

2. APPROACH AND METHODOLOGY

Introduction

- 2.1 In December 2010, on receiving the green light from Government, the Pay Research Bureau embarked on the preparation of its seventh Report on Pay and Grading Structures and Conditions of Service in the Public Sector. The recommendations made, if accepted by Government, would be implemented as from 01 January 2013. The available time frame, magnitude and sensitivity of the task, prompted the Bureau to craft a work plan that would provide ample opportunity for all parties concerned to be heard through submissions, both oral and written. Nevertheless, for the sake of acceptability, transparency and continuity, the Bureau did not deviate from its consultative approach and its methodology based on job evaluation which have been successfully applied in past reviews. A clear communication strategy was developed to secure stakeholder engagement and to ensure quick and frequent contact with all parties. A totally delayed approach was adopted where all employees notwithstanding rank could freely make submissions (oral and written) to the Director or any official of the Bureau. All submissions were critically examined by the staff of the Bureau before the formulation of any new recommendations.
- 2.2 The change in fiscal period to coincide the financial year with the calendar year in 2010 impacted on the date of publication of the Report. It became due for publication six months earlier than expected. Though the Bureau had set a programme of work with its stakeholders (Unions and Management), there was a considerable delay before they could react to the solicitations. Nevertheless, the tasks were finished within the time frame and with the existing complement of staff.

Preliminary Meetings

- 2.3 Between Mid December 2010 and Mid January 2011, preliminary meetings were held with representatives of the main Federations, namely the Federation of Civil Service and Other Unions, the State and Other Employees Federation, the Federation of Parastatal Bodies and Other Unions, the Mauritius Labour Congress, the Federation of Progressive Unions, the Federation of Democratic Labour Unions, the "Confederation Mauricienne des Travailleurs", the All Workers Federation, the Independent Unions Federation, the Democratic and Progressive Unions Federation and the General Workers Federation. This was done to establish a good rapport and keep them informed of the calendar of events and activities related to the Review exercise under way.
- 2.4 The Bureau considered it necessary that information be disseminated clearly and constantly. For this purpose, a mix of communication approaches including talks, site visits, participation in workshops, meetings, surveys and circular letters were used to provide input, give explanations and also to seek information/clarifications on pertinent issues. Union members were sensitized through a

series of talks delivered by officers of the Bureau. They were advised on how to make representations and submit them in an appropriate format for clarity and understanding. All expressed qualms were answered and clarifications given where so required.

- 2.5 In view of the importance of the proper implementation of recommendations, senior officials of the Bureau participated in a workshop held by the Ministry of Civil Service and Administrative Reforms where they interacted with HR personnel of the various Ministries/Departments/Organisations to discuss the implementation difficulties of the PRB recommendations particularly regarding Organisation Design, Scheme of Service, Performance Management System and Performance Related Pay.

Data Collection

- 2.6 Data on various aspects of an organisation were collected to update the existing records. Firstly, circulars were issued to all Heads of Ministries/Departments, Parastatal and other Statutory Bodies and Local Authorities requesting them to furnish information on their organisations' vision, mission, objectives, customer charters and charts. They were equally requested to submit an updated list of all grades together with names of officers in post, indicating the sections where they were posted.
- 2.7 Information regarding existing conditions of service specific to the organisations and which did not appear in the 2008 PRB Report was also sought. Moreover, for the smooth running of the exercise, each organisation was required to designate an officer at senior level as contact person and facilitator to assist in the submission of the information needed, make appropriate arrangements for the conduct of surveys, filling of job description questionnaires, site visits, etc.

Surveys

- 2.8 In the context of this Review exercise, surveys were also carried out to collect data on key issues. The target population included Heads of Ministries/Departments/Organisations, the staff side, the wide spectrum of Public Sector employees and other interest groups. It was important that opinions of all our stakeholders are represented and for this purpose, appropriate survey questionnaires were designed and sent to them with a time limit for completion.
- 2.9 The survey areas covered were:
- Flexible hours of attendance
 - Pay and Benefits (e.g. relativities, salary ratios, etc.)
 - Travelling by car
 - Recruitment and Retention problems
 - Retirement and Retirement Benefits
 - Computerisation

- Performance Management System
- Employment on Contract and Part-Time Employment
- Training and Staff Development
- Review of Organisation Structures
- Conditions of Service (e.g. uniforms, passage benefits, etc.)

