approval of the Responsible Officer, an assistance of 75% of the annual subscription fee subject to a maximum of Rs 3575, provided that the knowledge/knowhow derived from being a member of the Institutes/Bodies is of relevance to the duties of the officer.**

Continuous Professional Development (CPD)

- 10.28 An assistance is currently being provided to some professionals who are required to achieve a minimum number of units of CPD every year as a condition to maintain their membership in their respective professional Institutes/Bodies. We are reviewing the ceiling that can be paid for such cases.

Recommendation 9

- 10.29 We recommend that officers who, as a condition to retain their membership to recognised Institutes/Bodies are required to achieve a minimum number of units of CPD should be provided an assistance of 75% of the total expenses in relation to the achievement of the appropriate number of units of CPD, subject to a maximum of Rs 13750 annually.**

Technical Officer Cadre providing Support Services to Professional Cadre

- 10.30 Currently, there is an oversupply of overqualified professionals in the job market as a consequence of the improvement in the availability of learning opportunities provided by distance learning institutions and the setting up of an increasing number of tertiary institutions in the country. As such, many officers recruited in the public service possess higher qualifications than those mentioned in their respective schemes of service.
- 10.31 In our last Report, recommendations were made to provide for some reward to officers of technical cadre who are required to provide support to professional staff at a level higher than those of technical officer level, by movement beyond the top salary incrementally by an additional number of increments. These recommendations remain valid as we still have the same situation.

Recommendation 10

- 10.32 We recommend that officers in entry grades of a technical cadre, may be allowed to proceed beyond the top of their salary scale incrementally by the number of additional increments approved by the Standing Committee on Incremental Credits which they earned by virtue of the additional qualifications, where the qualification requirement for the entry grade is a diploma and subsequently the incumbents have upgraded their qualifications to a degree or post graduate in the relevant field.**
- 10.33 This recommendation would be applicable only to officers drawing salary in a scale the maximum of which is not less than Rs 42325 and who are often called upon to do part of the professional functions.**
- 10.34 We further recommend that the above provision shall equally apply to officers of the Civil Service, Parastatal Bodies, Local Authorities and the Rodrigues Regional Assembly.**

Special Provisions for Graduates and Professionals

- 10.35 Graduates and professionals are recruited to join the public sector organisations, and serve in various fields including Administration, Accounting, Architecture, Computer Science, Economics, Education, Land Surveying, Pharmacy, Quantity Surveying, Statistics, etc.
- 10.36 The organisation structure of professional cadres in the Public Sector differs from one organisation to another. The scope for movement higher up the hierarchy is not the same in each and every organisation. At certain levels, upward movement in the cadre is by selection whereas in others it is by promotion on the basis of seniority.
- 10.37 In our past review exercises the following issues were examined:
- (i) absence of effective supervisory role at a level immediately above the entry level;
 - (ii) limited number of posts at the second level, causing stagnation of professionals in the entry grade on reaching their top salary ;
 - (iii) the need for flatter structure and giving way to delayering with a view to sustaining increased efficiency and attain better results/outcomes;
 - (iii) the need for merger of first two professional levels particularly where there was overlapping of duties to a large extent, in determining the remuneration package of professionals.
 - (iv) the need for career earnings where levels have been traded off or levels could not be created.
- 10.38 Presently, with a view to providing incentives to graduate professionals stagnating on their top salary for several years, there is provision for graduates and professionals as well as for officers of the level of Deputy Permanent Secretary to move incrementally in the master salary scale so as: (a) to ensure that the remuneration package of incumbents with relevant experience in the Public Sector is competitive, and (b) link the grant of increment to more stringent performance criteria to bring about a performance oriented culture.

Recommendation 11

- 10.39 We recommend that graduate officers in entry grades/promotional entry grades requiring a University Degree or a recognised professional equivalent qualification drawing salary in a scale the maximum of which is not less than Rs 56450 and having reached the top of their respective salary scale should be allowed to move incrementally in the master salary scale up to salary point Rs 61325, provided that they:**
- (i) have drawn the top salary for a year;**

- (ii) have been efficient and effective in their performance during the preceding year; and
- (iii) are not under report.

Recommendation 12

10.40 We further recommend that officers drawing salary in a scale the maximum of which is not less than Rs 62950 and not more than Rs 89000 and having reached the top of their respective salary scales should be allowed to move incrementally up to a maximum of two increments in the master salary scale, provided they:

- (i) have drawn the top salary for a year;
- (ii) have been consistently efficient and effective in their performance during the preceding year; and
- (iii) are not under report.

10.41 The foregoing recommendation should also apply to corresponding flat salaries in the same range.

10.42 We have today more and more people possessing higher qualifications in various fields. This is due to the fact that there are more and more facilities which are available to acquire higher qualifications. On the other hand, special provisions have been made for graduates and professionals to move incrementally by three additional increments for three consecutive years after having reached the top of their respective salary scale. There is need to link the higher salary and the qualifications requirements to reflect the market position in the country.

Recommendation 13

10.43 We recommend that, the Authorities consider gradually raising the minimum qualification requirements for entry to grades requiring a degree with salary in a scale the maximum of which is Rs 56450 to a post graduate Degree or equivalent post graduate qualification in the respective fields, except in scarcity areas.

10.44 The foregoing recommendations for graduates and professionals should equally apply to Parastatal Bodies, Local Authorities and the Rodrigues Regional Assembly, wherever relevant.

Experience for Graduates in the Public Sector

10.45 In view of the current market situation in the country regarding graduates, we are making a special recommendation for graduates with specific qualifications to gain experience in the public sector and improve their employability.

Recommendation 14

10.46 We recommend that the Authorities consider the advisability of recruiting graduates with specific qualifications on a fast track basis to assist organisations as well as enable graduates to acquire experience in the public sector for a period of two years. During their internship, they may be paid an allowance equal to three increments less than the initial salary of the salary scale recommended for the relevant grades. These graduates may thereafter be given consideration for appointment to posts where they are qualified in their respective fields subject to satisfying the criteria of Public Service Commission/Local Government Service Commission/any other recruiting body.

Trainee Grades in the Public Sector

Recommendation 15

10.47 We recommend that the Authorities should consider the advisability of enlisting the services of trainees, over and above establishment, in entry grades requiring at least the Cambridge Higher School Certificate or equivalent, wherever the need is felt in the public sector, in order to ensure that candidates with the right skills and competencies are subsequently appointed to the relevant grades. During the period of traineeship, trainees should undergo a period of training at the Civil Service College, Mauritius or at any other approved institutions and be paid a monthly allowance equivalent to two thirds of the initial salary recommended for the relevant grades. The Ministry of Civil Service and Administrative Reforms should, after consultations with parties concerned, identify areas where such trainees are required and set up schemes for the mode of enlistment and the terms and conditions of enlistment.

11. RECRUITMENT AND PROMOTION

- 11.1 Recruitment, as a human resource management function, refers to the overall process of hiring, selecting and appointing the suitable and best qualified candidates with the ideal mix of competencies for a job vacancy. It is the cornerstone of the whole personnel structure. It is all important so as to fill in the vacancies and also to have the appropriate number of officers in an organisation to enable the latter to deliver on its mandate efficiently and effectively.
- 11.2 It is apparent that recruitment is a key mechanism, underpinning good government and embracing good management practice, which requires a highly competent people to work for the benefits of the nation in an increasingly competitive global community and in the context of a fast changing society with ever increasing demands. In other words, a country cannot be of high standards and competitiveness regardless of an efficient and effective recruitment.

Legal Framework

- 11.3 With reference to recruitment and selection, the Public Service Commission (PSC), a Constitutional Body, is vested with, under Section 89 of the Constitution, *inter alia*, power to appoint persons to hold or act in any offices in the public service (including power to confirm appointments). Appointment/Promotion is a constitutional prerogative of the PSC. Likewise, other bodies vested to carry out appointment/promotion in the public sector are:
- (i) the Disciplined Forces Service Commission for offers in the disciplined forces;
 - (ii) the Judicial and Legal Service Commission for judicial and legal offices;
 - (iii) the Local Government Service Commission for posts in the Local Government Service; and
 - (iv) Boards of Parastatal and other Statutory Bodies for posts in parastatal organisations.
- 11.4 The objectives of the Commissions are to:
- (i) identify and appoint qualified persons with the drive, skills and attitude for efficient performance;
 - (ii) safeguard the impartiality and integrity of appointments and promotions in the Civil Service and to ensure that these are based on merit; and
 - (iii) take disciplinary action with a view to maintaining ethical standards and to safeguarding public confidence in the public service.

Delegation of Power of Appointment

- 11.5 Section 89 (2) (a) of the constitution empowers the Commission to delegate, subject to such conditions as it deems fit, any of its powers under this section by directions in writing to any Commissioner of the Commission or to any public officer.
- 11.6 The PSC has been delegating its powers of recruitment to Responsible Officer in respect of many grades, especially in the Workmen's Group and also for recruitment of temporary personnel outside the permanent and pensionable establishment, for examples Project Managers, Resource Persons, Employment on sessional basis or on special schemes and recently the appointment of Medical Officers at the Ministry of Health and Quality of Life. Though the Commission delegates powers of recruitment to Ministries and Departments it, however, remains accountable for such recruitment exercises and has the responsibility to ensure that these are carried out according to the directions and conditions it has set. In case the directions and conditions are not observed, the power delegated to the Responsible Officers may be withdrawn by the Commission.
- 11.7 Broadly, there are two major routes for recruitment to the public service (a) interviews (b) written examination or in certain cases a combination of both. Whatever be the methods, the recruitment system is based on the merit principle and while the potential candidates with the best profiles are called for the selection exercise and the most suitable and meritorious ones are retained and offered appointments in all cases, as mandated by the regulations in force. **First appointment, to pensionable office on permanent basis is on one year probation.**
- 11.8 The recruitment system combines two principles required by the Constitution of our country – the right of every citizen to employment in the Civil Service provided he meets the specific requirements of the vacant position and the recruitment of the best available candidate with the skills and personality required for the Civil Service (the merit principle).
- 11.9 Along this line we recommended in the 2013 Report that the Ministry of Civil Service and Administrative Reforms should devise a civil service Competency Framework which should focus as much on behaviour as on skills so as to ensure consistent high standards which could be used for recruitment purposes. We are maintaining this recommendation.

Recommendation 1

- 11.10 We recommend that the Ministry of Civil Service and Administrative Reforms should devise a civil service Competency Framework which should focus as much on behaviour as on skills so as to ensure consistent high standards which could be used for recruitment purposes.**

Organisation and Recruitment Policy

11.11 Public Sector organisations should make recruitment policy a part of their strategy. It should be well planned and organisations should not just respond as needs arise. A planned and long term approach is mandatory to ensure that organisations meet their long term aims and objectives. Organisations should have a framework for identifying what skills and abilities they need to improve performance and plan what skills they will require in one, two or five years' time to ensure the attainment of their goals. They must have a clear picture of the number of people and the type of skills and abilities they need now and in the future. To that end, a Human Resource Planning (HRP) exercise is important.

Human Resource Planning (HRP)

11.12 HRP is the process that links the human resource needs of an organisation to its strategic plan to ensure that staffing is sufficient, qualified and competent enough to achieve the organisations' objectives. It is the most important managerial function which ensures the right type of people, in the right number, at the right time and place who are motivated to do the right kind of work which results in both the organisation and the individual receiving the maximum long range benefits. In a nutshell, HRP is to ensure the best fit between employees and job.

11.13 Against this backdrop the Bureau is of the view that a HRP exercise should mandatorily be carried out in all organisations. An HR forecast should look ahead at the people implications of organisational strategy. It ensures that supply of people in terms of numbers, knowledge, skills, attitudes and values is matched with demand. In this way it allows organisations to align and integrate people strategies with their strategies.

Recommendation 2

11.14 We recommend that all organisations should mandatorily carry out a HRP exercise so that they can have the right number, qualified and competent people to deliver successfully on their mandate.

11.15 We further recommend that it should be made mandatory for all HR cadre in all public sector organisations to carry out HRP for the rightsizing of their respective staff for better accountability, effectiveness and efficiency.

Promotion

11.16 Promotion is a rise in the status of a civil servant to a position of higher grade which carries greater responsibilities. According to the Public Service Commission (PSC) Regulations, promotion means conferment upon a person in the public service of a public office to which is attached a higher salary or salary scale than that attached to the public office to which the officer was last substantively appointed or promoted.

- 11.17 Generally there are two types of promotion i.e. “class to class promotion” and “grade-to-grade promotion”. The Human Resource Management Manual (HRMM) defines the two types of promotion as follows:
- (i) “class-to-class promotion” means promotion to a rank which entails greater responsibilities of a **different nature** to those previously undertaken and performed; and
 - (ii) “grade-to-grade promotion” means promotion to a higher grade in the same hierarchy which entails greater responsibilities of the **same nature** to those previously undertaken and performed.
- 11.18 Currently, a “class-to-class promotion” is effected invariably through a selection exercise while a “grade-to-grade promotion” is determined on a case-to-case basis with the mode of promotion clearly stated in the relevant schemes of service. We are, in this Report, maintaining the present provision.

Recommendation 3

11.19 **We recommend that:**

- (a) **“class-to-class promotion” should continue to be invariably made on the basis of selection; and**
- (b) **“grade-to-grade promotion” should continue to be determined on a case-to-case basis with the mode of promotion explicitly stated in the relevant schemes of service.**

11.20 **We also recommend the following promotion framework as guidelines for determining promotion procedures:**

- (a) **for grades at lower levels, where physical and technical skills can be developed through long practice and for grades with duties of same nature requiring mainly increased experience for the performance of the job, promotion could be made in the normal course on the recommendation of the Supervising Officer;**
- (b) **for jobs at the middle level, where some decision-making ability, leadership qualities and skills on the job are required, seniority alone should not be depended upon but that, along with seniority, merit must be given due weight and attention;**
- (c) **for jobs at higher levels, such as first in command or second in command, appointment should be made by selection from suitable and qualified candidates at the appropriate levels from the same cadre or from another cadre that has branched out from the main cadre;**
- (d) **the selection exercise, both for middle and higher levels, should not necessarily be a competitive examination but could consist of an assessment of training received and experience; length of**

- service; an oral examination; a performance test; a factor based on recorded service ratings; a factor based on formal in-service training courses successfully completed; a written objective test; or any combination thereof;
- (e) where a selection exercise has been made for one of the levels of a cadre, appointment to the next grade could be made on the basis of recommendation by the Supervising Officer, i.e. in a cadre of four levels or more, selection could be made for the first and third levels or for the second and fourth levels, e.g. if an Assistant has been chosen through selection, the Deputy could be appointed on the basis of seniority and merit. This should not preclude selection at two successive levels where the need is felt;
 - (f) where the duties to be performed at the next higher level are of a different nature requiring additional competencies (e.g. managerial or leadership skills) or additional qualifications, the Supervising Officer may resort to selection to fill the vacancies at successive levels irrespective of whether the previous level was filled by promotion or selection; and
 - (g) where the duties performed at the next higher level require additional ability and competencies and such ability and competencies are not sufficiently available in the cadre or the service, the Supervising Officer may proceed to amend the scheme of service to enable recruitment/selection also from outside the cadre or the service.

Reporting System for Promotion

- 11.21 Since January 2013, the “Report on fitness for Promotion” has replaced the annual Confidential Report and is being used solely as a basis for promotion prospect.

Recommendation 4

- 11.22 **We recommend that the “Report on fitness for Promotion” should continue to be the sole basis used for promotion purposes.**

Effective date of Grade-to-Grade Promotion

- 11.23 The effective date of grade-to-grade promotion, at present, takes effect from either: (i) the date of assumption of duty; or (ii) the date the actingship/assignment of duties starts; or (iii) the date of vacancy whichever is the latest, provided in case of (iii) there has been no gap between the actingship/assignment of duties and the date of offer of appointment.

- 11.24 It has been reported by both the Public Service Commission (PSC) and the Ministry of Civil Service and Administrative Reforms (MCSAR) that the present system of grade-to-grade promotion poses practical problems and hence the Commission is facing difficulties in the implementation of this recommendation, particularly its effect on seniority placing and its bearing on career prospects of officers. It has also been pointed out that this situation has even given rise to various representations/appeals before the Public Bodies Appeal Tribunal (PBAT) in cases as mentioned below:
- (i) officers on sponsored study leave with full pay abroad who are not available at the time of assignment of duties;
 - (ii) officers on interdiction and subsequently reinstated;
 - (iii) officers not assigned duties for one reason or another; and
 - (iv) officers refusing assignment of duties.
- 11.25 We have examined the problems that the Commission had to face and in a bid to overcoming these difficulties and avoiding such cases being referred to the PBAT, the Bureau is making the following recommendations.

Recommendation 5

- 11.26 **We recommend that the effective date of grade-to-grade promotion should be the date of assumption of duty.**
- 11.27 **We further recommend that the effective date of promotion in respect of cases mentioned below should be the date of vacancy or the date on which officers in their respective batches have been promoted for seniority purposes and for pay purposes it should be the date of assumption of duty:**
- (i) **officers under interdiction and subsequently reinstated on being cleared of charges against them;**
 - (ii) **officers who are under report (involved in Police cases) and for whom vacancies have been reserved pending finalisation of their cases and cases against them have been dismissed;**
 - (iii) (a) **officers on scholarship abroad with the approval of the Commission; and**
(b) **officers selected for open scholarship and who are subsequently granted leave with full pay to follow the course;**
 - (iv) **officers on leave without pay subject to provisions of PSC circular No 4 of 1977.**

Age Limit for Entry

11.28 At present, the age limit for entry to the Public Service is 40 years. The age limit as regards employees who join the Workmen's Group is 48 years. **We are maintaining the present position.**

Recommendation 6

11.29 **We also recommend that the minimum age for entry to the public service should continue to be 18 years except where otherwise stated by a provision in the scheme of service.**

12. TALENT MANAGEMENT

- 12.1 Talent Management refers to the anticipation of required human capital for an organisation and the planning to meet those needs to reach its goals. It is an organisation's commitment to recruit, retain and develop the most talented and superior employees available. A highly talented working force has the potential to create value and wealth in organisations. A talent management strategy needs to link to business strategy of the organisation to make sense and to enable it to deliver on its mandate.
- 12.2 Talent Management is an essential element of any strategic human capital management program. For the public sector to sustain and remain an employer of choice, the adoption of a talent management strategy is mandatory. In this context, different components which relate to talent management strategy have been dealt with in this Report. These components comprise Schemes of Service, Recruitment, Promotion, Retention, Performance Management System, Training, Alternative Modes of Employment, Reward Strategies, Flexible Working, and Recognition and Appreciation of Talents, among others.
- 12.3 In this chapter we deal mainly with Recruitment and Retention in the Public Sector. The other components are dealt with elsewhere in different chapters of this Volume.
- 12.4 The demand for better services from citizens compels the public sector to recruit, motivate and retain staff of the right calibre with appropriate competencies and attitudes. Recruitment is costly and the phenomenon of scarcity may be more complex in the public sector on account of the vast array of grades it comprises. We have come up, through our Reports, with an array of strategies to attract and retain people in key areas in the public sector. The use of retention allowances has indeed acted as a tool to either hold off a potential resignation or encourage such employees to defer their decision to leave.
- 12.5 Recruitment, as a human resource management function, is one of the activities that impact most critically on the performance of an organisation. There are several strategies that organisations can and do employ to ensure the existence of the best possible pool of qualified applicants from which they can fill vacancies as and when required. However, once recruited, the staff need to be rapidly and sufficiently motivated such that the organisation does not face another staff shortage in the short or medium term.
- 12.6 To avoid such situations of staff shortage, managements/organisations should ensure that their employees are provided work that make use of their skills and they have large possibilities of promotions, while not being under the constant pressure of poor management style and poor work environment. Incumbents

also leave when they find that organisations are no longer committed to their projects or to innovation or to technological development.

- 12.7 In the past few decades, the country's public service recruitment practices have progressed from permanent and pensionable employment to a mix of permanent and contingent employment and recruitment, on contract, or on part-time basis of professional and technical individuals. Recommendations have been made for making the most effective use of talented nationals from within and outside the organisation to provide the services needed at this stage of the country's development and to allow the public service to keep pace with the innovations already pioneered in other countries of similar historical background as Mauritius. However, it is taking a long time to identify and implement the new and effective strategies and in many cases the inhibiting factor is managerial inertia to innovate and improve working environment.
- 12.8 The lure of the private sector by way of greater monetary benefits, and the resultant need to devise measures to attract and retain talents in government, has been a long standing issue. To this end, various schemes have been devised for implementation at various levels in public sector organisations in spite of the host of benefits that are available for working in the public sector. The previous Reports placed much emphasis on the adoption of employment practices, training schemes, organisational remedies and reward strategies to tackle identified persistent recruitment/retention problems in the public sector. These recommendations still have to undergo continuous refinement to maximise their potential for effectiveness and, at the same time, to minimise the possibility of abuse.
- 12.9 Public Sector Organisations are still having recourse to the four broad categories of measures to tackle identified persistent recruitment/retention problems. These four broad categories are:-

Employment Practices

- Employment on contract and alternative modes of employment.
- Employment on consultancy basis.
- Employment on sessional basis.
- Recourse to Bank of in-service and/or retired officers.
- Employment on a month-to-month basis further to delegation of powers by the Public Service Commission.
- Continuation of service beyond compulsory retiring age in very specialised areas.

Training Schemes

- Sponsoring new recruits to follow courses in very scarce areas.
- Mounting of appropriate courses locally.
- Recruitment under cadetship/traineeship schemes.
- Drastic reduction in the cost of training fees

Organisational remedies

- Redistribution of duties to officers/staff in post.
- Rendering schemes of service more flexible by widening scope of recruitment.
- Waiving of age limit.
- Reviewing and enlarging qualifications requirement.
- Reducing training period wherever and to the extent possible.
- Assigning duties to less qualified but experienced officers.
- Giving special consideration to officers who have performed the duties of the grade.

Reward Strategies

- Improvement of career structures to enhance the scope of promotion.
- Negotiable point of entry in salary scales.
- Grant of non-pensionable allowance.
- Grant of privilege of private practice as a joining-in inducement, subject to certain conditions.
- Grant of enhanced fringe benefits.
- Grant of allowances for performing additional duties.
- Grant of a Special Professional Retention Allowance as a retention measure in specific sectors up to a certain period.

12.10 The above four broad categories of measures resorted to palliate the shortage of staff in the public sector have, so far, been effective tools. However, the issues of recruitment and retention are still among the areas of concern in the public sector in general and more specifically in the Civil Service.

12.11 The Federations of public sector organisations have not made written representations on recruitment and retention problems of scarce grades. However, during consultative meetings held at the Bureau, for this Report, they have strongly drawn our attention on vacancies in several grades that have not been filled or on officers leaving certain grades for others due to unattractive

pay package or difficult working conditions. The Bureau has taken note of such representations and would make appropriate recommendations in the relevant Ministries/Departments/Organisations.

Survey Questionnaire

- 12.12 In the context of this review exercise, a new survey was carried out by the Bureau in June/July 2015 to gauge the effectiveness of the 2013 PRB Recommendations and address reported shortcomings on persistent Recruitment and Retention problems in the Public Sector. A survey questionnaire was despatched to all Heads of Ministries/Departments, Parastatal and Other Statutory Bodies, Local Authorities and the Rodrigues Regional Assembly to collect relevant data for the three years 2012 to 2014. Furthermore, the issue was lengthily discussed and deeply explored during the numerous consultations with Staff Representatives and Management in the context of the overall review exercise.
- 12.13 The response rate for the questionnaire was good with a return of 60.7 % for the Civil Service, 46.2% for Parastatal and Other Statutory Bodies and 58.3% for Local Authorities. The Rodrigues Regional Assembly did not respond to our survey. We assume that those who have not responded to the survey do not have serious Recruitment and Retention problems.

Survey Findings

- 12.14 As a matter of policy, we have kept the same vacancy rate framework for the presentation of the survey results in separate tables for the Civil Service, Parastatal and Other Statutory Bodies, and Local Authorities. In other words, we have again considered entry grades and promotional entry grades requiring degree/professional or technical qualifications that have continuously registered a vacancy rate of above 20%. Vacancy rate here refers to the number of vacant posts as a percentage of established posts.
- 12.15 The findings are as shown at tables I, II and III below:

Table I - Vacancy Rate in Grades requiring Degree/Professional/Technical Qualification in the Civil Service

Ministry/Department	Grade	Establishment Size as at January 2014	Vacancy Rate (%) as at January 2014
Employment Relations Tribunal	Shorthand Writer	3	33
Government Printing Department	Machine Minder/Senior Machine Minder	123	25

Ministry/Department	Grade	Establishment Size as at January 2014	Vacancy Rate (%) as at January 2014
Ministry of Finance and Economic Development (Valuation Department)	Government Valuer	19	42
Ministry of Finance and Economic Development (Assessment Review Committee)	Vice Chairperson	2	50
Ministry of Youth & Sports	Technician (Youth and Sports)	4	25
Ministry of Technology, Communication and Innovation (Data Protection Office)	Data Protection Officer/Senior Data Protection Officer	7	57
Ministry of Energy and Public Utilities	Planner/Senior Planner	3	67
Ministry of Education and Human Resources, Tertiary Education and Scientific Research	Educator (Primary) [Modern Chinese]	34	91
Ministry of Public Infrastructure and Land Transport (Energy Services Division)	Electrical Engineer/Senior Electrical Engineer	21	24
Mauritius Police Force	Catering Supervisor	16	69
Attorney-General's Office	State Counsel	36	39
	Senior State Counsel	14	29
	Principal State Counsel	11	73
	State Attorney	16	69

Ministry/Department	Grade	Establishment Size as at January 2014	Vacancy Rate (%) as at January 2014
Ministry of Ocean Economy, Marine Resources, Fisheries, Shipping and Outer Islands	Fishing Boat Inspector (Engineering)	1	100
	Fishing Boat Inspector (Nautical)	1	100
	Petty Officer	2	100
	Principal Marine Engineering Surveyor	1	100
	Marine Engineering Surveyor	3	100
	Nautical Surveyor	3	67
Ministry of Housing and Lands	Town and Country Planning Officer	9	33
	Housing Development Officer	3	67

Table II - Vacancy Rate in Grades requiring Degree/Professional/Technical Qualification in the Parastatal and other Statutory Bodies

Organisation/Department	Grade	Establishment Size as at January 2014	Vacancy Rate (%) as at January 2014
Mahatma Gandhi Institute	Educator (Secondary) (Mandarin)	4	25
	Educator (Secondary) (Plumbing and Pipe Fitting)	2	50
	Technician	3	67
	Assistant Technician (Printing)	5	80

Organisation/Department	Grade	Establishment Size as at January 2014	Vacancy Rate (%) as at January 2014
National Computer Board	Information Security Consultant	6	33

Table III - Vacancy Rate in Grades requiring Degree/Professional/Technical Qualification in the Local Authorities

Organisation/Department	Grade	Establishment Size as at January 2014	Vacancy Rate (%) as at January 2014
Municipal Council of Beau Bassin/Rose Hill	Safety and Health Officer/ Senior Safety and Health Officer	1	100
Municipal Council of Port Louis	Civil Engineer	2	100
Municipal Council of Vacoas/Phoenix	Attorney	1	100

General Observations

- 12.16 A scrutiny of the survey results, as depicted above, compared to those of the previous reports clearly reveals that there has been a net improvement of the scarcity situation. For cases where the establishment size is only a few posts and all of them have not been filled, the vacancy rate of 100% may seem high but has to be viewed and measured in its true perspective. Many organisations have submitted a nil return. The measures recommended by the Bureau and implemented by the relevant authorities and organisations have, therefore, been efficient and effective in easing and curbing the problem of scarcity. In the appendix to this chapter, we comment in more details on the results of our survey regarding the grades that have registered a vacancy rate of above 20%.
- 12.17 Organisations having recruitment and retention problems have had recourse to several strategies to have the required talented workforce to enable them to deliver on their mandate. To palliate the shortage of staff, organisations have resorted to headhunting, redistribution of duties, working on Saturdays/Sundays or outside normal working hours, payment of high monthly fees, setting up of

Bank Schemes of officers, making use of supply officers, making internal arrangements among existing officers in the cadre, using lower grade officers that are qualified and hiring services of private individuals on an *ad hoc* basis whenever required, among others.

- 12.18 Suggestions have also been made by some organisations for an improvement of the situation by providing career guidance to students in educational institutions, upgrading the entry qualifications for certain grades, running training courses both in-house and outside the organisations, providing good working environment and well defined career paths/opportunities and recruiting candidates from university students together with an offer of sponsorship in the required field. Many organisations have remarked that advertising posts with all attached fringe benefits have helped a lot.
- 12.19 It is worth mentioning that certain parastatal bodies have reported that their respective Board could not find suitable candidates although there is no dearth of qualified professionals in the job market. Others have, however, reported that they had problems of selection because of so many overqualified candidates applying for same posts.
- 12.20 It has also been observed that there is a complete absence of measurement of Talent Management strategy execution in terms of organisational performance results using the levers of performance, learning and leadership, among others. Measurements would show how Talent Management Strategy adds value to the organisational strategy and the extent Talent Management initiatives link to achieving organisational goals.
- 12.21 Consultation feedback indicates that the Bureau's recommendations have impacted favourably in resolving, to a large extent, the problem of scarcity. While the individuals, unions and federations have stressed that there are many overqualified officers recruited in their grades and cadres, management of public sector organisations including parastatal bodies and local authorities have expressed that there are no great difficulties in filling vacancies generally, except for a very few. Many qualified people in different fields have either recycled themselves or simply changed career because of the job market realities until they are enlisted in an appropriate job thereby inflating the staff turnover rate in many organisations.
- 12.22 Articles from the press and the media in general, however, claim that there is a "qualification inflation" in the country and there is also a mismatch of qualifications held by job seekers and the qualifications required in the job market. Although it is for the relevant tertiary authorities to address such issues, which according to reports have already started, we can safely say that recruitment and retention problems in the public sector would soon be something of the past. We are, however, not reviewing our staff retention policies to allow organisations to remain competitive and flexible. We are,

therefore, maintaining our present recommendations until the next report for the few scarcity cases surveyed.

Recommendation 1

12.23 We recommend that:

- (i) **Ministries/Departments/Organisations facing prolonged difficulties in certain grades to recruit and retain officers, should again, after this review exercise, re-advertise vacancies in the scarce grades on the basis of the new remuneration package highlighting all the attached fringe benefits;**
- (ii) **the notification of vacancies for the scarce grades should be re-drafted to include and emphasize all the attached fringe benefits such as duty free exemption on car, travel grant, passage benefits, allowances, etc;**
- (iii) **the MCSAR should ensure that an exit interview is effectively carried out for people, in scarce grades, leaving the Public Sector before their normal retirement age;**
- (iv) **the MCSAR should continue to approve allowances or higher than initial entry points or adjustments in salary not exceeding the top salary of the grade (i.e. paying for the qualification of the post holder rather than the salary of the post) subject to the concurrence of the High Powered Committee; and**
- (v) **Ministries/Departments/Organisations should choose the best course of action from the categories of measures mentioned above and the options spelt out at the Chapter on “Employment on Contract and Alternative Modes of Employment” of this Volume and submit their proposed course of action to the MCSAR for approval.**

Enforcement of Bonds

12.24 A bond, for the purpose of this Chapter, is a binding agreement between the government and a public officer sponsored to earn a training or qualification that commits or ties or restraints the public officer to certain obligations. Failure to abide by the obligations automatically leads to enforcement of the clauses of the binding agreement which normally involves a recoup i.e. reimbursement of the expenditure incurred.

12.25 In order to ensure that the public expenditure incurred for earning a training or qualification is not wasted, the public officers are invariably bonded by an amount equivalent to the full cost of the expenditure incurred on them.

12.26 As no demand regarding bonds has been received from the relevant stakeholders in the context of this review, we are bringing no change to the current provision.

Recommendation 2

12.27 We recommend that:

- (i) all trainees recruited should continue to be bonded by an amount equivalent to the full cost of the training expenses incurred on them, and should serve for a minimum period as hereunder:
 - (a) three years if the course duration/traineeship is 12 months or less;
 - (b) five years if the course duration/traineeship is more than 12 months but up to 36 months;
 - (c) seven years if the course duration/traineeship exceeds 36 months; andthe bonded period should start as from the date of enlistment;
- (ii) upon satisfactory completion of the bonded period as outlined above, every bonded officer in scarcity/critical area may, subject to the approval of the MCSAR, be granted up to two additional increments;
- (iii) in case a Ministry/Department requires an officer to serve that particular Ministry/Department at least during the bonded period, the bond must be so worded so as to impose such an obligation upon the officer;
- (iv) in case of abandonment of training or vacation of office before the completion of the bonded period, bonds subscribed in such cases should be enforced in accordance with the following:
 - (a) officers who leave the service to take up employment in the private sector before completing their bonded periods should be made to honour fully the obligations of their bonds within a period of three months as from the date of abandonment of training or vacation of office; and
 - (b) officers, who obtain employment in either another Ministry/Department or any organisation in the Public Sector and the duties in the new Ministry/Department/Organisation are related to the training received, should continue and complete their bonded period in their new employment, subject to the provisions of (iii) above.

Recommendation 3

12.28 We also recommend that:

- (i) all public officers sponsored for training or other courses should continue to enter into a bond/agreement as designed by the MOFED;**
- (ii) bonded officers shall continue to sign a bond together with two sureties;**
- (iii) Ministries/Departments should, in the event of breach of agreement in other cases than those falling under paragraph 12.27(iv)(b) above, enforce bonds and allow bonded officers and sureties to refund the amount in instalments within a maximum period of two years in case of inability to pay in a lump sum; and**
- (iv) only exceptional cases e.g. illness and where the organisation is satisfied that there may be good reasons for waiving of bonds in whole or in part should be referred to the MOFED.**

Recommendation 4

12.29 We further recommend that, regarding the process of bonding and its enforcement, the MOFED should:

- (i) set up clear rules regarding the sureties;**
- (ii) consider each case on its own merit; and**
- (iii) determine whether a refund of bond can be waived or enforced *in toto* or on a pro-rata basis by using the calculation or formula it considers appropriate.**

Appendix

Results of Survey on Recruitment and Retention in the Public Sector

CIVIL SERVICE

1. **Employment Relations Tribunal**
Shorthand Writer

Since the promotion of one of the three Shorthand Writers at the Employment Relations Tribunal in 2012, the post has not yet been filled in spite of a recruitment exercise carried out in February 2014. In fact, no qualified candidate applied for the post and in June 2015 the organisation asked the Public Service Commission to re-advertise the post.

2. **Government Printing Department**
Machine Minder/Senior Machine Minder (Bindery)

The Government Printing Department has reported the grade of Machine Minder/Senior Machine Minder (Bindery) to be scarce as it is unable to fill the required number of vacancies since 2012. Out of the 123 posts on its establishment, it had 91 in 2012, and 92 in 2013 and 2014. Two of them have retired and three have resigned during the past three years. During a recruitment exercise carried out in November 2012 only three officers out of 13 required could be recruited as there was no other suitable candidate. Again, in March 2015 only five out of 15 required could be recruited for the same reason. The organisation is having recourse to “on the job” training of apprentices from the MITD and payment of overtime to existing staff to remedy the situation.

3. **Ministry of Finance and Economic Development**
Government Valuer (Valuation Department)
Vice Chairperson (Assessment Review Committee)

The grade of Government Valuer at the Valuation Department has been reported scarce with a vacancy rate of 42%. Out of the 19 posts on establishment in January 2014 there are only 11 incumbents in post. In fact, two Government Valuers left in 2012 for the private sector and one retired in 2013 before reaching the normal retirement age. No recruitment exercise has been carried out since 1 January 2012 for the grade to fill the vacant posts. The organisation is encouraging officers of lower grades to pursue studies in Valuation to aspire for posts in the professional cadre and proposal has been made to revise the pay package for this grade to attract the right talented people.

At the Assessment Review Committee, one of the two posts of Vice Chairperson is vacant as the candidate recruited in January 2013 left one year later. In fact, during the recruitment exercise held at the Public Service Commission on 19 November 2013, two persons were recruited out of three qualified applicants.

However, one of them left and no exit interview was carried out. It has been proposed to recruit this position on a permanent and pensionable basis rather than the contractual basis to help the organisation to attract the right candidate.

4. Ministry of Youth and Sports
Technician (Youth and Sports)

The Ministry of Youth and Sports reported the grade of Technician (Youth and Sports) as scarce in the last Report with a vacancy rate of 50%. For this Report, the grade is still scarce with a vacancy rate of 25% as only one of the four posts on establishment is vacant. During the last recruitment exercise carried out in April 2012, only one qualified applicant out of two required could be recruited as no potential candidate was available. The work has been redistributed among existing staff and the organisation has proposed for a better pay package to this grade to attract the right talented person.

5. Ministry of Technology, Communication and Innovation
Data Protection Officer/Senior Data Protection Officer (Data Protection Office)

The grade of Data Protection Officer/Senior Data Protection Officer at the Data Protection Office has registered a vacancy rate of 57% as four of the seven posts on establishment are vacant. One officer in this grade left the job in 2013 as he obtained a better remuneration package according to the exit interview carried out. During the last recruitment exercise carried out in June 2014 there were four qualified applicants available for four posts required but the exercise has not yet been completed. Meanwhile, the organisation is having recourse to overtime and redistribution of work.

6. Ministry of Energy and Public Utilities
Planner/Senior Planner

The Ministry of Energy and Public Utilities has reported the grade of Planner/Senior Planner to be scarce with a vacancy rate of 67%. This grade has an establishment size of three and two posts are vacant. During a recruitment exercise carried out in March 2013 two candidates were offered appointment but both declined the offer. In December 2013, another candidate was offered appointment and he also declined the offer. The Ministry is reviewing the scheme of service to re-advertise the post.

7. Ministry of Education and Human Resource, Tertiary Education and Scientific Research
Educator (Primary) [Modern Chinese]

The grade of Educator (Primary) [Modern Chinese] has registered a vacancy rate of 91%. In fact, there are only three officers in post out of 34 on establishment since January 2012. During the last recruitment exercise carried out in August 2012, only one candidate could be recruited due to unavailability of qualified candidates. The Ministry is having recourse to volunteers and

Supply Teachers who are not fully qualified which have helped to alleviate the problem to some extent only.

**8. Ministry of Public Infrastructure and Land Transport
Energy Services Division**

Electrical Engineer/Senior Electrical Engineer

The Energy Services Division of the Ministry of Public Infrastructure and Land Transport has reported the grade of Electrical Engineer/Senior Electrical Engineer to be scarce with a vacancy rate of 24% as there are only 16 officers in post out of an establishment size of 21. Four officers left the grade in 2013 because of various reasons as higher pay, better remuneration package elsewhere, more opportunities for training and development, better working environment, promotion and change of career. However, during the period covered by the survey the required number of officers could be recruited in each of three recruitment exercises carried out which means that there is no dearth of qualified candidates in this field.

9. Mauritius Police Force

Catering Supervisor

The Mauritius Police Force has reported the grade of Catering Supervisor to be scarce with a vacancy rate of 69%. Out of the eight Catering Supervisors in post in 2014, three were promoted Assistant Catering Officer and, therefore, there are only 5 Catering Supervisors in post for an establishment size of 16. During the last recruitment exercise carried out in May 2014, the four funded vacancies could not be filled as the two candidates offered appointment did not accept the offer. The vacancies have again been reported to the Public Service Commission in May 2015. Suggestions have been made for a flatter structure to help the organisation to attract the right talented people.

10. Attorney-General's Office

State Counsel

Senior State Counsel

Principal State Counsel

State Attorney

The Attorney-General's Office has reported the grades of State Counsel, Senior State Counsel, Principal State Counsel and State Attorney as scarce with vacancy rates of 39%, 29%, 73% and 69% respectively. Three State Counsels were promoted in 2013 and one of them passed away in 2014. During recruitment exercises for the period surveyed, seven qualified applicants out of 26 required were recruited in June 2012, eight out of 19 required were recruited in April and November 2013 and five out of 14 required were recruited in October 2014.

For the grade of Senior State Counsel, one officer left the grade in 2014 as he was promoted and no recruitment exercise was carried out for the period

surveyed. As for the grade of Principal State Counsel, one officer was promoted in 2012 and no recruitment exercise was carried out for this grade during the period surveyed.

The grade of State Attorney had only five officers in post in 2014 out of an establishment size of 16. For the last recruitment exercise carried out in April/May 2013 only two officers were recruited out of 13 required. It has however, been remarked that the timing for filling vacancies for the Attorney-General's Office is determined by the Judicial and Legal Service Commission.

11. ***Ministry of Ocean Economy, Marine Resources, Fisheries, Shipping and Outer Islands***

Fishing Boat Inspector (Engineering)

Fishing Boat Inspector (Nautical),

Petty Officer

Principal Marine Engineering Surveyor

Marine Engineering Surveyor

Nautical Surveyor

The grades of Fishing Boat Inspector (Engineering), Fishing Boat Inspector (Nautical), Petty Officer, Principal Marine Engineering Surveyor, Marine Engineering Surveyor and Nautical Surveyor have continued to register high vacancy rates of 100%, except for Nautical Surveyor which has registered a vacancy rate of 67%, for quite a long time. There seem to be no improvement regarding the filling of vacancies in these grades although the establishment size is only a few.

Two attempts have been made to fill the only vacancy in the grades of Fishing Boat Inspector (Engineering) and Fishing Boat Inspector (Nautical). The posts were advertised by the Public Service Commission in February 2011 but no qualified candidates were found. In November 2013, the posts were re-advertised after amendments were brought to the schemes of service but again the Public Service Commission informed that there were no qualified candidates. In July 2015, the Ministry had recourse to employment on contract to remedy the situation.

As for the grade of Petty Officer, which has an establishment size of two, attempts were made by the Public Service Commission to fill the vacancies in June 2012 and April 2013 but on both occasions it did not succeed. The Ministry is having recourse to employment on contract of retired officers under Capacity Building Programme.

For the grades of Principal Marine Engineering Surveyor, which has an establishment size of one, and Marine Engineering Surveyor, which has an establishment size of three, both are vacant since long. The scheme of service for Principal Marine Engineering Surveyor was prescribed in July 2010 but as the grade is promotional for the grade of Marine Engineering Surveyor which

has itself registered a 100% vacancy rate for years, no recruitment could be made. It has to be noted that in spite of four attempts to fill the three posts in the grade of Marine Engineering Surveyor (March 2012, May 2012, April 2014 and December 2014), the Public Service Commission has not been successful due to unavailability of qualified applicants. The Ministry has sought and obtained approval for filling of vacancies under the Capacity Building Programme and expression of interest has been launched in June 2015 to both local and international bidders willing to offer their services.

There is only one officer in the grade of Nautical Surveyor out of an establishment size of three. This grade is reported scarce since the 2003 PRB Report. The vacancies were advertised by the Public Service Commission in May 2012, April 2014 and December 2014 but no qualified candidates applied for the posts. For this grade too the Ministry has sought and obtained approval for filling of vacancies under the Capacity Building Programme and expression of interest has been launched in June 2015 to both local and international bidders willing to offer their services.

12. ***Ministry of Housing and Lands***
Town and Country Planning Officer
Housing Development Officer

The grades of Town and Country Planning Officer and Housing Development Officer have registered vacancy rates of 33% and 67% respectively.

Out of the nine posts on establishment in 2014 only six were filled. One officer left the grade during 2014 for better remuneration package elsewhere and another one resigned in the same year. The duties have been redistributed among officers in post to remedy the situation. Suggestions have been made to disseminate information to school leavers on job prospects in Town and Country Planning and also to include this field in the priority list for award of scholarships.

For the grade of Housing Development Officer, there is only one officer in post out of an establishment size of three. Two officers left the grade in 2012 for better remuneration package elsewhere. During the last recruitment exercise carried out in 2012 only one officer joined the grade and the others declined the offer of appointment. The scheme of service has been amended to widen the fields of study and attract more candidates.

PARASTATAL AND OTHER STATUTORY BODIES AND LOCAL AUTHORITIES**1. Mahatma Gandhi Institute***Educator (Secondary) [Mandarin]**Educator (Secondary) [Plumbing and Pipe Fitting]**Technician**Assistant Technician (Printing)*

The grade of Educator (Secondary) [Mandarin] has been reported scarce with a vacancy rate of 25% as one of the four incumbents in post retired in 2013 and no recruitment exercise has been carried out since then. The duties of the retired officer has been shared among the remaining three Educators to meet the student's needs. Similarly, one of the two posts in the grade of Educator (Secondary) [Plumbing and Pipe Fitting] which is vacant since 2012 has not been filled as no recruitment exercise has been carried out. The organisation is having recourse to temporary employment of Supply Teachers to remedy the situation.

For the grade of Technician, two of the three posts on establishment have remained vacant since 2012 and no recruitment exercise has been carried for the past three years. As no applicant satisfied the required profile, the scheme of service is being reviewed by the Council.

As for the grade of Assistant Technician (Printing), four of the five posts on establishment have been reported to be vacant in 2014. One of the two incumbents in post in 2013 was promoted and no recruitment exercise has been carried out since 2012 due to lack of qualified candidates. The organisation has liaised with the MITD for a list of potential candidates and, in the meantime, it is having recourse to temporary employment of partly qualified officers.

2. National Computer Board*Information Security Consultant*

The grade of Information Security Consultant at the National Computer Board has a vacancy rate of 33% in 2014 and it has a staff strength of four out of an establishment size of six. One of the incumbents in post left in 2013 and following its last recruitment exercise in 2014 the selected candidates refused the offer of appointment because of salary level.

3. Local Authorities*Attorney**Civil Engineer**Safety and Health Officer/Senior safety and Health Officer*

The above three grades were among the grades reported as scarce in Local Authorities in the 2013 Report. However, it should be noted that these three grades have an establishment size of one or two and they have registered a

vacancy rate of 100%. It should also be noted that except for the grade of Attorney, the other two grades are reported scarce in other Local Authorities for this Report.

At the Municipal Council of Beau Bassin/Rose Hill, the grade of Safety and Health Officer/Senior safety and Health Officer has been reported scarce with a vacancy rate of 100% because the only officer in post for an establishment size of one left the organisation in 2013 for better prospects elsewhere and no recruitment exercise has been carried out by the Local Government Service Commission since then.

For the Municipal Council of Port Louis, the two posts in the grade of Civil Engineer are vacant since 2012. The exit interviews carried out with officers leaving their jobs indicate that they left because of the working environment and too much paper work instead of engineering works.

As for the Municipal Council of Vacoas/Phoenix, the grade of Attorney which was reported scarce in the last Report is vacant since 2008. The vacancy has been frozen and no recruitment exercise has been carried out since 1 January 2012. This Local Authority is having recourse to hiring the services of an Attorney on a case to case basis to remedy the situation. Suggestions have been made by the Chief Executive to have this post either on a part-time or contract basis with a better remuneration package for which appropriate recommendations already exist.

13. EMPLOYMENT ON CONTRACT AND ALTERNATIVE MODES OF EMPLOYMENT

- 13.1 Some years back it was conventional to think of employment as full-time but gradually a multitude of novel methods of recruitment has surfaced and the most common, among them, is Employment on Contract which is being resorted to in the interest of economy and efficiency.
- 13.2 In Mauritius we cannot refrain to have recourse to such type of employment to enlist the services of individuals on contract, the more so that provisions exist at Section 89(3)(h) of the Constitution and on approval of the Prime Minister. This particular section stipulates that any office of a temporary nature, the duties of which are mainly advisory may be filled by a person on contract and on non-pensionable terms.
- 13.3 Under this type of employment consideration is given to Mauritian or foreign citizens and retired persons including civil servants to be reemployed on a contractual basis.
- 13.4 Contract employment are, therefore, divided into four function groups:
- (i) Special Advisers who are recruited for their recognised superior wisdom, talent, skills and expertise. Under this category, suitable persons from outside could be outreached in the Government on negotiated salaries/emoluments;
 - (ii) Advisers who are recruited to provide technical assistance to a Minister and to perform duties that are in line with the objectives of Government and the Ministry/Department which they serve;
 - (iii) Officers appointed in posts established under the Constitution or any other local enactment and which are governed by provisions of the relevant legislation, i.e. the Constitution or any other law;
 - (iv) Officers employed in areas where there is a scarcity of required skills, against established posts to perform mostly non-advisory duties; and
 - (v) Retirees from government whose skills, expertise, knowledge that was acquired while in Government service is found to be useful to Government.
- 13.5 Appointment on contracts are, therefore, generally not resorted to for all posts in government but rather to those where incumbents will have to perform assigned tasks for a specific period on the terms and conditions (including remuneration and perquisites) specified in the contract. The need for contract employment particularly arises for, *inter alia*, the following reasons:
- (i) to overcome the problem of shortage of experts or skilled personnel in specific areas;

- (ii) to carry out time-bound special projects, which are not likely to continue;
- (iii) to fulfil mandatory service conditions, as determined by Government from time to time;
- (iv) to ensure availability of most competent, committed, and talented personnel for certain sensitive/specialised jobs; and
- (v) to enlist people for task of a routine nature which needs large number for a specific period and which involves low level of remuneration.

13.6 Established guidelines and procedures governing the terms and conditions of officers employed on contract are outlined hereunder:

- (i) Advisers on contract are appointed under Section 89(3) (h) of the Constitution and with the approval of the Prime Minister. The recommendations made to the Prime Minister for employment on contract by Heads of Ministries/Departments must be channelled through the Secretary to Cabinet and Head of the Civil Service;
- (ii) the salary and terms of conditions of service should be determined with the concurrence of the Ministry of Civil Service and Administrative Reforms (MCSAR) prior to recruitment or renewal of contract;
- (iii) the salary of officers appointed on contract against established posts is normally the salary attached to the established post. The salary of other advisers is generally determined on the basis of pay of existing posts with comparable levels of responsibilities in the public service and in consideration of the officers qualifications and experience. Other relevant factors in determining the pay package are the scarcity value and market value of the desired competency;
- (iv) the other conditions of service of employees on contract save for leave, travelling and car benefits, are in principle, and wherever applicable, in line with what obtains in the civil service;
- (v) officers on contract are not entitled to any annual or sick leave during the first year of contract except retired public officers who have been reemployed on contract or contract officers serving in established posts;
- (vi) in respect of leave, a different scheme applies to them. An officer employed on a contractual basis for a period of one year or more is entitled to leave, for each year of contract, as follows:
 - Annual Leave - 21 working days
 - Sick Leave - 21 working days
- (vii) an Adviser/officer, whose contract of one year duration or more is extended for a further period of less than one year, is entitled to leave on a pro-rata basis;

- (viii) the Annual leave of 21 working days may be taken on and off to cater for brief absences. At the end of each 12 months service on contract, annual leave not taken by an officer may either be cashed or accumulated whereas unutilised sick leave in a particular year would lapse;
- (ix) Advisers/officers on contract do not earn passage benefit during the 21 days annual leave, whether taken or cashed;
- (x) an officer on contract is eligible for end-of-contract gratuity in lieu of pension payable at the rate of two months' salary on completion of 12 months' satisfactory service, if the contract is of duration of up to 12 months or more;
- (xi) in cases where officers are offered employment on contract for shorter duration than one year (not on an assignment basis) and such contract is either extended or renewed and an end-of-contract gratuity is payable on completion of 12 months satisfactory service provided the interval between one contract and the next does not exceed 28 days and the monthly remuneration package of the contract officer does not include the end-of-contract gratuity.

13.7 A perusal of all the above issues linked to contractual employment has been carried out and found appropriate. **We recommend accordingly.**

Recommendation 1

13.8 **We recommend that:**

- (i) **the salary and the conditions of service of officers on contract employment should, as at present, continue to be approved by the MCSAR and while doing so, the concerns of confidentiality and accountability have to be kept in view; and**
- (ii) **the provisions for travelling and car benefits of officers on contract employment should be in line with what is recommended at Chapter 18.2 of this Volume.**

13.9 The salaries of Advisers/Officers employed on contract are usually revised by the Bureau in the wake of a general review exercise and consequently following the publications of the PRB Report 2013 same were revised. However, after the EOAC Report 2013 no provision for salary adjustment for these categories of officers were made though the salary eligibility cut points of certain benefits were reviewed leading to anomalous situations. The issue was referred to the High Powered Committee whereby it was decided that the Bureau has to look into the matter in the context of its 2016 general review exercise. We are therefore making appropriate recommendation to that effect.

Recommendation 2

13.10 We recommend that the salaries paid to Advisers/Officers employed on contract be submitted to the Bureau, through the MCSAR for appropriate adjustment following the publication of the Bureaus' Report on the review of Pay and Grading Structures and Conditions of Service in the Public Sector and the Private Secondary Schools.

Passages to Expatriate Officers on contract

13.11 At present, expatriate officers on contract i.e. those whose permanent residence are not in Mauritius, are eligible on appointment, for the following:

- (a) economy class air passage from the country of permanent residence to Mauritius and back on expiry of contract for self, spouse and up to three dependent children below the age of 21, subject to the following:
 - (i) if the contract is of one year duration and is renewed, passages should be granted after two years; and
 - (ii) for subsequent extension of contract, passages should be granted every two years, unless the contract is extended for a final period of less than two years.
- (b) an allowance to cover the cost of a maximum of 25 kgs of excess luggage by air provided the cost thereof does not exceed the amount that would have been payable had a maximum of four tons (4.5 cubic metres) of baggage been transported by sea, on appointment to Mauritius and on expiry of final contract; and
- (c) a transfer grant equivalent to five percent of his annual salary to cover incidental charges, on expiry of final contract.

13.12 The Bureau has examined the benefits that are given to expatriate officers on contract and is strongly of the view that the present entitlement is appropriate. **We, therefore, recommend accordingly.**

Alternative Modes of Employment

13.13 It is a fact that in many countries resorting to contract employment is very popular and such arrangement enables Management to tap the pool of high calibre people who could not or do not want to make a career in the public service. It also allows people outside the service to serve the country, bring to contribution their expertise to the service of the nation and permit the Departments/Organisations to deal with scarcity problems. To that end, and for a judicious choice of the type of contract that can be entered into, we recommended, in our last Report different patterns of work and types of appointment which are:

Fixed-term Appointments

Fixed-term appointments (FTAs) are appointments which are made for a specified period of time for a specific task or project. Such arrangements are presently being used in the Civil Service only where there is a genuine management need to make an appointment of limited duration, rather than a permanent appointment. For example, the task or project may be of limited duration or there is a short-term need to employ staff for a particular period.

A fixed-term contract of employment may be either full-time or part-time. In the case of a part-time contract, the salaries and other entitlements due to an equivalent full-time staff member apply to the part-time staff member on a proportionate basis.

Casual Appointments

Casual appointments are temporary appointments to meet short-term needs. Departments may use casuals only where there is a genuine management need to employ people for a short period, rather than make a permanent appointment. For example, they may need to cover unexpected increases in workload, maternity leave, prolonged sick leave or to help re-deploy staff in the case of the closure of an office. In general, the maximum length of a continuous casual appointment is 12 months, but it can, of course, be less.

Recurring Temporary Appointments

These are arrangements under which staff are contracted to work for short periods each year. The dates of employment for each year and the number of years for which the employment is offered are agreed in advance and set out in the letter of appointment. Such appointments can be useful when a department needs extra staff at certain periods of the year, for example to cover peak periods of work or to provide back-up when staff are absent on leave and work cannot be held over. The temporary option helps maintain organisational flexibility and may avoid unnecessary workforce adjustment costs particularly overtime.

Employing People to Work at Short Notice

This arrangement allows managers to employ people to work at short notice, usually for short periods at a time. It may be used when a department needs extra staff to cover unforeseen or temporary shortages of permanent staff, or to deal with tasks which occur on an irregular basis. This might include covering prolonged sick absences or annual leave, covering short-term peaks of work or offering work to former members of staff who have retired but would still like to work for short periods.