2.10 Data gathered from the surveys were analysed to enable the Bureau identify reported shortcomings and difficulties in the implementation of recommendations made in the previous Reports, wherever they existed, and gauge the prevailing expectation of stakeholders as regards pay and conditions of service. They also served as valuable input in the formulation of new recommendations.

On Site Observations

2.11 Wherever it was found necessary and upon request, the technical staff of the Pay Research Bureau visited sites of work for a better understanding of some jobs and the prevailing working environment. A Form was designed by the Bureau to record information pertaining to organisation structure and extent of IT usage and its impact on the work processes and job design, amongst others, during each visit effected. Officials of the Bureau also interacted with employees to give maximum explanations whenever these were sought, and noted demands made that could be addressed in the Review.

Meetings to Hear Representations

2.12 The preparation of the current Report required the holding of some 700 meetings with different parties. The Bureau proceeded by issuing circular letters to Heads of Ministries/Departments/Parastatal and other Statutory Bodies/Local Authorities/Rodrigues Regional Assembly and Federations/Staff Unions inviting them to submit their representations both in hard and soft copies within a given time frame. All individual employees who wished to depone were equally invited to do so.

2.13 In the first instance, meetings were held with the Federations of Public Sector Unions to discuss Conditions of Service. Their views and comments were also sought on general issues such as Pensions, Performance Management, Performance Related Pay, Training and Development, Recruitment and Retention of people of the right competencies, motivation and engagement of employees, e-government, etc. Thereafter, unions/staff associations of Public Sector Organisations falling under the purview of the Bureau were convened to present their submissions. The Federations to which these unions/staff associations are affiliated, were given a schedule of meetings so that they could also depute their members to attend. In many cases, memoranda were submitted on the day of the meeting along with other documents. On occasions, meetings had to be multiplied with particular unions/staff associations where the number of grades represented was large and demands made needed further consultations

with other parties. The Bureau provided ample time to the staff side to be heard by its officials. Maximum opportunity was also extended to individual staff members to make their case, if they so wished, before PRB officials.

- 2.14 The Bureau started consultations with Management of Ministries/Departments/Organisations as from January 2012. Representatives of the Ministry of Civil Service and Administrative Reforms were present during all these meetings. Whenever Heads of Parastatal Bodies or Local Authorities were called to depone, a representative of the relevant parent Ministry was invariably required to attend.

Representations made/received

- 2.15 Many representations have been received either through memoranda or during consultations from both Management and the Staff side. Much emphasis was laid by Management on making the PMS work and on increasing the productivity of employees. The need for an IT driven Public Sector and management reforms to improve the Civil Service were highlighted. Review of cadre structures either through merging or creation of levels and specific conditions of service for certain organisations were proposed. The level of pay at the highest echelon was deplored and qualified as a morale dampener especially in relation to private sector comparators.
- 2.16 On their behalf, the Staff side made demands for better salaries and enhanced conditions of service. Among the issues raised were pension reforms, training and development, performance management system, computerisation, recruitment and promotion, long period of actingship, filling of vacancies, travelling and duty exemption/concession, incremental credit, schemes of service and qualifications, creation and restyling of grades, encashment of leaves and other benefits and mechanism to monitor the implementation of recommendations.

Visit to Rodrigues

- 2.17 Around mid July 2011, the top team of the Bureau comprising the Director and the then Ag Deputy Director paid a preliminary two-day visit to Rodrigues to meet Federation of trade unions, staff associations and management of the Rodrigues Regional Assembly (RRA) and individual employee/staff in order to apprise them of the role and objectives of the PRB and to offer them the opportunity to express their views on general issues related to the review exercise. The programme of visit was communicated to all parties concerned beforehand.
- 2.18 A two staged visit followed during the period 25 March to 31 March 2012. In the first instance, a team of seven officers proceeded to the island for the conduct of interviews to write job descriptions for some 160 job incumbents covering all grades in the Workmen's Group. Officers of the PRB called at each Commission of the RRA to interview the sampled job incumbents. Written job descriptions were vetted and signed by the immediate supervisor to validate the information

provided by the interviewees. Information about organization structure, work environment and IT usage and its impact on work processes were also collected and recorded during site visits that were effected in the different Commissions and some departments/units.