Stand-by Appointments

This is a more formal arrangement than short notice employment. Under stand-by appointments, people contract to make themselves available for work for short period each year and to accept work whenever they are called upon, subject to an agreed period of notice. The dates of employment for each year, the number of years for which employment is offered and the period of notice before each work assignment are all agreed in advance and set out in the letter of appointment.

Part-time Employment

Part-time employees are those working less than the standard hours (inclusive of lunch time) a day. Because this employment type can increase resource flexibility, it is done by approving requests of existing full-time employees who voluntarily wish to work part-time hours and by staffing more vacancies on a part-time basis.

Specified Period (term) Employment

Term appointments are made for a specific period of time to deal with such things as specific projects, workload fluctuations, and programmes which have sunset funding. Term appointments are also used to deal with organisational change or downsizing.

Recommendation 3

- 13.14** We recommend that Responsible Officers of Ministries/Departments may continue, with the approval of the relevant Service Commissions, to recruit on the basis of the foregoing options laid down at para 13.14 to deal with such situations as appropriate to cope with the problems of scarcity, recruitment and retention and that of fluctuations in workload.
- 13.15** In appropriate cases, such appointments may be made through enlistment of Consultants to provide consultancy services or the engagement of the required human resources to perform specific assignments in conformity with the provisions of the Public Procurement Act.

Recommendation 4

- 13.16** We further recommend that the following measures should continue to be adhered to:
- (i) Responsible Officers of Ministries/Departments should take necessary and appropriate actions for the timely reporting of vacancies to the appropriate Service Commissions.
 - (ii) The Ministry of Civil Service and Administrative Reforms should impress upon Ministries/Departments to remove from their respective votes all post, the existence of which is no longer felt.

- (iii) **Ministries/Departments should keep an up-to-date database of their retired employees who have subject matter knowledge, experience, skills and expertise and whose services may be resorted to, as and when the need arises.**

14. PART-TIME EMPLOYMENT

- 14.1 Work is generally considered part-time when employees are contracted to work for anything less than the basic full-time hours. The term 'part-time worker' refers to an employee whose normal hours of work, calculated on a weekly basis or an average over a period of employment of up to one year, are less than the normal hours of work of a comparable full-time worker.
- 14.2 The concept of part-time employment in the public sector was first introduced by the Bureau in the 2008 PRB Report with the objective of allowing public officers aged 50 years or more (below the level of Deputy Permanent Secretary and not for officers in scarcity areas) to opt for part-time work for the rest of their career, thus, offering them the opportunity of a better balance between working life and family responsibilities, training, leisure or civic activities.
- 14.3 At present, the mode of part-time employment in the public sector, is mainly prevalent in the Local Authorities. Employees in certain manual grades such as Sanitary Attendant, Library Attendant, Village Hall Attendant, and TV Attendant and a few non-manual grades like Sewing Teacher and Asian Languages Teacher are mostly employed on a part-time basis in the District Councils. The Municipal Councils have recourse to part-time workers in the grades of Dressmaking Teacher, Instructor/Instructress or Animateur in Embroidery, Music, Photography, Yoga and Sport. Such employees generally put in between 18 hours and 28 hours weekly.
- 14.4 In our successive Reports, we recommended the following provisions in respect of part-time employment, **which we are again maintaining in this Report:**
- (i) **Heads of Ministries/Departments and Chief Executives of Parastatal Bodies and Local Authorities should be allowed to enlist the services of part-time employees. The recruitment of such employees should, however, be made according to the existing procedures as for full-time employees.**
 - (ii) **All new grades identified that could be filled by part-time employees should be submitted to the MCSAR, which would examine each case on its own merits before submission to the High Powered Committee for approval.**
 - (iii) **Pubic Officers aged 50 years or more holding substantive appointment should be allowed to opt for part-time work for the rest of their career, subject to the exigencies of the service. This provision should not apply to officers of the level of Deputy Permanent Secretary and officers in scarcity areas. Consideration should, however, be given to public officers (particularly working mothers), although below 50 years, who would wish to avail**

themselves of the above recommendations to attend to family obligations.

- (iv) The pay for part-time workers should, in principle, continue to be on a *pro-rata* basis, i.e., a proportion of the full-time rate of pay appropriate to the net number of hours worked. For serving officers opting for part-time working, the pay should be the salary point drawn, on a *pro-rata* basis, at the time of exercising the option and the officer should be allowed to continue to be eligible to earn the annual increment.
- (v) The advice of the Pay Research Bureau should, invariably be sought through the Ministry of Civil Service and Administrative Reforms for pay determination, once the mode of operation of part-time working of any grade has been determined by any public sector organisation.
- (vi) For pension purposes, any period of part-time working for officers holding substantive appointment should be reckoned as pensionable service but on a *pro-rata* basis.

Conditions of Service

- 14.5 With regard to conditions of service, they should, in principle, be in line with those recommended for part-time employees in this Report. We reproduce hereunder the salient ones.

Annual Leave for Part-time Employees

- 14.6 A part-time employee, who has been in continuous employment for a period of 12 consecutive months, should be entitled to 14 working days of annual leave in the case of part-time work that covers five days or more in a week. In the case of part-time work of less than five days a week, the number of annual leave should be pro-rated. A day of leave is reckoned as the day or part thereof the employee is expected to be on duty.

Sick Leave for Part-time Employee

- 14.7
- (i) A part-time employee, who has been in continuous employment for 12 consecutive months and who in principle puts in less than 40 hours of work weekly, should continue to be eligible for sick leave on a *pro-rata* basis depending on the number of hours of work per week based upon the principle of 12 working days' sick leave annually for a 40-hour working week.
 - (ii) Sick leave unutilised at the end of the year out of the annual entitlement of 12 working days, up to a maximum of six days, should be paid in cash each year at the rate of 1/22 of the monthly salary per day.

- (iii) the refund of unutilised sick leave in respect of a part-time employee who puts in less than 40 hours of work weekly should be computed on a *pro-rata* basis depending on the number of hours of work per week.

15. RETIREMENT AND RETIREMENT BENEFITS – PENSION SCHEME FOR THE PUBLIC SECTOR

Introduction

- 15.1 Retirement benefit is a monthly payment to an officer who has retired from work. A pension is payable to the officer who has retired from regular employment, paid by the state arising from the person's former employment or the product of investment in a personal or stakeholder pension scheme.
- 15.2 In the context of the 2008 PRB Report, a major reform was brought to the Public Sector Pension Scheme i.e. a single modified Defined Benefit (DB) Pension Scheme was introduced whereby, (a) a single contributory pension scheme has been implemented for all public officers, (both current and future) and (b) transitional measures have been recommended for officers in post as at 30 June 2008 to secure their existing pension rights in conformity with the constitutional provision and to ensure acceptability.

Contribution

- 15.3 We are maintaining the present provisions regarding contribution and recommending accordingly.

Recommendation 1

- 15.4 **We recommend that the present provision regarding contribution be maintained as follows:**
- (i) all employees under the Defined Benefit (DB) Pension Scheme set in 2008 PRB Report should contribute at the rate of 6% of their pensionable emoluments rounded to the nearest rupee; and**
 - (ii) trainees, students, cadets or apprentices recruited under traineeship, studentship, cadetship or apprenticeship scheme should contribute at the rate of 3% of their emoluments rounded to the nearest rupee.**
- 15.5 **The employee pension contributions, the taxable element thereon, as well as all the other changes in pension provision have been taken into account in arriving at the salaries recommended for the different grades.**

Refund of Contribution

Recommendation 2

- 15.6 **We recommend that a Public Sector employee should continue to be refunded 100% of his contribution together with compound interest at the rate of 4% per annum, in the event the employee leaves or otherwise ceases to be in the Public Sector and no portable benefit is transferable and no pension, gratuity or other allowance is payable for him in respect**

of his past service in the public sector, provided he has effectively contributed to the modified Defined Benefits (DB) Pension Scheme for a year or more.

Retirement Age

- 15.7 (i) Subject to the transitional provision as at **Annex**, the normal retirement age of a public officer holding a pensionable office is 65 years. However, officers have the right to retire at the age of 60. On the approval of the relevant Service Commissions, the officer may retire at the age of 55, or in the case of overmanning, at the age of 45.
- (ii) Management may, where physical fitness is an essential requirement for the proper performance of the duties, require any officer who opts to work beyond the age of 60 to undergo a yearly medical examination to certify his fitness for continued employment.
- (iii) A member of the Disciplined Forces or an officer of the Correctional Youth Centre or the Rehabilitation Youth Centre who, on attaining the age of 60, opts to work beyond that age is required to undergo a yearly medical examination to certify his fitness for continued employment.
- (iv) The normal retirement age for Judges is 67 years.
- (v) A public officer may retire on medical ground (irrespective of length of service or age) or may be made to retire compulsorily in the interest of the Public Service, or on abolition of office, or for the purpose of facilitating improvement in an organisation.
- (vi) A female officer reckoning five years' pensionable service may retire on ground of marriage, irrespective of age.
- (vii) A member of the Disciplined Forces or an officer of the Correctional Youth Centre or the Rehabilitation Youth Centre may retire on proportionate pension after 25 or 28¾ years' pensionable service, as appropriate, irrespective of age.
- 15.8 Since the present provision regarding retirement age is in force till June 2018, we are maintaining the same provision as any amendment may entail legal implications.

Recommendation 3

- 15.9 We recommend that the above provisions regarding retirement age be maintained.**

Accrual Rate and Qualifying Period for officers appointed on or after 01 July 2008

- 15.10 (i) The amount of pension is computed at the rate of 1/690th of pensionable emoluments on retirement for every month of pensionable service, subject to a maximum of 460/690th.

- (ii) The normal qualifying period to benefit from full pension for public officers other than those at paragraphs (iii) and (iv) below holding pensionable office is $38\frac{1}{3}$ years (460 months) of pensionable service.
 - (iii) Members of the Disciplined Forces or officers of the Correctional Youth Centre or the Rehabilitation Youth Centre, after completing $28\frac{3}{4}$ years of pensionable service, are granted an enhanced pension at the rate of $\frac{1}{414}$ th of pensionable emoluments for each additional month of service, which enables them to qualify for full pension after $34\frac{1}{2}$ years of service.
 - (iv) Members of the Medical and Dental professions are entitled to pension at the rate of $\frac{1}{621}$ st of pensionable emoluments thus qualifying them for full pension after $34\frac{1}{2}$ years of pensionable service.
 - (v) Members of the Judiciary (Chief Justice, Senior Puisne Judge and Puisne Judge) qualify for pension at the rate of $\frac{1}{460}$ th of their pensionable emoluments, subject to a maximum of $\frac{460}{460}$ th.
 - (vi) A female officer, reckoning not less than five years' pensionable service, retiring on grounds of marriage qualifies for a gratuity of an amount equivalent to 18% of the last monthly salary times number of months of pensionable service, subject to a maximum of one year's pensionable emoluments.
- 15.11 Representations have been received from officers of the Engineering, Architect – Quantity Surveying Cadres to the effect that, since they join the public service late due to long years of study, they be allowed to buy remaining years of pensionable service in order to enable them to qualify from full pension.
- 15.12 Provisions pertaining to the above were made in the 1998 PRB Report. However, due to difficulties encountered in its implementation, the provision was withdrawn in the 2003 PRB Report.
- 15.13 We have analysed the issue anew in the context of this Report and the following were observed:
- (i) With the extension of retirement age from 60 years to 65 years, most officers would complete $33\frac{1}{3}$ years of service at retirement age;
 - (ii) Changing eligibility for full pension would entail an actuarial study in respect of accrual rate; and
 - (iii) Possibility exists for any officer to have recourse to a private pension scheme.
- 15.14 In light of the foregoing, the Bureau cannot accede to the above request and is maintaining the present provisions.

Recommendation 4

15.15 We recommend that the provision regarding accrual rate and qualifying period for officers appointed on or after 01 July 2008 be maintained.

Pension on Early Retirement for Entrants after 30 June 2008

15.16 On early retirement (after age 55 and before age 65), the annual rate of pension payable, which is 12/690th of the salary received in the last full year of employment is reduced by 2.5% a year.

15.17 The rate of pension is not reduced when an officer is retiring on grounds of marriage, on medical grounds and in case of abolition of office and re-organisation.

Recommendation 5

15.18 We recommend that the provision regarding pension on early retirement for those entrants who join after 30 June 2008 should be maintained.

Transitional Provision – Retirement Age

15.19 A public officer in post as at 30 June 2008 has to compulsorily retire as per Table I. The age at which they may retire with or without the approval of the relevant Service Commission are as per Tables II and III respectively. Members of the Disciplined Forces or officers of the Correctional Youth Centre or the Rehabilitation Youth Centre in post as at 30 June 2008 benefit from the early retirement scheme in force prior to 01 July 2008. The arrangements for early retirement for officers in post as at 30 June 2008 are maintained.

Recommendation 6

15.20 We recommend that:

- (a) the normal retirement age of officers in post as at 30 June 2008 as recommended in 2008 Report, be gradually raised from 60 to 65 years in accordance with Table I.**
- (b) the optional retirement age of officers in post as at 30 June 2008 (i.e. the age at which officers can leave the service without seeking permission) as recommended in 2008 Report be gradually raised from 55 to 60 years in accordance with Table II; and**
- (c) the retirement age of officers (who retire with the approval of the relevant Service Commission) in post as at 30 June 2008 as recommended in 2008 PRB Report be gradually raised from 50 to 55 years in accordance with Table III.**

15.21 Tables I to III are given at the end of this Chapter.

Transitional Provision – Accrual Rate

15.22 The retirement benefits of public officers in post as at 30 June 2008 is computed on the basis of the provision in force prior to the coming into effect of the modified Defined Benefit (DB) Pension Scheme.

Recommendation 7

15.23 We recommend that the retirement benefits of public officers in post as at 30 June 2008 should continue to be computed on the basis of the provision in force prior to 01 July 2008.

Discounted Salaries for officers not opting for Pension Reforms

15.24 For officers, who did not opt for the pension reforms on 01 July 2008 but instead opted for the pension arrangements in force prior to the coming into effect of the 2008 PRB Report, the new salary structures recommended are implemented at a discounted rate and these officers are eligible for 92% of the salary recommended. We are maintaining this arrangement.

Recommendation 8

15.25 We recommend that the provision regarding discounted salaries at the rate of 92% of the recommended salary for officers who did not opt for pension reforms on 01 July 2008 be maintained.

Abolition of Office and re-organisation

15.26 Presently, in case of abolition of office and re-organisation, an officer is granted an additional pension at the annual rate of one sixty ninth of his pensionable emoluments for each completed period of three years' pensionable service provided that:

- (a) the addition does not exceed twenty three-one hundred and thirty eighths; and
- (b) the addition together with the remainder of the officer's pension does not exceed the pension for which he would have been eligible;

if he had continued to hold the office held by him at the date of his normal retirement.

15.27 However, for an officer in post as at 30 June 2008, the additional pension is computed at the annual rate of one sixtieth of his pensionable emoluments for each completed period of three years' pensionable service provided that the addition does not exceed ten sixtieths and the addition together with the remainder of the officer's pension does not exceed the pension for which he would have been eligible if he had continued to hold the office held by him at the date of his normal retirement.

Recommendation 9

15.28 We recommend that the present pension provisions governing officers in the case of abolition of office and re-organisation should be maintained.

**Other Provisions Governing Retirement and Retirement Benefits
Pensionable Emoluments (Reverted Officers)**

15.29 At present the retirement benefits of a public officer, who has been appointed to act in or has been assigned duties of a higher office by the appropriate Service Commission or through delegation of power conferred by the Public Service Commission and retires or is subsequently reverted to his substantive office, is computed on the prevailing pensionable emoluments of the office to which he was appointed to act or assigned duties provided that:

- (a) he has been performing the duties of the office for a continuous period of at least two years or an aggregate period of at least two years within a period of three years;
- (b) his reversion to his substantive office was not the result of inefficiency or misconduct; and
- (c) at the time of retirement or reversion he had reached the age of 55 (or for an officer in post as at 30 June 2008 he had reached the age at which an officer may retire with the approval of the relevant Service Commission as specified at Table III).

15.30 The retirement benefits of a public officer, who has been appointed to act in or has been assigned the duties of a higher office by the appropriate Service Commission or through delegation of power conferred by the Public Service Commission and is drawing part of the Acting Allowance and retires or is subsequently reverted to his substantive office, is computed on the basis of the aggregate earnings (i.e. the salary of the substantive post plus any Acting Allowance drawn) provided the conditions set out at paragraph 15.29 above are satisfied.

Recommendation 10

15.31 We recommend that the present mode of computation of retirement benefits of reverted officers should be maintained.

Pensionable Emoluments (Reverted Officers in position of Accounting Head/Chief Executive)

15.32 At present the retirement benefits of a public officer who has been appointed to act in or has been assigned the duties of:

- (a) a higher office in a position of Accounting Head/Chief Executive, the salary of which office is not less than Rs 95000 a month or
- (b) a higher office than the one at (a) above in the same cadre

by the appropriate Service Commission and retires or is subsequently reverted to his substantive office, are computed on the prevailing pensionable emoluments of the office to which he was appointed to act or the duties which had been assigned to him, provided that:

Either

- (i) he performed the duties of such office for a continuous period of not less than twelve months; and
- (ii) his reversion to his substantive office was not the result of inefficiency or misconduct and at the time of retirement or reversion he had reached the age of 55 (or for an officer in post as at 30 June 2008 he had reached the age at which an officer may retire with the approval of the relevant Service Commission as specified at Table III).

Or

he has successfully served for a minimum period of six months and has reached compulsory retirement age.

Recommendation 11

15.33 We are recommending that the above provision regarding the mode of computation of retirement benefits of retired officers in position of Accounting Head/Chief Executive, except that the salary of the higher office should not be less than Rs 101000 a month.

15.34 We also recommend that an officer who had already qualified for enhanced pension benefits as per previous PRB Reports should continue to be eligible, on a personal basis, for the enhanced pension benefits.

Mobility of Manpower

15.35 In the 2008 and 2013 PRB Reports, the Bureau made provisions for officers to retire on grounds of facilitating mobility (among sectors) and to allow people to take advantage of better prospects outside the service.

15.36 We also recommended that the MCSAR should continue to look into applications for retirement of officers having reached the age of 45 and completed a minimum of 10 years of pensionable service provided that these officers join the local private sector or become self-employed and their replacement can easily be made, that is, there is no dearth of qualified personnel in the field in which they are employed.

15.37 We are, in this Report, maintaining the provision regarding mobility of manpower.

Recommendation 12

- 15.38** We again recommend that to allow mobility between the Public Sector, private sector and International Organisations (of which Mauritius is a member, foreign countries under a scheme approved by Government and member countries of regional organisation like SADC), an officer reckoning a minimum of 10 years of pensionable service and having reached the age of 45 should be allowed to retire with the approval of the relevant Service Commission without foregoing his earned pension benefits. The payment of the benefits accruing to the officer should be deferred till the time the officer attains the age of 55. However, for officers in post as at 30 June 2008, the payment of the benefits accruing to the officer should be deferred till the time the officer attains the age at which he may retire with the approval of the relevant Service Commission as specified at Table III.
- 15.39** We further recommend that the Ministry of Civil Service and Administrative Reforms should look into applications for retirement of officers having reached the age of 45 and completed a minimum of 10 years of pensionable service provided that these officers join the local private sector or become self-employed and their replacement can easily be made, that is, there is no dearth of qualified personnel in the field in which they are employed.
- 15.40** In case an officer dies before the age of 55, the payment of benefits accruing to the officer, should be paid to the heirs notwithstanding the age of 55.

Retirement Benefits – Overmanning**Recommendation 13**

- 15.41** The retirement benefits of an officer who is allowed to retire at the age of 45 and above on the ground of overmanning should continue to be computed as if his office had been abolished and should be payable immediately.

Approved Leave and Pension**Recommendation 14**

- 15.42** We recommend that officers who are granted leave without pay should continue to contribute 18% of their salaries to Government in order to have such period of leave reckoned for pension purposes.

Traineeship, Studentship, Cadetship or Apprenticeship

Recommendation 15

- 15.43 We recommend that half of the period of any service in the public service under any traineeship scheme, when immediately followed by appointment in the related grade in the public service, should be reckoned for pension purposes.**

Temporary Appointment and Pension

- 15.44 At present the retiring benefits of an officer holding a substantive post and appointed or promoted to a higher office in a temporary capacity but who is still performing in a temporary capacity on attaining the compulsory retiring age i.e. 65 years in accordance with the provision of this Scheme or the date on which an officer in post as at 30 June 2008 are required to retire compulsorily as per the transitional arrangements is computed on the basis of the annual pensionable emoluments attached to the higher office, provided the higher office does not require an additional qualification for appointment thereto in a substantive capacity.
- 15.45 The retiring benefits of an officer holding a substantive post and appointed or promoted to a higher office in a temporary capacity but who passes away are computed on the basis of the annual pensionable emoluments attached to the higher office, provided the higher office does not require an additional qualification for appointment thereto in a substantive capacity.

Recommendation 16

- 15.46 We are maintaining the above provisions.**

Compassionate Allowance

- 15.47 For officers not on permanent and pensionable establishment, the monthly compassionate allowance payable on retirement is computed as follows:

$$\frac{\text{No of months of service}}{720} \times \frac{\text{Annual Wage}}{12}$$

Salary of an Officer upon Death

- 15.48 A full month salary is paid to the heirs of an officer on his demise, irrespective of the number of days he has been in service during that month.

Gratuity for eligible officers retiring with less than 10 years' pensionable service

- 15.49 An eligible officer retiring with less than 10 years' pensionable service benefits from a gratuity equivalent to 18% of his last monthly salary multiplied by the number of months of pensionable service, subject to a maximum of one year's pensionable emoluments.

Recommendation 17

- 15.50** We are maintaining the provisions regarding Compassionate Allowance, salary of an officer upon death and gratuity for eligible officers retiring with less than 10 years' pensionable service.

Pensionable Value of Rent Allowance

- 15.51** The estimated value of free quarters or rent allowance for pension purposes is presently equated to 10% of initial annual salary of the officer, subject to a maximum of Rs 6050 per annum.

Recommendation 18

- 15.52** We recommend that the estimated value of free quarters or rent allowance for pension purposes should continue to be equated to 10% of initial annual salary of the officer, subject to a maximum of Rs 6350 per annum.

Pensionable Value of Car Benefit**Recommendation 19**

- 15.53** We recommend that the monetary value of the private use of a chauffeur-driven official car and 75% of that monetary value are reckoned for the computation of the retirement benefits of beneficiaries of chauffeur-driven government car (including officers of the same status eligible for an official car and driver's allowance) and self-driven government car respectively.

National Savings Fund

- 15.54** The National Savings Fund provides for the payment of a lump sum to every employee on his normal retirement age or earlier, or on his death. Every employer contributes 2.5% of the basic wage/salary of every employee to the Fund subject to a certain maximum. On retirement, the employee receives a lump sum constituting the contributions on his behalf together with any accrued interest.

Recommendation 20

- 15.55** We recommend that the payment of a lump sum to an employee on the normal retirement age or on early retirement or on his death should be maintained.

Portable Pension Fund**Recommendation 21**

- 15.56** We recommend that the portable benefits of a qualified officer (i.e. an officer who, after having completed at least one year's pensionable service, leaves the Public Service to take up employment in the Private Sector or to become self-employed) are transferred to such

superannuation fund as may be established by the employer who employs him or to such personal pension scheme to which the officer may have adhered to, on his leaving the Public Service. The portable benefits of the officer are computed as if, at the time of leaving the Public Service, he had become eligible for a gratuity under the Pensions Act, corresponding to his length of service.

Mutually Agreeable Retirement Scheme

15.57 The Mutually Agreeable Retirement Scheme allows an officer, aged 50 or more, who would be willing to retire voluntarily, and whom Management would wish to part with, to do so with enhanced retirement benefits as provided for an officer becoming redundant in the case of reorganisation under the Pensions Regulations 1951 whereby the officer is granted an additional pension at the annual rate of one sixty ninth of his pensionable emoluments for each complete period of three years' pensionable service provided that:

- (a) the addition does not exceed twenty three – one hundred and thirty eighths; and
- (b) the addition together with the remainder of the officer's pension does not exceed the pension for which he would have been eligible if he had continued to hold the office held by him at the date of his normal retirement.

Recommendation 22

15.58 We recommend that the above provisions pertaining to the Mutually Agreeable Retirement Scheme be maintained.

Continuation of Service beyond Compulsory Retiring Age

15.59 In 2008 PRB Report we recommended that, up to year 2018, an officer in post as at 30 June 2008 who has attained the compulsory retirement age as per the transitional provision of this Scheme may, with the approval of the relevant Service Commission, be allowed to remain in service beyond the age of 60, but not beyond the age of 65, where Government considers that the continuation of his service is in the interest of the Public Service.

15.60 We highlighted that the continued employment beyond compulsory retiring age was not meant for general application but only for officers of a certain level and in very specialised areas where skills and competencies are in short supply or are not available; and is implemented in a manner that does not cause prejudice to officers in post.

- 15.61 We also recommended that where it was considered that the continued employment of a public officer beyond compulsory retiring age, would be in the interest of the service, the following procedures should be adhered to:
- (i) the Responsible Officer should submit his recommendation to the Prime Minister’s Office for consideration by the High Powered Committee;
 - (ii) the recommendation of the High Powered Committee would be submitted to the Prime Minister for his consideration and approval; and
 - (iii) if the recommendation is approved, the Responsible Officer seeks the approval of the relevant Service Commission and take such other action as may be recommended by the High Powered Committee.
- 15.62 The provision of paragraph 15.57 also applies to officers of the Parastatal and Other Statutory Bodies and Local Authorities.
- 15.63 As regards Parastatal and Other Statutory Bodies where it is considered that the continued employment of an officer beyond compulsory retiring age, subject to the provision of paragraph 15.58, would be in the interest of the service, the following procedures should be adhered to:
- (i) the approval of the Board should be obtained to initiate action, in the first instance, and the Chief Executive Officer of the organisation should submit the request to the parent Ministry;
 - (ii) the Responsible Officer of the Parent Ministry should submit his recommendation to the Prime Minister’s Office for consideration by the High Powered Committee;
 - (iii) the recommendation of the High Powered Committee would be submitted to the Prime Minister for his consideration and approval; and
 - (iv) if the recommendation is approved, the Chief Executive Officer of the organisation should then seek the approval of the Board and take such other action as may be recommended by the High Powered Committee.
- 15.64 As regards the Local Authorities, the following procedures should be adhered to:
- (i) the Chief Executive of the Local Authority should submit the request to the Ministry of Local Government;
 - (ii) the Responsible Officer of the Ministry of Local Government, should submit his recommendation to the Prime Minister’s Office for consideration by the High Powered Committee;
 - (iii) the recommendation of the High Powered Committee would be submitted to the Prime Minister for his consideration and approval; and
 - (iv) if the recommendation is approved, the Chief Executive of the Local Authority should then seek the approval of the Local Government

Service Commission and take such other action as may be recommended by the High Powered Committee.

Recommendation 23

15.65 The present provisions regarding continuation of service beyond compulsory retirement age is maintained.

Enhanced Pension Benefit for a Tour of Duty in Agalega or St. Brandon

Recommendation 24

15.66 We again recommend that any period during which an officer domiciled in the Republic of Mauritius who is required to serve as a public officer in Agalega or St. Brandon should continue to be reckoned as pensionable service at the rate of two times.

New Retirement Date

15.67 We have, under the second column “New Retirement Date” of the annexed tables at the end of this chapter, mentioned the month during which employees opting for the pension scheme would retire if they choose to work up to their retirement date. Evidently, for each employee his date of birth during the month should apply.

Special Provision for officers drawing salary in scales not exceeding Rs 36575

Recommendation 25

15.68 We recommend that public officers in post as at 31 December 2015 who:

- (a) draw salary in a scale the maximum of which is not more than Rs 36575 in the revised 2016 pay structure;**
- (b) attain the compulsory retirement age as per the transitional provision;**
- (c) reckon at least 33 1/3 years of pensionable service;**
- (d) have contributed to the pension scheme for a continuous period of at least 12 months after eligibility for full pension; and**
- (e) have drawn the top salary of the recommended scale for a year notwithstanding additional increments drawn over and above the top salary by virtue of different provisions**

should be granted hypothetically one additional increment for the purpose of determining the pensionable emoluments for pension purposes.

15.69 We further recommend that officers who have retired after 01 July 2008 up to 31 December 2015 and who have not benefitted from the above provision should exceptionally be granted hypothetically one additional

increment for pension purposes provided they satisfy all the conditions laid at paragraph 15.68 above.

Transitional Provision – Retirement Age

Recommendation 26

15.70 We recommend that officers in post as at 30 June 2008 who have opted for pension reforms and whose retirement age has gradually been raised from 60 to 65 years in accordance with Table I should continue to be provided with the option of working beyond 60, should they so wish.

Special Provision for officers in post as at 30 June 2008 who reckon at least 33¹/₃ years of pensionable service

15.71 Following the Pension Reforms in the Public Sector, officers contribute 6% of their pensionable emoluments in line with the new pension scheme. The employee contributions are deducted at source and paid directly to the Consolidated Fund.

15.72 Several representations have been received from various quarters that the one-off payment of 2% of the annual pensionable emoluments for each completed year of pensionable service is insufficient for employees who reckon more than 33¹/₃ years of pensionable service and continue to work up to the normal date of retirement. We have re-examined the issue and it has been revealed that any increase of the one-off payment would be burdensome on the sustainability of the pension fund. We are, therefore, maintaining the recommendation.

Recommendation 27

15.73 We recommend that, as from the date of implementation of this Report, public officers in post as at 30 June 2008 who:

- (a)** attain the new compulsory retirement age as per the transitional provision;
- (b)** reckon at least 33¹/₃ years of pensionable service; and
- (c)** have opted for the Pension Reforms on 01 July 2008 and contributed effectively to the Pension Scheme

should, on retirement, be granted a one-off payment equivalent to (2%) of their annual pensionable emoluments for each completed year of pensionable service beyond 33¹/₃ years of pensionable service as from 01 January 2013.

15.74 We further recommend that a public officer satisfying the conditions at paragraph 15.68 should exercise an option as to whether they wish to be governed by the provision at paragraph 15.68 or at paragraph 15.73.

Early Voluntary Retirement Scheme

Recommendation 28

- 15.75 **We recommend that an officer proceeding on retirement should continue to be given the option to cash in full accumulated vacation leave computed on the officer's retiring salary at the rate of 1/30 of the monthly salary per day provided he retires on the day he would normally have proceeded on leave prior to retirement.**
- 15.76 **We further recommend that on demise of the officer, the total value of accumulated vacation leave be paid to his heir(s).**

Pension Reforms – Defined Contribution (DC) Pension Scheme

- 15.77 In line with Government commitment to pursue reforms of the Pension System in the Public Sector and in view of the long term unsustainability of pension funds, Government considered the implementation of a Contributory Defined Contribution (DC) Pension Scheme for new entrants in the Public Sector in the context of the PRB 2013 Report and the Bureau recommended accordingly. The new scheme was made applicable to officers of the Civil Service, as well as Parastatal Bodies, Local Authorities, the Rodrigues Regional Assembly and Private Secondary Schools.
- 15.78 To drive the reform, there was an imperative need for an institutional set up to work out the details. There were a few meetings with stakeholders' concerned to devise and work out the details regarding the new defined contribution pension scheme. However, the Committee set up is still working on the scheme. We are, therefore, maintaining the recommendation made in the context of the previous Report.

Recommendation 29

- 15.79 **We recommend that the Committee on Pension Reforms under the Chairmanship of the Financial Secretary and comprising different stakeholders including staff members should continue to work out the implementation details of the Defined Contribution (DC) Pension Scheme in the Public Sector including the setting up of a dedicated fund to cater for pension contribution of new entrants.**
- 15.80 The salient features of the Defined Contribution (DC) Pension Scheme are as hereunder:

Contribution

- 15.81 Government contribution into the dedicated Fund will be 12% of employee emoluments. The rate of contribution for new entrants shall be 6% of pensionable emoluments. The employee will have the possibility to increase his contribution.

Contractual Employment

15.82 Consideration would be given to officers employed on a contractual basis to contribute to the Defined Contribution Pension Scheme. Government will not contribute in respect of contractual employees.

Management of Fund

15.83 An Investment Committee comprising representatives of Government, Labour Unions and major stakeholders will be set up to manage the Fund and set the modalities.

15.84 Pending the establishment of a proper regulatory framework, the administration of the Fund will be entrusted to SICOM.

Payment of Lump Sum

15.85 Payment of lump sum will be similar to that in the current arrangements but modalities will be decided by the Committee set up to manage the Fund.

Annex
Table I

**Phasing of Retirement Age from
60 to 65 years over the Period 2008 to 2018**

Month and Year of Birth	New Retirement Date
July 1948	July 2008
August 1948	September 2008
September 1948	November 2008
October 1948	January 2009
November 1948	March 2009
December 1948	May 2009
January 1949	July 2009
February 1949	September 2009
March 1949	November 2009
April 1949	January 2010
May 1949	March 2010
June 1949	May 2010
July 1949	July 2010
August 1949	September 2010
September 1949	November 2010
October 1949	January 2011
November 1949	March 2011
December 1949	May 2011
January 1950	July 2011
February 1950	September 2011

Month and Year of Birth	New Retirement Date
March 1950	November 2011
April 1950	January 2012
May 1950	March 2012
June 1950	May 2012
July 1950	July 2012
August 1950	September 2012
September 1950	November 2012
October 1950	January 2013
November 1950	March 2013
December 1950	May 2013
January 1951	July 2013
February 1951	September 2013
March 1951	November 2013
April 1951	January 2014
May 1951	March 2014
June 1951	May 2014
July 1951	July 2014
August 1951	September 2014
September 1951	November 2014
October 1951	January 2015
November 1951	March 2015
December 1951	May 2015
January 1952	July 2015

Month and Year of Birth	New Retirement Date
February 1952	September 2015
March 1952	November 2015
April 1952	January 2016
May 1952	March 2016
June 1952	May 2016
July 1952	July 2016
August 1952	September 2016
September 1952	November 2016
October 1952	January 2017
November 1952	March 2017
December 1952	May 2017
January 1953	July 2017
February 1953	September 2017
March 1953	November 2017
April 1953	January 2018
May 1953	March 2018
June 1953	May 2018
July 1953	July 2018
August 1953 and thereafter	65 th birthday (1 August 2018 or later)

Annex
Table II

**Phasing of Optional Retirement Age from 55 to 60 years
over the Period 2008 to 2018**

Month and Year of Birth	New Retirement Date
July 1953	July 2008
August 1953	September 2008
September 1953	November 2008
October 1953	January 2009
November 1953	March 2009
December 1953	May 2009
January 1954	July 2009
February 1954	September 2009
March 1954	November 2009
April 1954	January 2010
May 1954	March 2010
June 1954	May 2010
July 1954	July 2010
August 1954	September 2010
September 1954	November 2010
October 1954	January 2011
November 1954	March 2011
December 1954	May 2011
January 1955	July 2011

Month and Year of Birth	New Retirement Date
February 1955	September 2011
March 1955	November 2011
April 1955	January 2012
May 1955	March 2012
June 1955	May 2012
July 1955	July 2012
August 1955	September 2012
September 1955	November 2012
October 1955	January 2013
November 1955	March 2013
December 1955	May 2013
January 1956	July 2013
February 1956	September 2013
March 1956	November 2013
April 1956	January 2014
May 1956	March 2014
June 1956	May 2014
July 1956	July 2014
August 1956	September 2014
September 1956	November 2014
October 1956	January 2015
November 1956	March 2015
December 1956	May 2015

Month and Year of Birth	New Retirement Date
January 1957	July 2015
February 1957	September 2015
March 1957	November 2015
April 1957	January 2016
May 1957	March 2016
June 1957	May 2016
July 1957	July 2016
August 1957	September 2016
September 1957	November 2016
October 1957	January 2017
November 1957	March 2017
December 1957	May 2017
January 1958	July 2017
February 1958	September 2017
March 1958	November 2017
April 1958	January 2018
May 1958	March 2018
June 1958	May 2018
July 1958	July 2018
August 1958 and thereafter	60 th birthday (1 August 2018 or later)

Annex
Table III

**Phasing of Retirement Age
(with the Approval of the Relevant Service Commission)
from 50 to 55 years over the Period 2008 to 2018**

Month and Year of Birth	New Retirement Date
July 1958	July 2008
August 1958	September 2008
September 1958	November 2008
October 1958	January 2009
November 1958	March 2009
December 1958	May 2009
January 1959	July 2009
February 1959	September 2009
March 1959	November 2009
April 1959	January 2010
May 1959	March 2010
June 1959	May 2010
July 1959	July 2010
August 1959	September 2010
September 1959	November 2010
October 1959	January 2011
November 1959	March 2011
December 1959	May 2011
January 1960	July 2011

Month and Year of Birth	New Retirement Date
February 1960	September 2011
March 1960	November 2011
April 1960	January 2012
May 1960	March 2012
June 1960	May 2012
July 1960	July 2012
August 1960	September 2012
September 1960	November 2012
October 1960	January 2013
November 1960	March 2013
December 1960	May 2013
January 1961	July 2013
February 1961	September 2013
March 1961	November 2013
April 1961	January 2014
May 1961	March 2014
June 1961	May 2014
July 1961	July 2014
August 1961	September 2014
September 1961	November 2014
October 1961	January 2015
November 1961	March 2015
December 1961	May 2015

Month and Year of Birth	New Retirement Date
January 1962	July 2015
February 1962	September 2015
March 1962	November 2015
April 1962	January 2016
May 1962	March 2016
June 1962	May 2016
July 1962	July 2016
August 1962	September 2016
September 1962	November 2016
October 1962	January 2017
November 1962	March 2017
December 1962	May 2017
January 1963	July 2017
February 1963	September 2017
March 1963	November 2017
April 1963	January 2018
May 1963	March 2018
June 1963	May 2018
July 1963	July 2018
August 1963 and thereafter	55 th birthday (1 August 2018 or later)

16. PUBLIC SERVICE PENSION

- 16.1 Pension is a privilege which has been earned by the work of an employee over the years. It is survival kit that an employee takes to cater for old age needs. Pension, therefore, is a source of income to retired employees. Pension derived by public sector employees refers to occupational pension and is earned over and above the Basic Retirement Pension (BRP) which is being catered for to all citizens attaining the age of 60, whereas the occupational pension is funded from both the employer and the employee contributions.
- 16.2 Pension derived from past occupation is a recognition of long and loyal service of employee and is rewarded in monetary terms, the computation of which, is on the basis of the number of years of pensionable service and the retiring salary of the employee. The Accountant-General is responsible for the computation of occupational pension for civil servants, while the State Insurance Company of Mauritius (SICOM) generally caters for employees of the Parastatal Bodies and Local Authorities.
- 16.3 In principle, in each general review of pay and grading structures, the average percentage of loss in purchasing power in between two reports, is compensated by way of salary increase. On this basis, the salaries Commissioner, Mr. D. Chessworth in his Report recommended that the pension of retired public officers be recomputed on the basis of revised pensionable emoluments of the relevant grade as from the date of implementation of new salaries. The same policy has, therefore, been adopted after each PRB review. Keeping in view the rationale of such recommendation, we are recommending accordingly.

Recommendation 1

- 16.4 **We recommend that pension of retired public officers should continue to be recomputed on the basis of the revised pensionable emoluments of the relevant grades as from 01 January 2016.**
- 16.5 **Where the pension of a pensioner, recomputed on the basis of the revised salary, works out to less than the pension in payment at 31 December 2015 together with the cost of living allowance payable as from 01 January 2016, where applicable, the pensioner should be allowed to continue to draw the pension he is drawing together with the cost of living allowance.**
- 16.6 **In the event a grade no longer exists but there are still pensioners who belonged to that grade, a hypothetical salary based on the nearest equivalent grade to be worked out by the Pay Research Bureau, should be used. It should be noted that the nearest equivalent grade should not necessarily be a grade in the same organisation.**

- 16.7 The above recommendations should also apply to pensioners of Parastatal and other Statutory Bodies and Local Authorities.**
- 16.8 With the advent of contributory pension scheme with defined benefits introduced in the 2008 PRB Report, the recommended salaries consisted of 6% representing the component for contribution and officers who did not opt to join the scheme were granted 92% of the recommended salary.
- 16.9 However, the pension of public service pensioners were computed on the basis of revised salaries inclusive of the 6% component.
- 16.10 Moreover, in the context of the 2013 Report, representations were received from public service pensioners who have retired since the last 10-15 years to the effect that they are drawing lesser quantum of pension than their counterparts who retired afterwards. This was due to our policy of elongation of salary scales with the initial salary downward extended to reflect market realities, or wherever there has been merger of grades. In this respect, the Bureau made appropriate recommendations to address the issue. We are maintaining these provisions in this Report.

Recommendation 2

- 16.11 We recommend that the pension of public service retirees who have retired from the service prior to 01 July 2003 be adjusted as from 01 January 2016, where applicable, by one additional increment on conversion subject to the top salary of the corresponding grades occupied by the retiree at the time of retirement**
- 16.12 This recommendation is not applicable in respect of officers drawing flat salaries.**
- 16.13 During consultations, it has been submitted that an officer who dies in service, his/her heirs receive only the gratuity, whereas the monthly pension that would have accrued to the officer had he not deceased while in office is not payable to his/her heirs despite the latter having contributed to the pension fund.
- 16.14 This situation causes much hardship and trouble to the bereaved family, especially in the case of a non-working wife with children under age.
- 16.15 We have examined the issue in-depth and we consider that the payment of a reduced pension for a period of one year following the death of the officer could be paid to the bereaved family taking into consideration the contribution made by the deceased to the pension fund and the number of years he devoted to serve the country. We are, therefore, recommending accordingly.

Recommendation 3

- 16.16** We recommend that Government considers the advisability of granting a commuted pension to the heirs of the officer who died while in service at a reduced rate for a period of one year.

- 16.17** The above recommendation will necessitate an amendment to be brought to the different Acts on Pension.

17. E-GOVERNMENT

- 17.1 One of the main thrusts of this Report is the modernisation of the public sector through technological innovation and digitalisation for an enhanced service delivery to meet citizens', non-citizens' and other stakeholders' needs. In this perspective, e-government would play a linchpin role in giving a new drive to the Civil Service. In fact, an optimal use of technology would transform the way in which government functions are developed, organised and executed.
- 17.2 For several decades, the Bureau has been advocating about the need to modernise the public sector through various reforms including e-government initiatives and computerisation of work processes. Since the start of the e-government journey, many projects have been developed and implemented, most of them relating to the delivery of counter services. The realisation of e-government projects in the civil service rests primarily on the Ministry of Technology, Communication and Innovation (MTCI) and Divisions/Parastatal Bodies falling under its *aegis*. In a few cases, organisations have recourse to contractual employment of IT professionals from the private sector to set up, implement and monitor different IT projects/systems.
- 17.3 The Bureau has noted that despite the implementation of various systems in the Public Sector, the adoption of modern technologies seems quite invisible, moving at a slow pace. This fact has been confirmed by our survey findings which are discussed at a later stage in this chapter, and by the observations made by parties concerned during consultations in the context of this Report.
- 17.4 As per Government Programme, the MTCI would come up with a National Technology, Communication and Innovation Strategic Plan 2015-2019 with a view to elaborating strategies to transform Mauritius into an Intelligent and Smart Island. As regards e-Government, Mauritius ranked 2nd in Africa and 76th out of 193 countries as per the United Nations e-Government Survey 2014. Moreover, according to Measuring the Information Society Report 2015, Mauritius positioned 73rd in the ICT Development Index and 1st in Africa. Nevertheless, we strongly view that if the public sector has to keep pace with government's vision, a titanic task has then to be accomplished, in terms of technological innovation and computerisation/ automation of work processes.

Survey on E-Government

- 17.5 The Bureau conducted a general survey on various topics, including E-Government, in July 2015, to gather feedback on our recommendations and to tap the views of our customers on pertinent issues. The findings of the survey has enabled the Bureau to formulate appropriate recommendations geared towards giving a new impetus to the e-government agenda and computerisation/modernisation of a technology-driven public sector.

- 17.6 A survey questionnaire was sent to all Heads of Ministries/Departments, Parastatal Organisations, Local Authorities and Rodrigues Regional Assembly. An overall response rate of 55.7% was recorded.

Survey Findings

- 17.7 The survey findings have revealed, among others, that a few organisations still do not have a website, while 43% of organisations provide online services. Suggestions on how online services could be improved comprise, among others, offering e-payment options, employing the right and qualified candidates in the field, better and faster access to the internet at lower prices, training of staff, provision of better hardware infrastructure, introduction of mobile services through various applications and rendering services more user friendly.
- 17.8 Almost all the organisations who have embarked in a computerisation project have noted a reduction in the overall process time as well as in paper usage. However, we have observed that most of the projects consisted mainly in the computerisation of only part of a system or work procedure. Just a few organisations (3.1%) have adopted an e-Document Management System.
- 17.9 Only 22% of organisations have set up a Committee or Cell which is responsible for spearheading e-government projects, whilst 61% have provided training courses in ICT to their senior officers.
- 17.10 As regards access to e-libraries, 32% of organisations, comprising mainly educational and research institutions, regularly make use of this facility. 43% of respondents provide library or similar facilities to its employees and customers.
- 17.11 In addition to the survey findings, we have observed that many recommendations made with reference to e-government have either not been implemented or implemented partly, including those introduced in previous Reports. We may thus safely infer that e-government and public sector computerisation are not among the priority goals of organisations despite government's objective of graduating the ICT sector to the next level and embedding the use of technology in the day to day life of public servants.
- 17.12 Moreover, following consultation with parties concerned, the Bureau has taken note that the major impediments of spearheading e-government initiatives in the Public Sector, including the automation of work processes are, amongst others, financial constraints; shortage of IT personnel from the Central Informatics Bureau (CIB), and Central Information Systems Division (CISD); lack of IT professionals possessing the desired skills and competencies, resistance from staff to change; absence of an e-culture; inadequate collaboration among departments; and an undefined role on ownership of projects. We further wish to point out that one of the biggest challenges for a successful automation of work processes is an unchanging mindset with respect to the transition from

paper to electronic/virtual transaction coupled with a lack of commitment from Management to spearhead e-government initiatives.

- 17.13 Taking into consideration all the above mentioned impediments, in this Report, the Bureau is coming up with new recommendations with a view to stimulating the setting up of e-government projects as well as public sector computerisation. A few existing recommendations have been scrapped or revisited. In addition, we have taken heed of the digital revolution in this new age, driven by innovations in e-commerce, e-communication and an increased deployment of the internet and web technologies. In this perspective, we are also advocating for the increased use of digital technology for an easier and faster access to information.

Horizontal Applications

- 17.14 We have been recommending in previous reports for the rolling out of the Computerised Registry System, Computerised Personnel System and the Electronic Attendance System. The Bureau has been apprised that there are still many organisations which have not yet set up same. In some places, these systems have been established but are not operational due to technical problems which have been left unsolved or a lack of follow-up from Management or reluctance from staff to use the new system. Moreover, we have been informed that the Human Resource Management Information System (HRMIS) Project, driven by the MCSAR, has taken over the Personnel System. We are, therefore, recommending for the implementation of the Electronic Attendance System and Computerised Registry System.

Recommendation 1

17.15 We recommend that:

- (i) the Computerised Registry System, HRMIS and the Electronic Attendance System should mandatorily be implemented in every Ministry/Department/Organisation by December 2016; and**
- (ii) the MCSAR in collaboration with the MTCl should devise a proper mechanism to ensure that the abovementioned systems are put in place and used effectively in the Public Sector.**

Web Sites

- 17.16 The Bureau has taken cognizance that a few organisations still do not have a website. We consider that in this digital era, it is imperative for every public organisation to have a website where relevant information may be provided to and accessed by customers/clients. Furthermore, in the context of this Report, parties concerned have represented that websites should be more informative and/or interactive, so as to enlist the participation of citizens/customers in expressing their views/comments. We wish to highlight that

recommendations in that direction exist but have not been implemented by many organisations. We are, therefore, maintaining these provisions.

Recommendation 2

17.17 We recommend that every organisation should have a website irrespective of its size, which should be updated at regular intervals.

17.18 We further recommend that websites should as far as possible be informative and interactive in view of promoting interaction between citizens and Government.

Office Automation System (OAS)

17.19 The Bureau has observed through the survey findings that most e-government projects are directed towards the delivery of counter services. Only a few organisations (3.1%) have set up an e-Document Management System whereby the majority of work processes have been computerised. As regards the objective of transforming the work environment into a paperless office, it has remained at the recommendation stage.

17.20 We consider that, if the public sector is to be driven by innovation and technology, it is of critical importance to bring a paradigm shift in the manner of conducting business. The existing traditional manual work processes involving heavy bureaucracy and significant use of paper should give way to an Office Automation System (OAS) comprising an e-Document Management System (e-DMS). Under this setup, documents would be available in electronic form entailing a substantial reduction in paper usage, standardisation of business processes and procedures, saving of time in archiving documents and reduction in administrative costs whilst increasing effectiveness, efficiency and productivity in the public sector as well as promoting an interactive mode of communication with both internal and external customers.

17.21 In addition, the public sector, being one of the largest sectors of the economy, stands to gain from this paradigm shift. The OAS will allow for a greater pervasion of digital technology and improve the working environment, rendering it almost paperless and equipping it with state-of-the-art facilities. However, the successful implementation of such a system will depend, to a large extent, on the mindset of public sector employees as well as the determination and commitment of top management to make things happen.

Driving the change

17.22 Since the beginning of the e-government journey, the spearheading of e-government initiatives has been the responsibility of top management. It has been reported to the Bureau that many e-government projects which had been identified did not materialise owing to a problem of ownership of these projects. With a view to addressing this issue, we are recommending for the setting up of a mechanism which will spur e-government initiatives, spearhead the rolling out of the OAS and foster an e-culture in the whole public sector.

Recommendation 3

17.23 **We recommend:**

- (i) **the setting up of an E-Government and Computerisation Steering Committee at the MTCI, within three months as from the date of publication of this Report, under the Chairmanship of the Chief Technical Officer, representatives of the CIB, IT Security Unit and CISD as well as representative/s of the Ministry of Finance and Economic Development (MOFED), among others, to formulate policies for each Ministry/Department/Organisation regarding computerisation plan and rolling out of the OAS, and modernisation of the public sector through the deployment of IT;**
- (ii) **that each organisation should in consultation with the MOFED, make necessary arrangements for the voting of a budget regarding the setting up and implementation of the OAS and any relevant e-Government initiative or related IT issue; and**
- (iii) **that the e-Government and Computerisation Steering Committee should submit a progress report on a bi-annual basis to the Steering Committee and Public Sector Reforms.**

Training

17.24 For a successful implementation of the computerisation projects, employees should be provided relevant training in IT and use of office technologies as well as new applications. Such training may be provided in-house in collaboration with the Civil Service College and MTCI.

17.25 Moreover, in the last Report, we provided for the MTCI to mount an appropriate training course in IT for Chief Executives and their subordinates, against payment of compensation to those who have followed the said course. We have been apprised that this recommendation has not been implemented. In view thereof, we are making a general recommendation.

Recommendation 4

- 17.26 We recommend that Management of each Ministry/Department/Organisation should make necessary arrangements for the training of its employees in IT, including Chief Executives, in collaboration with the Civil Service College and MTCI.**

Digital Library

- 17.27 Management and Staff Associations have represented that the existing manual mode of having access to information has become outdated, time consuming, inefficient and ineffective, hence impacting adversely on service delivery. Moreover, with the emergence of the knowledge society, the Bureau has received many requests from various quarters for the payment of an allowance on account of Continuous Professional Development.
- 17.28 We have carefully examined the issue in-depth and recognise that rapid advances in information technologies have revolutionised access to information and knowledge, where digital information is substituting print-based information. In this respect, we are advocating for employees/organisations to have recourse to digital or e-libraries for an instant and easier access to information, so as to keep abreast of new trending issues and developments in their sectors of activity. In the public sector, only a few organisations (32%) have recourse to e-libraries, as revealed by our survey findings.
- 17.29 We strongly believe that the public sector should make full use of e-libraries as they enable on-line access to international periodicals, books, research papers, studies, journals, consultancy reports, data and statistical tools, among others. We also acknowledge that access to most of these digital libraries involves additional cost in terms of subscription/membership fees. We are making appropriate recommendations to that effect.

Recommendation 5

- 17.30 We recommend that the MCSAR, in collaboration with the MTCI, should make the necessary arrangements for:**
- (i) Ministries/Organisations to have access to both local and international e-libraries as per their specific requirements; and**
 - (ii) the setting up of a digital library for Government, as a form of a repository for all Government publications, thereby enabling public sector employees to have access to relevant information and databases.**
- 17.31 We further recommend that the MOFED, as a strategic partner in the e-transformation of government, should provide its full support in making the e-library concept a reality.**

Recommendation 6

- 17.32 We further recommend that Responsible Officers should initiate action for the voting of a dedicated budget with regard to expenses involved in having access to the different e-libraries.**

Optimal Use of Infrastructural Technologies

- 17.33 Many representations made in the context of this Report regarding public sector computerisation were geared towards the provision of updated ICT tools and facilities including laptops, tablets, smart phones, PCs, printers and scanners. The Bureau was also requested, among others, to grant internet access to all employees including those operating at lower levels.
- 17.34 We wish to highlight that provisions regarding the abovementioned issues already exist. Concerning the provision of ICT equipment and internet access, same would depend on the organisational needs and available resources. However, we view that in the context of the implementation of the OAS, the right ICT tools would be provided on a more or less individual basis and the use of modern communication facilities be provided. We are maintaining the existing provisions regarding the use of infrastructural technologies.

Recommendation 7

- 17.35 We recommend that:**
- (i) Ministries/Departments/Organisations should, with the assistance of the MTCl, replace or update obsolete ICT equipment and upgrade systems/applications as well as provide state-of-the-art facilities; and**
 - (ii) Ministries/Departments/Organisations should make necessary arrangements to provide e-communication and video conferencing facilities, among others, as a means of communication with the outside world and ensure that such facilities are optimally and judiciously used.**

Recommendation 8

- 17.36 We further recommend that management should:**
- (i) continue to provide ICT equipment and internet access to staff on an individual or pooled basis, depending on organisational needs; and**
 - (ii) to the extent it is possible, provide access to internet through the appropriate IT equipment to employees operating at lower levels.**

18. CONDITIONS OF SERVICE AND BENEFITS

- 18.1 Conditions of Service are an important part of the compensation package of any employee. These may take the form of cash payments or facilities which include, cars, telephone, etc.
- 18.2 As this is an alternative way of increasing the pay package, individuals as well as Unions/Federations have perpetually reiterated their requests for increased benefits or improved condition. We have, therefore, examined same in the light of statutory provisions and international norms. Subsequently, we have recommended accordingly. We have maintained certain benefits or improved same on the basis of needs. The MCSAR is the main implementation arm of the Government and as such it should continue to facilitate and monitor the proper implementation of recommendations related thereto. Any problem concerning interpretation should then be referred to the Bureau.
- 18.3 The conditions of service in the subsequent sections are of general application. Specific conditions are dealt with in the relevant Chapters and Volumes of this Report.

18.1 END-OF-YEAR BONUS

- 18.1.1. End of Year Bonus which was initially paid through the enactment of legislation, has now become, following the recommendations of the 2003 PRB Report, a mandatory part of the conditions of service of employees of the Public Sector.
- 18.1.2. No change has been brought to the provisions that govern the payment of the end of year bonus. These provisions are reproduced hereunder:
- (i) **Public Sector employees including students, trainees or apprentices who draw an allowance instead of salary/wage whether on a monthly or daily basis are paid an end-of-year bonus equivalent to one month's salary;**
 - (ii) **Subject to sub-paragraph 18.1.2(iv) below, employees who reckon less than a year's service and are still in employment on 31 December, except for Supply Teachers and officers in actingship are paid the end-of-year bonus on a pro-rata basis.**
 - (iii) **For employees who retired during the year, the bonus is calculated on a pro-rata basis according to the period in respect of which they have drawn salary and pension respectively. The same principle also applies to employees who were on approved leave without pay during the year and have resumed duty;**
 - (iv) **Subject to sub-paragraph 18.1.2(v) below, employees who were on approved leave with half pay during the whole or part of the year are eligible for that proportion of the bonus which the salary/wage actually drawn during the year bears to the total annual salary/wage;**
 - (v) **The principles that apply to cases where Government employees who joined a Parastatal Body/Local Authority (or vice-versa) or employees of a Parastatal Body/Local Authority who joined another Parastatal Body/Local Authority in the course of the year and are still in employment are as follows:**
 - (a) **those who have not resigned from their previous service are eligible for bonus from the Government and the Parastatal Body/Local Authority or from a Parastatal Body/Local Authority and another Parastatal Body/Local Authority in proportion to their respective periods of service during the year in the two sectors; and**
 - (b) **those who have resigned from their previous service are eligible only for a bonus in proportion to the period of service with their present employer. However, those who resign from the service to join a Parastatal Body/Local Authority or vice-versa as they do not hold a substantive appointment to be able**

to proceed on leave without pay are paid end-of-year bonus in proportion to the respective periods in both organisations.

- (vi) Employees who have resigned from the service to join the private sector or for their own convenience or have been dismissed or are under interdiction are not paid end-of-year bonus. However, employees who are reinstated in their posts may be paid the end-of-year bonus in respect of the period they were under interdiction, subject to the approval of the Supervising Officer.
- (vii) In case of death of a public officer, payment of the end-of-year bonus is effected on a pro-rata basis to the officers' legal heirs.
- (viii) Advisers/Officers whose contract of employment are not renewed or who give the appropriate notice for termination of their employment are paid the end-of-year bonus provided they have served for at least six months in that calendar year in the organisation and the end-of-year bonus was not pro-rated and integrated in their emoluments. The bonus is in proportion to the period served in that organisation and is paid at the end of December of that year.
- (ix) Substitute employees employed "on and off" and paid on a daily basis; resource persons employed on a sessional basis but paid on a month-to-month basis; and persons employed on a sessional basis under a Bank Scheme and who:
 - (a) reckon continuous employment with the employer for a whole or part of the year; and
 - (b) are in employment on 31 Decemberare entitled to a proportion of the bonus which the salary/wage/allowance/fees actually drawn during the year in respect of normal hours of work bear to the total annual salary/wage of the corresponding grade or where there is no corresponding grade, to a proportion of the bonus which the fees actually drawn during the year bear to the total annual fees of an employee who would have worked full-time.
- (x) For officers acting in a higher grade for a continuous period of 12 months, the end-of-year bonus is computed on the basis of aggregate earnings (i.e. the salary of the substantive post plus any Acting Allowance drawn).

End of Year Bonus to officers who have been in actingship in a higher post or assigned higher duties.

18.1.3. Officers who are assigned duties against:

- (a) permanent vacancies;**
- (b) temporary vacancies which would become permanent;**
- (c) temporary vacancies arising from officers proceeding on leave without pay for a period of at least one year; and**
- (d) vice officers who were interdicted for a continuous period of more than one year**

are paid the end-of-year bonus on the aggregate earnings. In case the officer proceeds on approved leave during the calendar year, the end of year bonus is computed on a pro-rata basis, provided the officer had been assigned the higher duties for a continuous period of at least four months in that calendar year.

18.1.4. Supply Teachers who have served for at least six months in a calendar year are paid the end-of-year bonus on a pro-rata basis for that period although they were not in employment on 31 December.

Recommendation

18.1.5. We recommend that the provisions governing the payment of end-of-year bonus be maintained.

18.2 TRAVELLING AND CAR BENEFITS

- 18.2.1 Travelling allowances and car benefits continue to be a major component of the remuneration package. They include refund of travelling for official purposes as well as for attending duty; loan for purchase of vehicles at subsidised interest rate; duty deferred purchases and provision of official cars. They form an important part of the reward package of public officers and employees on contractual employment.
- 18.2.2 It is to be recalled that in 1975, senior officers whose status and duties rendered it essential that they should use their private car for the effective performance of their normal duties were granted loans to purchase a car and were eligible for an all-inclusive travel grant to cover partly the maintenance of running expenses of their car. Such officers were not entitled to claim any refund of travelling expenses incurred on official duty. Other officers travelling by bus to attend duty from home and back were refunded their travelling expenses *in toto*.
- 18.2.3 The “Duty Free Car Scheme” came into existence in the year 1987 and senior officers were able to obtain loan at concessionary rate to purchase a 100% duty-exempted car. Officers who were required, by nature of their duties, to perform extensive field duties were eligible for a 60% duty exempted car (now 70%). On the other hand, the ‘Official Car Scheme’ allowed officers of the status of Permanent Secretary and above to benefit from the exclusive use of a chauffeur-driven car for official use, however, the cost for petrol had to be borne by these officers in case the car was used for private purposes.
- 18.2.4 This scheme has been maintained and improved in the successive reports in order to provide an appropriate remuneration package to public sector employees to sustain proper salary differentials at different levels as well as to ease recruitment and retention problems in scarcity areas whilst officers in other categories continue to benefit from the renewal of their duty remitted car at intervals of five/seven years. The once in a life time scheme and cash in lieu of the grant of duty exempted car were introduced to improve further the travelling benefits.
- 18.2.5 Travelling allowances and car benefits are classified into the following categories:
- (a) chauffeur-driven car for official and private uses;
 - (b) allowance in lieu of services of a driver;
 - (c) self-driven car for official and private uses;
 - (d) 100% duty exemption on a car to certain categories of professionals and senior officers;
 - (e) 70% duty exemption on a car to officers performing extensive field duties; 50% duty exemption on a car;

- (f) enhanced duty exemption and higher engine capacity in case renewal of car is deferred;
- (g) car allowance in lieu of duty exemption;
- (h) travel grant and commuted travelling allowance;
- (i) loan facilities to purchase a duty exempted car/motorcycle;
- (j) loan facilities to purchase an autocycle; and
- (k) refund of travelling expenses by bus.

18.2.6 It can be observed from above that the level of entitlement increases as officers move up the hierarchy – lower grades are eligible for refund of travelling expenses by bus, operational staff at certain salary level qualify for a travel grant; field workers and professionals for duty free facilities and the top executives for a chauffeur-driven car. This has been set in order of positions and responsibilities in the hierarchy or by virtue of their status.

18.2.7 The main considerations which guided us in this Report to maintain the scheme were based, among others, on the quantum of duty exemption as a component in the total reward package of public officers, the motivational factors to facilitate recruitment and retention and the need to contain the fleet of vehicles.

18.2.8 Representations have been received for:

- (a) enlarging the base of beneficiaries for duty exemption facilities;
- (b) the grant of a monthly car allowance to certain categories of officers who are eligible for a 70% duty-exemption once in a career;
- (c) increasing the engine capacity of car;
- (d) shorter duration of renewal periods;
- (e) enlarging the base for allowances in lieu of duty-exempted car;
- (f) a shift from 50% duty-exemption on a car to 70%; and
- (g) an upward review of travel grant/travelling allowance and mileage rate.

18.2.9 We have carefully examined the representations and are making appropriate recommendations in the ensuing paragraphs. While designing the package, care has been taken to ensure that the increasing benefits do not disturb the relativities established through job evaluation and are commensurate with increased responsibilities and accountabilities. This has been particularly catered for at specific salary cut points.

18.2.10 The drastic drop in the price of fuel during the preceding years (2013-2016) as well as the need to maintain the fleet of vehicles at a reasonable level have also been important considerations.

- 18.2.11 We are dealing with “Travelling and Car Benefits” under five main sections, namely: **Duty Exemption; Motor Vehicle/Motorcycle/Autocycle/Bicycle Loans; Travelling Allowances, Travel Grant and Refund of Travelling Expenses by bus; Official Government Car Scheme; and Other Recommendations.**

Section I – Duty Exemption

Duty Exemption Scheme

- 18.2.12 Duty exemption continues to be an important component in the compensation package. The existing conditions of the duty exemption scheme induce beneficiaries to purchase a new (or imported second hand) car each time they are eligible for this benefit even though the car is still in good running condition. However, views have been expressed that the scheme as it is today, not only increases the demand for foreign exchange but is responsible, to some extent, for the daily traffic jam on the main routes.
- 18.2.13 It has also been opined that the integration of car benefits in salary would enhance the reward package of eligible officers whilst staff associations argue that the component of duty-free vehicles in total imports is not significant.
- 18.2.14 It is common knowledge that:
- (i) the government spends heavily in the improvement of the road network and resurfacing of roads which has a bearing on the wear and tear of vehicles;
 - (ii) appreciable number of beneficiaries have opted for the payment of car allowance in lieu of duty exemption; and
 - (iii) duty exempted cars are still in good running condition after use over a period of seven years as most beneficiaries are easily granted a road worthiness certificate for a period of two years over and above the initial period of seven years.
- 18.2.15 In view thereof and given that duty exemption facilities have over the years become an attractive component in the pay package, we are maintaining this scheme by making appropriate recommendations.

Recommendation 1

- 18.2.16 **We recommend that officers in the categories specified at column (A) in the table below should be eligible for:**
- (i) **duty exemption to purchase a car with appropriate engine capacity as specified at column (B)**
- or**
- (ii) **the payment of a monthly car allowance in lieu of the duty exemption as specified at column (C)**

or

- (iii) deferred renewal to purchase a duty exempted car with higher engine capacity or take advantage of enhanced duty exemption as appropriate, as specified at column (C).

	(A)	(B)	(C)						
No.	Salary Level/Category of Officers	Rate of Duty Exemption & Ceiling of Engine capacity of car	Options: Car allowance in lieu of duty exemption as specified at column (B) or higher rate of duty exemption/engine capacity						
1.	Officers drawing a monthly salary of Rs 89000 or more but not eligible for a chauffeur/self-driven car	100% duty exemption on a car of engine capacity up to 1850 cc once every five years.	<p>A monthly car allowance of Rs 9000</p> <p style="text-align: center;">OR</p> <p>deferred renewal with duty exemption on cars of higher engine capacity as hereunder subject to the provisions at paragraph 18.2.17 (d) wherever applicable:</p> <table border="0"> <tr> <td style="padding-right: 20px;">Renewal Period</td> <td>Engine Capacity</td> </tr> <tr> <td>(i) 6 years</td> <td>up to 2050 cc</td> </tr> <tr> <td>(ii) 7 years</td> <td>up to 2250 cc</td> </tr> </table>	Renewal Period	Engine Capacity	(i) 6 years	up to 2050 cc	(ii) 7 years	up to 2250 cc
Renewal Period	Engine Capacity								
(i) 6 years	up to 2050 cc								
(ii) 7 years	up to 2250 cc								
2.	Officers drawing a monthly salary of Rs 86000 but less than Rs 89000 as well as those drawing a monthly salary in a scale the maximum of which is not less than Rs 86000.	100% duty exemption on a car of engine capacity of up to 1601 cc once every five years.	<p>A monthly car allowance of Rs 6130</p> <p style="text-align: center;">OR</p> <p>deferred renewal with duty exemption on cars of higher engine capacity as hereunder subject to the provisions at paragraph 18.2.17 (d):</p> <table border="0"> <tr> <td style="padding-right: 20px;">Renewal Period</td> <td>Engine Capacity</td> </tr> <tr> <td>(i) 6 years</td> <td>up to 1850 cc</td> </tr> <tr> <td>(ii) 7 years</td> <td>up to 2000 cc</td> </tr> </table>	Renewal Period	Engine Capacity	(i) 6 years	up to 1850 cc	(ii) 7 years	up to 2000 cc
Renewal Period	Engine Capacity								
(i) 6 years	up to 1850 cc								
(ii) 7 years	up to 2000 cc								

	(A)	(B)	(C)
No.	Salary Level/Category of Officers	Rate of Duty Exemption & Ceiling of Engine capacity of car	Options: Car allowance in lieu of duty exemption as specified at column (B) or higher rate of duty exemption/engine capacity
3.	Officers drawing a monthly salary of Rs 48425 and above in a scale the maximum of which is not less than Rs 70450 and those drawing a monthly salary in the range of Rs 58075 and up to Rs 83000 as well as incumbents in grades listed at Annex I to this Chapter including those appointed in a temporary capacity under this category.	100% duty exemption for the purchase of a car with engine capacity of up to 1500 cc once every seven years.	A monthly car allowance of Rs 3865 OR deferred renewal with duty exemption on cars of higher engine capacity as hereunder subject to the provisions at paragraph 18.2.17 (d): Renewal Engine Period Capacity (i) 8 years up to 1601 cc (ii) 9 years up to 1850 cc
4.	Officers whose grades are listed at Annex II to this Chapter.	70% duty exemption on a new car or imported second hand car of engine capacity of up to 1400 cc once every seven years as per relevant provisions of the Consumer Protection Regulations.	A monthly car allowance of Rs 2100 OR enhanced duty exemption on deferred renewal as hereunder subject to provision at paragraph 18.2.17 (d) : Renewal Rate of Duty Period exemption (i) 8 years 85% (ii) 9 years 100%

Recommendation 2

18.2.17 We recommend that an officer eligible for duty exemption:

- (a) who has opted for the payment of a monthly car allowance which is payable as from the date the option is exercised, in lieu of duty exemption or deferred renewal to take advantage of enhanced rate of duty exemption or higher engine capacity should put up an application, in writing, for same;

- (b)** who has opted for the payment of a monthly car allowance in lieu of duty exemption, would be allowed to take advantage of duty exemption only after a period of six months as from the date he exercised the option for the allowance; and the span of time during which the beneficiary has drawn the allowance should be excluded from the period of eligibility for renewal of the car;
- (c)** who has opted to defer the renewal of the duty exempted car to benefit from higher rate of duty exemption or higher engine capacity, would not be entitled to the monthly car allowance in lieu of the duty exemption as from the date he exercises this option up till the end of the period qualifying him for the higher engine capacity/enhanced duty exemption;
- (d)** may be allowed to purchase a car of higher engine capacity than his normal entitlement subject to a maximum of 2250 cc provided he pays the difference in the excise duty;
- (e)** who has already taken advantage of 70% or 100% duty exemption would be allowed to opt for the payment of a car allowance in lieu of the duty exemption only after a period of seven or five years, whichever is applicable, has elapsed as from the date of the last purchase of the car. However, in case of change of eligibility, within a period of seven or five years, the beneficiary would have to clear any outstanding loan before exercising the option for the application of duty exemption only, but not for the option for the payment of a car allowance in lieu of duty free car;
- (f)** who prior to 30 June 2008, was drawing a monthly salary of Rs 40000 but less than Rs 42500 as well as those who were drawing a monthly salary in a scale the maximum of which was not less than Rs 39000 and with the 2008 PRB Report were entitled to a monthly salary of Rs 66000 or more would be allowed to take advantage of car benefits as per provisions at paragraph 18.2.16 (No. 1) only after five years have elapsed as from the date of the last purchase of the duty remitted car;
- (g)** as specified in categories at (No. 1) to (No. 4) of paragraph 18.2.16, who have opted for the payment of a monthly car allowance in lieu of duty exemption should continue to draw same during their pre-retirement leave; and
- (h)** who has opted for the payment of a monthly car allowance in lieu of duty exemption should not be allowed to use the organisation's vehicle but should make his own transport arrangements for the performance of official travelling.

Recommendation 3

18.2.18 We further recommend that the beneficiary of duty exemption on a car:

- (a) should reimburse excise duty on a pro-rata basis in case of termination of employment or resignation from office within four years as from the date of purchase of the last duty exempted car;
- (b) proceeding on retirement would not be required to refund any excise duty provided the duty exempted car is not sold within four years as from the date of purchase;
- (c) should pay proportionate duty if the duty exempted car is sold within four years as from the date of purchase in accordance with relevant provisions of the Excise Act;
- (d) proceeding on retirement and to whom a 70% or 100% duty exemption certificate has been granted would be allowed to utilise same within six months after the effective date of retirement;
- (e) would be allowed to renew his duty exempted car after an aggregate period of five or seven years, whichever is appropriate, as from the date of purchase of the car excluding any period of leave without pay and/or any period during which he has drawn a monthly car allowance in lieu of duty exemption;
- (f) who has purchased a 100% duty remitted car and is subsequently promoted to a grade qualifying him for a self/chauffeur driven government official car within four years as from the date of last purchase of the car should continue to be exempted from reimbursement of proportionate excise duty notwithstanding the provisions at paragraph (c) above;
- (g) who has purchased a car of up to 2250 cc and has paid excise duty on the difference between a 1400 cc or 1500 cc or 1601 cc or 1850 cc car and a car of up to 2250 cc should, if he opts to retain the car on qualifying for a 1500 or 1601 or 1850 cc car, be refunded proportionate excise duty, if any, thereon as from the date he qualifies for a 1500 or 1601 or 1850 cc car; and
- (h) who qualifies for a higher rate of duty exemption on a car or higher engine capacity should, in the first instance, take advantage of this enhanced benefit and only after five/seven years, as appropriate, may opt for deferred renewal for higher rate of duty exemption/engine capacity.

Change in Entitlement

Recommendation 4

18.2.19 We also recommend that an officer who has taken advantage of 70% duty exemption and qualifies, by virtue of salary, for 100% duty exemption on or after 01 January 2016 or purchased a 70% or 100% duty exempted car

and subsequently qualifies by virtue of salary or promotion for duty exemption on a car of higher engine capacity may:

either

claim refund of duty, if any, as from the date he is eligible for higher rate of duty exemption/higher engine capacity and retain his car up to the time he would be eligible for renewal which should be either five/seven years as from the date duty was refunded or when the car (imported second hand car) is nine years old from the date of its first registration in Mauritius, whichever is applicable

or

reimburse proportionate duty and loan, if any, and take advantage of corresponding car benefits as provided for at paragraph 18.2.16 of this Report.

Recommendation 5

18.2.20 We additionally recommend that:

- (i) officers reckoning at least 22 years' service and in receipt of a monthly salary Rs 36200 or more but who have never benefited from duty exemption for the purchase of a car would qualify, once, for 70% duty exemption on a car of engine capacity of up to 1400 cc provided outstanding loan, if any, is reimbursed;
- (ii) officers who have never benefited from duty exemption on a car but drawing a monthly salary of Rs 56450 and those drawing a monthly salary of Rs 43850 or more in a salary scale the maximum of which is not less than Rs 62950 would be eligible, once, for the purchase of a 70% duty exempted car with engine capacity of up to 1400 cc on the same terms and conditions as per relevant provisions at paragraphs 18.2.16 (No. 4) and 18.2.43, except for renewal of a car, provided outstanding loan, if any, is reimbursed

or

- opt for a monthly car allowance of Rs 2100 in lieu of duty exemption;
- (iii) beneficiaries whose grades are listed at Annex II to this Chapter, as well as officers who are entitled to 70% duty exemption as per provisions at sub paragraphs (i) and (ii) above, would be allowed to benefit from 100% duty exemption on a car on reaching salary point Rs 58075 as per terms and conditions at paragraph 18.2.16 (No. 3) and provisions at paragraph 18.2.19;
- (iv) officers who are entitled to 70% duty exemption as per provisions at sub-paragraphs (i), (ii) and (iii) above would be allowed to take

advantage of this benefit up till six months as from their effective date of retirement;

- (v) officers who were eligible for 100% duty exemption on a car in line with provisions at paragraph 15.2.78 of the 2003 PRB Report (Volume I) would continue to be eligible, on a personal basis, for 100% duty exemption on a car and related benefits as per terms and conditions at paragraph 18.2.16 (No. 3) although not drawing a monthly salary of Rs 58075 with this Report; and
- (vi) officers in grades requiring a University Degree who are drawing a monthly salary in a salary scale the maximum of which is not less than Rs 56450 and who by nature of their duties are required on a regular basis to attend meetings/conferences outside their organisation, receive delegates, organise events/ workshops and regularly work after normal working hours should, subject to the approval of the MCSAR, be eligible for loan facilities and 70% duty exemption for the purchase of a car as per relevant provisions at paragraphs 18.2.20 (i) above and 18.2.43 of this Report.

Duty Exemption Scheme of Rs 100,000

18.2.21 Some officers, by virtue of their posting, are required to perform official travelling on a regular basis by car. However, on account of their salary or nature of duties they are not eligible for 70% duty exemption for the purchase of a car. A Committee chaired by the Financial Secretary comprising the Director of Pay Research Bureau and the Supervising Officer of the Ministry of Civil Service and Administrative Reforms evolve appropriate criteria for determining eligibility for the grant of duty exemption of up to a maximum of Rs 100,000 on a car of up to 1400 cc to such officers. They are refunded official travelling expenses at approved rates. These provisions are also applicable to Advisers/Officers on contract employment who are required to perform extensive field duties.

Recommendation 6

18.2.22 We recommend that:

- (i) applications for Rs 100,000 duty exemption from individual officers in certain grades whose postings require them to perform official travelling by car on a regular basis should continue to be looked into by the Committee chaired by the Financial Secretary and comprising the Director of the Pay Research Bureau and the Supervising Officer of the Ministry of Civil Service and Administrative Reforms (MCSAR); and
- (ii) beneficiaries of Rs 100000 should also be eligible for loan facilities for the purchase of such cars on the same terms and conditions as at paragraph 18.2.43 (a) and be refunded official mileage as at 18.2.68 (No. 5).

Recommendation 7

18.2.23 We recommend that officers in grades listed at Annex II to this Chapter, as well as officers qualifying for partial duty exemption as at subparagraphs 18.2.20 (i), (ii) and (iii) above as well as those entitled to 100% duty exemption on a car should benefit from its equivalent on a car or Rs 100000 duty exemption, whichever is higher.

Recommendation 8

18.2.24 We recommend that officers whose grades are listed at Annex II to this Chapter and are required to travel regularly on sloppy, rocky and uneven roads to get access to site/s of work, may be allowed to opt for the purchase of a duty remitted 2 x 4 or 4 x 4 Double Cabin pick up in lieu of 70% duty exemption on a car, subject to the genuineness of the case and approval of the Supervising Officer.

Recommendation 9

18.2.25 We recommend that the Supervising Officer of the Ministry/Department should inform the Customs Department of the Mauritius Revenue Authority of the resignation of the beneficiary from service or termination of employment, other than normal retirement, for the purpose of recovery of excise duty, if any.

Car Benefits to Officers on Temporary Appointment**Recommendation 10**

18.2.26 We recommend that an officer on temporary appointment who:

- (a)** has taken advantage of duty exemption on a car and leaves the service or resigns from service or is reverted to his former post, should be required to reimburse proportionate excise duty if the departure of the officer or the reversion occurs within four years as from the date of the purchase of the duty exempted car; and
- (b)** has opted for the payment of a monthly car allowance in lieu of duty exemption, as specified at paragraph 18.2.16 would no longer be entitled to the payment of same as from the date of reversion to his former position.

Duty Free Facilities to Advisers/Officers Employed on Contract

18.2.27 The provisions regarding duty exemption and loan facilities for the purchase of a car to Advisers/Officers employed on contract basis under different categories are, save for a few exceptions, aligned with provisions applicable to public officers on permanent and pensionable establishment. They are required to furnish security to cover the full amount of the loan contracted.

- 18.2.28 Advisers/Officers on contract employment may opt for the payment of a monthly car allowance in lieu of duty exemption. Once they have exercised this option, it becomes irrevocable for the duration of the first contract. However, it may be reviewed on renewal of contract.
- 18.2.29 The option for a monthly car allowance does not allow them to benefit from duty exemption facilities until the expiry of the first contract.

Recommendation 11

18.2.30 We recommend that Advisers/Officers on contract employment:

- (a) who opt for duty exemption on a car or a monthly car allowance in lieu thereof should exercise the option at the beginning of the contract. The option for car allowance once exercised would be irrevocable for the duration of the first contract and may be reviewed upon renewal of his contract; and**
- (b) who have opted for the monthly car allowance in lieu of the duty exemption facilities would not benefit from duty exemption until the expiry of the first contract.**

18.2.31 We further recommend that Supervising Officers of Ministries/ Departments should ensure that the contract document of Advisers/ Officers on contract employment should explicitly state the conditions regarding reimbursement of outstanding loan and duty in case of termination of employment or expiry of contract or resignation of officer from service.

Recommendation 12

18.2.32 We recommend that:

- (i) Senior Advisers/Senior Officers on contract employment at a level corresponding to a Chief Technical Officer of a large Ministry or Chief Executive of a major public sector institution, or above, would be eligible for:**

either

100% duty exemption on a car with engine capacity of up to 1850 cc or of a higher engine capacity not exceeding 2250 cc, subject to the provisions at paragraph 18.2.17 (d)

or

the payment of a monthly car allowance of Rs 9000 in lieu thereof

and

be refunded travelling expenses as at paragraph 18.2.68 (No. 2)

- (ii) Advisers/Officers on contract employment drawing a monthly salary in the range of Rs 86000 and up to Rs 101000 a month would be eligible for
- either
- 100% duty exemption on a car with engine capacity of up to 1601 cc or a car of higher engine capacity not exceeding 2250 cc subject to the provisions at paragraph 18.2.17 (d)
- or
- the payment of a monthly car allowance of Rs 6130 in lieu thereof
- and
- be refunded travelling expenses as at paragraph 18.2.68 (No. 2);
- (iii) Advisers/Officers on contract employment drawing a monthly salary in the range of Rs 58075 and up to Rs 83000 a month as well as Advisers employed in the capacity of professionals as mentioned at paragraph 18.2.16 (No. 3), would benefit from:
- either
- 100% duty exemption on a car with engine capacity of up to 1500 cc or a car of higher engine capacity not exceeding 2250 cc subject to the provisions at paragraph 18.2.17 (d)
- or
- the payment of a monthly car allowance of Rs 3865 in lieu thereof
- and
- be refunded travelling expenses as at paragraph 18.2.68 (No. 2);
- (iv) a retired public officer who has benefited from duty exemption on a car and subsequently qualifies for same, by virtue of employment on contract, should not be allowed to purchase another duty free car within a period of five or seven years, whichever is applicable, as from the date of first registration of the last duty exempted car in Mauritius.

Advisers/Officers on Contract Employment Performing Extensive Field Duties

Recommendation 13

- 18.2.33** We recommend that Advisers/Officers on contract employment who are not eligible for duty exemption on a car, either for 70% or 100%, but who are required to perform extensive field duties may, provided they satisfy the conditions laid down for corresponding public officers and subject to the approval of the Committee chaired by the Financial Secretary, be granted

either

duty exemption of up to Rs 100000 for the purchase of a car with engine capacity of up to 1400 cc

or

the option for the payment of a monthly car allowance of Rs 2100 in lieu of the Rs 100000 duty exemption

and

claim mileage for official travelling at appropriate rates as specified at paragraph 18.2.68 (No. 5).

Reimbursement of Excise Duty by Advisers/Officers on Contract Employment

18.2.34 According to relevant provisions of the Customs and Tariff Act 1988, as subsequently amended, the duration of the exemption of duty on motor vehicles lasts for four years. Hence, whenever the employment (permanent or contract) of a beneficiary is terminated or expires within a period of four years as from the date of purchase of a car, he is required to reimburse the duty on a pro-rata basis. We are maintaining this provision.

Recommendation 14

18.2.35 **We recommend that:**

- (i) in case the contract employment of an Adviser/Officer comes to expiry or is terminated within four years as from the date of purchase of the duty exempted car, the Adviser/Officer should reimburse duty on a pro-rata basis; and
- (ii) a contract officer who has taken advantage of duty exemption on a car should pay proportionate duty if same is sold within four years as from the date of its purchase and reimburse outstanding loan, if any, on this car.

Duty Exemption on autocycle/motorcycle

18.2.36 Certain categories of officers at the lower levels are required to perform field duties and, therefore, have to move to different sites of work during the day. These officers were benefiting from duty exemption on autocycle/motorcycle. The corresponding grades of such categories of officers are listed at **Annex III** of this Chapter.

18.2.37 Such officers in these grades are allowed to renew their autocycle/motorcycle after seven years as from the date of purchase.

18.2.38 Following an amendment in the Excise Act, duty on autocycle/motorcycle of engine capacity of up to 125 cc has been waived. We are, in this Report, maintaining the list of grades at **Annex III** for the purpose of the grant of loan

facilities to purchase an autocycle/motorcycle in the next Section of this Chapter.

Recommendation 15

18.2.39 We recommend that officers in the grades listed at Annex III to this Chapter should continue to be eligible for the purchase of an autocycle/motorcycle with engine capacity of up to 125 cc once every seven years.

Section II – Motor Vehicle, Autocycle/Motor Cycle and Bicycle Loans

Motor Vehicle Loans

- 18.2.40 Public officers eligible for loan facilities for the purchase of a motor vehicle are classified into various categories based on their entitlement to duty exemption and salary levels. The interest rate is at Repo Rate for applications of loan facilities as from 01 July 2013.
- 18.2.41 We are maintaining the existing loan facilities for the purchase of a motor vehicle, however, **as from 01 January 2016 all loans advanced will be at interest rate of 4% per annum.**
- 18.2.42 The existing provisions to enable beneficiaries who opt for a car allowance in lieu of duty exemption to take advantage of loan facilities to purchase a car from the local market are maintained.

Recommendation 16

18.2.43 We recommend that:

- (a) **subject to provisions at paragraph (b) below, officers eligible for 70% or 100% duty exemption may be granted loan facilities of up to 21 months' salary refundable in 84 monthly instalments in respect of a first purchase of a duty exempted car**

or

a maximum loan equivalent to 15 months' salary refundable in 60 monthly instalments for a subsequent purchase whichever is applicable;

- (b) **officers drawing a monthly salary in the range of Rs 83000 and up to Rs 101000 except Accounting/Responsible Officers drawing salary of Rs 101000 a month, would be eligible for loan facilities of up to 18 months refundable in 60 monthly instalments**

or

a maximum loan equivalent to 15 months' salary refundable in 48 monthly instalments for a subsequent purchase;

- (c) **officers who opt for a monthly car allowance in lieu of 70% or 100% duty exemption, may be granted loan facilities as per relevant provisions at paragraphs (a) and (b) above for the purchase of a car;**

- (d) **officers, as at sub paragraph (c) above, would again be eligible for loan facilities to purchase a duty exempted car after five or seven years, as appropriate, have elapsed as from the date beneficiaries have last taken advantage of loan facilities;**

- (e) officers qualifying for duty exemption of up to Rs 100000 as per provisions of the recommendation at paragraph 18.2.22 would be eligible for a maximum loan equivalent to 21 months' salary refundable in 84 monthly instalments for a single purchase of a car;
- (f) officers qualifying for a travel grant but who are not eligible for duty exemption would be entitled to loan facilities of up to 21 months' salary refundable in 84 monthly instalments for the purchase of a car of up to eight years old on which duty is not exempted provided the beneficiary draws a monthly basic salary in the range of Rs 42325 and up to Rs 56450;
- (g) individual officers, irrespective of their grades, who are not entitled to any duty exemption but have to perform from time to time, official travelling by car on a regular basis may be granted, subject to the approval of the Supervising Officer, loan facilities of up to 21 months' salary refundable in 84 monthly instalments for the purchase of a car of up to eight years old on which duty is not exempted;
- (h) individual officers drawing a monthly salary of Rs 32500 but less than Rs 42325 and who have to attend duty on a fairly regular basis at such hours when public transport and/or official transport is not available may be granted, subject to the approval of their Supervising Officer, loan facilities of up to 21 months' salary refundable in 84 monthly instalments for the purchase of a car of up to eight years old on which duty is not exempted;
- (i) officers not entitled to duty exemption on a car, but who are eligible for loan facilities to purchase a car, may be allowed to acquire a car of up to eight years old. The car can be renewed after seven years have elapsed from the date of purchase or when the car has reached 11 years as from the date of first registration in Mauritius, whichever is earlier provided the outstanding loan, if any, is cleared. The quantum of loan should not exceed 15 months' salary and refund should be made in 60 monthly instalments for a second and subsequent purchase;
- (j) beneficiaries who have availed of loan facilities to purchase a car/motorcycle either for the first time or for renewal and fail to produce documentary evidence of the purchase, should refund the whole amount of loan together with the interest accrued thereon by a date determined by the Accountant-General; and would forego the privilege of the grant of another loan until the time they would qualify anew after the prescribed renewal period; and
- (k) the interest rate on car loans for new applications in the Public Sector should be at interest rate of 4% per annum as from 01 January 2016.

Auto Cycle to Field Supervisor (Scavenging) - District Councils

18.2.44 Field Supervisor (Scavenging) in all district councils are called upon to visit different sites of work on the same day in the performance of their duties. As such, they benefit from loan facilities to purchase an autocycle. We are maintaining this provision.

Recommendation 17

18.2.45 We recommend that Field Supervisor (Scavenging) in all District Councils, except at the Black River District Council, would continue to benefit from loan facilities as per relevant provisions at paragraph 18.2.51 for the purchase of an autocycle once every seven years.

Loan Facilities and Duty Exemption

Recommendation 18

18.2.46 We recommend that a beneficiary who does not take advantage of loan facilities for the purchase of a duty exempted car, and subsequently applies for loan facilities would be eligible for same up to a quantum to be determined by the Accountant-General on a pro-rata basis to be reimbursed in monthly instalments within five or seven years, as appropriate, as from the date of purchase of the car.

Loan Facilities for the purchase of Autocycle/Motorcycle

18.2.47 Certain categories of Officers whose grades are listed at **Annex III** to this Volume are presently granted loan facilities, equivalent to the price of the autocycle/motorcycle, not exceeding 15 months' salary with interest refundable in 84 monthly instalments.

18.2.48 Such officers are allowed to renew their motorcycle/autocycle after seven years as from the date of purchase and are entitled to loan facilities and duty exemption on the same terms and conditions as for their first purchase.

18.2.49 Eligible officers for loan facilities to purchase a motorcycle/autocycle but in receipt of a monthly salary of Rs 25175 or more or a salary in a scale the minimum of which is not less than Rs 16175 a month are allowed to opt for loan facilities of up to 21 months' salary with interest refundable in 84 monthly instalments for the purchase of a car of up to eight years old without duty exemption.

18.2.50 We are maintaining these provisions whilst reviewing the salary levels for eligibility and the engine capacity of autocycle/motorcycle to meet the requirement of the Excise Act. **The interest rate on loans would now be 4% per annum.**

Recommendation 19**18.2.51 We recommend that:**

- (a) officers whose grades are listed at Annex III to this Chapter should continue to benefit from loan facilities for the purchase of an autocycle/motorcycle with engine capacity of up to 125 cc once every seven years;
- (b) the quantum of the loan should be equivalent to the price of the autocycle/motorcycle but not exceeding 15 months' salary and should be refundable in 84 monthly instalments. The interest rate on autocycle/motorcycle loans should be 4% per annum for new applications as from 01 January 2016; and
- (c) such beneficiaries would be eligible to renew their autocycle/motorcycle, within the same engine capacity on the same terms and conditions, after seven years as from the date of last purchase of their autocycle/motorcycle.

Recommendation 20**18.2.52 We recommend that:**

- (i) officers whose grades are listed at Annex III to this Chapter and who are drawing either a monthly salary of Rs 27850 and above or a salary in a scale the minimum of which is not less than Rs 17050 would be eligible for loan facilities to purchase a car of up to eight years old on the same terms and conditions as at paragraph 18.2.43 (g); and
- (ii) officers in the above category would be eligible for refund of mileage and renewal of loan as per provisions at paragraphs 18.2.68 (No. 5) and 18.2.43 (i) respectively and would not be entitled to any duty exemption on the car.

Autocycle/Motorcycle Loan Facilities to Officers whose grades are not listed at Annex III

- 18.2.53 Presently, individual officers irrespective of their grades, who are required to attend duty on a fairly regular basis at such time when public transport and/or official transport is not available, are granted loan facilities up to a maximum of 15 months' salary refundable in not more than 84 monthly instalments with interest for the purchase of an autocycle or a motorcycle with engine capacity of up to 125 cc, subject to the approval of their Supervising Officer.
- 18.2.54 The loan facilities are also granted to officers who have to attend different sites of work on the same day in the performance of their duties and to employees of the Tradesman grade who are required to be "on call" to attend to emergencies after normal office hours, during weekends and public holidays.

Recommendation 21

- 18.2.55** We recommend that individual officers drawing salary in a scale the maximum of which is not less than Rs 23200 a month and are required to attend duty on a fairly regular basis at such time when public transport and/or official transport is not available, as well as officers who have to attend different sites of work on the same day in the performance of their duties, may be granted, subject to the approval of their Supervising Officers, loan facilities only for the purchase of an autocytle or motorcycle with engine capacity of up to 125 cc as per terms and conditions as per relevant provisions at paragraph 18.2.51.
- 18.2.56** We also recommend that employees of the Tradesman Grade who are required to be 'On-Call' to attend to emergencies after normal working hours, during weekends and public holidays may be granted, subject to the approval of the Supervising Officer, loan facilities to purchase an autocytle or motorcycle with engine capacity of up to 125 cc at interest rate of 4% per annum, refundable in 84 monthly instalments. Such employees should strictly use their autocytle/motorcycle to attend to emergencies while "On-Call".

Bicycle Loans

- 18.2.57** An officer who uses a bicycle for official travelling is presently granted loan facilities equivalent to the price of the bicycle every seven years with interest refundable in 84 monthly instalments. We are maintaining these provisions whilst reviewing the rate of interest to 4% per annum.

Recommendation 22

- 18.2.58** We recommend that officers who are required to use their bicycle for official travelling should be granted loan facilities equivalent to its market price at interest rate of 4% per annum refundable in 84 monthly instalments.

Refund of Loan in the Absence of Documentary Evidence

- 18.2.59** Eligible officers who have availed of loan facilities for the purchase or renewal of a car/motorcycle and failed to produce relevant documentary evidence are bound to refund the loan together with interest accrued thereon. We are maintaining these provisions.

Recommendation 23

- 18.2.60** We recommend that an officer who has availed of loan facilities and fails to produce documentary evidence in respect of the purchase of the vehicle, should refund same and any interest accrued thereon by a date as may be determined by the Accountant-General. Furthermore, the

beneficiary would qualify for loan facilities anew after five or seven years, whichever is applicable.

18.2.61 We further recommend that in case of default the officer would forego his chance for further loans.

Loan Facilities for the Purchase of Cars to Officers/Advisers on Contract

18.2.62 Expatriates and Mauritian nationals employed on contract basis are allowed to benefit from similar loan facilities as officers serving in a substantive capacity in the Public Sector at corresponding levels, subject to subscribing to a bank guarantee to cover the amount of loan. However, Advisers/Officers on contract drawing a government pension are not required to subscribe to a bank guarantee.

18.2.63 Advisers/Officers, including expatriates, who are unable to subscribe to a bank guarantee are granted loan facilities equivalent to 12 months' salary and the payment of their gratuity on termination or expiry of contract, in case same is not renewed, is retained.

Reimbursement of Loan

Recommendation 24

18.2.64 We recommend that:

- (i) expatriates and Advisers/Officers of Mauritian nationality, employed on contract basis, may be granted loan facilities at interest rate of 4% per annum in accordance with what obtain for officers at corresponding grades/salary levels in the Civil Service subject to production of a bank guarantee covering the full amount of the loan;**
- (ii) advisers/officers on contractual employment drawing a retirement pension from the Government may avail of loan facilities as at subparagraph (i) above, without a bank guarantee;**
- (iii) advisers/officers including expatriates who cannot subscribe to a bank guarantee covering the full amount of loan to which they are entitled to may, by virtue of their position, be granted loan facilities up to a maximum of 12 months' salary at interest rate of 4% per annum refundable in 48 monthly instalments subject to the conditions that they are legally bound to reimburse, forthwith, the outstanding loan on termination or expiry of contract;**
- (iv) advisers/officers on contract employment who have already taken loan facilities without subscribing to a bank guarantee would be allowed to draw their gratuity subject to the condition that they are**

legally bound to reimburse any outstanding loan on termination or expiry of contract; and

- (v) advisers/officers on contract employment who have taken advantage of loan facilities from the Accountant-General Department and/or benefited from duty exemption should reimburse the outstanding loan and proportionate duty, if any, within a month as from the date the contract comes to expiry or is terminated.**

Section III – Travelling Allowances, Travel Grant and Refund of Travelling Expenses

- 18.2.65 Travelling allowances including travel grant, mileage rates and refund of travelling expenses payable to public officers as from 1 January 2013 were computed on the basis of the price of petrol, average car price and related fixed costs prior to that date. These allowances and mileage rates were subsequently reviewed in the 2013 EOAC Report.
- 18.2.66 Staff Unions have always made representations to index the travelling allowances and rates of mileage to the prevailing price of petrol on the local market. However, considering that (a) the price of petrol on the local market may fluctuate every month; (b) indexing would mean either an upward or downward adjustment; and (c) the administrative inconvenience of adjusting such allowance on a monthly basis, it is not considered advisable to change the present system of ensuring an increase whenever the price exceeds a certain level.
- 18.2.67 In this Report, we are re-computing the various travelling allowances. These rates would be subject to revision, as and when necessary.

Recommendation 25

- 18.2.68 We recommend that the monthly travelling allowances and mileage rates payable to beneficiaries be revised as per table below:**

No.	Categories of Officers	Travelling Allowances/Mileage Rates
1.	Officers drawing a monthly basic salary of Rs 89000 or more and eligible for 100% duty exemption on a car of up to 1850 cc excluding beneficiaries of self/chauffeur driven car.	<p>A monthly fixed cost allowance of Rs 2390 and a monthly travelling allowance of Rs 11500</p> <p style="text-align: center;">OR</p> <p>refund of mileage, subject to the approval of the Supervising Officer, at the rate specified at (No. 5) (ii) below together with a monthly commuted allowance of Rs 3165 in case officers perform official travelling during the month.</p>

No.	Categories of Officers	Travelling Allowances/Mileage Rates
2.	<p>(i) Officers drawing a monthly basic salary of Rs 58075 but less than Rs 89000 including officers whose grades are mentioned at paragraph 18.2.16 (No. 3) who are eligible for 100% duty exemption for the purchase of a car.</p> <p>(ii) Officers drawing a monthly salary of Rs 48425 and above in a scale the maximum of which is not less than Rs 70450.</p>	<p>A monthly travelling allowance of Rs 11500</p> <p style="text-align: center;">OR</p> <p>refund of mileage, subject to the approval of the Supervising Officer, at the rate specified at (No. 5) (ii) below together with a monthly commuted allowance of Rs 3165 in case officers perform official travelling during the month.</p>
3.	Officers drawing a monthly basic salary of Rs 42325 and up to Rs 56450 and who are not eligible for 100% duty exemption but own a car.	A monthly travel grant of Rs 7250.
4.	Officers drawing a monthly basic salary of Rs 39575 and Rs 40800 as well as those drawing a monthly basic salary of Rs 42325 or more and who are not in receipt of a travel grant or travelling/petrol allowance.	<p>A monthly travelling allowance of Rs 2350</p> <p style="text-align: center;">OR</p> <p>refund of bus fares, whichever is higher.</p>
5.	Officers performing official travelling by car but not eligible for travel grant /travelling allowance.	<p>(i) Refund of mileage for official travelling at the rate of Rs 10.30 per km for the first 800 km.</p> <p>(ii) Rs 6.50 per km for mileage in excess of 800 km.</p> <p>(iii) Rs 6.50 per km for distance which is not considered as official mileage (from residence to office) on days on which officers are required to carry out field duties.</p>

No.	Categories of Officers	Travelling Allowances/Mileage Rates
6.	Officers performing official travelling by motorcycle.	(i) Refund of mileage for official travelling at the rate of Rs 3.25 per km (ii) Rs 2.35 per km for distance not considered as official travelling (from residence to office) on days on which officers are required to carry out field duties.
7.	Officers performing official travelling by autocycle.	(i) Refund of mileage for official travelling at the rate of Rs 2.65 per km. (ii) Rs 1.80 per km for distance not considered as official travelling (from residence to office) on days on which officers are required to carry out field duties.

Recommendation 26

18.2.69 We also recommend that:

- (i) (a) officers falling under the categories as defined at (No. 1) and (No. 2) at paragraph 18.2.68 above would be eligible for a monthly commuted allowance of Rs 4570; and
- (b) officers falling under the categories as defined at (No. 3) at paragraph 18.2.68 above would be eligible for a monthly commuted allowance of Rs 3255

if, during a whole calendar month, the beneficiary was on approved leave with pay locally or abroad or on study leave with pay or on official mission;

- (ii) officers specified at (No. 1), (No. 2) and (No. 3) at paragraph 18.2.68 above should compulsorily use their car for official travelling, whenever required. However, officers specified at (No. 2) and (No. 3) at paragraph 18.2.68 should not necessarily attend office by car on days they are not required to perform official travelling, but would have to make their own arrangements to return home;
- (iii) officers eligible for a travel grant and performing official travelling should be paid either a monthly travel grant of Rs 7250 or, subject to the approval of the Supervising Officer, a monthly commuted allowance of Rs 3165 together with mileage for attending duty and for official travelling at the rate of Rs 6.50 per km, whichever is

higher. The latter provision would be applicable only in case the officer performs official travelling during the month; and

- (iv) officers eligible for a travel grant of Rs 7250 or travelling allowance of Rs 11500 or mileage allowance may claim for same on a car owned by their father/mother/spouse provided no two persons are claiming travelling allowance/travel grant/mileage allowance on the same car.

18.2.70 We further recommend that the refund of travelling and mileage allowances in respect of officers in the categories specified at (No. 1) to (No. 5) at paragraph 18.2.68 should also apply to Advisers/Officers on contract employment at corresponding levels.

Refund of Mileage to Officers Performing Official Travelling by Car and entitled to a Travelling Allowance

18.2.71 Officers performing field duties and who are in receipt of a travelling allowance or a travel grant are allowed to opt for a monthly commuted allowance together with refund of mileage at appropriate rates. We are maintaining this provision.

Recommendation 27

18.2.72 We recommend that:

- (i) officers entitled to a monthly travelling allowance as per provisions of (No. 1) and (No. 2) at paragraph 18.2.68 may, subject to the approval of the Supervising Officer, be allowed to opt for the payment of a monthly car allowance of Rs 3165 together with refund of mileage allowance at the rate of Rs 6.50 per km in lieu of the travelling allowance/travel grant, provided they perform official travelling in that month; and
- (ii) officers using their autocycle/motorcycle to attend duty should be refunded, on days on which they are required to carry out field duties, the distance from residence to office, at the rate of Rs 1.80 per km for autocycle and Rs 2.35 per km for motorcycle or be refunded travelling by bus, whichever is higher.

Travelling Benefits for officers during Pre-Retirement Leave and for Interdicted Officers upon Reinstatement

18.2.73 Officers eligible for a monthly commuted travelling allowance or travel grant are paid same during their pre-retirement leave although they do not attend duty at all in a month.

18.2.74 Provisions also exist for the refund of a monthly commuted allowance to interdicted officers only on their reinstatement to their substantive post.

18.2.75 We are maintaining these provisions.

Recommendation 28**18.2.76 We recommend that:**

- (i) officers entitled to a monthly commuted travelling allowance or travel grant as specified at (No. 1), (No 2) and (No. 3) of paragraph 18.2.68 should continue to draw same during their pre-retirement leave even if they do not attend duty at all in a month;
- (ii) officers as specified at paragraph 18.2.69 (i) (a) and (b) who were entitled to a commuted allowance/travel grant prior to their interdiction, should be paid the monthly commuted allowance of either Rs 4570 or Rs 3255 whichever is applicable, upon their reinstatement, provided they owned a car during the interdiction period;
- (iii) officers as specified at (No. 1) to (No. 4) of paragraph 18.2.16 who are in receipt of a monthly car allowance in lieu of duty exemption should continue to draw same during their pre-retirement leave; and
- (iv) officers entitled to a travel grant only as specified at (No. 3) of paragraph 18.2.68 and who, during a whole calendar month, are on approved leave, inclusive of study leave with pay, official mission and school holidays during which attendance at work has not been required, should be paid a monthly commuted allowance of Rs 3255.

Refund of Car Mileage Allowance to Officers not entitled to a Travel Grant

18.2.77 Officers who perform official travelling by car but not in receipt of a travel grant are refunded mileage allowance for distance between office and site of work. The officers are also refunded the running costs for the distance not considered as official mileage on days on which they are required to use their car for official travelling. The refund of mileage allowance for official travelling on distance covered between office and site of work are computed in consideration of the most economical route.

Recommendation 29

18.2.78 Officers not eligible for travel grant should continue to be refunded mileage allowance for days on which they are required to carry out field duties, the distance from residence to office, at the rate of Rs 6.50 per km and mileage for official travelling on distance between office and site of work or for the official travelling by the most economical route at approved rates, as per paragraph at 18.2.68 (No. 5).

18.2.79 We further recommend that on days officers are not required to perform official travelling they should continue to be refunded travelling expenses, for attending office, by bus.

Adjustment in the Refund of Official Travelling Expenses on a Financial Year Basis

- 18.2.80 Presently refund of official travelling is made at the rate of Rs 10.30 comprising both fixed and variable costs, for the first 800 km and at the rate of Rs 6.50 to cover for the variable costs only for official mileage in excess of 800 km on a month-to-month basis.
- 18.2.81 Generally, the quantum of official distance travelled varies from month to month according to fluctuations in the extent of field duties. Officers may perform official travelling of less than 800 km in one month and more than 800 km in another. Therefore, in such cases, the refund of travelling expenses is readjusted at the end of each financial year to ensure that the higher rate of refund is applied on an aggregate of up to a maximum of 9600 km over the period of twelve months.
- 18.2.82 Provisions have also been made for adjustment in the refund of mileage allowance to certain categories of officers who are required to perform travelling during specific periods of the year, to assist them towards the fixed costs incurred in respect of their car over the financial year.
- 18.2.83 We are maintaining the provisions regarding the adjustment of refund of mileage allowance on an aggregate distance of 9600 km which are also applicable on, a pro-rata basis, to officers who use their car for official travelling during regular specific periods of the year.

Recommendation 30**18.2.84 We recommend that:**

- (i) **the refund of official mileage on the aggregate distance travelled by field officers in any financial year should be re-computed at the rate of Rs 10.30 per km for up to a maximum of 9600 km and Rs 6.50 for distance in excess of 9600 km and reimbursement, if any, be made to eligible officers;**
- (ii) **the provisions of the recommendation at paragraph (i) above should be applicable to officers who are required to work during a specific period for a duration of five or more months in each year; and**
- (iii) **the provisions at paragraph (i) above would be applicable on a *pro-rata* basis to officers proceeding on leave with or without pay for a period exceeding three months.**

Refund of Travelling by Bus

- 18.2.85 Officers who attend duty by bus are refunded *in toto* travelling expenses incurred for journeys between their residence and place of work provided the distance is not less than 1.6 kilometres.

- 18.2.86 Officers, on permanent and pensionable establishment, are refunded their monthly travelling expenses at the rate of:
- (i) 20 days for those working on a five-day week basis; and
 - (ii) 24 days for those working on a six-day week basis.
- 18.2.87 Officers working on shift and those serving in a temporary capacity are refunded travelling expenses on the basis of the number of days of attendance. For shift workers, management is allowed for administrative convenience, to work out an appropriate mode of refund of travelling expenses in relation to the average number of working days in a month, subject to the approval of the MCSAR.
- 18.2.88 Refund of travelling expenses for Primary School Teachers is made at the rate of 16 days a month and for Secondary School Teachers at the rate of 15 days monthly.
- 18.2.89 We are maintaining the existing provisions.

Recommendation 31

- 18.2.90 The present mode of refund of travelling expenses to employees for attending duty by bus should be maintained. As regards the refund of travelling expenses to Primary School Teachers and Secondary School Teachers, computation for such refund should be based on 16 days a month and 15 days a month respectively.**

Attending Duty by other Means of Transport

- 18.2.91 Some officers use their own means of transport other than car to attend duty and are paid a monthly travelling allowance of Rs 400 or the amount representing refund of bus fares for attending work during the month, whichever is the higher.

Recommendation 32

- 18.2.92 We recommend that the monthly travelling allowance payable to officers who use their own means of transport to attend duty be revised to Rs 420 or the amount which would have been refundable by bus for attending work during the month, whichever is the higher.**

Official Travelling by Bus

- 18.2.93 Officers who are required to perform official travelling by bus are refunded the cost of the bus fares incurred *in toto*. We are maintaining this provision.

Recommendation 33

- 18.2.94 We recommend that employees who are required to perform official travelling by bus should continue to be refunded their bus fares *in toto*.**

Bicycle Allowance

18.2.95 Officers performing official travelling on bicycle are paid a monthly allowance of Rs 250. However, those who have to use their bicycles on bad roads are paid an additional sum of Rs 100 monthly. We are maintaining this provision while reviewing the allowances.

Recommendation 34

18.2.96 We recommend that the monthly allowance payable to:

- (i) officers performing official travelling on bicycle be revised to Rs 275; and**
- (ii) officers using their bicycle on bad roads be revised to Rs 125.**

Walking Allowance

18.2.97 Certain categories of officers, e.g. Forest Guards, are required to walk during the performance of their duties because their places of work are not accessible by vehicles. These officers are paid a monthly allowance of Rs 250. We are revising same.

Recommendation 35

18.2.98 We recommend that the monthly walking allowance be revised to Rs 275. The walking allowance should also be paid to Rodriguan public officers, wherever applicable.

Refund of Bus Fares to Physically Handicapped Public Officers

18.2.99 Certain employees who suffer from physical disabilities (foot and limb) face difficulties to walk from their residence or office to catch a bus. Under normal conditions employees are refunded bus fares whenever the distance for any trip between residence to office exceeds 1.6 km by the most economical route. This condition is not applicable to people suffering from a physical handicap and we are maintaining the present provisions.

Recommendation 36

18.2.100 We recommend that officers who suffer from a physical disability (foot/leg/limb) and are unable to walk at a normal pace should continue to be refunded, subject to the approval of their Supervising Officer, bus fares from residence to office and back inclusive of trips for distance of less than 1.6 km.

18.2.101 We also recommend that subject to the approval of the MCSAR, the provisions of the above recommendation may on production of a medical certificate from a Government Medical Officer be extended on a case to case basis, to an officer though not suffering from a physical disability but who faces more or less the same sort of problem to attend duty and back.

18.2.102 We further recommend that officers, who on account of the operational needs of the organisation have to leave office late in the evening, may be refunded travelling expenses on an alternative route due to security reasons, subject to the approval of the Supervising Officer.

Section IV –Government Official Car Scheme

Official Car Benefits

- 18.2.103 At present, Judges and officers drawing a monthly basic salary of Rs 102000 and above are eligible for the exclusive use of a government official car, both for official travelling and private use. Beneficiaries are required to bear the costs of “routine maintenance” such as washing, cleaning, waxing and tyre repairs and to provide shelter for the car.
- 18.2.104 Officers occupying position of Chief Executives of Parastatal Organisations and other Statutory Bodies and Local Authorities and Responsible and Accounting Heads of Departments in the Civil Service presently drawing a monthly basic salary of Rs 95000 benefit from the exclusive use of a self-driven government car, both for official and private use.
- 18.2.105 The monetary value of the private use of the official car, as determined by the High Powered Committee, is included in the computation of retirement benefits of beneficiaries irrespective of whether they have taken advantage of the car or not. Beneficiaries also have to pay tax in respect of the use of the car for private purposes.
- 18.2.106 On retiring at the age of 50 years or more, beneficiaries are also allowed to purchase the official car at a depreciated price on the terms and conditions as established by the Ministry of Finance and Economic Development or purchase a new car, on which duty is exempted, within the prescribed ceiling.
- 18.2.107 Beneficiaries of the government official car are allowed, in lieu thereof, to opt for the purchase of a car on which 100% duty is exempted within the prescribed ceiling value of the official car.
- 18.2.108 Except for Judges and officers of this level and above, the car is renewable every five years or as may be determined by the High Powered Committee which also looks into other benefits related to chauffeur/self-driven government car such as petrol allowances, services of a driver, driver’s allowance and monetary value for private use of the car for pension purposes.
- 18.2.109 The duty-free certificate issued to beneficiaries of official car and self-driven car who are eligible for 100% duty exemption on car, on retiring at the age of 50 and above, remains valid as from the date they proceed on pre-retirement leave up to six months after the effective date of their retirement.

The Official Car Scheme and Services of a Driver

- 18.2.110 The official car scheme, introduced decades ago is a major component in the remuneration package of officers presently drawing salary of Rs 102000 and above.

18.2.111 We are maintaining the provisions of personalised official car inclusive of the option in lieu thereof, that is, duty exemption with loan facilities to purchase a car within the prescribed ceiling value along with the payment of a monthly car allowance in lieu of the official car.

Recommendation 37

18.2.112 We recommend that Judges and officers drawing a monthly salary of Rs 110000 and above should continue to be entitled to

either

a government official car, within the prescribed ceiling value, for official use as well as for private purposes together with the payment of a monthly fuel allowance, as may be determined by the High Powered Committee (HPC) and a driver's allowance of Rs 8400 a month or the services of a driver, wherever applicable

or

the payment of a monthly car allowance in lieu of the official car together with a monthly fuel allowance as may be determined by the HPC and 100% duty exemption for the purchase of a car of up to 2000 cc together with loan facilities up to the corresponding ceiling value reimbursable in 60 monthly instalments at the rate of interest of 4% per annum and a monthly driver's allowance of Rs 8400.

18.2.113 We further recommend that Accounting/Responsible Officers drawing a monthly basic salary of Rs 101000 but less than Rs 110000 should continue to be entitled to

either

a self-driven government official car within the prescribed ceiling value for official use as well as for private purposes, together with the payment of a monthly fuel allowance as may be determined by the HPC

or

the payment of a monthly car allowance in lieu of the official car together with a monthly fuel allowance as may be determined by the HPC and 100% duty exemption for the purchase of a car of up to 1850cc together with loan facilities up to the corresponding ceiling value reimbursable in 60 monthly instalments at interest rate of 4% per annum.

18.2.114 We recommend that officers, falling under categories at paragraphs 18.2.112 and 18.2.113 who opt for the payment of a monthly car allowance together with 100% duty exemption in lieu of the official car, would be allowed to take advantage of the duty exemption and loan facilities provided they reimburse outstanding loan, if any, on the car purchased previously.

18.2.115 We further recommend that officers who wish to renew their duty exempted car purchased on terms and conditions as laid down at paragraphs 18.2.112 and 18.2.113 above should, at the expiry of the five-year period, be granted loan facilities up to a maximum of 15 months' salary at an interest rate of 4% per annum refundable in 48 monthly instalments.

Recommendation 38

18.2.116 We recommend that the HPC should continue to look into the provisions regarding other benefits related to chauffeur-driven/self-driven government cars such as petrol allowances, services of a driver and the monetary value for private use of car for pension purposes.

Ceiling Value and Renewal Period for Chauffeur-Driven/Self-Driven Government Car

18.2.117 Officers in the Public Service including those of the Parastatal and Other Statutory Bodies, Local Authorities and the Rodrigues Regional Assembly are eligible for official/chauffeur-driven/self-driven cars within a prescribed ceiling value according to status and salary levels. Accounting and Responsible Officers and officers of the level of Permanent Secretary and above are allowed to renew their official car every five years. However, the renewal period for Judges and officers at this level and above is four years.

Recommendation 39

18.2.118 We recommend that:

- (i)** the renewal period of government official cars allocated to eligible officers, except for Judges and Officers at this level and above, should be five years;
- (ii)** the renewal period of government official cars allocated to Judges and officers at this level and above should continue to be four years;
- (iii)** an officer qualifying for a government official car and who opts for same in lieu of a car allowance should in the first instance be allocated a car of up to five years old from the pool, if available, or a brand new car within the corresponding ceiling value, subject to availability of funds; and
- (iv)** an officer who has been allocated an official car from the pool would be allowed to renew this car on its reaching five years as from the date of first registration by another one of less than five years.

18.2.119 We further recommend that beneficiaries of government official cars may be allowed to top up the difference between the duty exempted price of the car and their corresponding prescribed ceiling value, subject to the following conditions:

- (a) they undertake, at the time of retirement, to purchase the car at its normal depreciated price; and
- (b) they agree that government would not bear any additional liability that may be attributed to the topping up amount in case the car is damaged in an accident.

Services of Driver/Driver's Allowance

18.2.120 Officers including Chief Executives/Responsible and Accounting Officers appointed on or after 01 January 2013 and drawing salary of Rs 102000 or more as from 01 January 2013 are eligible for an official car and are paid an allowance in lieu of the services of a Driver. Officers in this category are allowed to avail of the services of a driver either on the establishment of the organisation or from the appropriate pool in lieu of the allowance, subject to approval of the High Powered Committee. We are maintaining the present provisions.

Recommendation 40

18.2.121 We recommend that:

- (i) Judges and Chief Executives/Responsible and Accounting Officers of Ministries/Departments who were drawing a monthly salary of Rs 47500 and above as at 30 June 2008 and who have been provided with the services of a driver on the establishment of the organisation may continue with the present arrangement or opt for the driver's allowance in lieu of the services of a driver; and
- (ii) Officers including Chief Executives/Responsible and Accounting Officers appointed on or after 01 January 2013 and drawing salary of Rs 110000 or more are eligible for a driver's allowance in lieu of the services of a driver. However, subject to the approval of the HPC, such officers may be provided with the services of a driver either on the establishment of the organisation or from the appropriate pool in lieu of the allowance.

18.2.122 The provisions at paragraphs 18.2.112 and 18.2.113 above also apply to Chief Executives of Municipal Councils and District Councils in respect of Driver's allowance.

Government Official Car (Chauffeur-Driven/Self-Driven) to Officers on Leave/Mission or in Acting/Temporary Capacity

Retention of Official Car during period of leave abroad and payment of petrol allowance

18.2.123 Officers on leave/mission abroad are allowed to retain their official car and are eligible for the payment of the monthly fuel allowance. Such beneficiaries are allowed to opt for the purchase of a duty exempted car within the prescribed ceiling value together with the payment of a monthly car allowance in lieu of the official car. We are maintaining the existing provisions.

Recommendation 41

18.2.124 We recommend that:

- (i) officers entitled to a government official car (Chauffeur-Driven/Self-Driven), may continue to retain the responsibility of the car or continue to draw the monthly car allowance in lieu of the official car, while on mission abroad or leave with pay for a period of up to six months. This recommendation should also apply to beneficiaries posted to our missions abroad; and**
- (ii) the HPC shall continue to examine, on a case to case basis, requests for the retention of government cars or the payment of the monthly car allowance in lieu thereof to officers proceeding on leave with pay for the period in excess of six months.**

Duty Exemption to Officers Eligible for Chauffeur-Driven Government Car for the Purchase of a Car for Private Use.

18.2.125 Officers of the level of Permanent Secretary and above who may be called upon to work regularly beyond normal office hours for long periods are at present eligible, subject to the approval of the HPC, for the purchase of a car, within the prescribed ceiling value, on which duty is exempted. The argument in favour of this provision is the non-availability of the official car for use by the family as the officer is often retained beyond normal working hours and very often unexpectedly. We are maintaining the present provisions.

Recommendation 42

18.2.126 We recommend that requests from eligible officers for duty exemption for the purchase of a car for private use over and above their present entitlement to an official car should continue to be looked into by the HPC on a case-to-case basis. This exemption is restricted to a single purchase.

18.2.127 Judges and Officers at this level and above, should continue to be allowed to renew the duty exempted car purchased for private use every seven years, subject to the approval of the HPC.

Allocation of Official Car to Officers Appointed in a Temporary Capacity

18.2.128 An officer appointed in a temporary capacity in a post carrying the benefit of an official car is provided with a government/organisation car from the pool both for official travelling and for private use. The officer is also allowed to have recourse to the services of a Driver from the organisation, if available and wherever applicable. Provisions also exist for the officer to opt for the payment of a monthly car allowance in lieu of the official car.

Recommendation 43

18.2.129 We recommend that officers appointed in a temporary capacity in post carrying the benefit of an official car should continue to be provided with a government/organisation car from the pool both for official travelling and private purposes. Such officer may be provided with the services of a driver from the organisation, if available.

18.2.130 We also recommend that an officer appointed in a temporary capacity in a grade carrying the benefit of an official car may be allowed to opt for the payment of a monthly car allowance, in lieu of the official car, together with the payment of a monthly fuel allowance which is determined by the HPC. The officer would also be eligible for the monthly driver's allowance of Rs 8400.

Allocation of Chauffeur-Driven Cars to Officers Appointed in an Acting Capacity

18.2.131 The existing provisions regarding the allocation of an official car during period of actingship/assignment of duties and the option for payment of a monthly car allowance in lieu of the official car are being maintained.

Recommendation 44

18.2.132 We recommend that officers, appointed to act or assigned duties for a period exceeding one year, in a post carrying a monthly salary of Rs 110000 and above and for which actingship or assignment of duties is made on the basis of seniority or selection by the relevant Service Commissions or Board against vacancies or temporary vacancies which would become permanent or vice an officer in a substantive capacity who proceed on leave with/without pay or on mission may, subject to the approval of the HPC, exceptionally be granted

either

the use of a government/organisation car along with the services of a driver of the organisation, if available, or a driver's allowance and fuel allowance as appropriate

or

a monthly car allowance in lieu of the official car together with a driver's allowance and fuel allowance as appropriate.

18.2.133 We recommend that officers appointed to act or assigned duties in post carrying a monthly salary of Rs 110000 and above be exceptionally granted either the use of an organisation car along with the services of a driver, if available, or a driver's allowance during their period of actingship, irrespective of the number of days they are on actingship or assignment of higher duties.

Recommendation 45

18.2.134 We recommend that officers, appointed to act or assigned duties for a period exceeding one year in a position of an Accounting/Responsible Officer carrying a monthly salary of Rs 101000 and for which actingship or assignment of duties is made on the basis of seniority or selection by the relevant Service Commissions or Board against vacancies or temporary vacancies which would become permanent or vice an officer in a substantive capacity who proceeds on leave with pay/without pay or on mission may, subject to the approval of the HPC, exceptionally be granted

either

the use of a government/organisation car and fuel allowance as appropriate

or

a monthly car allowance in lieu of the official car and fuel allowance as appropriate.

Recommendation 46

18.2.135 We recommend that the HPC should, on a case-to-case basis, continue to look into, the extension of the recommendation at paragraph 18.2.134 to an officer acting in a grade carrying a monthly salary of at least Rs 110000 though not in an Accounting/Responsible position.

Chauffeur-Driven Car Benefit to Officers Assigned the Duties at the level of Permanent Secretary and above

18.2.136 We are maintaining the existing provisions for officers assigned duties at the level of Permanent Secretary, Secretary to the President and Secretary, Public and Disciplined Forces Service Commissions pending the implementation of a recommendation concerning the posting of officers in the grade of Permanent Secretary to carry out the duties and shoulder responsibilities of the latter grades.

Recommendation 47

18.2.137 We recommend that :

- (i) officers assigned the duties of the post of Secretary to the President and Secretary, Public and Disciplined Forces Service Commissions who are subsequently appointed in an acting**

capacity in a grade carrying the benefit of a chauffeur-driven/official car, may be allowed to retain the official car or be provided with a car from the pool until their substantive appointment or may opt for a monthly car allowance in lieu thereof. Such officers would also be eligible for a driver's allowance in lieu of the services of a driver or may seek the approval of the High Powered Committee for the services of a driver;

- (ii) officers who have opted for the payment of a monthly car allowance in lieu of an official car while, being assigned the duties of the post of Secretary to the President and Secretary, Public and Disciplined Forces Service Commissions may continue to draw this allowance until their substantive appointment; and
- (iii) officers retiring during the period of assignment of duties in the capacity of Secretary to the President or Secretary, Public and Disciplined Forces Service Commissions would be eligible for the monetary benefits of the private use of the official car for pension purposes, even if they have opted for the payment of the car allowance in lieu of the official car.

Self-Driven Official Car

Change in Entitlement

Recommendation 48

18.2.138 We further recommend that officers who have taken advantage of a self-driven government car and subsequently qualify for a chauffeur-driven car and a driver's allowance should be eligible for a new official car or a car of less than five years old from the pool, within the prescribed ceiling only after five years have elapsed as from the date of purchase (first registration) of the self-driven car.

Car/Travelling Benefits during Pre-Retirement Leave

Retention of Car, Payment of Petrol and Driver's Allowances

18.2.139 Officers allocated a chauffeur/self-driven government car are presently authorised to retain the car while on pre-retirement leave and are paid the full monthly fuel allowance during this period or continue to opt for a monthly car allowance in lieu of the official car during the pre-retirement leave. We are maintaining this provision.

Recommendation 49

18.2.140 We recommend that:

- (i) beneficiaries of a chauffeur/self-driven government car, may during their pre-retirement leave, either continue to retain their car and be paid the monthly fuel allowance or opt for the payment of a

monthly car allowance in lieu of the chauffeur/self-driven government car along with the fuel allowance;

- (ii) beneficiaries of an official car who on pre-retirement leave opt for a monthly car allowance in lieu of the official car would also be eligible for a driver's allowance in lieu of the services of a driver;
- (iii) beneficiaries of an official car who have opted or who opt, while proceeding on leave prior to retirement, for the payment of a driver's allowance in lieu of the services of a driver would benefit from same during their pre-retirement leave;
- (iv) beneficiaries of an official car as well as officers who have opted for a monthly car allowance in lieu of the official car while proceeding on retirement at the age of 50 or above, may

either

opt to purchase the official car allocated to them while in service or a car from the pool at a depreciated price as established by the Ministry of Finance and Economic Development subject to the condition that they reimburse duty and outstanding loan, if any, on the car purchased in lieu of the official car

or

purchase a new duty exempted car within the prescribed ceiling value. However, the recommendation concerning the option to purchase a car from the pool would not be applicable to officers who have previously opted to top up the difference between the duty exempted price of the car and their corresponding ceiling entitlement;

- (v) the duty free certificate issued to officers eligible for 100% duty exemption on a car, on retiring at the age of 50 or above, should remain valid as from the date they proceed on pre-retirement leave up to six months after the effective date of their retirement;
- (vi) an officer who opts for a monthly car allowance in lieu of the official car would also be eligible for the fuel allowance and a driver's allowance in lieu of the services of a driver; and
- (vii) in case of interdiction, the official car allocated to a beneficiary should be returned to the pool/organisation and the latter be paid the monetary value of the private use of the car during the period of interdiction.

Beneficiaries of Chauffeur-Driven Government Car Re-employed on Contract

18.2.141 An officer, who at the time of retirement, has already purchased the chauffeur-driven/official car allocated to him or a new duty-free car in lieu thereof and is subsequently employed on a new contract which qualifies him for another

chauffeur-driven/official car or a new duty-free car is authorised to purchase the second official/duty free car only after a period of five years have elapsed as from the date of first registration of the last official car. We are maintaining the existing provisions.

Recommendation 50

18.2.142 We recommend that:

- (i) (a) contract officers appointed in the capacity of Responsible and Accounting Officer against established posts may be granted the benefit of a chauffeur-driven car and other car benefits as per terms and conditions at paragraph 18.2.112 as appropriate or may opt for the payment of a monthly car allowance in lieu of the official car;**
- (b) the beneficiary who opts for the use of the official car would not be allowed to purchase the car allocated to him at the expiry of the contract unless he has served for a continuous period of five years in that capacity;**
- (c) in case the contract officer opts to purchase a duty-exempted car in lieu of a chauffeur-driven car, he would be allowed to take advantage of loan facilities subject to provisions at paragraph 18.2.64;**
- (ii) an officer who at the time of retirement purchased the official car allocated to him or a new duty-free car in lieu thereof and who is subsequently employed on a new contract at a level qualifying him for another official car or a new duty-free car in lieu thereof may**
 - either**
 - purchase another official car or the new duty-free car only after a period of five years has elapsed from the date the new duty free car or the official car purchased, at the time of retirement, was first registered**
 - or**
 - opt for the payment of a monthly car allowance in lieu of the official car. Such officer would also be eligible for fuel allowance and a driver's allowance; and**
- (iii) A Contract Officer appointed in an executive capacity against an established post but not in a Responsible and Accounting position may be granted the respective car benefits as applicable for corresponding grades in the service, except for loan facilities which shall be as per provisions at paragraphs 18.2.43 and 18.2.64.**

Section V – Other Recommendations

Travel Grant and Loan Facilities

- 18.2.143 Advisers/Officers on contract employment drawing a monthly salary in the range of Rs 39275 and up to Rs 52775 and not eligible for 100% duty exemption on a car, are presently paid a monthly travel grant to use their car to attend duty.
- 18.2.144 Advisers/Officers employed on contract in the capacity of professionals are presently entitled to 100% duty exemption on a car of up to 1500 cc and a monthly travelling allowance.

Recommendation 51

- 18.2.145 We recommend that Advisers/Officers on contract employment not entitled to 100% duty exemption on a car, but drawing a monthly salary in the range of Rs 42325 and up to Rs 56450 would be eligible for a monthly travel grant of Rs 7250 and should use their car for official purposes whenever required.**
- 18.2.146 We also recommend that Advisers/Officers employed in the capacity of professionals as listed at Annex I to this Chapter, would be eligible for 100% duty exemption on a car together with loan facilities on terms and conditions specified at paragraph 18.2.64 and a travelling allowance as at paragraph 18.2.68 (No. 2).**

Reimbursement of Excise Duty by Advisers/Officers on Contract Employment

- 18.2.147 Duty exemption is granted to contract officers according to specific criteria for the purchase of a car, to be used in the performance of their duties. It should therefore be binding on such officers to reimburse duty whenever the contract is terminated or comes to expiry within a period of four years as from the date of purchase of the duty exempted car.
- 18.2.148 Retired public officers re-employed on contract and who have benefited from duty exemption on a car are not allowed to purchase another duty free car within a period of five or seven years as from the date of the last purchase of the duty remitted car. They are required to reimburse proportionate duty in case the car is sold within four years as from the date it was last purchased.

Recommendation 52

18.2.149 We recommend that:

- (i) Advisers/Officers on contract employment who have benefited from duty exemption on the purchase of a car should reimburse excise duty on a *pro-rata* basis whenever their contract is terminated or expires within four years as from the date of purchase of a duty exempted car;**

- (ii) the Supervising Officer of the Ministry/Department should, in writing, inform:
 - (a) the Advisers/Officers on contract employment of the provisions regarding the repayment of outstanding loans and excise duty at the time of the offer of contract of employment; and
 - (b) the Customs Department of the Mauritius Revenue Authority of the termination and/or expiry of contract of each beneficiary for the purpose of recovery of excise duty, if any.
- (iii) a retired public officer who has benefited from duty exemption on a car and subsequently qualifies for same, by virtue of employment on contract, would not be allowed to purchase another duty free car within a period of five or seven years, whichever is applicable, as from the date the officer last purchased the duty exempted car; and
- (iv) a contract officer who has benefited from duty exemption on a car should, in line with the recommendation at paragraph 18.2.18 (c), pay proportionate duty if same is sold within four years as from the date of its purchase.

Other Related Provisions

Recommendation 53

18.2.150 We recommend that wherever the term “salary” is used in the Chapter (Travelling and Car Benefits) of this Volume, it is deemed to read “basic salary”.

ANNEX I

List of grades eligible for loan to purchase a 100% duty-exempted car

Accountant/Senior Accountant

Agricultural Engineer

Analyst (Personal to ex-Financial and Management Analyst as at 30.06.08)

Architect/Senior Architect

Assistant Accountant General

Auditor

Ayurvedic Medical Officer/Senior Ayurvedic Medical Officer

Chief Officer

Dental Surgeon/Senior Dental Surgeon

District Magistrate

Electrical Engineer/Senior Electrical Engineer

Engineer

Engineer (Airworthiness – Air Frame/Power Plant)

Engineer (Airworthiness – Avionics)

Engineer, Communication, Navigation and Surveillance

Engineer, Energy Efficiency

Engineer/Senior Engineer (Civil)

Engineer/Senior Engineer (Planning/Maintenance)

Engineer/Senior Engineer (Project/Planning)
formerly Planner/Senior Planner

Financial and Governance Analyst/Senior Financial and Governance Analyst
(Personal to the FMA and SFMA as at 30.06.08)

Government Valuer

ANNEX I (Contd.)

Lead Architect

formerly Chief Architect

Lead Electrical Engineer

formerly Chief Engineer

Lead Engineer

formerly Chief Engineer

Lead Engineer (Planning/Maintenance)

formerly Chief Engineer

Lead Mechanical Engineer

formerly Chief Mechanical Engineer

Lead Engineer (Project/Planning)

formerly Chief Planner

Lead Quantity Surveyor

formerly Chief Quantity Surveyor

Lead Sanitary Engineer

formerly Principal Sanitary Engineer

Judicial Research Officer

Mechanical Engineer/Senior Mechanical Engineer

Medical and Health Officer/Senior Medical and Health Officer

Occupational Safety and Health Engineer/Senior Occupational Safety and Health Engineer

Pharmacist/Senior Pharmacist

Planner

Principal Agricultural Engineer

Principal Architect (Personal to officers in post as at 31.12.15)

Principal Auditor

Principal Electrical Engineer (Personal to officers in post as at 31.12.15)

Principal Engineer (Personal to officers in post as at 31.12.15)

Principal Engineer (Planning/Maintenance) (Personal to officers in post as at 31.12.15)

ANNEX I (Contd.)

Principal Mechanical Engineer (Personal to officers in post as at 31.12.15)

Principal Quantity Surveyor (Personal to officers in post as at 31.12.15)

Project Manager (National Development Unit)

Project Officer/Senior Project Officer (National Development Unit)
formerly Project Officer

Project Officer (Ministry of Environment, Sustainable Development, Disaster and Beach Management)

Quantity Surveyor/Senior Quantity Surveyor

Sanitary Engineer/Senior Sanitary Engineer

Senior Agricultural Engineer

Senior Analyst (Personal to ex-Senior Financial and Management Analyst as at 30.06.08)

Senior Auditor

Senior Engineer (Airworthiness – Air Frame/Power Plant)

Senior Engineer (Airworthiness – Avionics)

Senior Engineer (Communication, Navigation and Surveillance)

Senior Government Valuer

Senior Town and Country Planning Officer

State Attorney

State Counsel

Town and Country Planning Officer

Veterinary Officer

Veterinary Officer (Competent Authority)

ANNEX I (Contd.)

PARASTATAL AND OTHER STATUTORY BODIES

Accountant (drawing salary in the scale the maximum of which is not less than Rs 56450 a month)

Internal Auditor (drawing salary in a scale the maximum of which is not less than Rs 56450 a month)

Accountant/Senior Accountant
formerly Accountant

Senior Accountant

Chief Internal Auditor

Senior Internal Auditor

Road Development Authority

Assistant Divisional Manager (Civil Engineering)

Senior Manager (Civil Engineering)

Manager (Civil Engineering)

State Trading Corporation

Assistant Financial Manager

Town and Country Planning Board

Planning Officer/Senior Planning Officer
formerly Planning Officer

Mauritius Cane Industry Authority

Workshop Manager

Field Manager

Financial Reporting Council

Assistant Technical Executive

ANNEX I (Contd.)

LOCAL AUTHORITIES

Accountant (drawing salary in a scale the maximum of which is not less than Rs 56450 a month)

Internal Auditor (drawing salary in a scale the maximum of which is not less than Rs 56450 a month)

Accountant/Senior Accountant
formerly Accountant

Head, Land Use and Planning Department

Head, Public Infrastructure Department

Planning and Development Officer

Civil Engineer

Mechanical Engineer/Senior Mechanical Engineer

ANNEX II

**List of grades eligible for loan to purchase a 70 % duty exempted car
for official travelling**

CIVIL SERVICE

MINISTRY/DEPARTMENT	GRADE
The Judiciary	Chief Court Usher Principal Court Usher Senior Court Usher Court Usher Official Receiver
National Assembly	Clerk Assistant, National Assembly Parliamentary ICT Manager
Ombudsman's Office	Senior Investigations Officer, Ombudsman's Office
Electoral Commissioner's Office	Principal Electoral Officer Senior Electoral Officer Electoral Officer
Prime Minister's Office and Ministry of Defence, Home Affairs, Rodrigues and National Development Unit	Co-ordinator, Security Matters Assistant Permanent Secretary
National Development Unit	Project Assistant Senior Regional Development Officer Regional Development Officer Assistant Citizen's Advice Bureau Coordinator Citizen's Advice Bureau Co-ordinator
Rodrigues Division	Public Relations and Welfare Officer
Government Information Service	Senior Information Officer Information Officer Head, Audio-Visual Production Officer Principal Audio-Visual Production Officer Senior Audio-Visual Production Officer
Pay Research Bureau	Survey Officer

ANNEX II (Contd.)

MINISTRY/DEPARTMENT	GRADE
Police	Chief Catering Administrator
Meteorological Services	Meteorologist/Senior Meteorologist <i>formerly Meteorologist</i>
Forensic Science Laboratory	Forensic Scientist/Senior Forensic Scientist Principal Forensic Technologist <i>formerly Forensic Technologist/Senior Forensic Technologist</i> Chief Forensic Technologist <i>formerly Principal Forensic Technologist</i>
Civil Status Division	Deputy Registrar of Civil Status Principal Civil Status Officer
Deputy Prime Minister's Office, Ministry of Tourism and External Communications	Senior Tourism Planner Tourism Planner Leisure Events Officer Tourism Enforcement Officer
Civil Aviation Services	Maintenance Supervisor Senior Maintenance Supervisor
Ministry of Housing and Lands	
Survey Division	Senior Surveyor Surveyor
Planning Division	Principal Technical Design Officer Senior Development Control Officer Development Control Officer
Vice Prime Minister's Office, Ministry of Energy and Public Utilities	
Water Resources Unit	Senior Hydrological Officer Hydrological Officer Technical Officer

ANNEX II (Contd)

MINISTRY/DEPARTMENT	GRADE
Ministry of Finance and Economic Development	Analyst/Senior Analyst Senior Analyst (Personal) Assistant Manager, Financial Operations (Personal to officers in post as at 31.12.15) Assistant Manager, Procurement and Supply (Personal to officers in post as at 31.12.15) Assistant Manager, Internal Control (Personal to officers in post as at 31.12.15) Deputy Official Receiver
Valuation	Chief Property Valuation Inspector Principal Property Valuation Inspector Senior Property Valuation Inspector
Ministry of Technology, Communication and Innovation	
Central Information Systems Division	Senior Systems Analyst Systems Analyst
Ministry of Youth and Sports	Assistant Director of Youth Affairs Principal Youth Officer Senior Youth Officer Youth Officer Senior Sports Officer Sports Officer
Ministry of Public Infrastructure and Land Transport	
Engineering Section	Superintendent of Works
Quantity Surveying Section	Chief Inspector of Works
Architect Section	Senior Inspector of Works Principal Materials Testing Officer <i>formerly Materials Testing Officer</i> Senior Technical and Mechanical Officer Technical and Mechanical Officer Principal Technical Officer (Civil Engineering) Senior Technical Officer (Civil Engineering) Technical Officer (Civil Engineering) Technical Officer

ANNEX II (Contd)

MINISTRY/DEPARTMENT	GRADE
Engineering Section	Assistant Quantity Surveyor
Quantity Surveying Section	Senior Materials Testing Officer
Architect Section (Contd.)	<i>formerly Senior Technical Officer (Materials Testing Laboratory)</i>
	Materials Testing Officer
	<i>formerly Technical Officer (Materials Testing Laboratory)</i>
	Technical Officer (Electrical and Electronics)
	Chief Technician (Quantity Surveying)
	Principal Technician (Quantity Surveying)
	Senior Technician (Quantity Surveying)
	Chief Technical Design Officer
	Principal Technical Design Officer
National Transport Authority	Chief Road Transport Inspector
	Principal Road Transport Inspector
	Senior Road Transport Inspector (Roster)
	Road Transport Inspector (Roster)
	Assistant Transport Planner
	Principal Traffic Warden (Roster)
	Senior Traffic Warden (Roster)
	Traffic Warden (Roster)
Energy Services Division	Chief Inspector
	Principal Inspector
	Senior Inspector
	Chief Technician
	Principal Technician
	Senior Technician
Traffic Management and Road Safety Unit	Traffic Census Officer
	Senior Traffic Census Officer
Ministry of Education and Human Resources, Tertiary Education and Scientific Research	Music Organiser
	Physical Education Organiser
	Senior School Inspector
	School Inspector
	Senior Supervisor Oriental Languages
	Supervisor Oriental Languages
	Assistant Supervisor Oriental Languages
	Supervisor (The Arts)

ANNEX II (Contd)

MINISTRY/DEPARTMENT	GRADE
Ministry of Education and Human Resources, Tertiary Education and Scientific Research (Contd.)	Principal ICT Technician
	Assistant Supervisor (The Arts)
	Inspector, Specialised Schools/Day Care Centres
	Senior Educational Psychologist
	Educational Psychologist
	ICT Technician/Senior ICT Technician
	Educational Social Worker
	Quality Assurance Officer
Ministry of Health and Quality of Life	Chief Pharmacy Technician
	Coordinator (Operations Support Services)
	Chief Medical Imaging Technologist
	Principal Medical Social Worker
	Chief Medical Laboratory Technologist
	Medical Social Worker/Senior Medical Social
	Worker
	Deputy Director, Public Health and Food Safety
	Nutritionist/Senior Nutritionist
	<i>formerly Nutritionist</i>
	Senior/Principal Analyst (Health)
	Principal Public Health and Food Safety Inspector
	Senior Public Health and Food Safety Inspector
	Principal Health Surveillance Officer
	Senior Nurse Educator
	Occupational Therapist/Senior Occupational
	Therapist
	Physiotherapist/Senior Physiotherapist
	Principal Health Information, Education and
	Communication Officer
	Senior Health Information, Education and
	Communication Officer
	Health Information, Education and
Communication Officer	
Senior Public Health Nursing Officer	
Senior Health Engineering Officer	
Health Engineering Officer	
Health Promotion Co-ordinator	
Lead Health Analyst	
Speech Therapist and Audiologist/Senior Speech	
Therapist and Audiologist	
Clinical Psychologist	

ANNEX II (Contd)

MINISTRY/DEPARTMENT	GRADE	
Ministry of Health and Quality of Life (Contd.)	Clinical Scientist/Senior Clinical Scientist (Biochemistry)	
	Clinical Scientist/Senior Clinical Scientist (Virology)	
	Principal Public Health Nursing Officer	
	Regional Health Services Administrator	
	Principal Biomedical Engineering Technician	
	Senior Biomedical Engineering Technician	
	Blood Donor Coordinator	
	Scientific Officer/Senior Scientific Officer, Vector Biology and Control Division <i>formerly Scientific Officer, Vector Biology and Control Division</i>	
	Haemodialysis Supervisor	
	Specialised Nurse	
	Nursing Supervisor	
	Ministry of Local Government	Chief Inspector
		Senior Inspector
Mauritius Rescue and Fire Service	Deputy Chief Fire Officer	
Ministry of Foreign Affairs, Regional Integration and International Trade	Second Secretary	
Attorney-General's Office	Curator of Vacant Estates	
Ministry of Agro-Industry and Food Security	Senior Agricultural Analyst	
	Senior Agricultural Superintendent	
	Agricultural Superintendent	
	Senior Scientific Officer	
	Scientific Officer	
	Senior Technical Officer	
	Technical Officer	
	Senior Laboratory Technologist	
	Laboratory Technologist	
	Transport Superintendent <i>formerly Transport Officer</i>	
Forestry Services	Assistant Conservator of Forests	
	Divisional Forest Officer	

ANNEX II (Contd.)

MINISTRY/DEPARTMENT	GRADE
National Parks and Conservation Service	Technical Officer/Senior Technical Officer (Conservation) Senior Scientific Officer (Conservation) Scientific Officer (Conservation)
Ministry of Arts and Culture	Chief Arts Officer Principal Arts Officer Senior Arts Officer Arts Officer Senior Culture Officer Culture Officer
Film Classification Board	Secretary, Film Classification Board
National Archives Department	Conservator
Ministry of Industry, Commerce and Consumer Protection	
Industry Division	Senior Analyst (Industry) Analyst (Industry)
Consumer Affairs Unit	Principal Consumer Affairs Officer Senior Consumer Affairs Officer Consumer Affairs Officer
Commerce Division	Legal Metrologist Senior Technical Officer (Legal Metrology) Technical Officer (Legal Metrology) (Personal) Senior Commercial Officer Commercial Officer
Assay Office	Assistant Director, Assay Office Technical Officer/Senior Technical Officer (Assay Office) Gemmologist
Ministry of Gender Equality, Child Development and Family Welfare	Senior Organising Officer, Women's Centre (Personal) Head, Home Economics Unit (Personal) Senior Home Economics Officer Home Economics Officer

ANNEX II (Contd)

MINISTRY/DEPARTMENT	GRADE
Ministry of Gender Equality, Child Development and Family Welfare (Contd.)	Psychologist/SeniorPsychologist <i>formerly Psychologist</i> Family Counselling Officer Co-ordinator Senior Family Welfare and Protection Officer Family Welfare and Protection Officer Senior Child Welfare Officer (Personal)
Ministry of Business Enterprise and Cooperatives	
Cooperatives Division	Divisional Co-operative Officer Principal Co-operative Officer Senior Co-operative Officer Co-operative Officer Co-operative Development Officer
Ministry of Social Security, National Solidarity and Reform Institutions	Head, Disability Empowerment Unit Principal Disability Empowerment Officer Disability Empowerment Officer/Senior Disability Empowerment Officer Senior Organising Officer, Recreation Centre Assistant Commissioner, Social Security Principal Social Security Officer Senior Social Security Officer
Social Welfare Division	Deputy Social Welfare Commissioner Principal Social Welfare Officer Senior Social Welfare Officer Social Welfare Officer
Reform Institutions	Assistant Commissioner of Probation and After Care Principal Probation Officer Senior Probation Officer Probation Officer

ANNEX II (Contd)

MINISTRY/DEPARTMENT	GRADE
Ministry of Ocean Economy, Marine Resources, Fisheries, Shipping and Outer Islands	Controller, Fisheries Protection Service Deputy Controller, Fisheries Protection Service Assistant Controller, Fisheries Protection Service Principal Fisheries Protection Officer Senior Technical Officer (Fisheries) Technical Officer (Fisheries) Scientific Officer/Senior Scientific Officer (Fisheries)
Ministry of Environment, Sustainable Development, Disaster and Beach Management	Principal Technical Enforcement Officer Senior Technical Enforcement Officer Technical Enforcement Officer Scientific Officer (Environment) Environment Officer/Senior Environment Officer <i>formerly Environment Officer</i> Chief Inspector Senior Inspector
Department of Environment	
Solid Waste Management Division	Technical Officer Project Officer/Senior Project Officer Principal Project Officer
Ministry of Civil Service and Administrative Reforms	Assistant Manager, Human Resources (Personal to officers in post as at 31.12.15) Director, Safety and Health Unit Principal Safety and Health Officer Safety and Health Officer/Senior Safety and Health Officer
Ministry of Labour, Industrial Relations, Employment and Training	Principal Labour and Industrial Relations Officer Senior Labour and Industrial Relations Officer Labour and Industrial Relations Officer

ANNEX II (Contd)

MINISTRY/DEPARTMENT	GRADE
Employment Service	Deputy Director, Employment Service Chief Employment Officer Senior Employment Officer
National Remuneration Board	Senior Remuneration Analyst Remuneration Analyst
Occupational Safety and Health Inspectorate	Divisional Occupational Safety and Health Officer Principal Occupational Safety and Health Officer Occupational Safety and Health Officer/Senior Occupational Safety and Health Officer
Registry of Associations	Principal Inspector of Associations Senior Inspector of Associations Inspector of Associations
Careers Guidance Service	Senior Careers Counsellor Careers Counsellor

ANNEX II (Contd.)

RODRIGUES REGIONAL ASSEMBLY

In principle, officers in the grades mentioned below should be eligible for 70% duty-free car for the performance of their duties as their counterparts in Mauritius. Given the specificity in Rodrigues, namely its size, topography and the nature of the work carried out by these officers, the Island Chief Executive should ensure that it would be more economical for officers in such grades to use their own cars instead of the organisation's cars.

DEPARTMENT	GRADE
Office of the Clerk	Deputy Clerk, Regional Assembly
Chief Commissioner's Office	
Central Administration	Administrative Officer Safety and Health Officer/Senior Safety and Health Officer Assistant Manager, Financial Operations (Personal to officers in post as at 31.12.15) Systems Analyst
Transport	Head, Transport <i>formerly Officer-in-Charge, Transport</i>
State Lands and Town and Country Planning Unit	Surveyor
Civil Status Division	Officer-in-Charge, Civil Status
Agricultural Research and Extension Services	Scientific Officer/Senior Scientific Officer <i>formerly Scientific Officer (Agronomy) Scientific Officer (Animal Husbandry)</i> Agricultural Superintendent Senior Technical Officer (Agriculture) Technical Officer (Agriculture)
Education	Senior School Inspector School Inspector
Prisons and Reform Institutions	Senior Probation Officer Probation Officer

Annex II (Contd.)

DEPARTMENT	GRADE
Deputy Chief Commissioner's Office	
Cooperatives	Officer-in-Charge, Cooperatives Assistant Officer-in-Charge, Cooperatives Senior Cooperative Officer Cooperative Officer
Industrial Development Division	Analyst (Industry)
Human Resource Development Centre	Head, Human Resource Development Centre Co-ordinator, Human Resource Development Centre
Commission for Public Infrastructure, Housing, Transport and Water Resources	
Public Infrastructure	Chief Inspector of Works Senior Inspector of Works Technical Officer
National Transport Authority	Senior Road Transport Inspector (Roster) Road Transport Inspector (Roster)
Commission for Social Security, Employment, Labour and Industrial Relations, Consumer Protection, Trade, Commerce and Licensing	
Consumer Affairs Unit	Head, Consumer Affairs Unit <i>formerly Officer-in-Charge, Consumer Protection Unit</i> Senior Consumer Affairs Officer Consumer Affairs Officer
Employment	Senior Employment Officer
Labour and Industrial Relations	Labour and Industrial Relations Officer
Occupational Safety and Health Inspectorate	Occupational Safety and Health Officer/Senior Occupational Safety and Health Officer

ANNEX II (Contd.)

DEPARTMENT	GRADE
Commission for Health and Sports	
Medical and Health	Senior Inspector (Safety and Health) Nutritionist/Senior Nutritionist <i>formerly Nutritionist</i> Head Catering Unit
Sports Division	Sports Officer
Commission for Environment, Tourism, Forestry, Fisheries and Marine Parks	
Fisheries	Controller, Fisheries Protection Service (Rodrigues) Scientific Officer (Fisheries) Assistant Controller, Fisheries Protection Service (Rodrigues) Principal Fisheries Protection Officer
Tourism Division	Tourism Enforcement Officer
Environment Division	Environment Officer Environment Enforcement Officer <i>formerly Enforcement Officer</i>
Commission for Youth, Community Development, Library Services, Archives and Museum	
Arts and Culture	Arts Officer (Rodrigues)
Youth and Sports	Principal Youth Officer Senior Youth Officer Youth Officer

ANNEX II (Contd.)

**List of grades eligible for loan to purchase a 70 % duty exempted car
for official travelling**

PARASTATAL AND OTHER STATUTORY BODIES

ORGANISATION	GRADE
Agricultural Marketing Board	Seeds Officer
Apravasi Ghat Trust Fund	World Heritage Site Manager
Beach Authority	Technical Manager Beach Works Inspector Beach Enforcement Officer Technical Officer (Civil)
Central Water Authority	Surveyor Senior Internal Control Officer Senior Scientific Officer (Biochemistry) Scientific Officer (Biochemistry) Safety and Health Officer/Senior Safety and Health Officer Chief Works Officer Senior Inspector Meter Reading Supervisor Technical Officer/Senior Technical Officer (Laboratory) <i>formerly Technical Officer (Laboratory)</i> Superintendent, Anti-Fraud Unit Technical Officer/Senior Technical Officer <i>formerly Technical Officer</i> <i>Senior Technical Officer</i>
Manufacturing Sector Workers Welfare Fund	Programme Welfare Officer
Food and Agricultural Research and Extension Institute	Manager, Finance <i>formerly Manager, Accounts Section</i> Biometrician/Senior Biometrician Maintenance Officer Research Scientist/Senior Research Scientist Assistant Research Scientist

ANNEX II (Contd.)

ORGANISATION

GRADE

Food and Agricultural Research and Extension Institute (Contd.)

Business Development Manager
 Senior Extension Officer (Personal)
 Extension Officer (Personal)
 Extension Officer/Senior Extension Officer
 Station/Laboratory Manager

Mauritius Cane Industry Authority

Senior Area Superintendent (Personal to incumbent of Ex-Cane Planters and Millers Arbitration and Control Board)
 Area Superintendent (Personal to incumbent of Ex-Cane Planters and Millers Arbitration and Control Board)
 Senior Technical Officer(Personal to incumbent of Ex-Cane Planters and Millers Arbitration and Control Board)
 Technical Officer(Personal to incumbent of Ex-Cane Planters and Millers Arbitration and Control Board)
 Sugar Technologist/Senior Sugar Technologist
 Operations Superintendent (Agricultural Mechanisation)
formerly Field Superintendent
 Operations Officer (Agricultural Mechanisation)
formerly Field Officer/Senior Field Officer
 Technical and Mechanical Officer/Senior Technical and Mechanical Officer
 LAMU/Nursery Co-ordinator (Personal to incumbent of Ex-Farmers' Service Corporation as at 30.06.08)
 Manager (Personal to incumbent of Ex-Farmers' Service Corporation as at 30.06.08)
 Assistant Manager (Personal to incumbent of Ex-Farmers' Service Corporation as at 30.06.08)

ANNEX II (Contd.)

ORGANISATION	GRADE
Mauritius Institute of Training and Development	Assistant Manager (Personal to incumbent of Ex-IVTB as at 30.06.08)
	Coordinator (Personal to incumbent of Ex-IVTB as at 30.06.08)
	Curriculum Officer (Personal to incumbent of Ex-IVTB as at 30.06.08)
	Safety and Health Officer/Senior Safety and Health Officer (Personal to incumbent of Ex-IVTB as at 30.06.08)
	Psychologist (Personal to incumbent of Ex-IVTB as at 30.06.08)
Irrigation Authority	Divisional Irrigation Operation Officer
	Technical Officer (Civil)
	Senior Technical Officer (Civil)
	Safety and Health Officer/Senior Safety and Health Officer
	Irrigation Operation Officer
Mahatma Gandhi Institute	Head, Gandhian Basic School
	Lecturer
Mauritius Broadcasting Corporation	Chief Broadcast Technologist
	Chief Technical Producer
	Producer/Senior Producer
	Journaliste Reporteur D'images
	Senior News Editor (Roster) (Personal)
	News Editor (Roster) (Personal)
	Senior Academic Media Coordinator
Open University of Mauritius	Academic Media Coordinator
	Marketing and Development Officer
	Head, Engineering and Technology Services
	Head, Audio-Visual Production
	Lecturer
	<i>formerly Assistant Lecturer/Lecturer</i>
Mauritius Examinations Syndicate	Examinations Officer
Mauritius Institute of Education	Chief Technician
	Lecturer

ANNEX II (Contd.)

ORGANISATION	GRADE
Mauritius Institute of Health	Research Officer/Senior Research Officer
Mauritius Oceanography Institute	Associate Research Scientist Technical Assistant/Senior Technical Assistant
Mauritius Meat Authority	Head of Illegal Slaughter Squad
Mauritius Museums Council	Curator Conservator
Mauritius Standards Bureau	Financial Manager Manager Quality Officer
National Children's Council	Council Secretary Coordinator
National Agency for the Treatment and Rehabilitation of Substance Abusers	Programme Officer Assistant Programme Officer
National Computer Board	Project Supervisor Business Analyst/IT Consultant/Research Officer (Personal to officers in post as at 31.12.15)
National Transport Corporation	NTC Regional Manager Technical and Mechanical Officer/Senior Technical and Mechanical Officer Traffic Controller Senior Traffic Controller
National Women's Council	Head, Women's Association Unit (Personal) Supervisor, Women's Association
Private Secondary Schools Authority	Supervisor/Senior Supervisor Inspector (Personal)
Rabindranath Tagore Institute	Lecturer

ANNEX II (Contd.)

ORGANISATION	GRADE
Road Development Authority	Chief Technical Design Officer
	Chief Inspector of Works
	Materials Testing Officer
	Principal Technical Officer (Civil Engineering)
	Senior Inspector of Works
	Senior Technical Officer (Civil Engineering)
	Senior Technical Officer (Materials Testing Laboratory)
	Superintendent of Works
	Surveyor
	Principal Technical Design Officer
	Technical Officer (Civil Engineering)
	Technical Officer (Materials Testing Laboratory)
	Safety and Health Officer/Senior Safety and Health Officer
	Small Farmers Welfare Fund
Small and Medium Enterprise Development Authority	Business Development Officer
	Assistant Manager
Sugar Insurance Fund Board	Area Manager
	Land Surveyor
	Manager, Finance
	Field/Operations Supervisor
Sugar Industry Labour Welfare Fund	Commissioner, Community Development
	Principal Community Development Officer
	Senior Community Development Officer
	Principal Social Welfare Officer
	Senior Social Welfare Officer
	Supervisor, Women's Association
	Inspector
	Senior Inspector
	Supervisor, Dressmaking and Related Craft

ANNEX II (Contd.)

ORGANISATION	GRADE
Tertiary Education Commission	Deputy Financial Controller
Ex-Tea Board	Technical Officer
Ex-Tobacco Board	Tobacco Officer Senior Tobacco Officer
Tourism Authority	Tourism Enforcement Officer Senior Tourism Enforcement Officer Assistant Examiner
Tourism Employees Welfare Fund	Programme Welfare Officer
Town and Country Planning Board	Administrative Manager Chief Planning Inspector Senior Planning Inspector Planning Inspector
University of Mauritius	Lecturer
Université des Mascareignes	Lecturer
University of Technology, Mauritius	Lecturer
Vallée D'Osterlog Endemic Garden Foundation	Technical Officer
Wastewater Management Authority	Scientific Officer Senior Works Inspector Land Surveyor Chief Works Inspector Technical Officer (Civil) <i>formerly Technical Officer (Civil Engineering)</i> Senior Technical Officer (Civil) <i>formerly Senior Technical Officer</i> Technical Officer (Mechanical and Electrical) Principal Technical Design Officer

ANNEX II (Contd.)

**List of grades eligible for loan to purchase a 70 % duty exempted car
for official travelling**

LOCAL AUTHORITIES

CITY AND MUNICIPAL COUNCILS

DISTRICT COUNCILS

Assistant Chief Executive
Attorney
Building Inspector
Chief Building Inspector
Chief Health Inspector
Chief Inspector of Works
Chief Welfare Officer
Deputy Chief Executive
Deputy Chief Health Inspector
Deputy Superintendent of Parks and Gardens
Engineering Assistant
Financial Operations Officer (Personal to incumbent in post as at 30.06.08)
Land Surveyor
Planning and Development Inspector
Principal Health Inspector
Principal Welfare Officer
Safety and Health Officer/Senior Safety and Health Officer
Senior Building Inspector
Senior Health Inspector
Senior Inspector of Works
Senior Usher/Prosecutor (Personal)
Superintendent of Parks and Gardens
Supervisor, Usher's Section (Personal)
Treasurer

ANNEX III

**List of grades eligible for loan to purchase an
autocycle/motorcycle for official travelling**

CIVIL SERVICE

MINISTRY/DEPARTMENT	GRADE
Vice-Prime Minister's Office, Ministry of Energy and Public Utilities Water Resources Unit	Gauge Reader
Ministry of Finance and Economic Development Statistics Mauritius	Senior Statistical Officer Statistical Officer
Valuation Department	Property Valuation Inspector
Ministry of Youth and Sports	Senior Coach Coach Swimming Pool Attendant Foreman
Ministry of Public Infrastructure and Land Transport	Inspector of Works Assistant Inspector of Works Senior Field Supervisor Field Supervisor Chief Tradesman Foreman
Energy Services Division	Inspector Foreman Chief Electrician Chief Plant Mechanic
National Transport Authority	Senior Traffic Warden Traffic Warden
Ministry of Education and Human Resources, Tertiary Education and Scientific Research	Inspector of Works Assistant Inspector of Works

ANNEX III (Contd.)

MINISTRY/DEPARTMENT	GRADE
Ministry of Health and Quality of Life	Public Health and Food Safety Inspector
	Senior Health Surveillance Officer
	Health Surveillance Officer
	Senior Supervisor, Rodent Control
	Supervisor, Rodent Control
	Assistant Supervisor, Rodent Control
	Rodent Control Attendant
	Motivator
	Mortuary Attendant
	Time Keeper (Health)
	Ambulance Care Attendant
	Insecticide Sprayer Operator
	Community Health Development Motivator
	Community Health Rehabilitation Officer
	Senior Statistical Officer
	Statistical Officer
	Cook (Roster)
Ministry of Local Government	Inspector
	Assistant Inspector of Works
Mauritius Fire and Rescue Service	Firefighter
	Sub-Officer
	Station Officer
Ministry of Agro-Industry and Food Security Forestry Services	Chief Forest Conservation and Enforcement Officer
	Principal Forest Conservation and Enforcement Officer
	Senior Forest Conservation and Enforcement Officer
	Forest Conservation and Enforcement Officer
National Parks and Conservation Service	Senior Park Ranger
	Park Ranger
	Assistant Park Ranger

ANNEX III (Contd.)

MINISTRY/DEPARTMENT	GRADE
Ministry of Social Security, National Solidarity and Reform Institutions	Higher Social Security Officer
Mauritius Maritime Training Academy	Petty Officer
Ministry of Labour, Industrial Relations, Employment and Training	Employment Officer
Mauritius Police Force	Cook (Roster)
Mauritius Prisons Services	Cook (Roster)
Ministry of Ocean Economy, Marine Resources, Fisheries, Shipping and Outer Islands	Senior Fisheries Protection Officer Fisheries Protection Officer

ANNEX III (Contd.)

**List of grades eligible for loan to purchase an
autocycle/motorcycle for official travelling**

RODRIGUES REGIONAL ASSEMBLY

DEPARTMENT	GRADE
Rodrigues Regional Assembly	Field Assistant
	Agricultural Assistant
	Chief Forest Conservation and Enforcement Officer
	Principal Forest Conservation and Enforcement Officer
	Senior Forest Conservation and Enforcement Officer
	Forest Conservation and Enforcement Officer
	Inspector of Works
	Assistant Inspector of Works
	Coach
	Chief Tradesman
	Foreman
	Senior Field Supervisor
	Field Supervisor
	Employment Officer
	Higher Social Security Officer
	Senior Statistical Officer <i>formerly Senior Statistical Assistant</i>
	Statistical Officer <i>formerly Statistical Assistant</i>
	Public Health and Food Safety Inspector
	Hydrological Technician
	Chief Tradesman
	Foreman
	Senior Fisheries Protection Officer
	Fisheries Protection Officer
	Firefighter
	Sub-Officer
	Station Officer

ANNEX III (Contd.)

**List of grades eligible for loan to purchase an
autocycle/motorcycle for official travelling**

PARASTATAL AND OTHER STATUTORY BODIES

ORGANISATION	GRADE
Central Water Authority	Inspector
	Assistant Inspector (Personal)
	Chief Tradesman (Personal)
Food and Agricultural Research and Extension Institute	Senior Extension Assistant
	Extension Assistant
Irrigation Authority	Field Officer/Senior Field Officer <i>formerly Field Officer</i>
	Driver (Roster)
	Field Supervisor (Roster)
	Irrigueur (Roster)
	Social Facilitator
	Supervisor (Irrigation) (Roster)
Mauritius Cane Industry Authority	Test Chemist (Personal to incumbent of Cane Planters and Millers Arbitration and Control Board as at 30.06.08)
	Technical Assistant/Senior Technical Assistant
	Operator (Personal)
	Head Operator (Personal)
	Agricultural Machinery Operator
	Agricultural Machinery Operator(Personal)
	Head Agricultural Machinery Operator (Personal to Incumbent of Ex-Sugar Planters Mechanical Pool Corporation as at 30.06.08)
Road Development Authority	Inspector of Works
	Assistant Inspector of Works
	Senior Field Supervisor
	Field Supervisor
	Chief Tradesman
	Foreman

ANNEX III (Contd.)

ORGANISATION	GRADE
Sugar Insurance Fund Board	Field Officer/Senior Field Officer <i>formerly Field Officer</i> <i>Senior Field Officer</i>
Sugar Industry Labour Welfare Fund	Community Development Officer Assistant Supervisor, Women's Associations
Wastewater Management Authority	Works Inspector Assistant Works Inspector Head Operative

ANNEX III (Contd.)

**List of grades eligible for loan to purchase an
autocycle/motorcycle for official travelling**

LOCAL AUTHORITIES

CITY AND MUNICIPAL COUNCILS

DISTRICT COUNCILS

GRADE

Inspector of Works
Building Inspector
Health Inspector
Assistant Inspector of Works
Senior Welfare Officer
Welfare Officer
Overseer (Drains and Works)
Overseer (Parks and Gardens)
Overseer
Workshop Supervisor
Supervisor Infant School
Cadastral Officer
Usher/Prosecutor/ Senior Usher/Prosecutor
formerly Usher/Prosecutor
Revenue Collector (Personal)
Chief Controller of Works
Foreman
Assistant Building Inspector
Senior Overseer
Financial Operations Officer/Senior
Financial Operations Officer
formerly Tax Controller
Supervisor (Lighting)
Supervisor (Lighting Section) (Personal)
Supervisor (Lighting Section)
Field Supervisor
Groundsman

ANNEX IV

List of grades eligible for loan to purchase a duty free motorcycle of up to 250 cc

MINISTRY

**Ministry of Ocean, Economy,
Marine Resources, Fisheries,
Shipping and Outer Islands**

DEPARTMENT

Fisheries Protection Officer (Personal to officers
in post as at 31.12.15)

18.3 PASSAGE BENEFIT SCHEME

- 18.3.1 The Passage Benefit Scheme originated in the colonial days and was meant to provide free passages for sea travel to expatriates in post in the country to travel from Mauritius to their homeland after a tour of service. Eventually, this privilege was granted to all senior officers and thereafter to all Government officers employed on permanent and pensionable terms.
- 18.3.2 Since its introduction in the Public Sector, the Scheme has undergone fundamental changes in the successive salary reviews to allow more beneficiaries to make use of passage benefit for purposes other than travelling. Currently, officers can use their accumulated passage benefit for: travel purposes for themselves and immediate members of their families; other expenses in connection with their travel; expenses incurred for spending vacation at inland hotels/recreational resorts; paying the fees in connection with School Certificate and Higher School Certificate examinations for their wards and for medical treatment. At the time of retirement officers are allowed to cash in *to totu* all accumulated passage benefit standing to their credit.
- 18.3.3 The EOAC Report 2013 made provision for officers to cash their passage benefit at the discount rate of 90% for any purpose other than travel subject to the balance of their passage account being not less than Rs 11000. Provision has also been made to allow officers to use their passage benefit for the payment of premium under the approved Medical Insurance Scheme.
- 18.3.4 Presently, officers on permanent and pensionable establishment drawing a minimum monthly salary of Rs 24425 or reckoning at least eight years' service earn passage benefit at the rate of 5% of the gross salaries annually.
- 18.3.5 Officers are allowed to use their accumulated passage benefit provided that the balance to their credit stands at Rs 11000 or more. If both spouses are civil servants, they are allowed to use their passage benefit provided they have jointly accumulated an aggregate of not less than Rs 22000. However, when officers make use of their accumulated passage benefit to meet the fees in connection with SC and HSC examinations for their wards, the balance standing to their credit may be less than Rs 11000.
- 18.3.6 Officers do not earn passage benefit during probationary period, vacation leave, vacation leave taken as casual leave, sick leave in excess of 21 working days in any calendar year, maternity leave, adoption leave, parental leave, study leave with or without pay, injury leave, interdiction period, accumulated sick leave taken prior to retirement, and leave without pay or leave reckoned for late arrivals.

- 18.3.7 Officers may cash part or the whole amount of their accumulated passage benefit for spending vacation at inland hotels/recreational resorts provided they produce documentary evidence to that effect and their accumulated passage benefit is not less than Rs 11000.
- 18.3.8 Officers serving in our missions abroad may cash part or the whole amount of their accumulated passage benefit for spending vacation abroad in hotels/recreational resorts provided they produce documentary evidence to that effect and their accumulated passage benefit is not less than Rs 11000.
- 18.3.9 On the demise of a beneficiary, the outstanding benefit is paid *in toto* to the heirs.
- 18.3.10 In the context of this review exercise, it has been represented that officers should also be allowed to make use of their accumulated passage benefit for other purposes as follows:
- (a) to undergo a medical treatment requiring a surgery/dialysis/medical test for themselves or immediate members of their family either locally or abroad;
 - (b) the payment of university fees for themselves and vocational training fees for their wards; and
 - (c) if both spouses are Civil Servants, they should be allowed to use their passage benefit provided one of the spouses has accumulated passage benefit of not less than Rs 10,000.
- 18.3.11 Representations have also been received to the effect that officers:-
- (i) be allowed to earn passage benefit if they elect to work during their pre-retirement leave;
 - (ii) be allowed to cash in *toto* the accumulated passage benefit standing to their credit for any other purpose and;
 - (iii) be refunded the total value (100%) of their accumulated passage benefit standing to their credit on resignation from the public service.
- 18.3.12 It has further been represented that:-
- (i) the eligibility criteria be reviewed and all officers upon appointment in a substantive capacity be allowed to earn passage benefit irrespective of salary level; and
 - (ii) the salary cut-point to earn passage benefit be brought down.
- 18.3.13 We have examined the above representations and are reviewing the cash refund for other purposes as well as the eligibility criteria for earning passage benefit. We are also reducing the floor value of the accumulated passage benefit of Rs 11000 and the salary cut-point to earn passage benefit.

Recommendation 1**18.3.14 We recommend that:**

- (a) officers on permanent and pensionable establishment drawing a minimum monthly salary of Rs 25525 or reckoning at least five years' service should earn passage benefit at the rate of 5% of the gross salaries annually; and
- (b) officers should not earn passage benefit during probationary period, vacation leave, vacation leave taken as casual leave, sick leave in excess of 21 working days in any calendar year, maternity leave, adoption leave, parental leave, study leave with or without pay, injury leave, interdiction period, accumulated sick leave taken prior to retirement, and leave without pay.

Recommendation 2**18.3.15 We also recommend that beneficiaries should be allowed to make use of their accumulated passage benefit:**

- (i) for travel purposes for themselves and for the immediate members of their families namely spouses and dependent children below 21 years as well as for their dependent children aged up to 30 years old who are following a full time course in a tertiary institution either locally or abroad;
- (ii) for travel purposes in favour of their mother and/or father;
- (iii) to meet the costs of other expenses in connection with their travel or cash either partly or wholly any balance of their accumulated benefit at the time of travel; and
- (iv) for medical treatment for themselves/immediate member(s) of their family either locally or abroad.

Recommendation 3**18.3.16 We further recommend that:**

- (a) officers should be allowed to use their accumulated passage benefit provided that the balance to their credit stands at Rs 10000 or more. If both spouses are civil servants, they should be allowed to use their passage benefit provided they have jointly accumulated an aggregate of not less than Rs 20000;
- (b) officers may cash part or the whole amount of their accumulated passage benefit for spending vacation at inland hotels/recreational resorts provided they produce documentary evidence to that effect and their accumulated passage benefit is not less than Rs 10000;

- (c) officers serving in our missions abroad may cash part or the whole amount of their accumulated passage benefit for spending vacation abroad in hotels/recreational resorts provided they produce documentary evidence to that effect and their accumulated passage benefit is not less than Rs 10000;
- (d) officers should be allowed to make use of their accumulated passage benefit to meet the fees in connection with SC, HSC examinations and vocational training for their wards as well as for the payment of university fees for themselves and for their wards, either locally or abroad even if the balance standing to their credit may be less than Rs 10000;
- (e) officers should be allowed to cash their accumulated passage benefit at a discounted rate of 90% for any purpose other than travel provided the balance standing to their credit is not less than Rs 10000. The remaining 10% of the accumulated passage benefit should, however, not be forfeited but remain in the balance standing to their credit;
- (f) officers who elect to work during pre-retirement leave should be allowed to earn passage benefit;
- (g) officers who resign from the public service should be paid the total value (100%) of the accumulated passage benefit standing to their credit;
- (h) officers should be allowed to cash *in toto* all passage benefit standing to their credit at the time of retirement; and
- (i) on the demise of a beneficiary, the outstanding accumulated passage benefit should be paid *in toto* to the heirs.

Recommendation 4

18.3.17 We additionally recommend that the Ministry of Civil Service and Administrative Reforms should, in consultation with the Accountant General and the concerned Insurance Company, consider the possibility of allowing Public Officers to make use of their accumulated passage benefit for the payment of premium under the Approved Medical Insurance Scheme.

18.4 LEAVE

Introduction

- 18.4.1 The concept of leave has evolved over successive reports to become an important component that forms part of the compensation package of officers/employees in the public sector. Employees across all public sector organisations, who are appointed in a substantive capacity or after completing one year's service, are entitled to a certain number of leave yearly aside from the days-off and public holidays. These leaves allow employees to maintain a work and life balance.
- 18.4.2 Authorised period of absence or leave is a privilege granted, subject to the exigencies of service, to an employee to relieve him from attending duty for a specific purpose. The employee continues to receive his salary or wage during that period of approved absence whilst delivery of service is continual.
- 18.4.3 There are various types of leave to cater for different needs of employees. These are vacation leave, casual leave, annual leave, sick leave, maternity leave, leave without pay, study leave with/without pay and injury leave.
- 18.4.4 For this Report, we have received representations from staff side to increase leave entitlement, refund of unutilised leave and to carry forward leave which has not been granted among others. We have studied in-depth all the representations and provided our views under the relevant topics with the appropriate recommendations. We are also making provision for the MCSAR to consider the advisability or otherwise to introduce a new leave scheme.

Casual Leave

- 18.4.5 Casual Leave or authorised paid absence from work is granted to each employee, on permanent and pensionable establishment after completing twelve months' continuous service or after being appointed in a substantive capacity to cater for brief absences, to attend to urgent personal matters including religious obligations and for recreation purposes.
- 18.4.6 The current provisions for the grant of casual leave to eligible officers are as hereunder:
- (i) the quantum of casual leave is 11 working days in each calendar year;
 - (ii) in any calendar year, after utilising all his casual leave, an employee may be allowed to take up to five days from his accumulated vacation leave which may be taken either at a stretch or on and off;

- (iii) an employee may, in addition to the provision at (ii) above, be authorized to take up to five days out of his vacation leave either at a stretch or on and off in case of the demise of a near relative or to look after the family around the time of his child's birth.
- (iv) an employee on appointment in a substantive capacity, whether directly or after a period of temporary service of less than one year, is eligible for casual leave on a pro-rata basis in the year of appointment;
- (v) on being appointed in a substantive capacity, an employee who has served in a casual/temporary capacity for a period of more than a year is eligible for the full quantum of casual leave less annual leave already taken since the beginning of the year;
- (vi) an employee, serving for a period of less than a complete calendar year for any of the following reasons: leave prior to retirement/resignation; leave with/without pay; injury leave and interdiction, is eligible to the full quantum of casual leave for the calendar year;
- (vii) an employee, who is absent from duty for a complete calendar year for any of the following reasons: leave prior to retirement/resignation; leave with/without pay; injury leave and interdiction, is not eligible for casual leave for the calendar year;
- (viii) casual leave should be taken in the calendar year it falls due and is normally non-accumulative. However, an employee who, owing to the exigencies of the service, cannot be granted part or the whole of his casual leave entitlement it falls due, may be allowed by his Supervising Officer to carry over such leave to the following year, provided that the quantum of his casual leave in any particular year does not exceed his entitlement for two years.
- (ix) to the extent it is possible, Supervising Officers should continue to monitor the application and approval of casual leave, which should be granted subject to prior approval. In cases of application for casual leave taken without prior approval on ground of unforeseen circumstances, Supervising Officers should satisfy themselves of the reasonableness of the ground prior to approving such leave, otherwise it should be considered as unauthorized leave; and
- (x) casual leave may be spent locally or overseas and can be combined with vacation leave only in cases where by taking either casual or vacation leave alone, the number of days required cannot be made up.

Representation Received

- 18.4.7 Representations have been made by staff associations for an increase in the casual leave entitlement and also for the refund of all unutilized casual leave.

Bureau's View

- 18.4.8 Public Sector employees have a well-balanced leave provision taking into account the number of non-working days and public holidays.
- 18.4.9 Provisions already exist for the refund of all unutilized casual leave in some exceptional sectors so as not to impede the delivery of services and to maintain industrial relation and social harmony.
- 18.4.10 The Bureau still holds the view that an officer should be granted casual leave to cater for brief absences for recreations or to attend to urgent personal matters including religious obligations. The possibility to carry over vacation leave entitlement not granted to officers due to exigencies of service and usage of up to five days of vacation leave upon exhaustion of all casual leave have not been contested and favourably implemented. Such facilities to employees in the Public Service, when compared internationally, are generous and sufficient.
- 18.4.11 Therefore, the present quantum of casual leave and other options granted to all employees of the Public Service are reasonable and adequate to meet the recreational and other needs of absences and no change is envisaged.

Recommendation 1

- 18.4.12 We recommend that the present provisions for casual leave as stipulated at paragraph 18.4.6 above be maintained.**

Casual Leave on Saturday for employee working on a Six-day week basis

- 18.4.13 At present, absences of a Saturday for employees working on a six-day week basis and scheduled to work up to a maximum of four hours on Saturdays, are reckoned as half a day's casual leave. The present provision is fair and reasonable and no change is envisaged.

Recommendation 2

- 18.4.14 We recommend that absences on a Saturday should continue to be reckoned as half a day's casual leave for employees working on a six-day week basis and scheduled to work up to a maximum of four hours on a Saturday.**

Annual Leave entitlement for employees not holding substantive appointment including Trainee Educators (Primary and Secondary) and Part-time employees

- 18.4.15 Employees not holding a substantive appointment, after completing one year's service are entitled to Annual Leave in lieu of casual and vacation leave as follow:
- (i) 14 working days for those working five days a week;
 - (ii) 16 working days for those working six days a week.

18.4.16 Trainee Educators (Primary and Secondary) are eligible to 10 working days of annual leave after the first year of training.

18.4.17 Employees, in case of part-time work are entitled to Annual Leave as follow:

- (i) In case of part-time work that covers five days or more in a week and for being in continuous employment for a period of 12 consecutive months, the number of annual leave is 14 working days.
- (ii) In case of part time work of less than five days a week and for being in continuous employment for a period of 12 consecutive months, the number of annual leave is pro-rated.

A day of leave is reckoned as the day or part thereof the officer is expected to be on duty.

Submission from Staff Side

18.4.18 During consultation, staff side have requested that employees appointed on a temporary capacity and not holding a substantive appointment should be eligible to six working days of annual leave after having served for a continuous period of six months.

Views of the Bureau

18.4.19 The Bureau holds the view that an officer on temporary capacity or probationary period, may terminate his/her employment before time for non-adaption to working environment or better offer elsewhere. Further, as per the HRMM regulation, casual leave is granted to an officer who has been appointed in a substantive capacity. Hence, any leave granted to an officer on temporary capacity or probationary period may be offset once the officer is appointed thereafter.

18.4.20 The present provisions of annual leave for employees not holding a substantive appointment after one year's continuous service including Trainee Educators (Primary and Secondary) and for part-time employees have so far not given rise to any industrial dispute and are thoroughly implemented to the satisfaction of both employer and employee. Therefore, it is not envisaged to bring any change in the quantum of such leave.

Recommendation 3

18.4.21 We are maintaining the above provisions as enunciated at paragraphs 18.4.15, 18.4.16 and 18.4.17 above.

Vacation Leave

18.4.22 Eligible employees are granted vacation leave, a pre-approved paid absence from work, for their use in invigorating their physical, psychological, and mental vigour, their enthusiasm for their work, and in accomplishing personal needs or tasks.

- 18.4.23 The current provision for earning or accumulating vacation leave, depending on the length of service of an officer is as given follows:

Length of service (in years)	Leave Earning Rate per Annum (in days)	Maximum leave that can be accumulated (in days)
Up to 5	25	105
5+ to 10	30	140
10+ to 15	35	175
Over 15	35	210

Teachers of the Pre-Primary Schools, Educators (Primary) and Educators (Secondary)

- (ii) Employees in the teaching profession do not earn vacation leave during school holidays save for those periods when they are officially in attendance. Their condition is governed by the specific provision made at the Chapter dealing with the Ministry of Education and Human Resources.
- (iii) Notwithstanding the conditions related to the purpose and grant of vacation leave, a maximum of five days from the vacation leave can be used as casual leave to cater for absences in case of the demise of a near relative or to look after the family around the time of a child's birth.

Present Position

- 18.4.24 Amount of vacation leave earned is based on the effective service from the day of the employee's substantive appointment irrespective of the capacity in which he is employed. It is computed on a pro-rata basis in respect of the actual period served. Employees can spend their vacation leave either locally or abroad. The vacation leave is normally accumulative, subject to a maximum ceiling and is not granted in advance. The minimum period of vacation leave which can be granted to an employee is seven days and this can be taken at a stretch, except where it is granted as casual leave when it can be taken at a stretch or on and off, but subject to a maximum of five working days annually. Vacation leave can be combined with casual leave whenever the number of days' leave required, either casual or vacation, is not sufficient.
- 18.4.25 Accrual rates of vacation leave are based on an employee's continuous length of service. Leave of absence excluding leave without pay does not constitute a break in service, however, no accrual of leave is permitted during any of the following periods: vacation leave, vacation leave taken as casual leave, sick leave in excess of 21 days in any calendar year, accumulated sick leave taken as leave prior to retirement, leave without pay, study leave with or without pay, leave taken for revision and examination purposes, maternity leave, injury leave, interdiction, adoption leave, and parental leave.

Representation from Staff Side

18.4.26 In the context of this Review, proposals of varying nature have been received from staff associations in respect of vacation leave. Some have requested that officers should be allowed to utilize part of their outstanding accumulated vacation leave as pre-retirement leave and allowed to cash the remaining balance at the time of retirement. Others have proposed that vacation leave should be offset against working days only. It has also been put forward that the quantum of vacation leave be increased and officers should be allowed to cash or to carry forward leave which have not been granted.

Bureau's Views

18.4.27 Presently, officers proceeding on retirement are given the option to cash at the rate of 1/30 of the last monthly salary per day the accumulated vacation leave provided they retire on the day they would normally have proceeded on leave prior to retirement. This provision allows officers to retire earlier while providing space for other officers to be appointed earlier in the position. The request to allow officers to utilise part of the accumulated vacation leave prior to retirement would defeat the very purpose of early retirement scheme.

18.4.28 Additionally, an officer should always be at the disposal of government to provide his/her service whenever he/she may be called upon to attend unforeseen and emergent tasks. Hence, vacation leave is earned by virtue of residential service and cannot be offset against working days only.

18.4.29 The categorisation of vacation leave earning rate per annum and the maximum leave entitlement that can be accumulated depending on the length of service in the public service are over generous and readily acceptable by all stakeholders. Employees are eligible to leave without staking their post and position and enjoying the leisure of being away from office to attend personal matters, while organisations arrange for the ongoing delivery of services.

18.4.30 As the existing provisions are adequate, the Bureau does not recommend any change.

Recommendation 4**18.4.31 We recommend that:**

- (i) the vacation leave provision for employees on the permanent and pensionable establishment should be as follows:

Length of service (in years)	Leave Earning Rate per Annum (in days)	Maximum leave that can be accumulated (in days)
Up to 5	25	105
5+ to 10	30	140
10+ to 15	35	175
Over 15	35	210

- (ii) Teachers of the Pre-Primary schools, Educators (Primary) and Educators (Secondary) should not earn vacation leave during school holidays except for those periods when they are officially in attendance. Their vacation leave entitlement should also be governed by the appropriate provision made at the Chapter dealing with the Ministry of Education and Human Resources, Tertiary Education and Scientific Research in Volume 2 Part I of this Report.

Recommendation 5

18.4.32 We further recommend that the conditions related to the purpose and grant of vacation leave as at paragraphs 18.4.22, 18.4.23 and 18.4.25, 18.4.27 to 18.4.29 and 18.4.31 should be maintained save that the maximum vacation leave that can be used as casual leave may be increased to five days to cater for absences in case of the demise of a near relative or to look after the family around the time of a child's birth.

Length of Service

18.4.33 Eligible officers earn vacation leave which is accrued and based on an officer's continuous length of service. Periods of break or leave without pay or secondment to outside bodies or organisations, (e.g. with or without approved service status) are discounted from the length of service for Vacation Leave. This warrants no change.

Recommendation 6

18.4.34 We recommend that any period of break or leave without pay or secondment to outside bodies or organizations with or without approved status should continue to be discounted from the length of service, qualifying for vacation leave.

Planning of vacation leave

- 18.4.35 In the Public Service, although employees are encouraged to take their vacation leave or part of their entitlement throughout the year, unforeseen absences very often degenerate into unexpected disruption of daily operations. When outgoing staff are not relieved from duty, morale is low and productivity of the officers is adversely affected, thus impeding delivery of service.
- 18.4.36 To avoid disruption of service and ensure smooth running of organisation while maintain harmonious industrial climate, the grant of vacation leave to employees must be planned in advance so that organisation have the right number of staff to deliver efficiently.
- 18.4.37 While arranging for the grant of vacation leave, public sector organisations should mandatorily carry out an HR Planning exercise to ensure that daily workload matches with the number of people required to continue providing services to the public. As such, Supervising Officers should ensure the establishment of “Vacation Leave Scheduling Programme” at the beginning of the calendar to better balance employees’ needs as well as to ensure proper manning of the unit/department/organisation.

Recommendation 7

18.4.38 We recommend that:

- (i) **employees should be allowed to take periodic breaks from their work and enjoy their vacation leave, as far as possible, every year; and**
- (ii) **Supervising Officers and Heads of Departments should mandatorily carry out an HR Planning exercise and establish a “Vacation Leave Scheduling Programme” at the beginning of each calendar year to ensure that the right number of staff has been retained to continue providing services to the public with a view to minimising disruption in the smooth running of the organisation and avoiding conflicting situations among the workforce. This exercise will have the benefit of giving opportunity well in advance to each employee to plan his vacation leave and for management to make proper arrangement for a substitute or any other arrangement to ensure continuous service delivery to the public.**

Accumulation of Vacation Leave above authorised ceiling

- 18.4.39 Despite the fact that leave is meant to be taken, as far as possible, every year, there are cases where some officers are not able to take their vacation leave. It is incumbent upon the Supervising Officer/Head of Section/Division/Unit to approve vacation leave and ensure that this causes little disruption in the smooth running of the organisation.

18.4.40 Presently, an officer is authorised to earn and accumulate vacation leave over and above his normal maximum entitlement in either of the following specific cases:

(a) Sensitive and Critical/Essential Areas

Where the services provided by grades with a small establishment size (one or two) are of vital importance involving either formulation of policy at the highest level or member of personnel responsible for the security of the country or of essential services where the release of the incumbent (s) would cause serious disruption of work.

(b) Scarcity Areas/Skills in Short Supply

Grades, requiring professional or technical qualifications, which have registered a vacancy rate of 20% and above for a continuous period of 1½ years or more and where despite several recruitment attempts, the vacancies have not been filled.

(c) Exigencies of Service

Where the exigencies of service do not permit the release of the incumbent(s) and the remaining labour force would not be able to fully cope or deliver during the absence of the officer(s).

18.4.41 Employees in specific areas, have been allowed to accumulate to a certain limit, their vacation leave over and above the authorised ceiling for the vacation leave foregone or vacation leave not granted for the smooth running of the organisation.

Recommendation 8

18.4.42 We recommend that:

- (i) an employee should, as far as possible, apply for vacation leave before reaching his normal maximum entitlement, as such leave is meant to be taken during the year;**
- (ii) an employee who qualifies by virtue of paragraph 18.4.40 above should only be authorized to earn and accumulate vacation leave over and above his normal entitlement provided that:**
 - (a) he has made a written application for leave and on reasonable grounds, he has not been released by the Supervising/Responsible Officer or the Authorities due to the exigencies of the service; and**
 - (b) he has been notified in writing that, due to exigencies of the service, his request for leave has not been acceded to and of the date when he could be granted such leave.**

- (iii) the recommendation at subparagraph (ii) above should be subject to the approval of the Ministry of Civil Service and Administrative Reforms;
- (iv) any accumulated vacation leave over and above the normal maximum entitlement should be kept in a separate account known as “Beyond Ceiling Vacation Leave Account”. The maximum vacation leave which may be accumulated over and above the vacation leave ceiling should not exceed 50% of the maximum accumulated vacation leave entitlement for the incumbent. However, employees who have already exceeded half the normal maximum entitlement as at date of implementation of the Report, should retain same on a personal basis. Such leave should either (a) be taken as leave prior to retirement or earlier; or (b) be cashed at the time of retirement at the rate of 1/30 of the last monthly salary per day;
- (v) an employee who has accumulated vacation leave beyond the authorised ceiling and who subsequently proceeds on vacation leave should take all his accumulated vacation leave under the normal scheme prior to taking his accumulated vacation leave beyond ceiling from his “Beyond Ceiling Vacation Leave Account”.

SICK LEAVE

18.4.43 Sick leave is granted to eligible officers when they are absent from duty on grounds of illness.

Provisions for Officers appointed in a Substantive Capacity

18.4.44 Sick leave provisions in respect of officers appointed in a substantive capacity are as follows:

- (i) 21 working days' full pay sick leave every calendar year;
- (ii) Untaken sick leave at the end of the year is accumulated in a bank of sick leave up to a maximum of 110 days;
- (iii) When the “bank” maximum has been reached, a maximum of 16 unutilised days, out of the annual entitlement of 21 working days, is paid in cash at the rate of $\frac{1}{22}$ of monthly salary per day;
- (iv) In exceptional cases, where an officer has exhausted all his sick leave (annual entitlement and 'Bank'), he is eligible, not more than twice in his career, for the grant of sick leave up to a maximum of six months on full pay followed by six months on half pay, inclusive of non-working days, on the recommendation of the Ministry of Health and Quality of Life. Such leave is considered as an 'advance' and is refunded on resumption of duty at the rate of 14 days a year. One day for each working day is refunded in case of sick leave on full pay and half day for each working day in case of sick leave on half pay. An officer is not allowed to cash or 'bank' sick leave until all leave advanced has been refunded. Any

- unutilised sick leave at the end of the year is used to offset leave advanced;
- (v) Officers who opted to retain accumulated sick leave in excess of 90 days as at 30 June 1993 and who genuinely need additional sick leave (after exhaustion of their annual entitlement and “bank”) are allowed on a case to case basis and upon the recommendation of the Ministry of Health & Quality of Life, to make use of the excess sick leave subject to the approval of the Ministry of Civil Service & Administrative Reforms.
 - (vi) Any period of illness abroad, on expiry of any period of leave (vacation, casual, study leave with or without pay) is on no pay. However, any period of hospitalization is reckoned against the officer’s sick leave entitlement subject to the production of documentary medical evidence and approval of the Ministry of Health and Quality of Life and Ministry of Civil Service & Administrative Reforms.
 - (vii) In critical cases, an officer who is abroad and is not in a position to travel back due to convalescence, rehabilitation or any other genuine medical reasons and irrespective of whether he has been hospitalized or not, is granted sick leave against his entitlement, on a case to case basis, upon production of documentary medical evidence and approval of the Ministry of Health and Quality of Life and Ministry of Civil Service & Administrative Reforms;
 - (viii) Consideration is given, on a case to case basis, to grant sick leave to officers on production of documentary medical evidence, as approved by the Ministry of Health and Quality of Life certifying that they should proceed abroad for medical treatment not available locally even though no hospitalisation is warranted and subject to the approval of the Ministry of Civil Service & Administrative Reforms;
 - (ix) on retirement, sick leave accumulated in bank may either be cashed in full, computed on the officer’s retiring salary at the rate of $\frac{1}{22}$ of monthly salary per day, or taken as leave prior to retirement, to be reckoned against working days;
 - (x) in case of resignation from employment, officers are paid the total value (100%) of accumulated sick leave, if any; and
 - (xi) on the demise of an officer, the total value (100%) of accumulated sick leave is paid to the heir(s).

Representations made to the Bureau

- 18.4.45 For this Review, Federations have submitted, among others, that the annual entitlement should be increased as well as the maximum of unutilized days should be refunded. It has also been represented that officers should be allowed to cash sick leave accumulated in bank for the treatment of any

immediate member of his family to finance surgical operations and other medical treatment.

- 18.4.46 The Bureau has cautiously examined these representations and considers that the refund of all unutilized days of sick leave would encourage officers who are genuinely sick to attend duty thus exposing colleagues to the risk of contagion. Sick Leave is granted, among others, to enable the officer to stay at home to recuperate. This is in itself a major reason for not allowing the cashing of all unutilized sick leave and a control to avoid the effect of presenteeism.
- 18.4.47 It is worth highlighting that the quantum of sick leave granted to employees per year is far more reasonable when compared with what obtains in the private sector and in other countries. Since the introduction of the refund in cash of part of unutilised leave, absences on ground of sick leave have reduced. This measure has helped to combat absenteeism, motivate staff to work longer periods at the office and thereby ensuring continuity in service delivery.
- 18.4.48 As regards the cashing of accumulated sick leave in bank to pay for surgical operations or medical treatment, the Bureau views that such a step may not be appropriate given that government health services are free and that a medical insurance scheme for public sector employees is underway.
- 18.4.49 We consider that the existing provisions are appropriate and should be maintained.

Recommendation 9

- 18.4.50 We recommend that the existing provisions governing sick leave as mentioned at paragraph 18.4.44 (i) – (xi) should be maintained.**

Provisions for Officers not holding Substantive Appointment

- 18.4.51 An officer is not eligible for sick leave with pay during his first year of service. However, officers not holding a substantive appointment after one year's continuous service are eligible to the grant of sick leave as recommended in the ensuing paragraph.

Recommendation 10

- 18.4.52 We recommend that officers not holding a substantive appointment after one year's continuous service should be eligible to the grant of sick leave as follows:**
- (i) 12 working days on full pay per calendar year;**
 - (ii) 14 additional working days on full pay in case of prolonged illness upon production of a medical certificate;**
 - (iii) In exceptional cases, further sick leave on half pay for a maximum period of 62 working days, upon production of medical evidence and recommendation of the Ministry of Health and Quality of Life;**

- (iv) **The paid sick leave in excess of the 12 working days is granted over a period of one calendar year and is considered as an advance, which is refunded at the prescribed rate as specified at paragraph 18.4.44 (iv) on the officer being appointed substantively;**
- (v) **Unutilized sick leave at the end of the year, out of the annual entitlement of 12 working days, is refunded in cash up to a maximum of six days. The computation for a day's sick leave is at the rate of 1/22 of monthly salary per day.**

Sick Leave to Part-time Employees

18.4.53 Part time employees are eligible to sick leave as hereunder:

- (i) a part-time employee who has been in continuous employment for 12 consecutive months and who puts in 40 hours of work weekly, is eligible for 12 working days' sick leave on full pay in a calendar year;
- (ii) a part-time employee who has been in continuous employment for 12 consecutive months and who puts in less than 40 hours of work weekly is eligible for sick leave on a *pro-rata* basis depending on the number of hours of work per week based upon the principle of 12 working days' sick leave annually for a 40-hour working week;
- (iii) a maximum of six days of unutilised sick leave, out of the annual entitlement of 12 working days, is refunded in cash each year at the rate of 1/22 of the monthly salary per day; and
- (iv) the refund of unutilised sick leave in respect of a part-time employee who puts in less than 40 hours of work weekly is computed on a *pro-rata* basis depending on the number of hours of work per week.

18.4.54 The above provisions regarding the grant of Sick Leave to Part-time Employees are considered as appropriate and are thus being maintained.

Officers employed on a contractual basis

18.4.55 At present, officers on contract are not eligible to sick leave during the first year of contract. However, this is not applicable to a retired public officer who has been re-employed on contract and a contract officer serving against established posts.

18.4.56 Furthermore, after completion of one year, the contract officer is entitled to 21 days of sick leave annually but is not refunded in cash any unutilized day of sick leave.

18.4.57 These existing provisions are being maintained.

Sick Leave in Specific Cases

18.4.58 The following provisions regarding sick leave are applicable in certain specific cases:

- (i) officers appointed in a substantive capacity in the service whether directly or after a period of temporary service of less than one year are eligible for sick leave on a *pro-rata* basis in the year of appointment;
- (ii) officers serving in a casual/temporary capacity for more than a year, are, on being appointed substantively, eligible for the full quantum of sick leave less sick leave already taken since the beginning of the year;
- (iii) officers who are absent from duty for a period of less than a complete calendar year owing to leave prior to retirement/resignation, injury leave, leave with/without pay, or interdiction are eligible for the full quantum of sick leave for the year, whereas officers who are absent from duty for a complete calendar year for any of the reasons mentioned earlier are not eligible for sick leave for that calendar year;
- (iv) officers who are absent from duty in a calendar year owing to leave prior to retirement/resignation, injury leave, leave with/without pay, or interdiction are refunded in cash any unutilised sick leave on a *pro-rata* basis in respect of the period actually served in that calendar year; and
- (v) officers who have been absent from duty for a period of less than a complete calendar year owing to leave with pay or leave prior to retirement, are refunded untaken sick leave as per paragraph 18.4.44 (iii) provided they have attended duty for at least 22 working days in the calendar year.

18.4.59 We are not bringing any change to these existing provisions.

Monitoring of sick leave

18.4.60 Provisions in view of strengthening control on sick leave utilization and detection of suspected cases of malingering are maintained, as hereunder:

- (i) Supervising Officers should develop and maintain proper control systems at all levels;
- (ii) where a Supervising Officer considers that the sick leave record of an officer is unsatisfactory, he shall arrange for the officer to be examined by a medical board to determine the officer's fitness for further service;
- (iii) where an officer has been found unfit by a medical board, the Supervising Officer shall initiate action for his retirement on medical grounds in accordance with the regulations in force; and
- (iv) where the sick leave record of an officer, who has been found fit by a medical board, continues to be unsatisfactory, the Supervising Officer may initiate action for his retirement in the interest of the public service in accordance with the regulations in force.

Maternity Leave

- 18.4.61 As stipulated by the International Labour Organisation (ILO) Maternity Protection Convention, Maternity Leave is meant to protect the health of the mother and that of the child. Though generally taken after confinement, such type of leave may also be taken to cover periods of absence prior to delivery. As regards pre-natal treatment, time off is granted against sick, casual, vacation or annual leave entitlement.
- 18.4.62 In line with paragraph 42 of its Programme 2015-2019: "Achieving meaningful change", Government has decided that the quantum of maternity leave be increased from 12 to 14 weeks with a view to better supporting working mothers to fulfill their obligations. We are recommending accordingly to reflect this decision, except for birth of twin or more.

Recommendation 11

18.4.63 We recommend that:

- (i) **A female officer should be eligible for 14 weeks' maternity leave in the event of a confinement. If the officer holds a substantive appointment or has completed one year's continuous service, the leave should be on full pay.**
- (ii) **Where the officer does not satisfy the criteria for leave on full pay, the maternity leave to be granted to her should be on no pay**

Recommendation 12

18.4.64 We also recommend that:

- (i) **maternity leave with full pay should be granted to officers for three confinements while in service and any leave required for subsequent confinements be reckoned against vacation leave or leave without pay, as appropriate;**
- (ii) **on giving birth to a stillborn child, the officer may either (a) take maternity leave out of her entitlement or (b) take sick leave in which case her entitlement of confinements would not be affected;**
- (iii) **for pre-natal treatment, an officer may take either sick/casual/annual or vacation leave; and**
- (iv) **prior to childbirth, an officer may take a maximum of four weeks of maternity leave.**

- 18.4.65 **The above provisions also apply to female officers who are employed on contract and who have served for a minimum period of 12 months, subject to the conditions as laid down at paragraph 18.4.55.**

Provision for birth of twin or more

- 18.4.66 At present a female officer is granted six weeks special leave, in addition to her normal maternity leave entitlement for birth exceeding two in one confinement.
- 18.4.67 Representation has been made to extend this provision to female officers who give birth to twin or more in one confinement and to which the Bureau is agreeable.

Recommendation 13

- 18.4.68 We recommend that a Female Officer who gives birth to twin or more in one confinement should be granted six weeks' special leave in addition to her normal maternity leave entitlement.**

Leave after Confinement

- 18.4.69 At present, female public officers may, subject to the exigencies of service, in the period of 12 months following the expiry of maternity leave, be granted in addition to vacation leave, either:
- (a) a maximum of nine months' leave without pay; or
 - (b) six months' leave without pay followed by six months' leave on half pay computed on the basis of half the working time per day on half pay.

- 18.4.70 We recommend that the above provisions should prevail.**

Paternity Leave

- 18.4.71 The present provisions governing leave granted to fathers are as follows:
- (i) Male officers are given priority of consideration to take their vacation leave following confinement of their wife;
 - (ii) In addition to the normal casual leave entitlement, a male officer may, around the time of child birth and subject to exigencies of service, take up to 10 days from his accumulated vacation leave, which is inclusive of the normal five days accumulative leave taken at a stretch or on and off;
 - (iii) On the demise of their working wife following the delivery of a non-still born child, male officers holding a substantive appointment or having completed at least one year's continuous service, are eligible to leave on full pay equivalent to the unused part of the maternity leave to which the deceased was entitled; and
 - (iv) On the demise of their non-working wife following delivery of a non-still born child, male officers holding a substantive appointment or having completed at least one year's continuous service, are eligible to leave on full pay equivalent to the hypothetical unused part of the maternity leave computed as from the date of delivery.

18.4.72 We are maintaining the provisions (i) to (v) of above paragraph (i) to (iv).**Adoption Leave**

18.4.73 Adoption leave is granted to allow adoptive parents a period of time for bonding and taking care of a child following his/her adoption. The present provisions governing adoption leave are as hereunder:

- (i) Both male and female officers holding a substantive appointment or reckoning at least 12 months' continuous service, upon production of documentary evidence, are eligible to paid adoption leave;
- (ii) The quantum of adoption leave is as per the following table:

Age of child adopted	Adoption leave granted
Up to 3 months	12 weeks
From 3 months to 3 years	6 weeks
From 3 years to 11 years	3 weeks
From 11 years to 18 years	1 week

- (iii) Adoptive parents in the public sector may jointly take adoption leave in which case, the aggregate amount of leave granted should not exceed the amount prescribed as per the above table;
- (iv) Even if more than one child is being adopted at the same time, only one period of adoption leave is granted;
- (v) Paid adoption leave entitlement is restricted to a maximum of three adoptions only; and
- (vi) Officers not qualifying for paid adoption leave are granted leave without pay for adoption purposes equivalent to the quantum of adoption leave as per the above table.

18.4.74 As these provisions are adequate, we are maintaining same.**STUDY LEAVE****Study Leave with Pay**

18.4.75 At present, Study Leave on full pay is granted to an officer on permanent and pensionable establishment nominated for in-service training or for an open scholarship considered to be in-service course in a priority field of study. The period of study leave with full pay begins from the day the course starts to the day the course/examination ends.

18.4.76 For overseas courses, an officer is granted two additional days of paid leave for travelling each way, from and to Mauritius.

- 18.4.77 An officer who wishes to await the result of his examination before resuming duty is granted, on application, an extension of leave. Such extension is either reckoned against his earned vacation leave or as leave without pay, as the case may be.
- 18.4.78 An officer who fails his examination, may on submission of relevant documentary evidence, be granted an extension of study leave up to a maximum of three months on half pay immediately following the examination results. Any extension beyond three months shall be without pay. The extension of leave either on half pay or without pay may be reckoned against the officer's earned vacation leave, if he so wishes.
- 18.4.79 An officer who takes vacation leave in lieu of study leave following examination results automatically foregoes the study leave on half pay. However, an officer may be allowed to combine his vacation leave with study leave on half pay where the former leave is not adequate to make up for the three months' leave. The aggregate of leave taken should, however, not be more than three months.
- 18.4.80 The Bureau has not received representations from the Ministry of Civil Service and Administrative Reforms nor Federations regarding the grant of Study Leave with Pay. We therefore consider the scheme to be appropriate and is serving its purpose.

Recommendation 14

- 18.4.81 We are maintaining the provisions for the grant of study leave with pay as specified at paragraphs 18.4.75 to 18.4.80.**

LEAVE WITHOUT PAY

- 18.4.82 Officers holding substantive appointment are, subject to the exigencies of service, eligible to the grant of leave without pay as hereunder:-
- A. To take up employment in:
- (i) Parastatal and other Statutory Bodies as well as in other institutions with approved Service status for the probationary period of employment up to a maximum aggregate period of two years over 10 years;
 - (ii) the private sector in Mauritius for an aggregate period not exceeding one year over a period of 10 years;
 - (iii) International Organisations (of which Mauritius is a member), foreign countries under a scheme approved by Government, and member countries of Regional Organisations like SADC for the period of the initial contract or an aggregate of three years, whichever is the longer over a period of 10 years. Nevertheless the duration of the Leave Without Pay may be extended, subject to the approval of the High Powered Committee, for an aggregate

period not exceeding five years, upon production of evidence that contributions in respect of service provided abroad have been made and a pension is payable for continuous service.

- B. to undertake consultancy for short period of contract of not less than six months in International Organisations (of which Mauritius is a member), foreign countries under a scheme approved by the Government and member countries of regional organisations like SADC for an aggregate period not exceeding two years over a period of 10 years.
- C. to accompany spouses, who are public officers proceeding on approved leave or who are not public officers but employed in International Organisations (of which Mauritius is a member) , in foreign countries under Government approved schemes and in member countries of regional organisations like SADC, for the duration of the initial contract the spouses are required to serve.
- D. to explore the possibility for emigration for an aggregate period of one year over a period of 10 years.
- E. for other private purposes, every 10 years, an aggregate period not exceeding 90 days that can be taken either at a stretch or staggered.
- F. to run a business for an aggregate period of one year over a period of 10 years except for those officers in scarcity areas or where replacement is not easily available and retention is difficult or where training at Government expense has been for a year or more, but subject to the approval of the Ministry of Civil Service and Administrative Reforms and the High Powered Committee.
- G. to pursue higher studies following full time courses for the duration of the course up to a maximum of 4 years in aggregate and subject to the following provisions:
 - (i) such leave is granted for a maximum period of one year in the first instance; and
 - (ii) extension of such leave is considered at the end of each academic year only on the basis of documentary evidence of continued studies in the same field, subject to exigencies of service.
- H. a female officer who has benefitted from maternity leave with full pay for three confinements is, on application, granted leave without pay for a period of up to 12 weeks in the event of subsequent confinements.
- I. Notwithstanding the provision made at paragraph 18.4.82 (A) (ii) above, an officer who has been granted leave without pay for one year over a period of 10 years to take up employment in a Mauritian Branch of an International Private/Multi-National Company may, with the approval of the MCSAR, be allowed to take advantage of the leave without pay or for part thereof in the event of an overseas posting in the same company.

- 18.4.83 In the context of this Review, members of different Federations have made several claims for the grant of longer periods of leave without pay. On the other hand, Management has highlighted that extended periods of leave without pay cause disruption in the smooth running of the organization, leading to an increase in apathy at work and a source for demotivation and frustration among employees.
- 18.4.84 The existing provisions governing leave without pay take into consideration the developmental needs of the country and cater for the aspirations of the officer as well as for the proper dispatch of services at organisational level. It allows officers to take advantage of a career break, pursue professional development and interests and acquire foreign expertise. It also encourages mobility, as well as reinforces diplomatic relations. Provision is equally made for an extended period of childcare and other personal obligations. The Bureau considers that the leave without pay Scheme is beneficial to both the employer and employee. We consider these existing provisions as appropriate.

Recommendation 15

18.4.85 We recommend that:

- (i) **the existing provisions of Leave Without Pay as enunciated at paragraph 18.4.82 (A) to 18.4.82 (I) above should be maintained; and**
- (ii) **for the purpose of implementation of paragraph 18.4.82 (A), (B), (D), (E), (F) and (I) above, the period of 10 years is deemed to have taken effect on the first day the officer has proceeded on leave without pay, as per these provisions.**

General Observations

- 18.4.86 The Ministry of Civil Service and Administrative Reforms has reported that a few cases of abuse have been noted whereby officers have availed of leave without pay for excessively long periods for different purposes. The Bureau wishes to point out that leave without pay is granted **subject to the exigencies of the service** and it is the responsibility of the Responsible Officer to decide whether the officer may be granted same.
- 18.4.87 In addition, we have been apprised that in certain cases, a few difficulties are encountered as regards the implementation of certain recommendations. We are addressing these issues.

Recommendation 16

18.4.88 We recommend that:

- (i) **An officer who has been granted leave without pay for one purpose (e.g. to accompany spouse) should neither be granted extension of leave without pay for the same purpose nor for another purpose,**

such as for study, unless and until he/she resumes duty at the expiry of his/her leave.

- (ii) **Supervising Officers should continue to ensure that officers, who are posted at their respective Ministry/Department and who are on leave without pay, do resume office at the expiry of their leave. Any request for extension of leave without pay should be submitted to the MCSAR at least one month before the expiry of the approved absence.**
- (iii) **the four years of Study Leave Without Pay as provided at paragraph 18.4.82 (G) should comprise the period the officer is awaiting the examinations' results and the holding of the graduation ceremony.**

Leave to undertake Pupillage and Pre-Registration Training

18.4.89 During consultations, the Bureau has been requested to consider granting leave without pay or with pay in cases where public officers undertake pupillage and pre-registration training. We are making appropriate recommendations to that effect.

Recommendation 17

18.4.90 We recommend that a public officer who undertakes pupillage should be granted the following:

- (j) **leave with pay provided it is undertaken at the Attorney General's Office; and**
- (ii) **leave without pay if it is conducted in the private sector.**

Recommendation 18

18.4.91 We recommend that a public officer who undergoes pre-registration training should be granted leave without pay.

18.4.92 We also recommend that the period of leave with pay or without pay to undertake pupillage or pre-registration training should be for the whole duration of the training, subject to a maximum of two years.

INJURY LEAVE

18.4.93 Injury Leave, on full pay, is granted to an officer who sustains an injury whilst on duty, which renders him unable to perform his regular duties.

18.4.94 Over the years, the work environment has been subject to various changes, driven mainly by the advent of mechanization, automation, technological developments and work processes. These changes, among others, have increased the likelihood of accidents occurring at the workplace and workers sustaining an injury in the performance of his/her duties. In this perspective, the Bureau has been improving on the recommendations made on injury leave in its subsequent reports.

18.4.95 In the context of this review exercise, we have received several representations which we have carefully examined. Those having a merit in the case have been taken on board. The Bureau, therefore, whilst maintaining the existing provisions, is making appropriate recommendations.

Recommendation 19

18.4.96 We recommend that:

- (i) an officer, holding a substantive appointment and injured on duty, should be granted injury leave on full pay, provided that he was acting in accordance with rules and regulations in force at the time of the accident and the accident was not due to his/her fault;
- (ii) the officer be granted sick leave upon recommendation for leave from a Government Medical Officer pending the findings of the Departmental Board;
- (iii) the Supervising Officer may approve injury leave up to a maximum of 30 days, subject to the findings of the Departmental Board;
- (iv) all cases which require more than 30 days' injury leave should be referred to the Injuries Committee together with the necessary documents and comments as laid down in the existing regulations; and
- (v) notwithstanding sub paragraph (iii) above, the Supervising Officer may refer to the Injuries Committee any case where, in his opinion, the circumstances of the injury requires further investigation.

Injury Leave Entitlement for Employees not holding a Substantive Appointment

Recommendation 20

18.4.97 We recommend that employees, not holding a substantive appointment, should be eligible for injury leave with pay up to a maximum of 15 days, although they have not completed one year's continuous service, provided they are in compliance with the provisions of the existing regulations and the procedures set out at paragraph 18.4.99 (i) – 18.4.99 (v) are followed.

18.4.98 Notwithstanding provision at paragraph 18.4.99, for cases which require a longer period of recovery, the employee may be granted injury leave with pay for up to a maximum of 180 days (inclusive of injury leave as mentioned at paragraph 18.4.99), subject to the production of a Medical Certificate duly signed by a Police Medical Officer or a Government Medical Officer, as appropriate, and upon the recommendation of the Ministry of Health & Quality of Life.

Departmental Board

- 18.4.99 The Bureau has received representations to the effect that at times, there is much delay in the submission of the Departmental Board's Report. Consequently, this delay causes much undue hardship to the officer, as in the meantime, his days of absence are being offset against his sick leave entitlement.
- 18.4.100 We consider the request to be fully justified, the more so the delay in submission of the Departmental Board's Report causes the proffering and finalisation of cases referred to the Injuries Committee to be further delayed. We view that a specific time frame should be set in that respect so as to enable a timely completion of cases to be examined by the Injuries Committee.

Recommendation 21

- 18.4.101 We recommend that the Departmental Board should submit its Report within a fortnight and Supervising Officers should ensure that same is adhered to.**

Family Responsibility Leave (New)

- 18.4.102 It has been observed that some officers take urgent casual leave to cater for family responsibilities such as looking after his/her sick child or elder parent. However, due to unforeseen circumstances they have to take consecutive two additional days to ensure recovery. Under these cases, the officer has no choice except to give sick leave although he/she is not ill. Hence, there is a need to cater for such circumstances.
- 18.4.103 In order to provide much flexibility to the existing officers, the Bureau is introducing the Family Responsibility Leave.

Recommendation 22

- 18.4.104 We recommend that officers be granted a maximum of three days to cater for absences where the officer has to look after the family such as sick child or elder parents. Officers should produce medical evidence of the same, especially for the second and third day of absence. The three days should be reckoned against the casual leave entitlement of the officer. In case an officer has already taken all his casual leave, the three days' leave may be reckoned against the five days from his accumulated vacation leave or as leave without pay.**

Proposed New Leave Scheme

- 18.4.105 In the context of this Report, Federations mainly requested, as far as leave entitlement is concerned, for an increase in the quantum of leave presently granted as well as in the number of cashable days of unutilized leave. Furthermore, the refund of untaken casual leave has been unanimously proposed. On the other hand, the Ministry of Civil Service and Administrative

Reforms came up with a new leave scheme which consisted in lumping casual and vacation leave with a lower quantum with a view to reducing the rate of absenteeism.

18.4.106 Our existing leave scheme has always been viewed as unparalleled when compared to what obtains in the private sector and other countries. This issue has, on several occasions, been subject to criticism on the part of the private sector and experts from international organisations who consider the leave scheme to be overgenerous and unmatched anywhere else. In this respect, the Bureau has conducted an in-depth study on our present leave privileges and observed the following:

- (i) the introduction of cash refund for unutilized leave has, to a large extent, proved to be an effective and efficient means to reduce absenteeism in general and to ensure continuity in the workflow;
- (ii) many officers do not take their vacation leave or do not have opportunities to enjoy their vacation leave despite being encouraged to do so; and
- (iii) the practice of maintaining casual leave and vacation leave separately has become outdated, when compared to what prevails in the private sector and developed countries.

18.4.107 In view of the above mentioned points and in line with the main theme of this Report which aims at the transformation of the public sector for an enhanced service delivery to meet the needs of citizens' as well as other stakeholders, the Bureau holds the view that the new leave scheme may, to some extent, diminish the intricacies in the implementation of the existing leave schemes.

18.4.108 However, due to time constraint, the proposed new leave scheme has not been canvassed with the stakeholders in the public service.

18.4.109 Since this constitutes a major change in the condition of service, Government may consider setting up a high level committee under the chairmanship of the MCSAR to examine in-depth the advisability of including the new leave scheme and come up with implementable solutions or otherwise.

18.5 WORKING WEEK, FLEXTIME, WORKERS ON SHIFT/ ROSTER/STAGGERED HOURS AND OVERTIME

18.5.1 This Chapter highlights, *inter alia*, the main provisions governing the standard working week as well as the normal hours of attendance currently in force in the Public Sector; the flexible hours of attendance; and flexitime. It also deals with the pattern of working time for workers on shift, roster and staggered hours, overtime and other provisions governing hours of attendance. In line with Government's vision, we are further making provisions for the introduction of a proper flexitime working system which would provide for a longer office coverage and we are also maintaining the flexible hours of attendance pattern to combat tardiness in the Public Sector, with some modifications.

18.5.2 The standard working week governing Public Sector employees is presently as follows:

For employees of Workmen's Group and other manual grades (excluding Watchmen)	40 hours
Watchmen	60 hours
Employees working on shift	40 hours or a multiple of 40 hours, where the shift covers a cycle.
Employees working on roster and staggered hours	Not less than 33¾ hours and not more than 40 hours as specified by Responsible Officers
Employees belonging to Disciplined Forces	As specified by Responsible Officers
All other officers	Between 33¾ hours and 40 hours as specified by the Responsible Officer

18.5.3 Any employee may be required to operate on a six-day week basis provided the normal working week is in accordance with provisions as specified in table above.

18.5.4 Shift workers may be required to work on roster or at staggered hours, if the exigencies of the service so require.

Recommendation 1

18.5.5 We recommend that the provisions governing the Standard Working Week currently in force in the Public Sector, as enumerated above, be maintained.

Hours of Attendance for Public Sector Employees

18.5.6 Hours of work is a *sine-qua-non* element determining the terms and conditions of public sector employees. At present, the fixed pattern of work for full time employees varies from 33¾ hours to 40 hours weekly except for the grade of Watchman, who is invariably required to put in 60 hours work weekly. Each organisation schedules its employees' commencing and finishing time of work within the specified limits in order to meet its operational requirements.

18.5.7 At present, the normal hours of attendance for full-time employees other than those working on shift, roster and staggered hours and for those working in essential services providing a 24-hour coverage are as specified below:

For officers in the Public Sector working on a five-day week basis:

Monday to Friday : 8.45 a.m. to 4.00 p.m. (half hour for lunch)

For officers in the Public Sector working on a six-day week basis:

Monday to Friday : 9.00 a.m. to 3.30 p.m. (half hour for lunch)

Saturday : 9.00 a.m. to noon

Officers in the Workmen's Group and other manual grades putting in 40 hours weekly:

Monday to Friday : 7.00 a.m. to 3.15 p.m. (one hour for lunch)

Saturday : 7.00 a.m. to 10.45 a.m.

Recommendation 2

18.5.8 **We maintain that Responsible Officers of Ministries/Departments/Organisations should continue to specify the working hours of officers working under their supervision taking into consideration the operational needs of their organisations.**

Flexible Hours of Attendance to Combat Tardiness in the Public Sector

18.5.9 The concept of the flexible hours of attendance in the Public Sector was first introduced/recommended in the 2003 PRB Report and implemented following Circular Letter No. 47 of 2003 from the Ministry of Civil Service and Administrative Reforms, and its main objective has been to combat tardiness in the Public Sector.

18.5.10 In the context of the present review exercise, the Bureau has received representations from different quarters regarding the implementation of our recommendations on the flexible hours of attendance, which we have been given to understand, are implemented on a piece-meal basis and that not in a standard manner thus giving rise to strained and conflicting situations in organisations.

- 18.5.11 In this context, the Bureau conducted a survey on the flexible hours of attendance in the public sector to take cognizance of such issues with a view to: assessing the current situation; taking stock of the effectiveness of past recommendations in minimizing/reducing tardiness in the public sector; identifying implementation problems/impediments; and providing for remedial actions to improve the system. The survey has also sought the views and comments of our different stakeholders with a view to making the system more conducive of desired employee behaviour and addressing its main objectives of reducing and eliminating late attendance in the workplace. To this end, a Survey Questionnaire was sent to all Heads of Ministries, Departments, Parastatal Organisations, Local Authorities and the Rodrigues Regional Assembly.
- 18.5.12 The major findings as revealed by the survey are, as enumerated in the ensuing paragraphs.

Findings and Observations

- 18.5.13 49 organisations out of 89 in the Civil Service, 53 Parastatal Bodies out of 91 and all the 12 Local Authorities have responded to the survey.
- 18.5.14 Out of the 49 organisations in the Civil Service which have responded to the survey, 34 have introduced the flexible hours of attendance of which, 30 are equipped with an electronic attendance system. In the Parastatal Bodies, out of the 53 organisations having responded to the survey, only 16 have introduced the flexible hours of attendance with 30 making use of an electronic attendance device. In the Local Authorities, only 5 out of 12 have introduced the flexible hours of attendance though 8 are having recourse to the electronic attendance monitor for recording the time of arrival and departure of their respective employees.
- 18.5.15 In short, the survey has revealed that, out of the 114 organisations which have participated in the survey, 42 agreed that the system has been able to induce desired employee behaviour in service delivery, whereas 21 of them do not agree and the remaining others did not express any opinion.
- 18.5.16 Generally, the observations made, and the suggestions/comments on the flexible hours of attendance are more or less similar to those as enunciated in our previous Reports. Hereunder, we are citing only some of those which are pertinent to the issue.
- A. The reasons why the system has not been introduced in certain organisations are mainly due to:
- lack of commitment of top management and excessive subjectivity on the issue
 - lack of supervision and no close monitoring on output during the period of early arrivals and late departures

- cumbersome to keep individual records of excess hours of attendance on a daily basis
 - the system requires additional human resources and involves additional costs necessitating payment of overtime to Office Care Attendants for closing office premises late
 - the system is not necessary in organisations having easy access and no traffic problem
- B. Those organisations which have implemented the flexible hours of attendance are of the view that:
- the system has been able to induce desired employee behaviour in the work place
 - better motivation and visible outcome should be prescribed and flexibility at the level of each organisation should be encouraged
 - the system is beneficial to employees rather than management as they are allowed to accumulate excess hours and benefit from time-off facilities
 - the system helps to maintain a work life balance and family commitments
 - the system contributes in the reduction of road congestions
- C. On the other hand, Chief Executives and Responsible Officers have commented that:
- there should be a standardised approach throughout the Civil Service for the system to be efficient
 - measures of control should be devised for the monitoring and supervision of officers working beyond normal hours to compensate late arrivals
 - a reliable computerised attendance system/software should be provided to implement the system effectively
 - employees should be allowed to accumulate early arrivals before 8.30 a.m. and work after 16.30 hours to compensate for late arrivals
 - the system be used solely to offset against late arrivals and not to be abusively taken as time off.

18.5.17 However, a major outcome that the survey has revealed is that many organisations which have not introduced the flexible hours of attendance are implementing certain provisions of our recommendations on a piece-meal basis. Such recommendations are keeping of an early/late arrival accounts; offset late arrivals by deducting from the excess hours account; granting time-off facilities

against early arrivals; and in some cases, allowing employees to compensate for late arrivals by working beyond normal working hours.

- 18.5.18 On the whole, we may conclude to say that, if implemented *in toto*, the pattern of flexible hours of attendance would still prove to be an effective tool to combat tardiness in the Public Sector. However, given the diverse views pronounced by the main stakeholders, we recommend that the MCSAR should implement in a standard and consistent manner and continue to report to the Bureau any need for amendments to improve the system further in addressing all cases. The MCSAR should provide for a control and monitoring mechanism.

Provisions Governing the Flexible Hours of Attendance

- 18.5.19 At present, the following provisions govern the flexible hours of attendance to combat tardiness in the Public Sector:

- A. For officers operating on a five-day week basis i.e. Monday to Friday: 8.45 a.m. to 4.00 p.m. (half an hour for lunch) and for those on a six-day week basis i.e. Monday to Friday 9.30 a.m. to 3.30 p.m. (half an hour for lunch) and on Saturday from 9.00 a.m. to Noon:**
- (i) Attendance between 8.45 a.m. to 9.15 a.m. **(on five-day week basis)** and between 9.00 a.m. to 9.30 a.m. **(on six-day week basis)** is not considered as lateness, subject to the ensuing provisions governing hours of attendance.
 - (ii) Early arrivals, i.e. between 8.30 a.m. to 8.45 a.m. **(on five-day week basis)** and between 8.45 a.m. to 9.00 am. **(on six-day week basis)** is taken into account for the purpose of determining the prescribed normal working hours, and may be accumulated on a monthly basis.
 - (iii) Subject to the exigencies of the service, departure time is allowed between 3.45 p.m. and 4.30 p.m. **(on five-day week basis)** and between 3.15 p.m. and 4.00 p.m. **(on six-day week basis)**.
 - (iv) A maximum of half day off at a time is permissible against the corresponding excess hours accumulated in the excess hours of attendance in bank. Same lapses automatically at the end of the year, if not availed, except the excess hours for the month of December which is carried forward.
 - (v) Late arrivals cannot be compensated by working after 4.30 p.m. **(on five-day week basis)** and after 4.00 p.m. **(on six-day week basis)** exception made for senior officers who are neither eligible for overtime nor for extra duty allowance in lieu of overtime.
 - (vi) All periods of lateness in the morning can be offset from the accumulated excess hours of attendance in bank/leave entitlement. ***If the officer does not have accumulated excess***

hours in bank, such lateness should be deducted, in the first instance, from his casual leave entitlement. When all the casual leaves have been exhausted, deduction of lateness should be made from the officer's vacation leave entitlement.

- (vii) Refund of lateness is allowed by working beyond 4.00 p.m. and up to 4.30 p.m. **(on five-day week basis)** and beyond 3.30 p.m. and up to 4.00 p.m. **(on six-day week basis)**.
- (viii) The hours of work mentioned at paragraph (vii) above is taken into consideration for determining the prescribed normal working hours, subject to the approval of management.
- (ix) Lateness up to a maximum of 15 minutes, i.e. after 9.15 a.m., **(on five-day week basis)** and after 9.30 a.m. **(on six-day week basis)** can be offset against early arrivals or late departures only in occasional cases.
- (x) Persistent lateness after 9.15 a.m., **(on five-day week basis)** and after 9.30 a.m. **(on six-day week basis)** absences during working time without authorisation and excess time taken for lunch is deducted from leave entitlement. Regulation 42(1) (c) of the PSC Regulations is applied in case of regular defaulters (as defined at paragraph 18.5.22).
- (xi) Late arrivals for reasons beyond individual control, e.g. heavy rainfall, major road accidents, unusual traffic jam, etc., may not be considered as lateness subject to the approval of the Supervising Officer.
- (xii) For officers not eligible to overtime payment and extra duty allowance and who are required to work regularly beyond 4.00 p.m., **(on five-day week basis)** and beyond 3.30 p.m. **(on six-day week basis)** attendance after 9.15 a.m. (on five-day week basis) and 9.30 a.m. (on six-day week basis) is not considered as lateness subject to the approval of the Responsible/Supervising Officer.
- (xiii) The provision made at paragraph (xii) above is also applicable to officers who have been granted permission for homeworking based on completion of allocated assignments.

B. Subject to the provisions of paragraph 18.5.19 (xii), (xiii) organisations should ensure that officers are in attendance during the following core hours of work, as follows:

Officers operating on a five-day week basis – between 9.15 a.m. and 3.45 p.m.;

Officers operating on a six-day week basis – between 9.30 a.m. and 3.15 p.m.

- C. Organisations should ensure that there is adequate office coverage during official hours so that customer service is not affected by the pattern of work attendance. Employees may work beyond the official hours, if required by management, subject to the exigencies of the service.
- D. Organisations should keep an account of late/early arrivals in respect of each officer on a monthly basis. Any excess hours of attendance beyond the prescribed normal weekly hours of work (i.e. 33¾ hours weekly), is credited in the bank on a monthly basis. Hours of attendance below the prescribed normal weekly hours of attendance is deducted from any outstanding balance in bank of attendance or leave entitlement on a monthly basis. Monthly excess hours of attendance beyond normal working hours is carried forward to the next month but lapses automatically if not availed of by the end of the calendar year.
- E. Officers choosing to attend work more than the normal contractual weekly hours of work under the above provisions, are not eligible for overtime.
- F. Where an officer has exhausted all his leave entitlement, the Responsible Officer may then initiate action under Regulation 42(1) (c) of the Public Service Commission Regulations for the duration of lateness to be deducted from his salary.
- G. An officer is, upon request, granted time-off against any excess hours of work put in, subject to the exigencies of the service.
- H. **The normal contractual weekly hours of work is maintained.** Officers working on a five-day week basis, i.e. 8.45 a.m. to 4.00 p.m. (half hour for lunch) and officers working on a six-day week basis, i.e. 9.00 a.m. to 3.30 p.m. (half an hour for lunch) are allowed to maintain the present pattern. This provision also applies to officers mentioned at sub-paragraph (E) above.
- I. For officers required to provide a 24-hour service in the Health Sector, whether on shift or not, the normal attendance hours in force **as at 31 December 2015**, are maintained. Management continues to be responsible for the working hours of officers in the Health Sector.
- J. Management continues to be responsible for establishing the working hours of the teaching profession.
- K. Where flexible pattern of attendance is not feasible particularly on sites outside the capital, Management should continue to operate on the system prevailing prior to **01 January 2016**, subject to the approval of the MCSAR. Cases of lateness and absences during working time without authorisation are deducted from leave entitlement in the first instance. In case of no improvement in the officer's record of late attendance and the excess time taken for lunch, the Responsible Officer may initiate action, under Regulation 42(1) (c) of the PSC Regulations, for the duration of lateness to be deducted from the officer's salary.

L. Workmen's Group

Officers falling in this category operate within the prescribed hours. Period of lateness are computed monthly and deducted from leave entitlement.

M. Workers on Shift, Roster and Staggered Hours

- 18.5.20 Officers working on shift, roster and staggered hours continue to work within the prescribed time. Period of late attendance, excess time taken for lunch and absences from offices without authorisation are deducted from leave entitlement in the first instance. All cases of persistent lateness are dealt with in accordance with Regulation 42(1) (c) of the PSC Regulations.

Recommendation 3

- 18.5.21 We recommend that the foregoing provisions governing the flexible hours of attendance in the Public Sector as enumerated, at paragraph 18.5.19 be maintained.**

- 18.5.22 At present the measures under Regulation 42(1) (c) of the PSC Regulations are enforced against habitual latecomers so that lateness after 0915 hours or 0930 hours (as applicable) is effectively addressed. For the sake of uniformity in the application of the provisions under the flexible pattern of work, habitual latecomers have been defined as those attending work regularly after 9.15 a.m. or 0930 a.m. (as applicable) for at least five days per month over a period of three consecutive months. Lateness as a result of traffic jam or similar event officially reported to a Supervising Officer, where several officers are involved, is subject to his approval not deemed to be lateness for that day for the purpose of this paragraph. **We are maintaining these provisions.**

Recommendation 4

- 18.5.23 We again recommend that, with a view to effectively addressing the attendance pattern of habitual latecomers, the provisions made under Regulation 42(1) (c) of the PSC Regulations should continue to be implemented.**

- 18.5.24 With a view to monitoring more correctly the time of arrival and departure, as well as absence from office during office hours, Ministries/ Departments/Organisations should expedite matters for the introduction of time clocks or a computerised attendance system. We recommend accordingly.**

Flexitime

- 18.5.25 In the preceding paragraphs, we have elaborated on the various provisions governing the flexible hours of attendance to combat tardiness in the Public Sector. In the ensuing paragraphs, we are dealing with the concept of flexitime proper whereby the working hours in a day are split and distinguished as core and flexible hours and services are made available for longer hours.

- 18.5.26 Flexitime is an arrangement whereby employees can vary their starting and finishing times to suit their work and personal commitments so long as they work the total hours agreed for an accounting period, usually a week or a month. Employees are given the opportunity to attend or leave work during well-defined periods, provided they are at the office within a core time normally during the central part of the working day.
- 18.5.27 Flexitime, thus, provides employers with considerable flexibility in staff deployment to cope with variations in workload or extension of service hours. The system can also have a positive impact on productivity as it can often result in better work organisation and scheduling of work according to employees' needs; improved morale and job satisfaction among employees; and better managerial practices, including a shift from a controlling to a facilitating management style and more worker self-management.
- 18.5.28 In our subsequent Reports, the Bureau has been advocating the introduction of flexitime in the service, subject to resources being available.
- 18.5.29 During consultative meetings, the Ministry of Civil Service and Administrative Reforms informed the Bureau that this Ministry has already spearheaded the introduction of the concept of flexitime proper within the Ministry on a pilot basis. Given that this measure concerned only the MCSAR, a proper evaluation of its impact could not be made.
- 18.5.30 However, we have been given to understand that with a view to having a broader perspective on the introduction of the flexitime proper, the MCSAR has roped in several other Ministries on this pilot scheme. In the process, the Ministry has proposed a bandwidth ranging between 08.00 a.m. to 17.00 hours with the core hours being 9.45 hrs to 15.15 hours, and the following time slots -

08.00 a.m. to 15.15 hours

8.45 a.m. to 16.00 hours

9.00 a.m. to 16.15 hours

9.45 a.m. to 17.00 hours

- 18.5.31 The advantages of introducing the flexible working hours for both the organisations and the employees are manifold. For the organisations, the advantages are: improvement in productivity; reduction in absenteeism; less requirement for overtime as employees can manage busy and slack periods; completion of lengthy work assignments without resorting to overtime; potential for longer opening hours and public desk cover in the flexible periods including lunch time; and balance in family life and professional activities.

For the employees, the advantages are: less stress to reach office before 08.45 a.m. and improvement in morale; rush hours can be avoided and travel time to and from work is reduced; personal matters can be dealt with without taking leave and domestic commitments can be met; work can be finished without

being carried over to the next day; lunch break can be used to suit the employee; and increased cooperation between staff.

- 18.5.32 In the light of the above, the Bureau considers that the development and innovation of flexible working arrangements must no longer be regarded as a peripheral issue and should be given serious consideration.

Recommendation 5

- 18.5.33 We once again recommend that, where demand exists and resources permit, Ministries/Departments/Organisations should expedite the introduction of flexitime after consultation with the staff side and subject to the approval of the MCSAR.**

- 18.5.34 We also recommend that, as far as possible, Ministries/Departments/Organisations operating counter services and introducing flexitime should, in the design of the *modus operandi*, ensure that a continuous uninterrupted service is provided over an extended period.**

Flexiplace: Homeworking

- 18.5.35 The concept of flexiplace – homeworking in the Civil Service was sounded in the last two Reports of the Bureau.
- 18.5.36 Flexiplace is an arrangement whereby staff perform work in places other than the office whereas Homeworking is an arrangement involving people undertaking work primarily in their homes or who travel extensively but are primarily based at home.
- 18.5.37 We have recommended that Chief Executives of Ministries/Departments/Organisations may, for assignments that are project-based with verifiable performance indicators and for which there can be no disagreement on what is needed for the target to be achieved, allow officers particularly of the level of a professional and above to work from home on certain assignments where demand exists and resources permit.

Recommendation 6

- 18.5.38 We again recommend that the above provisions in respect of Flexiplace and Homeworking be maintained.**

Definition

- 18.5.39 **Shift work** is a flexible working arrangement for a 24-hour coverage where one employee replaces another or where different group of workers do the same job one after another and whereby workers normally work 40 hours weekly, or an average of 40 hours weekly in a cycle. These workers work in relays on a 24-hour basis including invariably night duty and work on Sundays and public holidays.

- 18.5.40 **Workers operating on a roster basis** do not work on a 24-hour basis but according to a structured pattern of work specifying the starting times and finishing times of turns of duty which may or may not include night duty. **Workers operating on roster (day)** are those whose turn of duty starts either at or after 4.00 a.m. or goes up to 8.00 p.m. **Workers operating on roster (day and night)** are those whose turn of duty may start either before 4.00 a.m. or extend beyond 8.00 p.m.
- 18.5.41 **Workers categorised as working at staggered hours** work normal hours but are called upon to work, on a regular basis, at irregular hours including Saturdays and Sundays against time-off during their normal working hours. It is a way of covering a longer day.
- 18.5.42 **Night work** means work which is performed during a period of not less than seven consecutive hours, including the interval from midnight to 5.00 a.m.

Workers on Shift, Roster and Staggered Hours

- 18.5.43 At present, workers on shift, roster and staggered hours are governed by special provisions regarding, *inter alia*, work on public holidays and the different forms of compensation.
- 18.5.44 **Sunday is considered as a normal working day for workers on shift, roster and staggered hours unless it coincides with a proclaimed public holiday.**
- 18.5.45 During consultative meetings, the Bureau has been apprised about some inconsistencies leading to erroneous interpretations while implementing certain recommendations made for compensating officers working on shift, roster and staggered hours whose day off coincides with a public holiday (other than a normal Sunday not coinciding with a proclaimed public holiday), and for those who effectively work on a public holiday (other than a normal Sunday not coinciding with a proclaimed public holiday).
- 18.5.46 A critical analysis of our recommendations have disclosed some ambiguities in the interpretation of the recommendations made at paragraph 18.5.48 C (i), (ii), (iii) and (iv). We are bringing clarifications and corrective measures.

Recommendation 7

- 18.5.47 **We recommend that Sunday should continue to be considered as a normal working day for employees working on shift, roster and staggered hours unless it coincides with a proclaimed public holiday.**
- 18.5.48 **We additionally recommend that workers operating on shift, roster and staggered hours should, henceforth, be governed by the following provisions:**
- A. **An additional day off should be given to workers on shift and workers employed on a roster basis whose day off coincides with**

- a public holiday. Those who work on a public holiday should be granted two days off.
- B.** The ensuing provisions have been made for workers on shift and workers on roster who cannot be granted days off as per provision at paragraph 'A' above:
- (i) one day's pay for a day off coinciding with a public holiday; and
 - (ii) two days' pay for actually working a whole shift/roster on a public holiday.
- C.** When a shift or roster covers part of a public holiday and part of a normal working day, officers working on that shift or roster should be granted:
- (i) no compensation for working less than one hour on a public holiday;
 - (ii) half day off or half day's pay for working more than one hour and less than four hours on a public holiday;
 - (iii) one day's off or one day's pay for working more than four hours and less than eight hours on a public holiday or the officer may accrue one additional day of casual leave;
 - (iv) two days' off or two days' pay whenever they work eight hours or more on a public holiday or the officer may accrue two additional days of casual leave; and
 - (v) a maximum of three days off or three days' pay for working for a continuous period of 24 hours spread over two consecutive public holidays or the accrual of three additional days of casual leave.
- D.** The maximum accrual of additional casual leave should be five days which should be availed within the same year. The computation for such leave accruals is kept separate from any other form of leave.
- E.** Days off granted for work performed on a public holiday and in respect of days off coinciding with a public holiday should be considered as approved leave for the purpose of computation of overtime.
- F.** Workers should be allowed to exchange shifts or rostered days off by mutual agreement and with the consent of their supervisors, provided that such an arrangement does not give any employee an entitlement to the payment of overtime.

- G. The normal entitlement of sick/casual leave of all shift workers should be converted into the corresponding number of hours on the basis of one day being equal to eight hours' work. For absence on any shift, the exact number of hours the shift worker was scheduled to work should be deducted from his sick/casual leave entitlement. However, the officer may be given the option to reimburse by working additionally the number of hours in excess of the eight hours, in lieu.**
- H. Shift schedules must, as far as possible, ensure that:**
- (i) shift starts or ends at times which would be convenient to both management and employees in the interest of the service;**
 - (ii) public transport is/would be available within a reasonable time; and**
 - (iii) unduly long shifts, without lying-in period be avoided.**
- I. For shift involving night work, the following measures must be ensured:**
- (i) two consecutive full time shifts should not be performed by the same shift workers, except in unavoidable circumstances;**
 - (ii) as far as possible, a rest period of at least 11 hours between two shifts should be guaranteed, except for disciplined forces; and**
 - (iii) employees do not permanently work on night shifts.**

One day's pay in respect of workers on shift/roster/staggered hours should be equivalent to eight times the hourly rate.

$$\text{Hourly rate} = \frac{\text{Annual salary for the financial year}}{52 \times 40}$$

Compensation for Shift Work/Roster/Staggered Hours

- 18.5.49 The compensation for workers operating on shift/roster/staggered hours has been made in their respective salaries, unless otherwise specified.
- 18.5.50 We have maintained the recommendation that Management should ensure regular rotation of such categories of staff in a spirit of equity to all employees.
- 18.5.51 A night shift allowance is paid to all those shift workers who effectively perform night shift; i.e. those effectively working the hours of midnight up to 5.00 a.m.
- 18.5.52 We recommended that the compensation outside salaries in respect of shift work performed at night, be maintained.

- 18.5.53 The following special provisions in respect of night shift workers have been maintained.
- (i) employees not falling in areas of high turnover/scarcity who have completed 25 years on shift work may be given special consideration with respect to posting of day work, if available, subject to the exigencies of the service;
 - (ii) Shift workers aged 50 years or more, who have worked as night shift workers for 25 years or more may be given special consideration with respect to opportunities for voluntary early or phased retirement, subject to the exigencies of the service;
 - (iii) Night shift workers drawing overtime allowances or any other allowance for work performed between 11.00 p.m. and 5.00 a.m. should not be paid the night shift allowance.

Recommendation 8

- 18.5.54 The compensation measures for Shift Work/Roster/Staggered Hours as enunciated above are maintained.**

Overtime

- 18.5.55 Employees who work extra hours beyond their normal working day are generally compensated for the extra hours either through overtime payment or compensatory time (equivalent time off).
- 18.5.56 The general principles and the conditions under which overtime is granted as well as the manner in which overtime is calculated are outlined below.

General Principles

- 18.5.57 Overtime work is work undertaken over and beyond an officer's normal working hours. The general principles governing the payment for overtime in the public service may be summarised as follows:
- (a) overtime work should be kept to a minimum and should only be undertaken when unavoidable;
 - (b) overtime work may be compensated by time-off in lieu of payment;
 - (c) employees would not work overtime unless specifically requested to do so by their supervisors in the interest of the service; and
 - (d) senior officers of certain levels are not eligible to payment of overtime.

Control of Overtime

- 18.5.58 Overtime is occasionally necessary to get the job done but excessive overtime is hurtful to taxpayers. Every attempt should, therefore, be made to schedule workload so that the need for overtime is kept to a minimum. However, situations may arise which make overtime unavoidable such as staff illness,

special projects, and emergencies. Improved monitoring should ensure that overtime when performed is the most cost-effective way to meet goals and responsibilities.

- 18.5.59 To control overtime, Management, subject to the concurrence of the MCSAR, must:
- (a) arrange for work shifts/pattern of work to be changed in case of work of long or continuous duration that need to be completed after normal working hours;
 - (b) ensure that reports and records be improved to strengthen accountability of overtime use;
 - (c) develop procedures and standards for evaluating when an unscheduled absence in identified posts may require scheduling officers for overtime work;
 - (d) identify posts which may not need scheduling officers for overtime if workload is light; and
 - (e) adequately monitor overtime on an individual basis to prevent employees from working excessive overtime.

Administration of Overtime Payment

- 18.5.60 Overtime must be authorised in advance by an officer who is himself not eligible for overtime. Records should be kept of the work performed during an overtime period, i.e. the actual times at which an officer commences and ceases to work overtime.

Eligibility for Overtime

- 18.5.61 Employees, except those in the grade of Watchman, qualify for overtime allowance after having performed more than 40 hours' work in a week. Watchmen qualify for overtime for work performed in excess of 60 hours.
- 18.5.62 Employees who normally put in less than 40 hours weekly are paid overtime allowance for any work done in excess of their normal hours provided they work in excess of 40 hours in a week.
- 18.5.63 Employees who normally put in less than 40 hours weekly, and who work overtime for a continuous period of over one week, are paid for any work done in excess of their normal hours of work, provided they have worked an average of 40 hours a week during the period of overtime.

Overtime for Shift Work

- 18.5.64 The practice regarding overtime for shift workers is as follows:
- (a) a shift worker is not entitled to overtime allowance for any work performed on Sundays and public holidays except where such work is

performed in excess of the normal hours for the day or such work falls outside his shift;

- (b) a shift worker is not required to perform more than six days' work in a week;
- (c) shift workers are paid overtime at approved rates for work in excess of 40 hours in a week, where the shift is of 40 hours weekly; and for work in excess of the appropriate multiple of 40 hours, where the shift covers a cycle; and
- (d) Watchmen are paid overtime at approved rates for work in excess of 60 hours in a week.

Overtime Rates and Computation of Overtime

18.5.65 Overtime allowance is based on the actual number of hours put in and the number of hours which the officer is deemed to have worked, as the case may be. A worker, on approved leave on any working day, is deemed to have put in eight hours of work or the number of hours he should have worked on that day, whichever is less. A non-shift worker is deemed to have put in eight hours of work or the number of hours of work he should normally have worked, whichever is less, in respect of any public holiday falling on a weekday.

18.5.66 Where an officer performs the duties of a higher office, overtime allowance is computed on the basis of the total emoluments of the officer, inclusive of any acting or responsibility allowance drawn by him.

18.5.67 The computation of the hourly rate for overtime in respect of officers who are performing the duties of a higher office should be

$$\frac{\text{(Monthly Salary + Responsibility Allowance)} \times 12}{52 \times 33.75 \text{ or } 40 \text{ (as applicable)}}$$

18.5.68 The rates for payment of overtime are presently as follows:

Period	Hourly Rate
Between 6.00 a.m. and 11.00 p.m. on weekdays	1.5 times hourly rate
Between 11.00 p.m. and 6.00 a.m. on weekdays	twice hourly rate
On Sundays or public holidays and officially declared cyclone days	twice hourly rate

18.5.69 Hourly rates are calculated on the following basis:

- (a) For Workmen's Group including Watchmen and shift workers, workers on roster/staggered hours as well as officers who put in 40 hours of work weekly:

$$\frac{\text{Annual salary for the financial year}}{52 \times 40}$$

- (b) All other workers/officers

$$\frac{\text{Annual salary for the financial year}}{52 \times 33.75}$$

Recommendation 9

18.5.70 We recommend that all the provisions governing overtime be maintained.

18.5.71 We recommend that the working week for computation of overtime should be as specified at paragraph 18.5.2.

Salary Ceiling for Overtime

18.5.72 Presently, officers drawing less than Rs 39275 monthly are entitled to payment of overtime allowances.

18.5.73 Furthermore, officers drawing basic salary from Rs 39275 to Rs 52775 monthly, who are required to work beyond their normal working hours owing to the nature of their duties for the execution of urgent tasks or for completion of work which cannot be postponed, are paid the hours of overtime at 80% of the prescribed rate.

Recommendation 10

18.5.74 We recommend that officers drawing basic salary of less than Rs 42325 be eligible for the payment of overtime allowances.

18.5.75 We also recommend that officers drawing basic salary from Rs 42325 to Rs 56450 monthly, who are required to work beyond their normal working hours owing to the nature of their duties for the execution of urgent tasks or for completion of work which cannot be postponed, should be paid the hours of overtime at 80% of the prescribed rate.

18.5.76 According to MCSAR Circular Note No. 5 dated 26 September 2005, Supervising Officers and Officers-in-Charge of Ministries/Departments are authorised to approve the payment of such overtime at their own level, with effect from 01 October 2005 subject to the availability of funds under the appropriate Vote item.

18.5.77 However, in so doing, they should ensure:

- (a) that such work is performed only when it is absolutely necessary and is cost-effective and is authorized in advance;
- (b) strict monitoring of the work, on an individual basis, to prevent employees from resorting to excessive overtime; and
- (c) that quarterly detailed returns of any such payments made is submitted to the Ministry of Civil Service and Administrative Reforms.

Recommendation 11

18.5.78 We recommend that Supervising Officers and Officers-in-Charge of Ministries/Departments should continue to approve the payment of overtime allowance at their own level, subject to availability of funds under the appropriate Vote item.

18.5.79 We further recommend that, in so doing, they should continue to ensure:

- (i) that such work is performed only when it is absolutely necessary, is cost-effective and is authorised in advance;**
- (ii) strict monitoring of the work on an individual basis to prevent employees from resorting to excessive overtime; and**
- (iii) that quarterly detailed returns of any such payments made are submitted to the MCSAR.**

Overtime Allowance in the Disciplined Forces

18.5.80 Officers of the Disciplined Forces (Fire, Police, Prisons) are not eligible for overtime allowance but are paid a commuted allowance in connection with special assignments.

Recommendation 12

18.5.81 We recommend that officers of the Disciplined Forces (Fire, Police, Prisons) should continue to be paid a commuted allowance in connection with special assignments.

Additional Provisions governing Overtime

18.5.82 At present, according to the general principles governing overtime, an officer putting in any additional hours of work beyond his normal weekly hours of work, is compensated by time-off in lieu of payment.

18.5.83 During the course of consultations in the context of the present review exercise, representations have been made from various quarters to the effect that very often officers who are called upon to put in beyond 33 ³/₄ hours and less than 40 hours a week, on a regular basis, are neither granted time-off nor any form of compensation, the more-so, the grant of time-off which may disrupt services or may be due to the lack of human resources.

- 18.5.84 We have examined the issue holistically and are of the view that appropriate measures be taken to address the issue. We are recommending accordingly.

Recommendation 13

- 18.5.85 We recommend that officers who are called upon to put in beyond 33 ³/₄ hours and less than 40 hours weekly on a regular basis and who cannot be granted time-off for the extra hours put-in, be paid at the normal hourly rate provided that the officer puts in a minimum of five hours in excess of 33³/₄ hours weekly.**

Compensation for work performed on Saturdays

- 18.5.86 In the 2013 PRB Report, following Government's decision to improve access to public services, wherever possible, Government would open offices on Saturdays, the Bureau decided that officers operating on a five-day week basis, who would be called upon to work on Saturdays, should be granted some form of compensation.

Recommendation 14

- 18.5.87 We again recommend that officers operating on a five-day week basis who are required to work on a Saturday, should, as far as practicable, be granted, in the ensuing week, time-off equivalent to the number of hours put in on that Saturday.**

Attendance of duty after the lifting of a Cyclone Warning

- 18.5.88 Past experience has shown that, after the lifting of a cyclone warning Class III or IV, and depending upon the time at which the official communiqué is issued by the Meteorological Services, it is not always clear to officers whether they should attend duty or not.
- 18.5.89 According to MCSAR Circular Letter No. 46 dated 17 November 2006, officers are required (a) to attend duty as soon as a cyclone warning Class III or IV is officially lifted, provided this is done before 1000 hours and on the assumption that public transport has resumed; and (b) those who are required and bound to attend duty during a cyclone warning Class III or IV should continue to do so.
- 18.5.90 Heads of Ministries/Departments are required to closely monitor the situation once a cyclone warning is in force in the country and to take appropriate action for the release of staff as soon as a cyclone warning Class III is issued during working hours. They should ensure that officers who travel by their own car or by public transport to attend duty and who reside furthest from their place of work should be released first, followed by officers who live in the vicinity of the office and lastly, those who stay within walking distance of their workplace.

Recommendation 15

- 18.5.91** We maintain that, after the lifting of a cyclone warning Class III or IV, and depending upon the time at which the official communiqué is issued by the Meteorological Services, officers should attend duty as soon as the cyclone warning Class III or IV is officially lifted, provided this is done before 1000 hours, and on the assumption that public transport has resumed.

- 18.5.92** We also recommend that those who are required and bound to attend duty during a cyclone warning Class III or IV should continue to do so.

- 18.5.93** We further recommend that Heads of Ministries/Departments should closely monitor the situation once a cyclone warning is in force in the country and should take appropriate action to release their staff as soon as a cyclone warning Class III is officially issued during working hours.

- 18.5.94** We recommend that those officers who travel by their own car or by public transport to attend duty and who reside furthest from their place of work should be released first, followed by officers who live in the vicinity of the office and lastly, those who stay within walking distance of their workplace.

Payment of Overtime for Workers on Shift/Roster on officially declared cyclone days

- 18.5.95** At present workers on shift or roster, eligible for overtime, are remunerated at twice hourly rate for working on officially declared cyclone days and from the time cyclone warning Class III or IV is removed up to the time the next scheduled officers take over.

Recommendation 16

- 18.5.96** We recommend that workers on shift or roster, eligible for overtime, who continue to work after a cyclone warning Class III or IV is removed and until they are relieved, should be paid overtime at twice the hourly rate.

18.6 TASK WORK IN THE PUBLIC SECTOR

- 18.6.1 Task Work implies an assigned piece of work often to be completed within a set time frame. It can also mean an action or sequence of actions to be performed closely together and completed in time and directed towards an objective, common goal or outcome.
- 18.6.2 The concept of task work was first introduced by the Bureau in the 2008 Report further to representations received from Federations of Unions regarding the need to identify public sector organisations where task work could be required. The Bureau was requested to make special recommendations in respect of grades operating on a task work basis taking into consideration the working conditions, the environment and the hours of work. The Union members had apprised the Bureau that certain categories of employees, who by the nature of their activities, work on a task basis, but are bound upon completion of their tasks, to stay idle at their work place until the time of departure.
- 18.6.3 Therefore, with a view to assessing the extent to which task work is prevalent in public sector organisations, the Bureau, in its successive Reports, conducted a survey to take stock of the then situation in respect of task work.
- 18.6.4 On the basis of the survey findings, we recommended the following guidelines regarding task work, which at present are:
- (a)
 - (i) task work should be resorted to only where the task rates have been recommended by the Head of Division and approved by the Supervising Officer in cases where the output is measurable and easy to control;
 - (ii) the daily task assigned should be measured and certified by the Supervisors before the workers are allowed to leave their sites of work; and
 - (iii) roll call should be made immediately after resumption of duty after lunch time.
 - (b) regular site visits should be effected to ensure that the guidelines set out above are implemented by site supervisors and corrective actions are taken, wherever warranted; and
 - (c) employees may be allowed to leave their sites of work on (i) completion of their tasks subject to the tasks assigned having been controlled and certified by the Supervisors and (ii) provided that the employees have been in attendance for a minimum number of hours which should be around 75% of the normal working hours of the corresponding grade not on task work.

Recommendation

18.6.5 We again recommend that the guidelines set out above in respect of task work in public sector organisations, should apply to grades required to operate on a task basis, as specified by the Supervising Officer based on functional requirements.

18.7 SPECIAL DUTY AND EXTRA DUTY ALLOWANCE

- 18.7.1 Special Duty/Extra Duty Allowance is payable to senior officers who are not eligible for overtime and who are regularly required to work for long hours beyond their normal working hours for timely completion of assignments/reports or due to the specific nature of their duties. Despite the general principle that officers in this category should not expect financial rewards for performing extra duties or working beyond normal working hours, this allowance is paid as compensation for the time devoted to the organisation at the expense of family and social life and sometimes in very stringent conditions.
- 18.7.2 As is the practice, in the context of this Report as well, in July 2015, a survey was carried out by the Bureau to take stock on the mode of compensation to employees in the Public Sector for working beyond normal working hours. A survey questionnaire was sent to organisations of the whole public sector, where a response rate of 60% was registered. The findings have revealed that employees/officers are mainly remunerated through the payment of overtime or overtime at discounted rate based on their eligibility as per existing provisions. Only a few officers at senior level (10%) are paid a Special Duty/Extra Duty Allowance for working additional hours. Moreover, in 68% of the organisations, senior officers are not being remunerated for working regularly beyond normal working hours.
- 18.7.3 As per present recommendations in the PRB/EOAC Reports, officers up to the level of Deputy Permanent Secretary who are eligible to Special Duty/Extra Duty Allowance are paid three times the increment reached in their respective salary scale, subject to the approval of the Supervising Officer, provided they regularly put in a minimum of 25 excess hours per month. The Bureau is of the view that the payment of this allowance is still justified and recommends its continuation to eligible officers for enhanced service delivery.

Recommendation 1

- 18.7.4 **We recommend that senior officers up to the level of Deputy Permanent Secretary who are not eligible for the payment of overtime for work carried out beyond normal working hours but who are regularly required to work unusually long hours for the completion of assignments/reports by set time frame as per mandatory/administrative requirements or specific nature of their duties, should be paid an allowance equivalent to three times the increment reached in their respective salary scale, on the approval of the Supervising Officer, provided they put in a minimum of 25 excess hours monthly.**
- 18.7.5 Further to the survey findings and feedback/views obtained during consultations from both Management and staff side, the Bureau has examined the issue in-depth, namely regarding the mode of compensation to senior officers, who by

virtue of their hierarchical position are not eligible to any form of compensation for putting in excess hours over a long period of time for the timely production of a planned output. We strongly view that on grounds of fairness, these officers should be remunerated additionally for excess effort put in.

- 18.7.6 The attention of the Bureau has been drawn that, in certain cases, officers involved in an assignment/task to be completed within a set time frame are being paid allowances according to their grades and provisions of regulations and laws. In such scenario, some officers are drawing more than others despite being lower in rank and such situations cause demotivation *vis-à-vis* senior officers who have the responsibility of supervising the junior officers over and above their normal contributions. We believe that, in such cases, the principle of salary relativity should apply to ensure that senior officers are compensated according to their hierarchical positions while taking into consideration the requirements by regulations or law to pay additional remuneration. We are recommending accordingly.

Recommendation 2

- 18.7.7 **We recommend that senior officers not eligible for the payment of overtime or extra duty allowance or any other form of compensation for additional hours of work put in for the completion of an assignment/report by set time-frame as per mandatory/administrative requirements and, who have to work unusually long hours over an extended period of a minimum of three months and put in exceptional effort on a sustained basis for the timely production of planned output, within the normal scope of their schedule of duties, may, on the recommendation of the Responsible Officer, be granted a monthly allowance of up to a maximum of two thirds of a month's salary based on the duration of the work and the extent and quality of the contributions.**

Scarcity Areas

Recommendation 3

- 18.7.8 **We again recommend that in areas of scarcity, where few officers have to share additional workload and responsibilities within a tight time frame due to acute manning problem, they should be paid an *adhoc* allowance equivalent to two increments at the point reached in their salary scale or to be read from the master salary scale, as appropriate, for a defined period of time not exceeding six months.**

18.8 SALARY ON PROMOTION

- 18.8.1 In accordance with the PSC Regulations, promotion is defined as the conferment upon a person in the Public Service of a public office to which is attached a higher salary or salary scale than that attached to the public office to which the officer was last substantively appointed or promoted.
- 18.8.2 Promotion is of two types: class-to-class and grade-to-grade and according to the Human Resource Management Manual (HRMM), these two terms are defined as follows:
- (i) "class-to-class promotion" means promotion to a rank which entails greater responsibilities of a different nature to those previously undertaken and performed; and
 - (ii) "grade-to-grade promotion" means promotion in a higher grade in the same hierarchy which entails greater responsibilities of the same nature to those previously undertaken and performed.
- 18.8.3 At present, an officer, on promotion, joins the initial or flat salary of the higher grade or is granted a maximum of three increments at the incremental point reached subject to the top salary of the higher grade, whichever is higher, provided the total emoluments of the officer is not less than the initial salary and not more than the maximum salary of the higher grade.
- 18.8.4 The grant of three increments on promotion, representing an immediate pay increase of around 10%, and which was first introduced in 1987 is not only fair, but also in line with international practice. However, salary administrators had been faced with a number of difficulties in the implementation of this recommendation particularly in cases where junior officers supersede salarywise senior officers. For this reason, that recommendation was not retained in the 1993 PRB Report, but was reintroduced in the 1998 PRB Report for grade-to-grade promotion only. In 2003, at the request of the staff side and also convinced of its reasonableness and fairness, the Bureau extended the grant of three increments to class-to-class promotion as well, but with certain complementary provisions and safeguards. The application of the three-increments rule in both grade-to-grade and class-to-class promotion was maintained in the subsequent 2008 and 2013 PRB Reports.
- 18.8.5 In this Report, we are again maintaining the principle that all promotions should generally be marked by an increase in salary.
- 18.8.6 The undermentioned provisions are applied in the following specific cases:
- (i) where recruitment to a grade, by virtue of the scheme of service or arrangement in force, is or may be done by **selection** both from serving officers and outside candidates in the same exercise, the serving officer draws the initial salary of the promotional grade or receives one

increment if he was drawing the same salary point or more than the initial salary of the promotional grade.

- (ii) where a **senior** officer has been promoted **directly** and an officer **junior** to him has subsequently been promoted **indirectly** to the same grade, i.e. after having obtained another promotion, the salary of the senior officer(s) is adjusted so that the senior officer(s) as well as the junior officer draw(s) the same salary as from the date the officer junior to him has been appointed in that grade.
- (iii) the salary of an officer, who is promoted after having benefitted from the grant of long service increment, is adjusted by the grant of an aggregate not exceeding three increments, inclusive of the increment/s previously obtained for long service.

18.8.7 The Bureau has received representations from the Federations to the effect that all promotion should be marked by at least three increments over and above the provision of the Long Service Increment. We have studied the request which is not justified as Long Service Increment is effectively granted to compensate officers for lack of promotion prospects.

18.8.8 In general, the present arrangements for the grant of salary on promotion have met the desired objectives among the stakeholders and we are not bringing any major changes in the existing provisions.

Recommendation 1

18.8.9 **We recommend that all promotions, in general, should be marked by an increase in salary. An officer, on promotion, should join the initial salary or flat salary of the higher grade or where the salary overlaps be granted a maximum of three increments subject to the top salary of the higher grade, whichever is higher, provided the total emoluments of the officer should not be less than the initial salary and not more than the maximum salary of the higher grade.**

18.8.10 **However, the under-mentioned provisions should apply in the following specific cases:**

- (i) **where recruitment to a grade, by virtue of the scheme of service or by arrangements in force, is or may be done by selection both from serving officers and from outside candidates in the same exercise, the serving officer should draw the initial salary of the promotional grade or receive one increment if he was drawing the same salary point as the initial or more than the initial;**
- (ii) **where a senior officer has been promoted directly and an officer junior to him has subsequently been promoted indirectly to the same grade i.e. after having obtained another promotion, the salary of the senior officer(s) should be adjusted so that the senior officer(s) as well as the junior officer draw the same salary as from the date the officer junior to him has been appointed in that grade.**

- (iii) where a serving officer applies for a grade in the service requiring qualifications of a completely different line than those of his grade, the officer on appointment, joins the grade at the initial of the scale or retains the salary of his previous grade, whichever is the higher;
- (iv) the salary of an officer who is promoted after having benefitted from the grant of long service increment should be adjusted by the grant of an aggregate not exceeding three increments, inclusive of the increment/s previously obtained for long service.

18.8.11 At present, an officer who has drawn the top salary for a year and who has been allowed to move by either one or two or three increments in the Master Salary Scale after having been consistently efficient and effective in his performance, as evidenced by the Performance Appraisal Report during the preceding two years, and has not been adversely reported upon on ground of conduct is, on promotion, granted a maximum of three increments, over and above the increment/s previously obtained for movement beyond top salary, subject to the maximum salary of the higher grade.

18.8.12 This increment has been granted particularly where there are limited number of posts at the next level, causing stagnation of professionals on their top salaries. However, where such officers are promoted to a higher level after having benefitted from movement beyond top salary, there is need to bring the necessary adjustment.

Recommendation 2

18.8.13 We further recommend that, subject to paragraph 18.8.10, an officer who has drawn the top salary for a year and has been allowed to move by either one or two or three increments in the Master Salary Scale after having been consistently efficient and effective in his performance, as evidenced by his Performance Appraisal Report during the preceding two years, and has not been adversely reported upon on ground of conduct should, on promotion, be granted a maximum of three increments, inclusive of the increment/s previously obtained for movement beyond top salary, subject to the maximum salary of the higher grade.

18.8.14 We additionally recommend that the Standing Committee on Remuneration under the Chairmanship of the Senior Chief Executive of the Ministry of Civil Service and Administrative Reforms and comprising representatives of the Ministry of Finance and Economic Development and the Pay Research Bureau may examine any relevant issue that may arise in the implementation of the provisions of "Salary on Promotion" and make appropriate recommendations.

18.9 INCREMENT AND INCREMENTAL CREDIT

Increment

18.9.1 The salary of grades in the Public Sector consists of segment/s of a Master Salary Scale. Most grades have a salary scale comprising an initial and a top salary point and movement from the initial to the top salary point is incremental. A few grades have a flat salary. Increment on a salary scale is not as of right. It is a method for rewarding those who have demonstrated adequate yearly progress and whose work and conduct have been satisfactory. On appointment, an officer is normally granted the initial salary (in the salary scale of the grade), which is guaranteed (for an incumbent in the grade) and any movement in the scale has to be earned.

Incremental Credit

18.9.2 There is provision for the grant of incremental credits for previous experience/s acquired under supervision; temporary service completed in the same capacity prior to substantive appointment; and additional qualification/s obtained that are higher than those mentioned in the scheme of service.

Incremental Credit for Experience

18.9.3 Incremental credits up to a maximum of three are granted to specific categories of employees for experience acquired, under certain conditions, before entry into the service. At present, one incremental credit for each year of relevant experience acquired before entry into the service up to a maximum of three is granted in respect of the following categories:

- (a) post-registration experience of professionals such as in the case of Medical and Health Officer/Senior Medical and Health Officers and Dental Surgeon/Senior Dental Surgeons;
- (b) experience after having obtained the right to practice from the appropriate registered professional body or Council as in the case of Architects, Engineers and others;
- (c) post-qualification relevant experience acquired by other categories of graduates who may not normally require registration or authorisation before practice; and
- (d) post-qualification experience in a recognised hospital for fully qualified nurses.

The grant of more than three incremental credits for experience is allowed in areas of scarcity.

18.9.4 Presently, officers serving in a Private Secondary School or Local Authority or Parastatal Body and Other Statutory Body reported upon by the PRB, and who subsequently moves to the Civil Service, are eligible for the grant of one

incremental credit, for each year of experience acquired in a similar capacity up to a maximum of three. The same provision exists for employees of a Local Authority, Parastatal and Other Statutory Bodies reported upon by the PRB and the Private Secondary Schools, who move from one institution to another. However, the incremental credit is payable on confirmation. We are not bringing any change to the current provision.

Recommendation 1

18.9.5 We recommend that:

- (i) incremental credit for experience up to a maximum of three increments should continue to be granted to eligible officers, on confirmation. These officers should provide evidence of their experience, acquired locally or internationally, under licensed private practice or in a legally recognised institution or firm as per paragraph 18.9.3 (a) to (d);**
- (ii) incremental credit for experience beyond three increments may, subject to the approval of the Ministry of Civil Service and Administrative Reforms (MCSAR), be granted in cases where an organisation encounters difficulty in the recruitment and retention of staff;**
- (iii) the Standing Committee under the Chairmanship of the MCSAR comprising representatives of the Ministry of Finance and Economic Development, the Mauritius Qualifications Authority, the Tertiary Education Commission, the Pay Research Bureau and, where necessary, the Ministry/Department/Organisation concerned, should continue to examine applications for incremental credit for experience acquired prior to joining the service and make awards as appropriate; and**
- (iv) officers employed in either the Civil Service or Private Secondary Schools or Local Authorities or Parastatal and other Statutory Bodies, reported upon by the PRB, who move from one institution to another where both are covered by the PRB should be eligible to the grant of one incremental credit, up to a maximum of three, for each year of experience acquired in a similar capacity.**

Incremental Credit for Temporary Service

18.9.6 At present, one incremental credit is granted for each year of temporary service in the same capacity as for the substantive position to all officers, whether on first appointment or not, provided that certain criteria are met.

Recommendation 2

- 18.9.7 We recommend that officers, whether on first appointment or not should be granted one incremental credit for each completed year of temporary service in the same capacity as for the substantive position, provided that:**
- (a) their service is continuous;**
 - (b) the adjusted salary is not higher than what the officer would have drawn had he been appointed in a substantive capacity on joining the grade concerned;**
 - (c) in case of first appointment, the eligible officers appointed on or after 01 January 2016 do not draw a higher salary than officers appointed in the same capacity before 01 January 2016 and having a similar period of service or more;**
 - (d) such incremental credit is payable as from the date the officer is appointed substantively in the post or the date of confirmation, as applicable; and**
 - (e) where the temporary service, in the case of a confirmed officer, is less than one year, one incremental credit is payable as from the date the officer completes one year service in the grade or on 01 January, whichever is the earlier.**

Incremental Credit for Actingship/Assignment of Duties

- 18.9.8 Officers appointed to act/assigned duties in a higher office and subsequently appointed to the same office after a selection exercise and in cases when appointment takes effect as from the date of assumption of duty, are granted one incremental credit for each completed year of actingship/assignment of duties provided that:**
- (a) such actingship/assignment of duties is continuous;**
 - (b) the adjusted salary is not higher than what the officer would have drawn had he been appointed in a substantive capacity on the date he was appointed to act/assigned higher duties; and**
 - (c) such incremental credit is payable as from the date the officer is appointed substantively in the post.**

Recommendation 3

- 18.9.9 We recommend that one incremental credit for each completed year of actingship of assignment of duties be continued to be paid to officers appointed to act/assigned duties in a higher office and subsequently appointed to the same office after a selection exercise provided that criteria at 18.9.8 (a) to (c) above are satisfied.**

Higher Qualification Incentive

- 18.9.10 Incremental credit for additional qualifications has been effective since 01 July 1995. At that time, the philosophy behind the Award of Incremental Credit for additional qualifications was to provide an incentive and to motivate officers to pursue higher studies with a view to increasing their knowledge, skills and overall potential to better perform their duties and upgrade the standards of service. In successive reviews, attempts have been made to further improve the benefits attached to the scheme.
- 18.9.11 In the context of this review exercise, the MCSAR has acknowledged that the scheme has rightly served the purpose for which it was introduced but opines that the scheme needs to be revamped for the following main reasons:
- (i) the academic profile of public officers has considerably changed;
 - (ii) nowadays, there is no longer a dearth of qualified officers in service;
 - (iii) those joining the service are highly qualified/overqualified for the post(s) they are occupying/holding;
 - (iv) according to MCSAR and the MOFED there has been cases whereby senior officers who have obtained lump sum for additional qualifications have had their salaries superseded by junior officers who have acquired the same qualifications afterwards but have benefitted from elongation of salary scales following publication of Reports;
 - (v) the scheme has been considerably diluted since 1995; and
 - (vi) in the absence of a clear timeframe for submission of applications, there were no provision to debar late applications. When one officer who is already eligible for incremental credit under one PRB Report, then applies for same under a subsequent Report, this results in considerable back payment.
- 18.9.12 Against this background, the MCSAR proposed that the grant of incremental credit be replaced by:
- (i) the grant of a non-pensionable lump sum calculated on the last incremental point of the respective salary scale;
 - (ii) the payment of a lump sum limited to directly relevant qualifications only;
 - (iii) the grant of incremental credit for lateral qualification be waived; and
 - (iv) a time frame of 12 months as from the date of conferment of the qualification for submission of applications be recommended in the next Report.

- 18.9.13 The various representatives of the Federations and the Unions have, amongst others, requested that:
- (i) the principle of compensation by way of lump sum for incumbents who have reached their top salary be waived and incremental credit be granted beyond the top salary scale; and
 - (ii) the number of increments granted be reviewed upwards taking into consideration the costs involved as well as the time and efforts put in to earn higher qualifications.
- 18.9.14 The Bureau has examined all the proposals made and held discussions with the relevant stakeholders. During consultation sessions held with the MCSAR as well as the staff side, it has also been vented that the different options available have made the scheme more complex to administer and the grant of incremental credits could not be applied in a fair and equitable manner. Furthermore, certain provisions such as incremental credit for partly relevant qualifications, in spite of well-defined parameters, could not be considered/approved and this has led to strained industrial relations at workplace culminating to disputes before the Tribunal/Courts.
- 18.9.15 Consequent to discussions held with different stakeholders, the Bureau carried out an in-depth analysis of the submissions from different quarters. Taking into consideration the findings of our survey on recruitment and retention, and foreign experience as well as the fact that new recruits are already highly qualified, there is need to review the scheme. With a view to adapting to the existing market trend and to be in line with current practice in foreign jurisdiction in respect of the mode of compensation for higher qualifications that are directly relevant to the employee's occupation, we are, in this Report, reviewing the existing provisions. The new recommendation is expected to be simple and implementable and would address almost all the qualms of our stakeholders.

Recommendation 4

- 18.9.16 We recommend the payment of lump sum rates of Higher Qualification Incentives (HQI) as per table at (v) for qualifications which are directly relevant to the performance of the duties of the grade and are higher than the qualifications specified in the scheme of service for the grade and subject to the following conditions:**
- (i) the additional qualifications are obtained following an examination and are duly recognised by the Mauritius Qualifications Authority or the Tertiary Education Commission;**
 - (ii) where different qualifications are laid down in a particular scheme of service, the highest one would be taken as the basic qualification for the purpose of determining eligibility for payment of HQI;**

- (iii) only officers holding a substantive appointment would be considered for the grant of HQI for additional qualifications;
- (iv) officers who have already benefited from the payment of HQI for additional qualifications in one capacity would not be granted HQI anew for the same qualifications in another capacity;
- (v) the payment of a lump sum rate of HQI for additional qualifications should be as follows:

Qualification	Amount (Rs)
Doctorate and above including specialist qualifications for medical profession.	30000
Master's Degree	20000
Bachelor Degree	16000

- (vi) an officer should not be eligible more than twice in his or her career.

18.9.17 We also recommend that no HQI should be granted for higher qualifications in the event that same is a requirement for promotion/selection in the hierarchy/cadre.

18.9.18 We further recommend that the Standing Committee under the chairmanship of the MCSAR and comprising representatives of the Ministry of Finance and Economic Development, the Mauritius Qualifications Authority, the Tertiary Education Commission, the Pay Research Bureau and, where necessary, the Ministry/ Department/Organisation concerned should continue to look into the award of HQI and consider all related cases of disputes. However, straightforward cases should be dealt with at the level of the Ministry of Civil Service and Administrative Reforms.

Officers in the Workmen's Class

Recommendation 5

18.9.19 We recommend that notwithstanding the provision at paragraph 18.9.16 above, the Standing Committee may consider granting a HQI of Rs 8000 to employees of the Workmen's Group for a course or training course leading to an additional relevant craft certificate.

Parastatal and Other Statutory Bodies and Local Authorities

Recommendation 6

18.9.20 We recommend that the application of provisions for HQI should be extended to Parastatal and Other Statutory Bodies and Local Authorities.

18.9.21 We also recommend that all cases of dispute in Parastatal and Other Statutory Bodies and Local Authorities, as regards the award of HQI should be submitted through the Parent Ministry for consideration by the Standing Committee.

18.10 ACTING AND RESPONSIBILITY ALLOWANCES

- 18.10.1 An officer who has been appointed to act in a higher post by the appropriate Service Commission or by the Responsible Officer/Supervising Officer as delegated, is normally paid an acting allowance. An acting appointment, however, does not give right to the officer concerned to claim for promotion to the higher position.
- 18.10.2 An acting appointment is an assignment given to an officer deemed capable of performing the full duties and assuming the full responsibilities of a vacant position when the substantive postholder in the higher grade is on authorised leave or when the post is vacant pending its permanent filling.
- 18.10.3 A Responsibility Allowance is paid to an officer, who for administrative convenience, has been assigned duties of a higher office by the appropriate Service Commission or by the Responsible Officer/Supervising Officer, as delegated.
- 18.10.4 Over its subsequent reports, the Bureau has improved the provisions regarding acting and responsibility allowances namely in respect of the mode of computation of acting allowance in grade-to-grade and class-to-class cases, which has been harmonised; the quantum of responsibility allowance, and the qualifying period enabling an officer to be paid the allowance, have been reviewed.
- 18.10.5 In the context of this Report, the Bureau has received representations to the effect that the responsibility allowance which at present is payable at the rate of 80% of the acting allowance to officers who are not fully qualified, should be paid the full quantum of allowance since the incumbent serves the higher position in full capacity. Moreover, proposal has also been made for the qualifying period required for the payment of responsibility allowance for shouldering higher duties be reduced from seven to three days.
- 18.10.6 We have duly examined these representations and consider that the existing provisions are fair, equitable and practical. Furthermore, we are reflecting a decision of the High Powered Committee regarding the qualifying period in the case of an officer acting in an Accounting/Responsible Officer position.

Acting Allowance

Recommendation 1

- 18.10.7 We recommend that the quantum of acting allowance payable, whether in a grade-to-grade or class-to-class situation, should be equivalent to the difference between the initial or flat salary of the higher post and the substantive salary of the officer, provided the allowance is not less than three increments worth at the incremental point reached in the**

substantive post. Where the salary scales overlap, the allowance should be equivalent to three increments worth at the incremental point reached in the substantive post provided the total emoluments of the officer are not less than the initial salary and not more than the maximum salary of the higher post.

Responsibility Allowance

Recommendation 2

18.10.8 We recommend that responsibility allowance should continue to be paid as follows:

- (i) where an officer is fully qualified to act in the higher post, the allowance should be equivalent to the acting allowance;
- (ii) where the officer is not fully qualified to act in the higher post, the allowance should be 80% of the acting allowance; and
- (iii) where appointment to a higher office is made by selection and no additional qualification is required, whether in terms of academic or technical qualification or experience or in terms of physical requirements, the responsibility allowance payable to officers who are assigned the duties of the higher office should be equivalent to the acting allowance.

Payment of Responsibility Allowance to Employees in the Workmen's Group

Recommendation 3

18.10.9 We recommend that the responsibility allowance payable to employees in the Workmen's Group should be computed:

- (i) on the same basis as for acting allowance even if the employee is not fully qualified;
- (ii) for the full period of actingship (inclusive of Saturdays, Sundays and Public holidays) whenever the period of actingship exceeds seven continuous days; and
- (iii) on the basis of the actual number of days worked in case the actingship is less than seven days.

Qualifying Period/Specific Provisions

Recommendation 4

18.10.10 We recommend that the qualifying period/specific provisions in respect of Acting and Responsibility Allowances should be as hereunder:

- (i) No Acting or Responsibility Allowance is paid to an officer unless he acts in the higher office for a continuous period of seven days, i.e. the assignment should be for a minimum period of seven continuous days, inclusive of Saturdays, Sundays and Public

- Holidays, except for those who act in an Accounting/Responsible Officer position where the actingship is payable even if the period of actingship is less than seven days.
- (ii) An officer performing higher duties is not eligible for Acting or Responsibility Allowance for any period of absence exceeding seven days at a stretch.
 - (iii) Where an officer who is acting in a higher office proceeds on official mission overseas, he is paid a special allowance equivalent to the Acting Allowance he would have drawn had he not gone on mission.
 - (iv) Where an officer is acting in an Accounting/Responsible Officer position for a period of at least three consecutive days or more but less than seven days, he is paid 80% of the normal acting/responsibility allowance payable for the period in the normal circumstances and no formal actingship or payment is made for a period of less than three days.
 - (v) Where an officer has been appointed to act or assigned duties in an Accounting/Responsible Officer position by the relevant Service Commission or Board *vice* permanent vacancies or *vice* temporary vacancies which would eventually become permanent, he should be eligible for all benefits attached to the post after a continued period of actingship of at least four months.

General Observations

- 18.10.11 Persistent representations have been made from union members on the fact that acting appointment is not given to employees whilst the latter are requested to perform duties of a higher position, hence leading to demotivation.
- 18.10.12 Generally, acting appointments provide employees with a range of potential professional development opportunities whilst supporting and enhancing operational efficiency and the achievement of an organisation's objectives. These arrangements benefit employees in terms of reward, capacity building and experience as well as recognition of their ability to deliver whilst enabling continuity and operational stability to prevail in the organisation.
- 18.10.13 The Bureau, therefore, considers that in an attempt not to create frustration among employees and imbalance in an organisation, opportunities for acting assignments should be provided and same be managed in such a manner that would not result in an unfair advantage to anyone except in other circumstances when other administrative arrangements have been made for continuous workflow.

18.11 MEAL ALLOWANCE

- 18.11.1 At present, an officer who is required to be on duty during cyclonic conditions or who is unexpectedly retained on duty after a normal day's work for at least three hours beyond the normal working hours is provided with meal or paid a meal allowance of Rs 125.
- 18.11.2 The Chief Executive of an organisation may, subject to the availability of funds, grant a meal or meal allowance to officers although they have been given advance notice and retained for at least three hours beyond their normal working hours for urgent work or for the timely completion of an assignment or project. However, this arrangement is not applicable to officers scheduled to work according to a roster or shift or at staggered hours or to officers who regularly have to work beyond normal working hours.
- 18.11.3 The quantum of the allowance paid in lieu of meal is being revised.

Recommendation 1

18.11.4 We recommend that officers who:

- (a) are required to work during cyclonic conditions; and**
- (b) are unexpectedly retained on duty after a normal day's work for at least three hours beyond their normal working hours**

should either be provided with meals where catering facilities are available or paid a meal allowance of Rs 130 for each meal.

- 18.11.5 There are instances where organisations are required to work for longer period and regularly at odd hours for the completion of an assignment or project within a set time frame. In such cases, officers are called upon to work continuously beyond normal working hours and sometimes late at night. These officers, as per existing provisions, are not entitled to a meal or a meal allowance. The Bureau considers that these situations are exceptional and need to be addressed.

Recommendation 2

- 18.11.6 We recommend that, notwithstanding the provision of paragraph 18.11.4 above, the Chief Executive of an organisation may, subject to availability of funds, grant a meal or a meal allowance to officers although they have been given advance notice and retained beyond their normal working hours for urgent work or for the timely completion of an assignment or project which is of a longer duration of at least one month and require officers to continuously work for at least three hours beyond their normal working hours. However, this recommendation is not applicable to an officer who is scheduled to work according to a roster, shift or staggered hours or to an officer who regularly has to perform overtime.**

18.11.7 We further recommend that, where operational needs require people to work on shift, on roster basis, or at staggered hours, the organisation should, to the extent it is practical, provide for such appliances as refrigerator, electric kettle and microwave/hot plate for use by the employees.

18.12 OUT OF POCKET ALLOWANCE

- 18.12.1 A daily “Out of Pocket Allowance” of Rs180 is at present paid, to cover for incidental expenses, to officers who perform official visits either for part of a day or on short visits and stay overnight on any island forming part of the Republic of Mauritius.
- 18.12.2 The “Out of Pocket Allowance” is also payable to officers who travel by sea on official visits to Agalega and St. Brandon for the number of days they stay on board from and to Mauritius.
- 18.12.3 In the context of this review exercise, the Staff Associations have made representations to review the quantum of the “Out of Pocket Allowance” to which we agree.

Recommendation

- 18.12.4 We recommend the payment of an “Out of Pocket Allowance” of Rs 190 daily to:**
- (i) officers who go on official visits either for part of a day or on short official visits to any of the islands forming part of the Republic of Mauritius; and**
 - (i) officers who travel by sea on official visits to Agalega and St. Brandon for the number of days they stay on board from and to Mauritius.**
- 18.12.5 We also recommend that a part of a day shall be considered as a whole day for the purpose of payment of the “Out of Pocket Allowance”.**

18.13 UNIFORMS

Uniform and Uniform Allowances

Present Position

- 18.13.1 Staff of Disciplined and Semi-Disciplined forces/organisations as well as those of some other organisations, are entitled to the free issue of items of uniforms.
- 18.13.2 Certain other categories of eligible officers are paid cash allowances (including cardigan every alternate year) in lieu of uniforms according to the nature of their duties.
- 18.13.3 Uniforms are issued or Uniform Allowances are paid to all eligible officers on a yearly basis. The quantum of allowance is adjusted every year on the basis of the changes in prices of all the relevant items of uniform as determined by Statistics Mauritius and also considering whether cardigans are due in the year or not. The Standing Committee on Uniforms, comprising representatives of the Ministry of Civil Service and Administrative Reforms, Ministry of Finance and Economic Development and PRB, determines the eligibility for the grant of uniforms to new grades; decides on the provision of boots and new items of protective clothing and equipment; and applies such regulations or principles as may be necessary to deal with the issue.
- 18.13.4 For the year 2016, the cash allowances (excluding cardigan) paid for normal entitlement to eligible officers in lieu of uniforms are as hereunder:
- (i) **Category 1**
A uniform allowance of Rs 4000 payable to eligible officers *whose nature of duties warrants a means of identification/authority;*
 - (ii) **Category II**
A uniform allowance of Rs 3750 payable to eligible officers *whose nature of duties requires them to wear uniform as and when the need arises; and*
 - (iii) **Category III**
A rapid wear and tear allowance of Rs 3635 payable to eligible officers *whose nature of duties causes excessive wear and tear clothing.*
- 18.13.5 In addition to the cash allowances paid for normal entitlement, eligible officers on the establishment of the Rodrigues Regional Assembly benefit from an additional allowance on account of the working environment, specificity and topography of the island.
- 18.13.6 Eligible officers appointed on a probationary or on a temporary/casual capacity are also entitled to uniform allowance after having served for an initial period of six months.

18.13.7 A mechanism also exists to enforce the wearing of uniform and the use of protective item/clothing.

Representations received

18.13.8 Staff associations have, in the context of this Report, made representations that uniform allowance should be indexed every year and paid according to the market value of items and that protective clothing/equipment should be issued on quality basis to avoid recurrences of accident and contamination. They were apprised of the current practice of computing uniform allowances and how protective clothing/equipment are provided to safeguard eligible officers from bodily injury or bad weather, on the basis of recommendations of officers of the Safety and Health Unit.

Observations of the Bureau

18.13.9 It has been observed that, so far, the *modus operandi* adopted for the determination of uniform allowance and its subsequent increases as well as the different categorisation of beneficiaries and quanta of allowances have given expected yields. We are maintaining same and recommending as follows:

Recommendation 1

18.13.10 We recommend that the quantum of the revised uniform allowances for each category of beneficiaries which would be payable with effect from 01 January 2016 should be as per the table below. In arriving at the different uniform allowances and Wear and Tear allowance, the Bureau has taken into account the increase in the costs of items of uniform for the period January to December 2015.

Uniforms Allowances – effective from 01 January 2016		
Category	Allowance excluding Cardigan	Additional Allowances (Rodrigues)
I	4280	1375
II	4010	1305
III	3890	1265

Recommendation 2

18.13.11 We further recommend that the quantum of allowance for subsequent years should continue to be adjusted on the basis of the changes in the prices of all relevant items of uniform as determined by Statistics Mauritius for the preceding year and also considering whether cardigans are due in the year or not.

Recommendation 3**18.13.12 We also recommend that:**

- (i) the Standing Committee on Uniforms should continue to determine the eligibility for the grant of uniforms to new grades and devise such regulations or principles as may be necessary to deal with the issue of uniforms; and**
- (ii) where it is considered that officers in a new grade or in a grade other than those already eligible, should wear uniform to exercise authority or on grounds of tradition and/or international etiquette, the Responsible Officer should seek the approval from the Standing Committee on Uniforms. Thereafter, on consultation with the appropriate stakeholders, the Responsible Officer should arrange for the supply of all items of Uniform to such eligible officers in a cost-effective manner.**

Protective Items

18.13.13 Grades whose nature of work expose incumbents to risk of injury or health hazards or damage to clothing are granted protective clothing.

18.13.14 All requests for boots and protective item/equipment are submitted to the Standing Committee, which are firstly investigated upon by the officers of the Safety and Health Unit to determine their eligibility. On the basis of the recommendations of the Safety and Health Report, the Standing Committee decides on the appropriateness of the items of protective item/equipment to be granted to eligible officers.

18.13.15 It has been reported that this process of going through the Committee for approval is time consuming and officers are not being issued the protective item/equipment on time.

18.13.16 In order to expedite matters in such cases, we are making an appropriate recommendation.

Recommendation 4**18.13.17 We recommend that:**

- (i) the Ministry of Civil Service and Administrative Reforms in consultation with the relevant Ministries/Departments/Organisations should, on the advice tendered by officers of the Safety and Health Unit, decide on the provision of boots and new/additional items of protective clothing/equipment to eligible officers/new grades.**
- (ii) cases which cannot be resolved at the level of the MCSAR should be dealt with by the Standing Committee.**

Recommendation 5**18.13.18 We further recommend that:**

- (i) officers whose nature of work requires the wearing of items of protective clothing and equipment should be provided with such items promptly; and**
- (ii) Responsible Officers should make necessary arrangements for the timely issue of items of protective clothing/equipment to eligible officers who should wear/use them.**

Recommendation 6**18.13.19 We also recommend that:**

- (i) where the nature of work of casual/temporary employees warrants the wearing of protective clothing/item to protect them from bodily injury, supervising officers should ensure that the protective clothing/item is issued promptly and is of good quality; and**
- (ii) eligible officers, appointed on a probationary or on a temporary/casual basis, should be entitled to Uniforms allowance after having served for an initial period of six months.**

Internal Audit System on wearing of Uniform

18.13.20 The existing procedures, in case of non-compliance by eligible officers who have to wear uniforms and to use protective clothing/item in the performance of their duties, are being maintained as hereunder:

- (a) the eligible officer concerned should be verbally cautioned for failing in his undertaking to wear uniforms/protective clothing/protective item;**
- (b) in case of further non-compliance, the attention of the eligible officer concerned should be drawn in writing to this effect. The officer should equally be requested to abide, within a prescribed delay, by the undertaking which he has normally signed prior to the payment of the uniform allowance, failing which he may be liable to disciplinary action; and**
- (c) in the event the officer still fails to abide by the written instructions within the given delay, payment of the uniform allowance should be stopped/withdrawn and the eligible officer concerned should, in such circumstance, be required to furnish written explanations following which appropriate action may be taken, as deemed necessary, by Management.**

18.14 FAMILY PROTECTION SCHEMES

18.14.1 The Family Protection Schemes in the Public Sector fall into three main categories and they are:

- (i) The Civil Service Family Protection Scheme;
- (ii) The Statutory Bodies Family Protection Fund ; and
- (iii) The Family Protection Scheme with the State Insurance Company of Mauritius Ltd.

Civil Service Family Protection Scheme

18.14.2 On 01 July 1993, the Civil Service Family Protection Scheme Board came into operation with the enactment of the Widows' and Children's Pension Scheme (Amendment) Act No. 28 of 1993. The Act made it mandatory for female officers to contribute to the scheme. The Civil Service Family Protection Scheme (CSFPS) is a contributory scheme which provides family protection to the dependents of deceased civil servants whether the contributor dies in service or after retirement. The CSFPS provides for a monthly benefit paid in the form of a pension upon death of a contributor and it also makes provision for refund of contributions to contributors in specific circumstances.

18.14.3 As at 31 December 2015, the scheme reckoned around 50,450 contributors and 17,628 pensioners.

Rate of Contribution

18.14.4 The monthly contribution is made at the rate of 2% of the officer's gross salary.

Membership

18.14.5 The persons required to contribute to the scheme are:

- (a) public officers who have attained the age of 18 and who are appointed to a pensionable office;
- (b) public officers who have been transferred to approved services and who have elected to continue contributing to the scheme;
- (c) members of the National Assembly during their period of legislative service; and
- (d) officers of the Civil Service Family Protection Scheme Board.

Refund of Contribution

18.14.6 A refund of contribution is made to a contributor where no pension is payable and the refund with compound interest at the rate of 4% per annum is made to a contributor or his legal representative in the following circumstances:

- (a) At the time of leaving the public service, where:

- (i) the contributor has either not contracted civil marriage or is a widow/widower provided that the contributor has no:
 - legitimate or legitimated child
 - adopted child
 - step child
 - natural child or
 - a child whose filiation has been pronounced by a Court of Law.
 - (ii) the contributor is a divorcee and has no child.
- (b) In case both husband and wife are contributors, the surviving spouse is refunded on the death of his/her spouse and he/she may opt (within 60 days of the event) not to continue contributing to the scheme.
- (c) Where contributors in post as at 30 June 2008 opt to cease to contribute at the age of 60 and no pension is payable.

Pensions

- 18.14.7 Following the pension reforms in the 2008 PRB Report, for all those public officers who have joined the public service as from 01 July 2008, the amount of pension is computed at the rate of 1/690th (instead of 1/600th) of annual pensionable emoluments on retirement for every month of pensionable service, subject to a maximum of 460/690th (instead of 400/600th).
- 18.14.8 At the death of a contributor, the monthly pension payable varies depending upon whether the deceased left behind a spouse only, spouse and children, one child only or more than one child but no spouse. The details of the monthly pension payable is provided hereunder:

Beneficiaries	Computation for Monthly Pension Payable
Spouse only	$\frac{1}{3} \times \frac{1}{12} \times \text{BUP}^*$
Spouse and child/children	$\frac{1}{2} \times \frac{1}{12} \times \text{BUP}$
One child but no spouse	$\frac{1}{4} \times \frac{1}{12} \times \text{BUP}$
More than one child but no spouse	$\frac{1}{2} \times \frac{1}{12} \times \text{BUP}$

***BUP- Basic Unreduced Pension**

- 18.14.9 The basic unreduced pension is computed, for those civil servants joining the public service as from 01 July 2008, at the rate of 1/690th of the annual salary of the contributor at the date of death or at the date he ceases to be a public

officer, for each completed month of the contributory service (not exceeding 460 months).

- 18.14.10 A surviving spouse's pension ceases on the death or remarriage of the beneficiary.
- 18.14.11 The children's pension ceases on the date the last child reaches 18 years of age, or if the child receives full-time education, until he receives such education or attains the age of 21, whichever is earlier. The Board may, on compassionate grounds, approve the payment of pension to children beyond the age of 21.
- 18.14.12 Upon the death of a beneficiary, the legal personal representative is paid one full month's pension in respect of the month in which the beneficiary dies together with a gratuity of an equivalent amount.

Recommendation 1

- 18.14.13 We recommend that the rate of contribution to the Civil Service Family Protection Scheme be maintained at 2%.**
- 18.14.14 We also recommend that the highlighted provision governing membership, refund of contribution and pensions of the Civil Service Family Protection Scheme should be maintained.**

Transitional Measures

Contribution

- 18.14.15 The CSFPS was revisited in line with the new pension scheme enunciated in the 2008 PRB Report and transitional arrangements were subsequently made with regard to retirement age, computation of the amount of pension and the qualifying period to benefit for a full pension. The transitional measures should continue to be applicable.

Recommendation 2

- 18.14.16 We recommend that the transitional measures outlined below should continue to apply:**
- (a) public officers and Members of the National Assembly in post as at 30 June 2008 may, while in service, opt to cease to contribute to the Civil Service Family Protection Scheme on reaching 60 years of age. However, in that case, widows and orphans pension will be computed on the salary drawn at the time the member ceases to contribute to the scheme;**
 - (b) public officers should cease to contribute to the scheme on the occurrence of the following events: reaching 65 years of age, resignation from the Public Service, dismissal from the Public Service, retirement from the Public Service, and leaving the Public Service for any other reason;**

- (c) **Members of the National Assembly should cease to contribute to the scheme upon reaching 65 years of age; and**
- (d) **when a Member of the National Assembly ceases to be a member, provided he has not reached 65 years of age, he may opt to cease to contribute or continue to contribute to the Civil Service Family Protection Scheme at the rate of 4% of his salary at the time he ceases to be a member, to enable longer period of contribution.**

Pensions

18.14.17 Transitional measures regarding computation of pension were also provided in the 2008 PRB Report. Hence, these provisions are being maintained.

Recommendation 3

18.14.18 We recommend that the transitional measures should continue to apply in respect of:

- (i) **public officers in post as at 30 June 2008, the Basic Unreduced Pension should continue to be computed at the rate of 1/600th of the annual salary of a contributor at the date of death or at the date he ceases to be a public officer for each completed month of his contributory service (not exceeding 400 months); and**
- (ii) **Members of the National Assembly in post as at 30 June 2008, the Basic Unreduced Pension should continue to be computed at the rate of 1/600th of the annual salary of a contributor at the date of death or when he ceases to be a member of this legislature for each completed month of his contributory service (not exceeding 400 months).**

Additional Recommendations

Pension in case of Actingship in a Higher Office

18.14.19 Pension is based on the BUP of a contributor at the date of his death or at the date he ceases to be a public officer, whichever is the earlier.

18.14.20 For a contributor who has been acting in a higher office, the pension under the Family Protection Scheme is computed on the basis of the same salary used for the computation of the retiring pension.

Recommendation 4

18.14.21 We recommend that for a contributor who has been acting in a higher office, the same retiring salary used to compute the retiring pension should be used to compute the pension under the Family Protection Scheme.

Pension for Members of the National Assembly

18.14.22 A former Minister, on retiring as a member of the National Assembly and not as a Minister, receives a pension under the Family Protection Scheme based on the last annual salary drawn i.e. that of a member and not of the higher post. We are maintaining this provision.

Recommendation 5

18.14.23 We recommend that the annual salary in respect of a member of the National Assembly should mean:

- (i) the annual salary payable to a member immediately before he ceases to be a member; or**
 - (ii) the annual salary drawn in respect of any office established by the Constitution and held by him at any time while he was a member**
- whichever is the higher.**

Interest on Refund of Contribution

18.14.24 The interest on refund of contribution is presently computed up to the date of retirement or the date the contributor ceases to be a public officer. This provision is being maintained.

Recommendation 6

18.14.25 We recommend that interest on contribution to be refunded should continue to be computed up to the date the contributor is eligible for a refund.

Statutory Bodies Family Protection Fund

18.14.26 The Statutory Bodies Family Protection Fund (SBFPF) came into operation on 01 July 2001 with the objective to rationalise the computation of beneficiaries' pension and the payment of membership contribution in line with the recommendations of the PRB. The SBFPF provides financial assistance to some 1000 beneficiaries of associates of the Fund i.e. employees of Local Authorities; Sugar Industry Labour Welfare Fund and Town and Country Planning Board.

18.14.27 In addition to the existing Housing Loan Scheme, the SBFPF offers personal loans on a short term basis up to Rs 100,000 based on the Statutory Bodies Family Protection Fund (Personal Loan) Scheme Regulations 2011.

18.14.28 Under the Statutory Bodies Family Protection Fund (Pensions) Regulations 2011, new regulations have been set to be in line with the pension reforms. In 2012, the Statutory Bodies Family Protection Fund Act was amended such that employees joining Local Authorities with effect from 01 January 2013 are contributing to the State Insurance Company of Mauritius Ltd.

18.14.29 As at 15 September 2015, the number of associates and beneficiaries under the scheme stood to 6900 and 1050 respectively.

Recommendation 7

18.14.30 We recommend that:

- (i) **officers in post as at 30 June 2008 may, while in service, opt to cease to contribute to the Statutory Bodies Family Protection Fund on reaching 60 years of age. However, in that case, pension will be computed on the salary drawn at the time the member ceases to contribute to the scheme; and**
- (ii) **in respect of public officers in post as at 30 June 2008, the basic unreduced pension would continue to be computed at the rate of 1/600th of the annual salary of a contributor at the date of death or at the date he ceases to be a public officer for each completed month of his contributory service (not exceeding 400 months).**

Refund of Contribution

18.14.31 Members of the SBFPP as at July 1988 may presently opt for a refund of contribution in lieu of retaining eligibility to family benefits.

Recommendation 8

18.14.32 We recommend that existing members of the Statutory Bodies Family Protection Fund as at July 1988, who opt for a refund of contribution in lieu of retaining eligibility to family benefits, should continue to be refunded their contributions with compound interest at the rate of 4% per annum.

SICOM Family Pension Scheme

18.14.33 The State Insurance Company of Mauritius (SICOM) Ltd operates as a public company and offers an array of services to meet the specific needs of its clients. The SICOM Family Protection Scheme is one of the major services of SICOM Ltd which provides financial security in terms of either a lump sum or a monthly pension to the legal beneficiaries of a member upon his death, whether it occurs before or after retirement. This Scheme is a group whole life assurance group scheme open to the permanent employees of corporate bodies as well as private companies.

18.14.34 A proposal has been made by the Government of Mauritius to SICOM Ltd to establish a new Family Protection Scheme for public officers. Under the Finance (Miscellaneous Provisions) Act No. 26 of 2012, all employees in the public sector joining with effect from 01 January 2013 are no more contributing to the CSFPS and SBFPP.

18.14.35 The SICOM Ltd has as far as possible amended its Family Protection Scheme to be in line with the CSFPS and the SBFPF.

Recommendation 9

18.14.36 We recommend that the SICOM Ltd should continue to align the SICOM Family Protection Scheme with the Civil Service Family Protection Scheme and the Statutory Bodies Family Protection Scheme.

18.15 RISK, INSURANCE AND COMPENSATION

- 18.15.1 Safety at work is a sine-qua-non for a healthy and productive work force. According to the International Labour Organisation (ILO), about 153 workers have work related accidents every 15 seconds. Many of these tragedies are preventable through sound prevention, reporting and inspection practices followed by immediate corrective measures.
- 18.15.2 Workplace accidents have a direct cost to the organisation together with associated problems in terms of arrangements to ensure its smooth running. Besides, it also has an impact on the employee's health and daily life.
- 18.15.3 In view of the far reaching consequences that workplace accidents or occupational diseases may have, we are, in this Report, highlighting provisions that are related thereto. Concerning risk, we are making provision for a mechanism for the assessment of same. We are further making provision for compensation in respect of occupational accidents and we are also reporting on the Government Medical Insurance Scheme.

DUTIES AND RESPONSIBILITIES

- 18.15.4 Part II of the Occupational Safety and Health Act 2005 deals with the duties and responsibilities of parties essential for maintaining a safe working environment. This includes the duties and obligations/responsibilities of employers' as well as those of employees. We are, in this Chapter, laying emphasis on those provisions, recourse to which is recurrent in the public sector. We are further examining the status of workplace safety and after an assessment thereof, we are making recommendations with a view to improve same.

Management's Responsibility

- 18.15.5 The statutory obligations devolving on Employer/Management are clearly spelt out in the Occupational Safety and Health Act 2005. Broadly, these pertain to the provision of a safe workplace, protective clothing and equipment, Health surveillance and Training.

Safe Workplace

- 18.15.6 Management is responsible for a safe workplace including machine and equipment and processes and that appropriate measures of protection are taken.

Protective clothing and equipment

- 18.15.7 Management/Employer attempts at making workplace as safe as possible. However, where there are certain risks which cannot be eliminated completely, Management/Employer provides protective clothing and equipment to eligible

staff members with a view to eliminating, or at least controlling and reducing risk of accidents and adverse effects on health.

- 18.15.8 The Uniform Committee bases itself on the recommendations of the Safety and Health Unit of the MCSAR to determine eligibility for protective clothing/equipment. To expedite matters, authority has been devolved on the organisations.

Recommendation 1

18.15.9 We recommend that:

- (i) the Uniform Committee under the Chairmanship of the MCSAR and comprising representatives of the Ministry of Finance and Economic Development and the Pay Research Bureau should be maintained;**
- (ii) subject to paragraph 18.13.12, the Committee should continue to determine the eligibility for protective clothing/equipment; and**
- (iii) Management should further provide general and specific instructions (both oral and written) to employees in connection with the proper usage of protective clothing/equipment.**

Health Surveillance

- 18.15.10 One of the statutory obligations of Management is to have regular occupational safety and health audits carried out by a Safety and Health Officer/Senior Safety and Health Officer so as to identify risks to safety and health. Subsequently, employees who run the risk of contracting occupational diseases are placed under a Health Surveillance Programme. Recommendations thereto have been made under the relevant Ministry/Department/Organisation.

Employee/Worker Responsibilities

- 18.15.11 A safe workplace is first and foremost enjoyed by employees themselves. For any hazard at the workplace, it is the employees who are at risk. Consequently they do have certain duties and responsibilities towards rendering the workplace safe. Section 14 of the Occupational Safety and Health Act 2005 provides for the duties of employees.
- 18.15.12 According to the Occupational Safety and Health Unit, investigation into the causes of accidents have also revealed that in some cases employees have failed to comply with these provisions. As these protection parameters are of paramount importance, we have deemed it crucial to reproduce certain of these provisions hereunder:

Employees/Workers should:

- (1) **comply with all safety instructions including those concerning the correct use of safety devices and protective equipment;**
- (2) **ensure that their actions or omissions do not present any hazard to their fellow colleagues or for themselves; and**
- (3) **report cases of accidents/incidents forthwith.**

Departmental Safety and Health Committee

18.15.13 The Occupational Safety and Health Act 2005 also provides for the establishment of a Departmental Safety and Health Committee with a defined composition. It further elaborates on the functions of that Committee and also provides clear guidelines on proceedings with respect to the meetings of Safety and Health Committees. **It is, therefore, incumbent upon Management to ensure that the Committee is fully operational and carries out its functions as per the Act.**

18.15.14 In pursuance of Section 21 of the Act and in line with the provisions of Circular Letter No. 4 of the MCSAR dated 14 January 2011, the Departmental Safety & Health Committee is also responsible to come up with projects relating to upgrading works which could be financed through the Enhancement of Work Environment Programme (EWEP). This particular programme has been mounted by the MCSAR to assist Ministries and Departments in carrying out safety and health related improvement works with a view to render the work environment conducive to productivity.

18.15.15 In successive Reports we have highlighted the statutory obligations of employers as well as those of employees. For this Report, besides highlighting those provisions which we consider to be of great importance, we have also held working sessions with representatives of the Occupational Safety and Health Unit of the MCSAR. The objective of the working sessions was first of all, to take stock of the situation and also to assess whether the present provisions are adequately being implemented so that the goal of a safe workplace may be achieved. Therefore, based on the findings so obtained, we have made appropriate recommendations.

Findings

18.15.16 Subsequent to safety and health audits, the Bureau was apprised that many Ministries/Departments fail to comply with measures recommended by officers of the Occupational Safety and Health Unit. This may be a serious concern and source of threat to employees' safety and health. However, in spite of the fact that there are shortcomings, yet, there is no reprimand in as much as the Occupational Safety and Health Unit is not vested with powers of enforcement.

- 18.15.17 It was also pointed out that despite the fact that protective clothing and equipment have been provided on time by Management, yet some employees do not wear/use them. Accidents resulting directly from the non-use of protective equipment proved to be detrimental to the employees themselves.
- 18.15.18 Another point of concern is that although Ministries/Departments are required, by virtue of provisions of the Occupational Safety and Health Act 2005, to notify the Occupational Safety and Health Unit of accidents/incidents within a given time frame, yet, they fail to do so. The notification is done after quite some time and in the meantime the surrounding circumstances of the accident/incident have changed. Hence the investigation would not truly reveal the proper causes thereof and the Report would not be of great help for future action to be taken.
- 18.15.19 Meetings of Safety and Health Committees are required by law to be held at least once every two months. However, it has been reported that in many Ministries/Departments this provision is not being implemented. This implies that the duties and responsibilities that devolve on the Safety and Health Committees are not being attended to.
- 18.15.20 This, together with all the shortcomings discussed above converge to conclude that the safety and health of employees may be at risk.
- 18.15.21 In the circumstances, we are making appropriate recommendations to address all these issues.

Recommendation 2

- 18.15.22 We recommend that Management/Employer should mandatorily ensure that:**
- (i) measures recommended by Officers of the Occupational Safety and Health Unit following a safety and health audit, are implemented promptly;**
 - (ii) all employees in receipt of Protective Clothing/Equipment should invariably wear/use same;**
 - (iii) all accidents/incidents are expediently reported to the Occupational Safety and Health Unit of the MCSAR; and**
 - (iv) the Departmental Safety and Health Committee of their respective Ministries/Department meets and carries out its functions as per the provisions of the Occupational Safety and Health Act 2005.**

Risk Assessment

- 18.15.23 Safety and Health Officers are required to identify risks, assess the need for preventive measures and advise the employer on appropriate measures and techniques to be implemented with a view to minimising risk. However, there may be cases where the appropriate measures and techniques to be

recommended necessitate specialised and professional knowledge and experience. In that case, Management/Employer needs to make appropriate arrangements to enlist such services.

Recommendation 3

18.15.24 We recommend that Management/Employer should, where circumstances warrant, seek the assistance of competent authorities whose recommended measures and techniques would help to minimise risk.

18.15.25 We additionally recommend that:

- (i) Management/Employer should ensure that abstracts or notices indicating hazards, that need to be posted by law, are effectively posted; and**
- (ii) Management/Employer should take expedient action on the advice, Report or recommendations of Safety and Health Officers pertaining to a course of action in respect of safety and health.**

Compensation for risk

18.15.26 Risk is the probability or threat of injury or illnesses, loss or any occurrence that is caused by external or internal vulnerability and that may be avoided through pre-emptive action. It is present in varying degree in many jobs.

18.15.27 The element of risk is a compensable factor and is, therefore, a determinant of salary. When all the incumbents in a certain grade are subject to the same level of risk, it is, therefore, captured in the job evaluation exercise and is reflected in the salary thereof. However, in grades where the extent of risk depends on the posting, only that level of risk that is prevalent in all the different postings is reflected in the salary. Where the level of risk is higher in certain postings, officers in these posts are compensated additionally by way of a risk allowance, commensurate with the level of risk. For instance, in the health sector, Paramedical Staff of the Brown Sequad Hospital and Chest Clinic have been granted risk allowance while in the Police Force, only postings in certain specific units (ADSU, VIPSU) qualify incumbents for same.

18.15.28 The risk allowance payable varies as per the level of risk and Ministry/Department/Organisation. Therefore, it has been dealt with under relevant chapters for Ministry/Department/Organisation where we have also revised the risk allowances that are being paid.

18.15.29 In the context of the present Report, all representations pertaining to risk have been duly analysed. Representations not supported by strong justifications were, at the outright, discarded. However, it is considered that where the risk is higher than the normal level, there may be need for the payment of a risk allowance. A proper risk assessment should therefore be carried out and on the basis of its findings the Bureau may make appropriate recommendations.

For consistency in the treatment of all such cases it is vital to have a committee set up which would be empowered to tap such resources as necessary for the purpose of this assessment. It would be responsible to assess the extent of risk involved in the job in accordance with the framework it has established and submit its findings to the Bureau for action to be taken.

Recommendation 4

18.15.30 We recommend that:

- (i) a Risk Assessment Committee be set up under the Chairmanship of the MCSAR and consisting of representatives of the relevant Ministry/Department and the Safety and Health Department as member;**
- (ii) the Committee may convene any other professional who is deemed to possess the relevant qualification/competence/expertise to enable it to take appropriate decisions; and**
- (iii) the findings of the Risk Assessment Committee should be submitted to the PRB which, acting on the said findings would make appropriate recommendations.**

Compensation in respect of Occupational Accidents

18.15.31 In relation to occupational accidents, compensation to manual workers and non-manual workers whose salary do not exceed Rs 72000 annually is provided for by the Workmen's Compensation Act. Whereas for public sector employees who draw more than Rs 72000 yearly, including the disciplined forces, the Government as employer, assumes responsibility for the occupational risks. Furthermore, it also provides compensation for occupational accidents on the same basis as stipulated by the Workmen's Compensation Act.

18.15.32 Compensation is paid to:

- (i) a public officer in case of permanent incapacity resulting from personal injury sustained out of and in the course of duties; and
- (ii) the officer's dependents in cases of fatal injuries or death by accident arising out of and in the course of duties.

18.15.33 According to information obtained, the preparation of a bill aiming at amending further the Workmen's Compensation Act is underway. We are, therefore, not proposing to bring any change to the present provisions. However, we are providing certain measures to improve the existing conditions.

Recommendation 5

18.15.34 We recommend that the following provisions pertaining to compensation in respect of occupational accidents be maintained:

- (i) all manual workers as well as non-manual workers whose annual earnings do not exceed Rs 72000 should continue to be compensated according to the Workmen's Compensation Act;
- (ii) non-manual workers whose earnings are in excess of Rs 72000 a year and members of the Disciplined Forces who sustain permanent incapacity as a result of injury arising out of and in the course of duties, or who contract an occupational disease under conditions specified in Section 37 and as listed in the Second Schedule in the Workmen's Compensation Act, be paid a compensation as per rate specified in the First Schedule or under Section 7 of the Workmen's Compensation Act up to a maximum of Rs 1.3 million over and above any gratuity or pension covered under the Pension Regulations;
- (iii) non-manual employees whose earnings are at a rate in excess of Rs 72000 a year and for members of the Disciplined Forces who sustain fatal injuries arising out of and in the course of duties, or who contract a fatal occupational disease under conditions specified in Section 37 and which is listed in the Second Schedule of the Workmen's Compensation Act, a compensation of six years' salary at the rate of the deceased last salary drawn before the accident, subject to a maximum of Rs 2 million be paid to the heirs over and above any gratuity covered under the Pension Regulations.

18.15.35 We further recommend that:

- (i) the Ministry of Labour and Industrial Relations initiates action to update the Second Schedule of the Workmen's Compensation Act with a view to including new occupational diseases as recommended by the Committee chaired by the Director of the Occupational Health Unit of the Ministry of Health & Quality of Life;
- (ii) the High Powered Committee may, in the wake of amendments to the National Pensions Act, review the ceiling at paragraph 18.15.34 (ii) and (iii) and make such other related recommendations as appropriate.

18.15.36 We also recommend that:

- (i) requests for payment of compensation under paragraph 18.15.34 (ii) and (iii) should be made to the Ministry of Civil Service and Administrative Reforms;
- (ii) pending amendments to the relevant legislation, the recommendations made at paragraph 18.15.34 (ii) and (iii) in relation to those employees whose earnings are above Rs 72000

annually and who are not governed by the Workmen's Compensation Act be implemented administratively.

Government Medical Insurance Scheme

- 18.15.37 Recommendation for the introduction of a contributory medical scheme for public officers willing to join was first made in the 2008 PRB Report. In our last report, we subsequently recommended that the MCSAR, in consultation with the relevant stakeholders, looks into the implementation modalities of the scheme and apprise public officers of the procedures to be followed to join same. It should be noted that the 2012 Budget had already provided for employees to use their monthly National Savings Fund contributions as payment of private health insurance. The EOAC Report, in turn, also highlighted on the setting up of the Scheme and made provision for public officers to use their accumulated passage benefits for the payment of premiums under the scheme.
- 18.15.38 To give effect to the above recommendations, a Committee was set up under the chairmanship of the MCSAR comprising representatives of the SICOM, Ministry of Social Security, National Solidarity and Reform Institutions, MOFED, Ministry of Health and the PRB to examine the various schemes submitted by SICOM and make appropriate recommendations regarding the implementation modalities of the GMIS. It is important to highlight that the proposals from SICOM were used solely as a basis to devise the policy of government contribution to match employee contribution. However, it is understood that the insurance company that will submit the most competitive and responsive proposal at a competitive bidding exercise will be selected.
- 18.15.39 In the light of the submissions of the Committee, it has been reported to the Bureau that the GMIS would consist of a Basic Plan and a Catastrophe Plan and that the Government has given its consent for the scheme to be on a cost sharing basis, that is, the 50% Government contribution to be matched by 50% employee contribution. Further, it has been proposed that the GMIS be introduced on certain terms and conditions which are hereunder reproduced:-**
- (i) the scheme would be optional, that is, public officers who so wish may join the scheme;**
 - (ii) the 50% Government contribution would be limited to the basic plan only. However, subscribers may in addition to the basic plan contribute to a catastrophe plan at their own cost;**
 - (iii) those who would not opt to join the scheme would have no claim to the 50% Government contribution; and**
 - (iv) an officer would not be allowed to take advantage of two or more policies concurrently. Where an officer already holds a medical insurance policy, he would be allowed to join the GMIS on**

termination/end of the policy and he would be entitled to the 50% Government contribution only upon joining the GMIS.

We are recommending accordingly.

18.15.40 It is to be noted that the finalization of the modalities and terms and conditions may take some time and that the scheme may be implemented as from January 2017.

18.15.41 In the circumstances it is imperative that the Committee monitors all the procedures to ensure that civil servants are provided with the best option and that due diligence is done in finalising all procedures.

Recommendation 6

18.15.42 We recommend that:

- (i) the Committee under the chairmanship of the MCSAR comprising the Ministry of Finance and Economic Development, the Pay Research Bureau continues to look into the modalities and terms and conditions of the scheme;**
- (ii) upon selection of the insurance company, a representative thereof should form part of the Committee which should then look at the implementation aspect.**

18.16 FUNERAL GRANT

18.16.1 Funeral Grant is a one-off payment to help meeting funeral costs of a demised officer. It is a form of financial assistance granted to an officer's heir or nearest relative who has borne the funeral expenses where an officer, holding a substantive appointment or reckoning at least one year's continuous service passes away whilst still in service. This practice should continue as it is giving satisfaction to the heirs/relatives of demised public officers. We are also maintaining the payment of a full month's salary in respect of the month in which the officer passes away.

Recommendation

18.16.2 We recommend that where an officer, holding a substantive appointment or reckoning at least one year's continuous service, passes away whilst still in service, a funeral grant of Rs 10000 should be paid to the deceased officer's heir or nearest relative who has borne the funeral expenses in addition to the payment of a full month's salary in respect of the month in which the officer passed away.

18.17 COMMUNICATION FACILITIES

- 18.17.1 Government provides communication facilities to public officers for a quality and timely service delivery to the public. Such facilities as fixed telephone, mobile phone, fax and internet facilities are available for public officers at their workplace and residence.
- 18.17.2 The grant of communication facilities to public officers is based on their status, nature of work and posting, and such provision rests upon the Responsible Officer.

Mobile Phone and Fixed Telephone Facilities

- 18.17.3 The provision of facilities related to mobile phone and fixed telephone is outlined in the given table:

Mobile Phone	Fixed Telephone
<ul style="list-style-type: none"> • Free use of mobile phone • Unlimited/limited call entitlement • Prepaid cards • Free rental • Roaming facilities 	<ul style="list-style-type: none"> • Free rental • Unlimited/limited call entitlement

Recommendation 1

- 18.17.4 **We recommend that the provision in respect of mobile phone and fixed telephone as enunciated above should continue to be devolved on the Management of Ministries/Departments/Organisations.**

Fax and Internet Facilities

- 18.17.5 Fax facilities at work place is a common working tool for most public officers. However, only certain senior public officials at the level of Senior Chief Executive and Permanent Secretary are granted fax facilities at their place of residence depending on their posting or the very specific nature of their functions.
- 18.17.6 Internet facilities are provided to an increasing number of public officers at their place of work for a fast and greater accessibility of information. Internet facilities are also provided to a certain category of officers at their place of residence through a monthly internet allowance of Rs 500. These facilities are made available to officers when they are required to:
- (i) regularly interact from residence with international organisations outside office hours due to the difference in time zone;

- (ii) access from home and outside working hours a server situated at the office or away from home; and
- (iii) regularly carry out significant research from home for meeting deadlines.

Recommendation 2

18.17.7 We recommend that officers should be granted internet facilities when they satisfy the conditions set out at paragraph 18.17.6.

18.17.8 We also recommend that Ministries/Departments/Organisations should seek the prior authority of the MCSAR before granting fax and internet facilities to an officer.

Control Mechanism

18.17.9 Communication devices should be used by officers for the benefit of users of the public service. In order to avoid inappropriate and/or excessive use of these facilities, management of Ministries/Departments/Organisations should put in place an appropriate control system.

Recommendation 3

18.17.10 We recommend that Management of Ministries/Departments/Organisations should set up a control mechanism for the grant of communication facilities so as to ensure that inappropriate and/or excessive use of such facilities are prevented through adequate processes/procedures.

Parastatal Bodies and Local Authorities

18.17.11 Parastatal Bodies and Local Authorities generally grant communication facilities to their staff based on the policies and guidelines of the Civil Service.

Recommendation 4

18.17.12 We recommend that Parastatal Bodies and Local Authorities should continue to grant communication facilities to eligible officers based on the Civil Service pattern.

18.18 FOREIGN SERVICE ALLOWANCE AND OTHER RELATED ALLOWANCES

- 18.18.1 The Foreign Service Allowance (FSA) and Other Related Allowances are paid in foreign currency to the home-based staff serving in our diplomatic missions overseas, in addition to their monthly salary, so as to allow them to meet the cost of living and to have a standard of living compatible with their rank in the country of posting. These allowances vary depending upon the grade of the officer and the country of posting and are generally paid in the currency of the country of posting.
- 18.18.2 In the context of this review exercise, the main representations relate to the payment of:
- (i) risk and hardship allowances as a result of the health and security risk associated to hard postings;
 - (ii) salary and other related allowances at the fixed rate of exchange;
 - (iii) foreign service allowance in hard currency such as US Dollar, Euro and British Pound Sterling;
 - (iv) subsistence allowance to spouse and dependent child/children on a *pro-rata* basis;
 - (v) air tickets to dependents (father, mother, brother, sister) of unmarried career diplomates; and
 - (vi) allowance to the accompanying spouse proceeding on posting.
- 18.18.3 Representations have also been received to the effect that:
- (i) school and nursery fees as well as fees of non-academic compulsory subjects like sports and music be refunded *in toto*;
 - (ii) the cost of all medical treatments covered under the guidelines/protocol of the Ministry be refunded at the rate of 100%;
 - (iii) the tour of service in countries considered as hard postings be for a duration of two years; and
 - (iv) the cut-off date of departure/return for spouse and dependent children be reviewed.
- 18.18.4 We have examined all the above proposals, apprised all parties concerned on issues that could not be retained and are making appropriate recommendations for those which are justified.

Foreign Service Allowance and Other Related Allowances

- 18.18.5 Foreign Service Allowance and Other Related Allowances for each level of operation of the home-based staff posted in overseas missions are being reviewed, based on the submissions made by the Ministry of Foreign Affairs, Regional Integration and International Trade; Ministry of Civil Service and Administrative Reforms; Staff Association; and Diplomatic staff as well as taking into consideration the under-mentioned factors:-
- (a) the relative costliness of a basket of selected goods and services in Mauritius, compared to one in the foreign cities where our embassies are located, as determined by a joint survey carried out by the Statistics Mauritius and this Bureau in August 2015;
 - (b) the Mercer's cost of living survey report in relation to the comparative costliness of the cities where our home-based staff are posted;
 - (c) the cumulative rate of inflation of the country of posting;
 - (d) the relative inconveniences and hardship encountered in some countries of posting;
 - (e) the Foreign Service Allowance drawn by the various officers prior to this review;
 - (f) the exchange rate obtaining at March 2016; and
 - (g) any fluctuation in the exchange rate in the respective countries where our missions are located.
- 18.18.6 On the basis of the above and the various representations made, we are making appropriate recommendations.

Recommendation 1

18.18.7 We recommend that:

- (i) the quantum of Foreign Service Allowance to be paid to home-based staff at a fixed rate of exchange of the currency of the respective country of posting should be as per data at Annex I to this Chapter;**
- (ii) the rate of exchange as appearing at Annex II of this Chapter should be applicable for the payment of the monthly salary and Other Related Allowances to home-based staff serving in our missions in the currency of the respective country of posting;**
- (iii) where an officer is presently drawing salary, Foreign Service Allowance, Rent and Utilities and Entertainment Allowance, wherever applicable, more than what he would draw in the aggregate with this Report, he should be allowed to retain same on a personal basis up to the time of a new posting. On a new posting, the new recommendations should apply *in toto*.**

Payment of Foreign Service Allowance and Other Related Allowances including monthly salary in US Dollar or Euro or Pound Sterling

18.18.8 Diplomatic Staff of a few missions have represented that the Foreign Service Allowance and Other Related Allowances including monthly salary be paid in US Dollar or Euro or Pound Sterling due to the fact that the cost of living, currency depreciation and vagaries of fluctuations in exchange rate of the currency in these countries have resulted in loss of purchasing power. We have examined this request and are making appropriate provision to this effect.

Recommendation 2

18.18.9 We recommend that in a few countries/cities where there are recurrent fluctuations in the currency, home-based staff should be allowed to earn their Foreign Service Allowance and Other Related Allowances including monthly salary in US Dollar or Euro or Pound Sterling at the prevailing rate of exchange. The decision taken under this recommendation should have the approval of the Foreign Service Committee.

Review of the Foreign Service Allowance

Recommendation 3

18.18.10 We recommend that the Foreign Service Committee should consider reviewing the Foreign Service Allowance of home-based staff posted in overseas missions every two years or whenever there is an emergency in the country of posting, whichever is the earlier.

Rent and Utilities

18.18.11 At present, Ambassadors, High Commissioners and Permanent Representatives are refunded full charges of rent and utilities. Home-based staff serving in our overseas missions are eligible for rent and utilities up to a ceiling set according to broad salary levels in the currency of the country of posting. However, expenditure incurred above the prescribed ceiling of rent and utilities are borne *in toto* by the officer concerned. The acquisition of quarters by Government, wherever feasible for the benefit of home-based staff, remains an open option. We are persuaded that these arrangements are appropriate and are being maintained.

Recommendation 4

18.18.12 We recommend that, pending the acquisition of quarters by Government, wherever feasible:

- (i) full charges of rent and utilities should continue to be paid to Ambassadors, High Commissioners and Permanent Representatives; and**
- (ii) for home-based staff in other grades, rent and utilities should be refunded up to a monthly ceiling according to broad salary levels**

and the currency of the country of posting at a fixed rate of exchange as set out at Annex II to this Chapter.

18.18.13 We also recommend that:

- (i) any expenditure incurred above the prescribed ceiling of rent and utilities as at Annex III to this Chapter should be borne *in toto* by the officer concerned; and**
- (ii) officers reported upon in this review, other than local recruits, occupying their own house, should be paid 80% of the prescribed ceiling as at Annex III to this Chapter .**

18.18.14 The fixed quantum of rent and utilities is meant to allow home-based staff to rent a convenient accommodation in the respective country of posting. Very often, following a new posting or renewal of the lease agreement, there is an increase in the rental charges. In such cases, provision exists for the Supervising Officer of the Ministry of Foreign Affairs, Regional Integration and International Trade to consider reviewing the ceiling of rent and utilities up to a maximum of 30% and be ratified at the subsequent meeting of the FSA.

Recommendation 5

18.18.15 We recommend that the Supervising Officer of the Ministry of Foreign Affairs, Regional Integration and International Trade may, on strong reasonable grounds, revise the ceiling of rent and utilities, subject to a maximum of 30% in urgent cases relating to new posting/renewal of lease agreement of home-based staff.

18.18.16 We also recommend that any decision taken under the above provision should be ratified at the subsequent meeting of the Foreign Service Committee (FSC).

18.18.17 We further recommend that home-based staff should continue to be refunded the rent and utilities up to the monthly ceiling as determined, on an *ad hoc* basis, by the Foreign Service Committee up till the expiry of the lease agreement. However, for subsequent renewal of lease or for new lease, rent and utilities ceiling above the prescribed rates should be sanctioned by the FSC.

Utilities for Staff occupying accommodation provided by the Mission

18.18.18 In certain countries, home-based staff are provided with rent free accommodation in the premises owned by the mission and have only to meet the cost of utilities, comprising electricity, gas, water and telephone facilities.

Recommendation 6

18.18.19 We recommend that home-based staff provided with rent free accommodation be entitled to 20% of the quantum of rent and utilities as specified for their grade as per Annex III to this Chapter, if they have to meet the cost for utilities comprising electricity, gas, water and telephone facilities. In the event any of the utilities mentioned above is provided free of charge along with the accommodation facilities, appropriate deduction should be made to the quantum of 20% for rent and utilities.

Entertainment Allowance

18.18.20 Ambassadors, High Commissioners, Permanent Representatives, Minister Counsellors/Deputy High Commissioners, First Secretaries and Second Secretaries posted in our diplomatic missions are entitled to an entertainment allowance with a view to fostering healthy diplomatic relations and/or reciprocating invitations with foreign diplomats. The quantum of the entertainment allowance is being revised.

Recommendation 7

18.18.21 We recommend that the quantum of Entertainment Allowance payable to home-based staff should be revised as per Annex IV to this Chapter and the quantum reviewed every two years by the Foreign Service Committee.

Children's Education

18.18.22 School fees inclusive of admission fees, contribution to land/building fund, society fees, registration fees and school endowment fund in respect of dependent children of home-based staff posted in our missions, aged between three and 20 years old, who attend school up to secondary education, are refunded at the rate of 80%. We are not bringing any change to this provision.

Recommendation 8

18.18.23 We recommend that for home-based staff posted abroad, school fees should be refunded:

- (i) at the rate of 80% in respect of their dependent children, aged between three and 20 years old, attending pre-primary, primary and secondary schools as well as for children up to three years attending nurseries and day care centres; and**
- (ii) at the rate of 90% for dependent children aged between three to 20 years old attending pre-primary, primary and secondary schools as well as for children up to three years attending nurseries and day care centres in countries where the medium of teaching is neither English nor French and where the children have no alternative than to seek admission in international schools.**

Service Allowance

18.18.24 Ambassadors and/or High Commissioners employed on contractual basis to serve in our missions are paid service allowance equivalent to two months' salary in lieu of gratuity on completion of 12 months' satisfactory service. This provision which is applicable to all contractual employees is appropriate.

Recommendation 9

18.18.25 We recommend the payment of a service allowance equivalent to two months' salary in lieu of gratuity to Ambassadors and/or High Commissioners employed on contractual basis on completion of 12 months' satisfactory service.

Medical Expenses

18.18.26 Presently, home-based staff posted in our missions are refunded medical expenses at the rate of 90% whenever the expenditure is supported by a medical certificate. In case of hospitalisation for surgical intervention, the totality of medical expenses are refunded in respect of the officer, his/her spouse and dependent children aged up to 20 years. We are maintaining the present provisions.

Recommendation 10

18.18.27 We recommend that 90% of medical expenses, should continue to be refunded to home-based staff posted abroad subject to:

- (i) the production of duly signed and certified copies of medical certificates/prescription, invoices and receipts;**
- (ii) the claim being submitted on prescribed form, as determined by the Ministry of Foreign Affairs, Regional Integration and International Trade, duly signed by the officer making the claim and upon the recommendation of the Head of Mission; and**
- (iii) medical bills falling within the Protocol and Guidelines approved by Government.**

18.18.28 We also recommend that in case of hospitalisation for surgical intervention, the totality of medical expenses incurred in respect of the officer, his/her spouse and dependent children aged up to 20 years should be refunded, subject to the conditions set out in the previous paragraph.

18.18.29 We further recommend that the FSC should, without delay, study the introduction of a Health Insurance Scheme in Mauritius to cover all Diplomatic Staff posted in the overseas missions.

Warm Clothing Allowance

18.18.30 Presently, a Warm Clothing Allowance of £ 275 is paid to an officer proceeding to serve in our mission for the first time and on subsequent posting, as well as upon renewal of each tour of service. The same allowance of £ 275 is also paid to his/her spouse and each dependent child aged up to 20 years. In the context of this review exercise, it has been represented to clarify the payment of Warm Clothing Allowance on renewal of contract of employment of Ambassadors/High Commissioners/Trade Advisers for a period of less than three years. We are making appropriate recommendations.

Recommendation 11

18.18.31 We recommend that Warm Clothing Allowance equivalent to £ 275 in the currency of the country of posting should be paid to the officer, his/her spouse and dependent children aged up to 20 years on first posting and on subsequent posting, as well as upon renewal of each tour of service.

Recommendation 12

18.18.32 We also recommend that Warm Clothing Allowance equivalent to £ 275 in the currency of the country of posting should be paid to Ambassadors/High Commissioners/Trade Advisers, his/her spouse and dependent children aged up to 20 years on first posting and upon renewal of contract after a period of three years.

Foreign Service Allowance while on leave

18.18.33 Officers on casual/annual or vacation leave outside the country of posting are paid FSA up to one month, which we are maintaining.

Recommendation 13

18.18.34 We recommend that the FSA, up to one month, should continue to be paid to officers who are on casual/annual or vacation leave outside the country of posting.

Foreign Service Allowance during Study Leave

18.18.35 Married officers posted in our missions and who stay with their family, when sponsored to follow a course of study outside the country of posting, are paid FSA of up to a maximum period of four months.

Recommendation 14

18.18.36 We recommend that for married officers posted in our missions and who have been sponsored to follow a course of study outside the country of posting, the FSA should continue to be paid up to a period of four months, provided the member/s of the family stay(s) in the country of posting.

Transfer Grant

18.18.37 Officers are paid transfer grant equivalent to 5% of the gross annual salary or an amount of £250, whichever is higher, while proceeding to an overseas mission on a first posting or on return from overseas or on transfer from one mission to another.

Recommendation 15

18.18.38 We recommend that officers should continue to be paid transfer grant equivalent to 5% of the gross annual salary or an amount equivalent to £250, whichever is higher, in the currency of the country of posting while proceeding to an overseas mission on a first posting or on return from overseas or on transfer from one mission to another.

Travelling

18.18.39 The home-based staff posted in our missions are entitled to travelling facilities along the same lines as their counterparts serving in Mauritius depending on the monthly salary drawn. We are maintaining this provision.

Recommendation 16

18.18.40 We recommend that:

- (i) the same travelling benefits as granted to officers in Mauritius, payable in foreign currency at a fixed rate of exchange of the currency of the respective country of posting or in the currency of their choice, be applicable to home-based staff posted in our overseas Missions except for those drawing a monthly salary of Rs 110000 and above;**
- (ii) officers drawing a monthly salary of Rs 110000 and above, other than Ambassadors, High Commissioners and Permanent Representatives should, on posting to a mission, be allowed to use the official car and in case no official car is available for this category of officer, incumbent may be allowed to opt for the payment of a car allowance as provided at paragraph 18.2.112, of this Volume (Chapter 18.2); and**
- (iii) Ambassadors, High Commissioners, Permanent Representatives and Officers drawing a monthly salary of Rs 110000 and above, be provided with an official government car and driver to attend official functions, and an official car (without driver) for private trips while on leave in the home country.**

Baggage Allowance

18.18.41 Officers while proceeding to overseas mission on a first posting or on return from overseas or on transfer from one mission to another are paid an all-inclusive amount equivalent to £280 in the currency of the country of posting or

in the currency of their choice as excess air baggage allowance. These officers are also refunded the cost of transportation of either a 20 feet container of personal effects by sea, or the cost of transportation by sea of up to 10 cubic meters, inclusive of packaging and crating of personal effects, not exceeding four tons. However, officers choosing to carry their luggage by air may opt to do so, but the cost would be limited to the cost of transport by sea. Any extra cost is borne by the officer. We are maintaining the existing provisions.

Recommendation 17

18.18.42 We recommend that officers, while proceeding to overseas mission on a first posting or on return from overseas or on transfer from one mission to another, should be paid an all-inclusive amount equivalent to £280 in the currency of the country of posting as excess air baggage allowance. These officers should also be refunded the cost of transportation of either a 20 feet container of personal effects by sea, or the cost of transportation by sea of up to 10 cubic meters, inclusive of packaging and crating of personal effects, not exceeding four tons. However, officers choosing to carry their luggage by air may opt to do so, but the cost would be limited to the cost of transport by sea. Any extra cost should be borne by the officer.

Subsistence Allowance

18.18.43 Home-based staff posted in our missions at short notice are entitled to a Subsistence Allowance for a maximum period of up to one month. However, the beneficiary would not qualify for any other allowance during this period. Management has represented to bring the maximum period for payment of Subsistence Allowance on posting at short notice to 15 days as this practice has substantial cost implications in the Ministry's budget. We are addressing this issue.

Recommendation 18

18.18.44 We recommend the payment of a Subsistence Allowance for a maximum period of up to 15 days to home-based staff posted abroad at short notice. However, the beneficiary would not qualify for any other allowance during this period.

Air Passages and Cut-Off Date of Departure/Return

18.18.45 Air passages are provided to home-based staff, spouse and wholly dependent children up to the age of 20, both on departure and on completion of a tour of service.

18.18.46 The Ministry of Foreign Affairs, Regional Integration and International Trade has submitted for a review of the cut-off date to return within a period of one year on termination/completion of a tour of service in order to benefit from Air Passages which is causing lots of financial implications to the Ministry as

Government funds have to be disbursed so long that the officer and his family stay beyond the termination or expiry of employment.

- 18.18.47 We have examined this request and are agreeable with the stand of the Ministry for the officer, spouse and dependent children aged up to 20 years to make arrangement to return within a period of six months on termination/completion of the tour of service.

Recommendation 19

18.18.48 We recommend that:

- (i) when an officer is posted in our overseas mission, air passages would be provided to the spouse/children in case they join the officer within a period of six months after the date of departure of the latter; and**
- (ii) the officer should make arrangements to return within a period of six months on termination/completion of the tour of service in order to benefit from air passages.**

18.18.49 The above recommendations should also apply in case of change in posting from one mission to another mission.

Tour of Service

18.18.50 The duration of a tour of service for Diplomatic Staff posted in our missions is normally for a period of three years. As and when necessary, the tour of service is extended for a further period of one year. Staff of the General Services are allowed to serve for only one tour of service but in countries where the conditions of living are difficult, the tour of service may be of a shorter duration.

Recommendation 20

18.18.51 We recommend that a tour of service for Diplomatic Staff posted in our missions should continue to be for a period of three years. However, in exceptional circumstances, the tour of service may be extended for a maximum period of one year.

18.18.52 We also recommend that the Staff of the General Services should serve for only one tour of service and that the tour of service may be of a shorter duration in countries where the conditions of living are difficult.

Consul

18.18.53 Consul is the official representative of the Republic of Mauritius posted in Mumbai, India to provide assistance to the citizens, promote trade and issue visas. He is paid Foreign Service Allowance and Other Related Allowances in the same line as home-based staff posted in our overseas mission at New Delhi.

Recommendation 21

18.18.54 We recommend that the Foreign Service Allowance and Other Related Allowances for Consul should be as set out at Annex V to this Chapter and should be reviewed by the Foreign Service Committee every two years.

Compassionate Passages

18.18.55 Diplomatic staff and officers employed on a contractual basis in our diplomatic missions overseas, are granted one compassionate passage during the tour of service/duration of the contractual employment to all members of the family in the event of the death of the father or mother of either spouse or any child or a close relative (brother or sister of an officer or of the spouse), when the death occurs in Mauritius. This recommendation is appropriate and is maintained.

Recommendation 22

18.18.56 We recommend that diplomatic staff and officers employed on a contractual basis in our diplomatic missions overseas, be granted one compassionate passage during the tour of service/duration of the contractual employment to all members of the family in the event of the death of the father or mother of either spouse or any child or a close relative (brother or sister of an officer or of the spouse), when the death occurs in Mauritius.

18.18.57 We also recommend that:

- (i) where an officer serving in a mission proceeds on approved leave in a country other than Mauritius, i.e. a third country, he should be paid compassionate passage for either the equivalent cost from the country of posting to Mauritius or from the third country to Mauritius, whichever is the lower, or;**
- (ii) where the officer concerned is, at the time of demise of a close relative, on official mission abroad i.e. in a third country, the compassionate passage should be the equivalent cost from the third country to Mauritius and back to country of posting; and**
- (iii) where the officer is already on official mission or on approved leave in Mauritius at the time of the demise of a close relative, no refund of compassionate passage should be made.**

Payment of Air Tickets to Dependents of Unmarried Career Diplomats

18.18.58 Presently, officers of the diplomatic cadre are entitled to payment of air tickets for themselves, spouse and dependent children up to the age of 20 when posted to overseas mission on a tour of service. However, there are several cases whereby unmarried career diplomats are accompanied by their father or mother or brother or sister for personal family commitments such as old aged parents, among others. Request has been made for the payment of air ticket to

dependents of unmarried career diplomats when posted to overseas mission on a tour of service. We are agreeable to this request and recommend accordingly.

Recommendation 23

18.18.59 We recommend that unmarried career diplomats should benefit from payment of a two-way air tickets, either to their father or mother or brother or sister whenever posted to overseas mission on a tour of service.

Foreign Service Committee

18.18.60 In between general reviews, the Foreign Service Committee comprising the Supervising Officer of the Ministry of Civil Service and Administrative Reforms and representatives of the Ministry of Foreign Affairs, Regional Integration and International Trade, the Ministry of Finance and Economic Development (MOFED), Statistics Mauritius and the Pay Research Bureau examines and report on matters related to conditions of service of officers posted in our overseas missions. The Committee may co-opt a representative of the Diplomatic class, whenever necessary. This arrangement is maintained.

Recommendation 24

18.18.61 We recommend that the Foreign Service Committee under the chairmanship of the Supervising Officer of the Ministry of Civil Service and Administrative Reforms and comprising representatives of the Ministry of Foreign Affairs, Regional Integration and International Trade, the Ministry of Finance and Economic Development, Statistics Mauritius, the Pay Research Bureau and a co-opted representative of the Diplomatic Class should continue to examine and report in between general reviews, on matters related to conditions of service of officers posted in our overseas missions, whenever required.

Annex I

FOREIGN SERVICE ALLOWANCE (FSA) PER MONTH (IN FOREIGN CURRENCY)

City	Currency	Ambassador/ High Commissioner/ Permanent Representative	Minister Counsellor/ Deputy High Commissioner	First Secretary	Second Secretary	Attaché	Office Management Executive/ Confidential Secretary	Office Management Assistant/ Executive Officer	Word Processing Operator
Addis Ababa	Birr	29,365	25,866	21,557	14,888	12,598	9,499	8,138	6,998
Antananarivo	Ariary	5,384,936	4,762,560	3,912,369	2,727,371	2,245,845	1,768,091	1,504,760	1,316,661
Beijing	Yuan	38,319	35,036	28,741	20,188	17,027	12,872	11,039	9,536
Berlin	Euro	4,884	4,475	3,671	2,567	2,105	1,654	1,416	1,218
Brussels	Euro	4,799	4,397	3,607	2,522	2,069	1,625	1,391	1,197
Cairo	Egyptian Pound	16,688	14,656	12,023	8,393	6,904	5,439	4,643	4,030
Canberra	Australian Dollar	7,442	6,800	5,585	3,895	3,205	2,509	2,156	1,856
Geneva	Swiss Franc	9,671	8,831	7,235	5,066	4,142	3,271	2,783	2,426
Islamabad	Pakistani Rupee	117,504	103,810	85,336	59,427	49,102	38,588	32,972	28,447
Kuala Lumpur	Malaysian Ringitt	14,302	13,045	10,684	7,547	6,126	4,875	4,088	3,612
London	Pound Sterling	4,001	3,658	2,996	2,093	1,785	1,344	1,149	995
Maputo	MTN	70,757	64,633	53,066	37,008	30,419	23,971	20,409	17,712
Moscow	Russian Rouble	254,606	233,287	192,009	133,638	109,631	86,058	73,784	63,629
New Delhi/ Mumbai	Indian Rupee	111,402	101,845	83,644	58,270	47,938	37,689	32,172	27,945
Paris	Euro	5,532	5,051	4,153	2,898	2,386	1,896	1,601	1,389
Pretoria	Rand	23,909	21,845	17,927	12,504	10,306	8,092	6,904	6,000
Washington/ New York	US Dollar	6,186	5,657	4,640	3,233	2,673	2,092	1,791	1,432

Annex II

CURRENCY AND RATE OF EXCHANGE OF THE COUNTRY OF POSTING

City	Currency	Unit	Rate of Exchange as at 21 March 2016 in Mauritian Rupees (Rs)
Addis Ababa	Birr	1	1.6671
Antananarivo	Ariary	100	1.1183
Beijing	Yuan	1	5.4625
Berlin	Euro	1	40.0722
Brussels	Euro	1	40.0722
Cairo	Egyptian Pound	1	3.9870
Canberra	Australian Dollar	1	26.8217
Geneva	Swiss Franc	1	36.7419
Islamabad	Pakistani Rupee	1	0.3384
Kuala Lumpur	Malaysian Ringgit	1	8.7233
London	Pound Sterling	1	51.5161
Maputo	MZN	1	0.7086
Moscow	Russian Rouble	1	0.5221
New Delhi/Mumbai	Indian Rupee	1	0.5440
Paris	Euro	1	40.0722
Pretoria	Rand	1	2.3205
Washington/New York	US Dollar	1	35.4035

Annex III

CEILING OF RENT AND UTILITIES PER MONTH (IN FOREIGN CURRENCY)

City	Currency	Minister Counsellor/ Deputy High Commissioner/ First Secretary	Second Secretary/ Attaché	Office Management Executive/Confidential Secretary/Executive Officer/Office Management Assistant/ Word Processing Operator
Addis Ababa	Birr	16,511	12,185	11,201
Antananarivo	Ariary	1,723,154	986,895	626,601
Beijing	Yuan	105,941	61,738	39,356
Berlin	Euro	2,534	1,694	1,581
Brussels	Euro	3,332	2,168	1,663
Cairo	Egyptian Pound	4,851	3,136	2,426
Canberra	Australian Dollar	3,358	2,019	1,612
Geneva	Swiss Franc	6,716	4,027	3,224
Islamabad	Pakistani Rupee	82,415	56,938	35,962
Kuala Lumpur	Malaysian Ringgit	5,377	3,358	2,688
London	Pound Sterling	1,880	1,210	1,009
Maputo	MTN	38,095	31,739	20,183
Moscow	Russian Rouble	84,800	56,650	52,793
New Delhi/Mumbai	Indian Rupee	66,677	46,453	29,968
New York	US Dollar	5,495	3,847	2,745
Paris	Euro	3,687	2,256	1,844
Pretoria	Rand	12,123	7,843	5,701
Washington	US Dollar	4,563	2,853	2,281

Annex IV

ENTERTAINMENT ALLOWANCE PER MONTH (IN FOREIGN CURRENCY)

City	Currency	Ambassador/High Commissioner/ Permanent Representative	Minister Counsellor/Deputy High commissioner	First Secretary	Second Secretary
Addis Ababa	Birr	4320	1727	1292	866
Antananarivo	Ariary	755312	301888	227304	151536
Beijing	Yuan	6903	2686	1932	1302
Berlin	Euro	882	359	272	179
Brussels	Euro	764	302	231	149
Cairo	Egyptian Pound	2655	1066	789	533
Canberra	Australian Dollar	1220	487	369	241
Geneva	Swiss Franc	1507	605	451	302
Islamabad	Pakistani Rupee	24149	9707	7339	4853
Kuala Lumpur	Malaysian Ringitt	2388	958	723	472
London	Pound Sterling	595	241	179	118
Maputo	MTN	11711	4736	3552	2368
Moscow	Russian Rouble	29479	11839	8882	5919
New Delhi/Mumbai	Indian Rupee	21423	8523	6391	4264
Paris	Euro	923	364	277	185
Pretoria	Rand	4223	1696	1184	841
Washington/ New York	US Dollar	948	374	287	190

Annex V

ALLOWANCES FOR CONSUL

City	Currency	Foreign Service Allowance (FSA) per month (in Foreign Currency)	Ceiling of Rent and Utilities per month (in Foreign Currency)	Entertainment Allowance per month (in Foreign Currency)
		Consul	Consul	Consul
Mumbai	Indian Rupee	83,644	67,972	6,391

19. STATUTORY BOARDS AND COMMITTEES

- 19.1 Statutory bodies are usually established by an Act of Parliament to carry out specific functions which the Government considers may be more effectively performed outside a traditional departmental structure. The statutory body form is generally used when there is a need for:
- some operational independence from the State Government;
 - funding arrangements that are not reliant on the annual appropriations processes;
 - specific expertise on a governing board; or
 - a separate legal entity.
- 19.2 The Pay Research Bureau sets the fees structure for part-time Chairpersons, Members and Secretaries of Statutory Boards and Committees as well as for those appointed to serve an *ad hoc* Committees or Fact-Finding Committees, Courts of Investigation and Technical and other Committees falling under its purview.

Corporate Governance and Obligations of the Board

- 19.3 The Board of any organisation has the responsibility of formulating policies and crafting strategies through good corporate governance principles and practices for enhancing organisational efficiency and effectiveness. The day-to-day management and overall administration of the activities of the organisation rests with the Chief Executive or the Executive Chairman. The Board of Directors directs and controls the organisation in a sound and profitable manner to the satisfaction of all the stakeholders;
- 19.4 In today's ever-changing and turbulent business environment, the role and responsibility of Directors have considerably been preponderant in terms of:
- acquisition of basic knowledge and understanding of the business/activities of the organisation and its economic/social driving force;
 - adherence to statutory requirements of the organisation;
 - maintaining the activities of executive management, their integrity and competency; and
 - ensuring the adequacy and effectiveness of financial and operational controls to safeguard the assets of the organisation and approval of the financial reporting requirements.

Use of Non-Executive Directors

- 19.5 In the past, it was as if customary for eminent personalities and other professionals to offer their contribution on a '*pro-bono*' basis to serve on Boards and Committees in accordance with their speciality/field of competence. In foreign jurisdictions, this trend is still in practice.
- 19.6 However, over time a reward system has been introduced in form of nominal fees with a view to meeting petty expenses in relation to their contribution/attendance at such boards and committees. It is worth highlighting that such fees are not meant to be a full compensation for the services rendered but rather a token payment.

Remuneration of Non-Executive Directors

- 19.7 The fundamental considerations in the determination of the pecuniary reward for non-executive directors include provision of reasonable compensation for their time, commitment and contribution at board meetings while ensuring that such reward is not seen as compromising on their independence in judgement and action.
- 19.8 Reasonable compensation for determining the remuneration of Chairpersons and other Members of Committees normally depends on the following factors:
- (i) the number of board meetings per year the non-executive director is required to attend;
 - (ii) whether he or she also forms part of a board committee such as the audit committee or the remuneration committee which involves extra duties and an additional time commitment;
 - (iii) the eminence of the director - whether he is sought after for particular wisdom and expertise;
 - (iv) organisation size - research shows a fairly clear relationship between the size of non-executive directors' fees and the size of the organisation; and
 - (v) position - non-executive chairpersons are normally paid substantially more than ordinary non-executive directors. This differential partly reflects the additional time involved and partly the additional responsibility and public exposure that goes with this role.
- 19.9 Maintaining objectivity and independence are critical to the effectiveness of non-executive directors. It is generally argued that if Directors become too dependent on their remuneration from an organisation on whose board they serve, they might not perform the independent role required of them by the relevant stakeholders. For this reason, the provision of other perquisites, over the fees payable, are generally to be avoided.

Remuneration of Part-Time Chairman

- 19.10 Since PRB Report 2003 and in other successive PRB Reports, we have recommended a formula for the remuneration of part-time Chairperson, linked with the salary of the Chief Executive, established through job evaluation.
- 19.11 On the basis of the formula, the monthly fees payable to part-time Chairpersons of Statutory Boards are at the rate of 30% of the monthly basic salaries of their respective Chief Executives, subject to a maximum of Rs 28500. Whereas the fees payable to the part-time Chairpersons for which remuneration is on sessional basis are at the rate of Rs 1900 per sitting, subject to a maximum of Rs 7600 a month. In respect of Statutory Board with no Chief Executive, the monthly fee payable to the part-time Chairperson is determined/ revised by the Standing Committee on fees and allowances. The formula used in determining the fees payable to a part-time Chairperson is considered to be fair, reasonable and still valid. We are, therefore, recommending accordingly, while revising the different quantum.

Recommendation 1

19.12 We recommend that:

- (a) the monthly fees of part-time Chairpersons of Statutory Boards and Committees, which are currently linked to the salaries of their Chief Executives, should continue to be at the rate of 30% of the monthly basic salaries of their respective full-time Chief Executives, subject to a maximum of Rs 29925.**
- (b) in respect of an organisation with no Chief Executive, the monthly fees of part-time Chairpersons should be reviewed by the Standing Committee mentioned at paragraph 19.24, taking into consideration the following:**
 - (i) the importance and status of the institution;**
 - (ii) the nature and volume of work devolving on the Board;**
 - (iii) the duties and level of responsibilities of the Chairperson; and**
 - (iv) the frequency of meetings.**
- (c) the fees payable to part-time Chairpersons of Statutory Boards and Committees for which remuneration is on a sessional basis should be at the revised rate of Rs 1995 per sitting, subject to a maximum of Rs 7980 a month.**

Actingship as Chairperson

Recommendation 2

- 19.13 The Bureau recommends that a Vice-Chairperson or any other member who presides over board meetings held in a month in the absence of the substantive Chairperson (while the latter is in the country) should be paid**

an allowance equivalent to 50% of the monthly fees payable to the substantive Chairperson. Where the Chairperson has been replaced by more than one person and for only part of the month, the amount should be shared on a pro-rata basis.

- 19.14 The Bureau also recommends that a substantive Chairperson, who is absent during a whole calendar month, should not be paid any fees, except if he is on official mission for the board and when he is absent from the country, the Vice-Chairperson or any other member who chairs the board meetings should be paid the full allowance payable to the Chairperson.

Double Payment

Recommendation 3

- 19.15 We recommend that a Vice-Chairperson or any other member, who chairs board meetings when the substantive Chairperson is absent from the country and is paid the full allowance payable to the substantive Chairperson, should not be eligible for payment for attendance as member during the same month.

Resignation of Chairperson

Recommendation 4

- 19.16 We recommend that, in case of resignation of a Chairperson and pending the appointment of a new Chairperson, the chairmanship should continue to be carried out by the Vice-Chairperson, if any, or by any other member designated by the Board and the latter should be entitled to the full allowance prescribed.
- 19.17 We also recommend that, in case the chairmanship is carried out on a rotational basis with the agreement of the Board members, the full monthly allowance normally payable to the Chairperson should continue to be apportioned among the acting Chairpersons.
- 19.18 In the context of this Review, it has been reported that implementation problems have cropped up when a Chairperson resigned from his office to take up the chairmanship of another organisation at any time in a month. The payment of the fees to the two Chairpersons constitute a double payment. We are, therefore addressing the issue.

Recommendation 5

- 19.19 We recommend that whenever a Chairperson resigns from his office and takes up the chairmanship of another organisation, he should be paid the fees on a *pro-rata* basis.

Members of Boards**Recommendation 6**

19.20 We recommend that members of Statutory Boards and Committees be paid a fee of Rs 890 per sitting. A member other than the Chairperson, who is called upon to chair sub-Committees, should be paid an additional fee of Rs 305 per sitting, subject to a maximum of Rs 1220 monthly. A member who sits in sub-Committees should be paid a fee of Rs 815 per sitting.

Recommendation 7

19.21 We recommend that the fees presently payable to officers acting:

- (a)** as Secretary to Statutory Boards and Committees; and
- (b)** as Secretary to sub-Committees

should be Rs 1225 and Rs 615 respectively.

Recommendation 8

19.22 We recommend that Chairpersons and Members of Statutory Boards and Committees travelling by car to and from the place of meeting should be paid a commuted travelling allowance of Rs 230 per sitting. Those travelling by bus should be paid a commuted travelling allowance of Rs 60 per sitting or refunded the travelling expenses incurred. These allowances should not be payable to Non-Executive Chairpersons who are beneficiaries of an official car or who do not have to travel exclusively to attend the meeting.

Standing Committee

19.23 At present there is a Standing Committee on Fees and Allowances operating/set up under the chairmanship of the Ministry of Civil Service and Administrative Reforms and comprising the Financial Secretary and the Director, Pay Research Bureau. It deals with all new cases for the determination of fees payable and with requests for determination of allowances payable to chairpersons, members and secretaries appointed to sit on *ad hoc* Committees or Fact-Finding Committees or Courts of Investigation.

Recommendation 9

19.24 We recommend that the Standing Committee on Fees and Allowances under the chairmanship of the Ministry of Civil Service and Administrative Reforms and comprising the Financial Secretary and the Director, Pay Research Bureau should be maintained.

Recommendation 10

19.25 We recommend that the Standing Committee should continue to be responsible for the determination of allowances payable to chairpersons, members, secretaries and other supporting staff of *ad hoc* Committees in line with approved criteria, as guidelines.

Recommendation 11

19.26 We further recommend that the fees payable to Chairpersons, Members, and Secretary of Commission of Enquiries set up by the President of the Republic be determined on a case to case basis by the High Powered Committee.

20. RODRIGUES AND THE OUTER ISLANDS

- 20.1 The Conditions of Service specific and applicable to public officers of Mauritius who are on tour of service in Rodrigues and the Outer Islands (Agalega and St. Brandon) are outlined in this Chapter. Some of these specific conditions also apply to officers on the establishment of the Rodrigues Regional Assembly (RRA) posted in Mauritius.
- 20.2 It is presently binding on all public officers of Mauritius to serve on a tour of service in Rodrigues and the Outer Islands, as and when required, notwithstanding their terms of employment.

Recommendation 1

- 20.3 We recommend that it should continue to be binding on all public officers domiciled in Mauritius to serve on a tour of service in Rodrigues and the Outer Islands - Agalega and St. Brandon, as and when required, notwithstanding their terms of employment.**

CONDITIONS OF SERVICE SPECIFIC TO MAURITIAN OFFICERS

- 20.4 Mauritian public officers from the civil service and parastatal bodies are posted on tour of service to Rodrigues and the Outer Islands to palliate the shortage of qualified staff, to provide professional and technical expertise, and to ensure the continued service delivery of various departments and outstations. As regards public officers domiciled in Rodrigues, they are usually sent to Mauritius for training and placement purposes and on rare instances are posted in Mauritius.
- 20.5 For officers serving on a tour of service in Rodrigues and the Outer Islands, a disturbance allowance is paid to compensate them for their distant posting and to cater for household expenses as well as for the disruption of family and social life. These officers also benefit from rent free accommodation and enhanced vacation. Similarly, officers from the RRA posted in Mauritius are paid additional allowances.

Tour of Service in Rodrigues

- 20.6 Currently, Mauritian officers are paid a monthly disturbance allowance of 25% of their respective gross salary (basic salary plus salary compensation at approved rates) for serving on a tour of service. A tour of service is generally of 12 months' duration but it may be of a shorter period for exceptional cases. The payment of the disturbance allowance is limited to three tours of service. However, in exceptional cases it is paid for stay beyond three tours of service subject to the approval of the Ministry of Civil Service and Administrative Reforms (MCSAR). Free accommodation is also provided to Mauritian public officers posted in Rodrigues.

20.7 In the context of this review, representations have mainly been to increase the rate for disturbance allowance. The Bureau considers that the present rate is appropriate and with an increase in the salary, the quantum of the disturbance allowance will also increase.

Recommendation 2

20.8 We recommend that:

- (i) the duration of a tour of service in Rodrigues should generally be of 12 months' duration;**
- (ii) the duration of a tour of service can be of shorter period but not less than six months for exceptional cases such as the non-availability of qualified staff in certain scarcity areas, subject to the approval of the MCSAR;**
- (iii) payment of the monthly disturbance allowance should be 25% of gross salary for the duration of a tour;**
- (iv) payment of the disturbance allowance should, save in exceptional circumstances and subject to the approval of the MCSAR, be limited to three tours of service only; and**
- (v) Mauritian officers posted in Rodrigues on a tour of service should continue to benefit from rent-free accommodation or quarters.**

Inducement Allowance

20.9 Certain categories of professionals in scarce supply are posted on a tour of service in Rodrigues and they are paid an inducement allowance of 50% of monthly salary instead of the disturbance allowance.

20.10 The MCSAR determines the categories of people entitled to the inducement allowance and approves the payment of the allowance.

20.11 Whenever Specialist/Senior Specialists are posted for short duration in Rodrigues and are accommodated in fully furnished rent-free quarters/houses, they are paid inducement allowance on a *pro-rata* basis for the duration of stay. The inducement allowance is not payable to officers who are provided with board and lodging in hotels for the duration of their tour.

20.12 While we recognise that in Rodrigues the configuration of the labour market has changed and we believe that there is an increasing pool of local talent, there is still need to attract professionals or experts in specialised fields in some scarce domains. The provision for the payment of the inducement allowance is, therefore, being maintained.

Recommendation 3**20.13 We recommend:**

- (i) the payment of inducement allowance of 50% of the monthly salary to certain categories of professionals in scarce supply and posted on a tour of service in Rodrigues subject to the approval of the MCSAR;
- (ii) the payment of the inducement allowance of 50% of the monthly salary on a *pro-rata* basis to those Specialist/Senior Specialists posted for short duration in Rodrigues and who are accommodated in fully furnished rent-free quarters; and
- (iii) that the inducement allowance should not be payable to officers who for one reason or another are provided with board and lodging in hotels.

Allowance to Rodriguan Officers coming to Mauritius on Training

20.14 Rodriguan officers coming to Mauritius on training are presently paid an allowance equivalent to 50% of salary for the duration of the course together with rent-free quarters. Those officers who cannot be provided with quarters are paid an allowance of Rs 2400 monthly as assistance towards payment of rent. We are maintaining the existing provision and revising the quantum of assistance towards payment of rent.

Recommendation 4

20.15 We recommend that officers domiciled in Rodrigues and coming to Mauritius on training should continue to be paid an allowance equivalent to 50% of the monthly salary for the duration of the course; and those officers who cannot be provided with quarters be paid an allowance of Rs 2600 monthly as an assistance towards payment of rent.

Officers Performing Duties in a Higher Capacity

20.16 At present, the disturbance allowance or inducement allowance for those officers, who are called upon to act in a higher capacity or are assigned duties of the higher post in the hierarchy, is computed on the basis of aggregate earnings (basic salary plus salary compensation at approved rates plus acting/responsibility allowance). We are maintaining this mode of computation which is appropriate.

Recommendation 5

20.17 We recommend that the disturbance allowance or inducement allowance of officers who are called upon to act in a higher capacity or assigned duties of the higher level should be computed on the basis of aggregate earnings (basic salary, salary compensation at approved rates plus acting/responsibility allowance).

Other Conditions

20.18 A Mauritian public officer posted to Rodrigues for a tour of service of a minimum period of 12 months is eligible for the following:

(a) Passages

- (i) one free passage, to and from Rodrigues, for himself, his spouse and up to three dependent children below the age of 21; and two additional free tickets to Mauritius to married officers in case the tour of service is extended for another 12 months;
- (ii) one free return ticket from Rodrigues for medical treatment in Mauritius in respect of himself or any immediate member of his family, as at sub-paragraph (i) above, provided a Government Medical Officer certifies that such medical treatment is not available in Rodrigues and cannot safely be postponed until the end of his tour of service;
- (iii) two free return tickets from Rodrigues for medical treatment in Mauritius in respect of himself or any immediate member of his family, as at sub-paragraph (i) above, provided a Government Medical Officer certifies that such medical treatment is not available in Rodrigues and cannot safely be postponed until the end of his tour of service, and that the patient needs to be accompanied; and
- (iv) one additional free return ticket to Mauritius to single officers in case the tour of service is extended for another 12 months.

Note: The entitlement of free return tickets, under sub-paragraphs (i) and (iv) above, is limited to three tours of service only.

(b) Transport

- (i) free transport by sea of his personal effects to the extent of six cubic metres; and
 - (ii) free transport by sea of his car/jeep/ motorcycle/bicycle subject to the approval of the Prime Minister's Office;
- provided that the total volume of (i) and (ii) does not exceed 12 cubic metres.

(c) Enhanced Vacation Leave

- (i) an officer domiciled in Mauritius, when posted to Rodrigues for a tour of service, earns during the period of his service there, vacation leave at the rate of 50% more than what he is eligible for in respect of that period;
- (ii) the additional leave granted under sub-paragraph (i) may be accumulated over and above his normal entitlement; and

- (iii) an officer on a tour of service in Rodrigues is not allowed to enjoy vacation leave, save in exceptional cases, subject to the approval of the Island Chief Executive.

Recommendation 6

- 20.19 We recommend that the special conditions in connection with passages, transport and vacation leave to which an officer who is domiciled in Mauritius and posted to Rodrigues is entitled to should be maintained.**
- 20.20 We also recommend that an officer, on his return to Mauritius at the end of his tour of service, should be given priority of consideration to take his earned vacation leave.**

Rodriguan Police Officers posted in Mauritius

- 20.21 Rodriguan Police Officers when posted in Mauritius are paid a disturbance allowance of 25% of monthly salary and are eligible for free passages.

Recommendation 7

- 20.22 We recommend that a disturbance allowance equivalent to 25% of monthly salary should continue to be paid to Rodriguan Police Officers posted on a tour of service in Mauritius.**
- 20.23 We further recommend that an officer domiciled in Rodrigues and posted to Mauritius should be eligible for:**
 - (i) one free passage, to and from Mauritius, for himself, his spouse and up to three dependent children below the age of 21; and two additional free tickets to Rodrigues to married officers in case the tour of service is extended for another 12 months; and**
 - (ii) one additional free return ticket to Rodrigues to single officers in case the tour of service is extended for another 12 months.**

CONDITIONS OF SERVICE SPECIFIC TO MAURITIAN OFFICERS POSTED TO THE OUTER ISLANDS - AGALEGA AND ST. BRANDON

Tour of Service and Disturbance Allowance to Mauritian Officers

- 20.24 Mauritian public officers are also required to serve in the Outer Islands, namely Agalega and St. Brandon on a tour of service which normally varies from four to six months. The duration of the tour of service in the Outer Islands is most of the time dependent on the movement of vessels to these islands. The monthly disturbance allowance payable to these Mauritian officers is 60% of their gross monthly salary.
- 20.25 Federations have mainly represented for an increase in the rate of the disturbance allowance. The Bureau considers that the disturbance allowance payable to concerned officers at the rate of 60% of their gross salary

compensates adequately the shorter duration of tour of service and the prevailing working conditions there.

Recommendation 8

20.26 We recommend that the monthly disturbance allowance of 60% of gross salary (basic salary plus salary compensation at approved rates) payable to officers on a tour of service in Agalega and St. Brandon should be maintained.

20.27 We also recommend that the monthly disturbance allowance payable to these officers be pro-rated with respect to the duration of their stay in these islands.

Vacation Leave

20.28 Mauritian officers while on a tour of service in Agalega or St. Brandon, presently benefit from enhanced vacation leave such that they earn vacation leave at the rate of 50% in addition to what they are entitled to for that period. This provision is being maintained.

Recommendation 9

20.29 We recommend that Mauritian officers on a tour of service in Agalega and St. Brandon should continue to earn vacation leave at the rate of 50% in addition to what they are eligible for in respect of that period.

20.30 We further recommend that these officers, on their return to the main land at the end of their tour of service in Agalega and St. Brandon, should be given priority of consideration to take their earned vacation leave.

Special Conditions

20.31 An officer who is posted to the Outer Islands, Agalega and St. Brandon, is eligible for one free passage for himself, his spouse and up to three dependent children below the age of 21 and rent-free government quarters.

Recommendation 10

20.32 We recommend that the special conditions in respect of passages and rent-free government quarters which an officer who is posted to the Outer Islands is entitled to be maintained.

Enhanced Pension Benefit

20.33 The period during which a Mauritian citizen serves as a public officer in Agalega or St. Brandon is presently reckoned as pensionable service at the rate of two times.

Recommendation 11

20.34 We recommend that the existing provision be maintained.

21. IMPLEMENTATION PROCESS AND POST REVIEW MECHANISM

21.1 The Pay Research Bureau is an independent and permanent institution for the review of Pay and Grading Structures and Conditions of Service in the Public Sector. For each of its previous Reports, there has always been a chapter regarding the implementation process and post review mechanism to ensure successful and consistent implementation of our recommendations and at the same time set the scene for the way forward.

Prevailing Environment

21.2 It is significant to note that we have emphasised, in our previous Reports, that a review of Pay and Grading Structures and Conditions of Service in the Public Sector has to be treated as an organic whole since all the recommendations contained therein are inextricably intertwined. Any piecemeal implementation regarding adjustment of salaries and review of organisation design is bound to cause distortion of salary relativity which is itself the basis of job evaluation. The conversion policy adopted following the EOAC Report further exacerbated the distortion.

21.3 It is also worth mentioning that in the process of salary administration, it is essential that following a major review exercise involving heavy financial costs, an appropriate time lag needs to be allowed to implement and assimilate the recommendations to measure the effectiveness and impact on the service delivery and efficiency of institutions.

21.4 As we move forward in the preparation of this Report and make recommendations for implementation, we have kept in mind the post review events following the 1993 PRB Report (the CSAT Award of 26 September 1993), the 1998 PRB Report (the *Adhoc* Committee Report (Heeralall) released in the year 2000), and the 2013 PRB Report (the EOAC Report released in May 2013 and the Committee Report released in February 2014) with a view to easing the tense industrial environment.

Implementation Costs

21.5 The unpredictability of the world economy and new challenges arising have rendered our economy vulnerable and may, in the long term, affect our resilience and macro-economic stability. The current global economic situation, therefore, commands fiscal discipline and close monitoring of public expenditure, the moreso that Government finances, although not alarming, are by no means comfortable. It is against this backdrop that we have carried out the present general pay review exercise within the limits of national affordability and social acceptability.

- 21.6 The gross additional annual financial implications on account of implementation of the various recommendations of this Report including pay and conditions of service sums up to be around Rs 3 billions.

Effective Date

- 21.7 The date of implementation of this Report would in principle be 01 January 2016 in line with the EOAC Report 2013 recommendation as approved by Government. Accordingly, recommendations relating to both pay and allowances, facilities, benefits and other conditions of service shall take effect simultaneously and prospectively unless specifically stated otherwise.

Conversion

- 21.8 (i) **The converted salaries effective from the date of implementation of this Report which is 01 January 2016 should be in accordance with the master salary conversion table at Annex of each volume of this Report and as explained in the ensuing paragraphs.**
- (a) **The first row of the conversion table indicates the numerical position of the salary point in the master salary scale of the 2016 PRB Report as shown at the foot of the table.**
 - (b) **The second row indicates the basic salary effective as from 01 January 2013.**
 - (c) **The gross salaries as at 31 December 2015 inclusive of the extra remuneration, is at the third row of the conversion table.**
 - (d) **The fourth row indicates the basic salaries payable as from 01 January 2016.**
- (ii) **Conversion to the revised salaries should be effected after the grant of the normal annual increment due to officers on the 01 January 2016.**
- (iii) **An officer whose salary point converts to a point in the master salary conversion table which is less than the initial salary recommended for his grade should draw the initial salary of his grade.**
- (iv) **Where more than two salary points convert to the initial of a recommended salary scale, the conversion should be made in such a manner that only two salary points convert to one point in the recommended scale; for example, the first and second salary points shall convert to the first point, the third and fourth to the second point, and the fifth and sixth to the third point and so on and so forth. The corresponding converted salary shall be applicable as from 01 January 2016.**

- (v) **Officers in Trainee grades, in post as at 31 December 2015, whose salary as at 01 January 2016 does not convert to a salary point in their salary scale should, on a personal basis, be granted the corresponding converted salary in the master salary scale.**
- (vi) **Officers who, as at 31 December 2015, were already drawing more than the top of their salary scale as a result of the grant of long service increment(s) or movement in the master salary scale by virtue of a specific recommendation should convert in the normal manner either in their salary scale or in the master salary scale, on a personal basis.**
- (vii) **Officers who have been granted flat salaries in this Report and whose conversion is not provided in the conversion table shall convert to the recommended flat salary for the grade.**
- (viii) **Eligibility for the grant of any salary compensation in the years after implementation of this Report should be determined after the grant of the normal annual increment due to officers on 01 January of each year such that a basic salary point has only one gross salary inclusive of salary compensation.**

Long Service Increment(s)

- 21.9 Long Service Increment(s) (LSI) are additional increments, over and above the top of a salary scale, read from the master salary scale that are granted to officers who have stayed in a single grade for at least 24 years and have reached the top salary of their respective salary scale. The first increment under this provision becomes due only after an officer has stagnated at the top of his/her salary scale for two years. Subsequently, the officer becomes eligible for a second and final increment after having stagnated at the next salary point above the top of his/her salary scale for another two years.
- 21.10 The philosophy of this specific provision of LSI is to provide for some compensation, in terms of career earnings, to an officer in a grade which has comparatively lower or no career prospects. The number of additional increments has purposely been limited to two because the officer is not getting a promotion which is generally marked by an increase equivalent to three increments.
- 21.11 In the context of this review exercise, representations have been made to the effect that many officers who were eligible for LSI with the 2013 PRB Report were no longer eligible for same with the EOAC Report. There is a second category of officers who have been paid one LSI prior to the 2013 PRB Report and a second one in January 2013, but the second increment had to be refunded with the implementation of the EOAC Report. A third category of representation relates to officers who were paid one LSI prior to the 2013 PRB Report and the second one could not be paid following the implementation of

the EOAC Report. This situation arose because payment of the second increment has been deferred due to the elongated scales recommended in the EOAC Report. For the same reason, some officers have had to refund the second increment which was already paid in January 2013 prior to the implementation of the EOAC Report.

21.12 An analysis of the situations regarding the LSI as enunciated in the above paragraph indicates that they have occurred mainly due to the review of the periodicity of the PRB Report from five to three years and the extension of all salary scales, without transitional provisions, by the EOAC. These categories of officers have claimed that they have been made worse off with the EOAC Report which has not considered LSI as an acquired right.

21.13 We have made an in-depth study of the whole issue in the context of this review exercise and are making appropriate provision based both on the reinstatement of five year periodicity of the PRB Report and the new policy adopted for salary scales.

21.14 All grades, other than entry grades or promotional entry grades requiring a degree and grades drawing salary in a scale the maximum of which is not less than Rs 62950 and above, would be eligible for LSI, subject to satisfying all the conditions, as explained in the ensuing paragraphs.

(i) An officer would be eligible for the first increment of LSI i.e. movement by one additional salary point to be read from the master salary scale, when he/she satisfies all the following three conditions:

- (a) he/she reckons 24 years' service in a single grade;**
- (b) he/she reaches the top salary of the revised salary scale; and**
- (c) he/she stagnates on the top of the revised salary scale for two years.**

Thereafter, a second and final increment in respect of LSI would be payable to him/her after another period of two years.

(ii) Where two or more grades have been (a) merged or (b) restyled to a single appellation or (c) merged and restyled, the aggregate number of years of service in respect of the merged grades or the restyled grades or the merged and restyled grades should be considered for the implementation of paragraph (i) above.

(iii) The salary point immediately before the Qualification Bar (QB) in a scale shall be considered as the top salary in respect of an officer, who does not possess the required qualification to cross the QB for the implementation of paragraph (i) above.

- (iv) For officers who have been re-deployed by virtue of a decision of Government, and required to perform similar duties under the same or different grade appellation, the aggregate number of years of service should be taken into consideration for the implementation of paragraph (i) above.

Payment of Allowances

- 21.15 All previous authority for the payment of allowances, other than those specifically mentioned in the Chapter dealing with the different Ministries/Departments/Organisations, should lapse with the implementation of this Report. Allowances not covered in this Report but which may still be justified would be revised by the Bureau upon submission from the Ministry of Civil Service and Administrative Reforms through the proper channel (Ministries/Departments/Organisations, Parent Ministry wherever applicable and Ministry of Civil Service and Administrative Reforms).

Option

- 21.16 Option is a post review activity related to implementation of the Report and falls under the responsibility of the Ministry of Civil Service and Administrative Reforms.
- 21.17 It is understood that acceptance of the revised emoluments and the terms and conditions of service contained in this Report implies that any related emoluments or allowances cannot be the subject of an industrial dispute, in conformity with the Employment Rights Act.
- 21.18 Employees, who, following the implementation of the 2008 PRB Report opted for the revised salaries and conditions of employment but did not opt for the new contributory pension scheme, should be eligible to a monthly pay equivalent to 92% of their revised basic salaries. For all such cases, the salary drawn after the grant of the normal annual increment due on 01 January 2016 should first be hypothetically recomputed to its 100% equivalent which will then convert to its corresponding salary point in the master salary conversion table. The employees would then be eligible to 92% of this salary point.
- 21.19 Employees of the Public Sector who do not opt for the revised salaries and conditions of service contained in this Report should be paid the salary compensation as set out in the Extra Remuneration Act effective from 01 January 2016.

Application/Interpretation of the Report

- 21.20 In general, the Bureau deals with its stakeholders through the MCSAR in respect of salary gradings, review of conditions of service, interpretations/clarifications, design/re-design of organisation structures and other related *ad hoc* cases. For this general review exercise which covers the Public Sector and the Private Secondary Schools, our large customer base encompasses around 180 organisations, 300 staff associations, 83000 public officers and 23000 public service pensioners. It is obvious that an exercise of this magnitude cannot be carried out without certain genuine omissions and particular issues involuntarily left out or excluded.
- 21.21 After the publication and approval of the Report, the HR Division of the Ministry of Civil Service and Administrative Reforms has the responsibility for the implementation of the recommendations, subject to appropriate legislation being enacted, where necessary. The Ministry then issues circulars to Supervising Officers of Ministries/Departments, Heads of Parastatal Bodies and Local Authorities, and the Island Chief Executive for the Rodrigues Regional Assembly to inform public officers of the General Recommendations for the signing of Option Forms.
- 21.22 As for the past seven Reports, we are maintaining the usual post review mechanism to deal with and/or look into cases of genuine omissions/errors and such other matters relating to interpretation/implementation problems. Additionally, we are making new arrangements to assist parties, including employees and staff associations, in the implementation phase.
- 21.23 The Bureau shall, after the publication of this Report, mobilise all its technical staff for a period of three months to receive and provide information to any concerned parties, including employees or union representatives, on any problem arising out of interpretation and/or implementation of this Report. A Communication Desk will be set up to assist employees/union representatives in the implementation issues.**
- 21.24 All cases considered to be genuine omissions/errors should continue to be channelled to the Bureau for consideration through the MCSAR within a time frame of three months as from the date of approval of the Report for implementation.**
- 21.25 The Bureau would subsequently, examine the cases submitted by the MCSAR as early as possible and would submit its recommendations for immediate action wherever expedient to facilitate implementation.**
- 21.26 All cases of omissions/clarifications, including those reported upon for immediate action, shall be compiled and integrated in a separate Addendum Report to the 2016 PRB Report to be published within a period**

of 12 months from the date of implementation of the 2016 PRB Report. The Addendum Report should be read along the main Reports.

- 21.27** Any issue emanating from the implementation of the recommendations of this Report and requiring a fundamental change or is a departure from the main recommendation would continue to be referred to the High Powered Committee, chaired by the Secretary to Cabinet and Head of the Civil Service for consideration and appropriate decisions/actions.
- 21.28** After the publication of the Addendum Report of the 2016 PRB Report, any issue relating to salaries and allowances, except where a specific procedure has been spelt out, may be submitted to the Bureau through the appropriate channel i.e. through the Ministries/Departments/Organisations, Parent Ministry wherever applicable and the MCSAR as indicated in the Customer Charter of the PRB.
- 21.29** To ensure implementation of the recommendations of the 2016 PRB Report, all Ministries/Departments/Organisations should have a dedicated officer – the seniormost officer of the Human Resource Management cadre for monitoring and follow up action.
- 21.30** Ministries/Departments/Organisations are urged to complete the implementation process of all recommendations contained in this Report, to the extent possible, in a given time frame not exceeding 24 months to enable them to have the full staff complement and the required work environment, including employee motivation, to meet their mandates. In case of any difficulty arising during the implementation process, organisations may seek the advice of the MCSAR in writing with copy to the Bureau.
- 21.31** Following the publication of the 2013 PRB Report, the MCSAR through Circular No. 19 of 2012 informed public officers regarding the setting up of Central Implementation and Monitoring Committee (CIMC) at the level of the Ministry for the smooth and timely implementation of the recommendations of the Report. This Committee is chaired by the Senior Chief Executive of the MCSAR and has as members, representatives of the Prime Minister’s Office, Pay Research Bureau, Ministry of Finance and Economic Development and the Ministry of Civil Service and Administrative Reforms.
- 21.32** At its first meeting on 24 April 2013, the CIMC took the decision, among others, that:
- (v) a Departmental Implementation and Monitoring Committee (DIMC) be set up at the level of Ministries/Departments/Organisations forthwith with the Supervising Officer of the respective Ministries as Chairperson;
 - (vi) the DIMC should meet at least once a month and copy of the notes of meeting should be forwarded to the CIMC; and

(vii) the CIMC will meet at least once a month to examine all pending implementation issues.

21.33 All the decisions of the CIMC were communicated to Supervising Officers in Charge of Ministries/Departments through Circular Letter No. 31 of 2013.

21.34 During consultations with all stakeholders, the Bureau has lengthily put emphasis on the importance and relevant role of the CIMC/DIMC for effective implementation of the PRB Reports. Members were apprised that they should put in place these mechanisms to address implementation issues in a timely and efficient manner.

21.35 All issues relating to implementation of the 2016 PRB Report should first be looked into by the DIMC which all Ministries/Departments/Organisations should set up at their level. Unresolved issues at this level should then be forwarded to the CIMC which has been set up at the MCSAR since the last Report.

21.36 The MCSAR, as the privileged partner of the Bureau, should continue to act as facilitator and accounting body to ensure that relevant recommendations of the Report are approved for implementation, and conditions of service are fully communicated and are efficiently and effectively implemented in a standard and consistent manner.

22. OTHER PERTINENT ISSUES AND RECOMMENDATIONS

Caution

- 22.1 The Vision 2030 of the Government provides the path way for a shift from a medium income economy to a high income one in the years to come with focus on creation of employment, modernisation of certain existing sectors, alleviating extreme poverty, amongst others.
- 22.2 The recommendations contained in this Report are geared towards the main theme “Transformation of the Public Sector for enhanced service delivery to meet citizens, non-citizens and other stakeholders’ needs” focussing on providing career path, career earnings, conducive work environment, continuous training, digitalisation of work processes with particular attention given to sectors dealing with service to the community.
- 22.3 Our main challenge has been the production of the first triennial Report after the publication of three successive Reports – PRB 2013, Errors, Omissions and Anomalies Committee (EOAC) Report and Committee on Representations arising out of the EOAC Report, while going through all the processes and procedures required for a quinquennial Report. On top of that, the Bureau was also mandated, during the same period, to act as an Independent Salary Commission with the Terms of Reference to review the salaries and conditions of service of employees of the ex-MSIRI and ex-MSA who opted/not opted to join the Mauritius Cane Industry Authority.
- 22.4 It is worth highlighting that during two successive financial years (2014/15 and 2015/16), Government granted Rs 600 across the board and Rs 250 to the lower rung and Rs 150 at the upper echelon to compensate for cost of living allowances. The moreso, the economic growth rate has been under 4% for the recent years.
- 22.5 It is against the above background that the pay package has been worked out taking also into consideration pension contribution, tax element, compensation and other economic issues. ***With the implementation of this Report, the guaranteed salary shall be the initial of the salary scale or the starting salary of an incumbent in any post and annual incremental increase shall invariably be a variable component based on overall performance and has to be earned. The increments provided in the salary scales would be granted taking into consideration performance, conduct and behaviour, efficiency, diligence including, availability and regularity at work. In several instances, particularly for future entrants, the top salary is only indicative and theoretical as a large number of incumbents leave the grade before reaching the top. The remaining employees would remain in their grade and would reach the top end of their scale generally after 20 to 25 years’ service, subject to satisfactory performance.***

- 22.6 Our survey has once again revealed that much difference still exists between the public and private sector in terms of conditions and security of employment, quality of intake, perquisites, and hours of work, among others. In the 2008 PRB Report, the following has been stated: **“It would, therefore, be wrong if private concerns were expected to align or to adjust blindly their salaries in the wake of the recommendations contained in this Report. Whereas we do not dispute that in many instances the need for an increase in pay may in fact be warranted, we fear that if this is done too generally and too lightly, many of the benefits so much expected of this review might well be negated”.** *We are, maintaining same in this Report.*
- 22.7 With a view to adjusting internal relativities of pay of a grade that has fallen out of line with market realities, the following measures have been taken:
- maintaining benefits for incumbents in post but recommending that officers in the relevant grades should carry new salaries nearer to market rates;
 - restructuring has been carried out and incumbents would be required to assume higher responsibilities; and
 - recruitment would no longer be made to such grades which implicitly carry personal salaries.
- 22.8 **The Bureau proposes to continue to keep a watch on the market and may in the light of new development, review the scales for future entrants on need arising.**

Employees with Disabilities

- 22.9 People with disabilities should enjoy equal rights and opportunities as other people. It has been observed that persons with disabilities have an important role to play and to make a positive contribution in the workplace. The United Nations Convention on the Rights of Persons with Disabilities has mainly stressed on the protection of the rights of disabled persons to just and favourable conditions of work together with safe and healthy working conditions.
- 22.10 The Sixth Central Pay Commission of India has taken note of the problems faced by Government employees with disabilities and recommended various measures to alleviate same including enhanced number of casual leave, among others.
- 22.11 It is to be noted that over the years the Mauritian Government has taken a number of decisions and initiatives to eliminate prejudice and discrimination against persons with disabilities especially as regards their employment and social integration. With Government's commitment to enable persons with disabilities to take full advantage of opportunities available in a fast developing economy, it is considered that a package of benefits over and above the facilities currently available is desirable for employees in the Public Service.

22.12 In the 2008 PRB Report, recommendations were made to improve the conditions of employees with disabilities. We are, in this Report, maintaining these recommendations.

Recommendation 1

22.13 We again recommend that:

- (i) **Government should continue to make improvement in all office structures and amenities to render work environment user-friendly for employees with disabilities and to ensure them easy access to their place of work;**
- (ii) **Government should facilitate inclusion of persons with disabilities in employment;**
- (iii) **as far as possible, employees with disabilities should be posted near their place of residence;**
- (iv) **handicapping barriers should be removed so that persons with disabilities can easily be integrated in the main stream of the society and can also participate in all activities by the creation of an inclusive society and access of all amenities and facilities;**
- (v) **annual casual leave entitlement be 12 days;**
- (vi) **employees with disabilities travelling by bus to reach their place of work be allowed to leave office 15 minutes earlier subject to exigencies of the service; and**
- (vii) **refund of travelling by bus to attend duty should be by the most practical route though not the most economical one.**

Schemes of Service

22.14 We have in this Report brought a few structural changes, where deemed expedient in a few cadres, **consequential amendments would, therefore, have to be brought to the schemes of service of grades to reflect the required profiles and the new roles and responsibilities that would be devolving on incumbents.**

22.15 Subsequent to the implementation of relevant recommendations made in this Report, appropriate action with regard to schemes of service requiring changes/ amendments as well as specifications of schemes of service for new grades should be taken, as far as possible, within a period of six months.

Alignment of Schemes of Service in the Public Sector

22.16 We have once again, in this Report, brought certain changes in the qualifications, duties and responsibilities of several grades in the Civil Service. The salaries recommended for the grades take into account all these changes. Moreover, for the sake of harmonisation, identical/comparable grades in the

Parastatal Bodies and Local Authorities, though under different appellations, have been aligned salarywise on their Civil Service counterparts.

- 22.17 Following the revision in the qualification requirements of these grades in the Civil Service, it is necessary that adjustments be made in the schemes of service of the corresponding grades in the Parastatal Bodies and Local Authorities in alignment with what obtains in the Civil Service.

Recommendation 2

- 22.18 We recommend that where the salaries of identical/comparable grades in Parastatal Bodies and Local Authorities have been aligned on those of the Civil Service, the schemes of service of these grades should, wherever relevant, be amended along similar lines as those of their counterparts in the Civil Service.**

Mode of Selection/Promotion

- 22.19 During consultations, the Bureau was requested to change existing modes of appointment from promotion to selection and *vice versa* without reasonable justification. We informed the parties concerned that amendment in schemes of service rests with Federations, Management and the Ministry of Civil Service and Administrative Reforms. After the appropriate procedures have been followed, the Bureau then provides the salary grading for posts wherever there has been amendment in the scheme of service. We have once again refrained from making systemic changes in the existing modes of appointment. We believe that the change in modes of appointment from “promotion” to “selection” or vice versa is a matter for consideration by the Responsible Officer concerned after consultation with relevant stakeholders. In so doing, Responsible Officers may stand guided by the Promotion Framework outlined at Chapter 11_of Volume 1 of this Report. However, **we emphasize that the Performance Management Report should be the basis of all promotion exercises.**

Ensuring Availability of Best Talents

- 22.20 As stated in the last Budget Speech, the Government is providing many incentives to our professionals working abroad to return to their homeland so as their experience and competencies could be judiciously utilised by our citizens as a whole. This scheme would in a way ensure that best talents are made available in our Civil Service. It has always been observed that the disparity between private sector salaries and salaries in the public sector has reduced attractiveness to the public sector as a career option and is a cause for the decline in the quality of intake in the public service.
- 22.21 In many Commonwealth countries, it is noted that appointment to senior positions is made from both within the service and outside candidates. This allows selection from a wider base of qualified and competent people not only from the public and private sectors locally but also from abroad. The Sixth

Central Pay Commission has recommended for the Indian Civil Service the creation of such posts outside the traditional cadre system. This approach allows more flexibility in the appointment of talents to positions of responsibilities.

- 22.22 The application of a similar policy for filling of senior, professional and managerial positions in the Public Service will allow the entry of new talents as a plus for enhanced service delivery. It will also induce our elite back home. Government may wish to consider the advisability of lateral entry at higher echelon in the service to ensure availability of the best possible talents from within and outside. However, enlistment of such talents should be strictly on functional considerations and such posts should invariably be created outside the existing cadres to be filled by method of open selection.**

Entertainment Allowance

- 22.23 As pointed out in our previous Reports that some top executives of the public sector are by virtue of their functions and position they occupy, are required to stay connected with people, receive and entertain high officials and reciprocate invitations received. Therefore, the payment of an allowance for entertainment expenses is fully justified.

Recommendation 3

- 22.24 We recommend that officers of the level of Permanent Secretary and above be paid a monthly entertainment allowance of Rs 7500.**

Services of Driver to officers eligible for chauffeur driven car

- 22.25 Officers of the level of Permanent Secretary and above are, among others, eligible for a government official car together with the services of a driver. Such officers, due to their nature of work, are often called upon to attend office or to emergencies outside normal working hours and sometimes when their personal drivers are not available. In the context of this review exercise request has been made to allow this category of officers to avail of the services of a driver from the pool in such circumstances. **We recommend accordingly.**

- 22.26 We further recommend that the MCSAR should set up a mechanism for effective implementation of this provision.**

“Gender Neutral” Considerations

- 22.27 Gender Neutral policies have become increasingly common throughout the world. To be in line with the above, the Government of Mauritius has a dedicated Ministry to cater for gender issues. Moreover, it is viewed as treating everyone the same and treating officers according to their unique needs. Early versions of the Gender Equality strategy tended towards the gender neutral approach as it focused on equal opportunities for both sexes. In Mauritius, there are several

laws that provide for the elimination of any form of discrimination. The Sex Discrimination Act provides for gender equality. The Equal Opportunities Act also makes provision for the equal participation of women and men in all spheres of life. Job classification/appellation has therefore been rendered gender neutral.

23. CONCLUSION

- 23.1 In attunement with our theme - the Transformation of the Public Sector for enhanced service delivery to meet citizens, non-citizens and other stakeholders' needs, we have set the appropriate pay and grading structures and conditions of service to promote efficiency, productivity and performance of employees. It is our expectations that the new pay package will provide the drive for employees to deliver with high ethical standards, fairness, objectivity and effectiveness while remaining courteous and attentive to the customer needs.