- 2.19 The Director and Ag. Deputy Director of the PRB joined the delegation on 27 March 2012. Consultations started shortly after their arrival with the State Employees Federation, followed by the Federation of Public Sector and Other Unions (FPSOU) in the presence of representatives of the RGEA and RPSWU. On the next day, meetings were held in the forenoon with individuals and other parties directly or indirectly concerned with the PRB Report and who had expressed their wish to depone. In the absence of representatives of the FPSOU, the time slot was enlarged for meetings with individuals to provide them with maximum opportunity to make their representations and to be heard.
- 2.20 As the two main unions i.e. RGEA and RPSWU and Management had opted to make common submissions, they were heard jointly. The main representations, among others, related to the restructuring of different units through the creation of levels to meet the specific needs of the units in the RRA, restyling of existing grades to more appropriate appellations, uplifting of salary scales of grades, filling of long standing vacant posts, requests for work related allowances, payment of Rodriguan COLA and provision of training and development opportunities. Wherever submissions were found incoherent, parties were requested to review them and submit anew to the Bureau for examination.
- 2.21 However, in view of the discontent of parties on the duration of the visit and to enable them to reformulate all their demands to be attuned with the RRA new programme, the Bureau agreed to visit Rodrigues again for a short intensive consultation to finalise issues. A team of four officers comprising the Director, Pay Research Bureau, one Principal Job Analyst, one Job Analyst and one Survey Officer therefore proceeded to Rodrigues on 30 May 2012 for an official mission of 2 ½ days.

Job Analysis

- 2.22 To develop a framework for further analysis, the Bureau had to review all the information already collected in respect of grades falling under its purview. Job descriptions had to be updated in order to obtain relevant data essential for the job evaluation exercise. In view of time, resources and cost constraints, it was not practical to survey all the officers in each grade obtaining in the Public Sector.
- 2.23 However, to ensure that the various types of functions performed by each position in a grade/job covered are adequately represented, samples of employees in each grade were selected using the stratified sampling method. The list of grades containing the postings of officers as submitted by organisations served as the sampling frame. It was rather unfortunate to note that a few organisations failed to respond to this crucial exercise by not providing

the Bureau with the list of some grades and their officers in post. In such circumstances the available job descriptions, existing schemes of service and submissions of individuals/unions and Management on the tasks performed by the grades were consolidated to determine their job content.

- 2.24 Some 5000 job incumbents filled and returned their job description questionnaires (JDQ) after having them duly vetted by their immediate supervisors. There were cases where JDQs were not signed by the Supervisors. In such instances, PRB officials inquired from jobholders and supervisors to confirm the validity of the information provided. Nevertheless, during the whole job description writing exercise, assistance was provided by officers of the Bureau, whenever required, through personal contact, by phone or email.
- 2.25 As regards employees of the Workmen's Group, they were interviewed by the technical staff of the Bureau who recorded the information provided in the JDQs. Interviews were held either at the PRB or on the site of work of the job incumbents. Some Union members also called on the job incumbents to brief them before the interview exercise.
- 2.26 All job description questionnaires that were returned to the Bureau were carefully verified. Omissions and ambiguities were noted and further clarifications sought where needed. This was done to ensure that sufficient and accurate information were gathered to clearly identify, define and describe the jobs as they are actually performed by the incumbents.

Job Evaluation

- 2.27 Job evaluation underpins judgements on appropriate grading and therefore pay decisions. It "is a systematic process for defining the relative worth or size of jobs within the organisation in order to establish internal relativities and provide the basis for designing an equitable grade and pay structure" (Armstrong & Murlis).
- 2.28 The point rating system of job evaluation was used to assess jobs. So as to ensure their continued usefulness and current validity, both the Manual and the Non-Manual Job Evaluation Schemes used by the Bureau were scrutinised. Compensable factors were redefined, where necessary, so that they matched with the relevant job characteristics. Jobs were then scored to derive a hierarchy of job scores which were used to place each office in a rank order with the largest score at top and smallest at the bottom. This rank order served as foundation for making decision as to the appropriate pay structure for the Public Sector.
- 2.29 On the basis of the revised Job Evaluation Schemes, benchmark grades and benchmark hierarchies were assessed. These were submitted to Staff Associations (main Federation) for views and convenient pattern they would wish to see emerge in terms of ranking order. Unfortunately no response was received.

- 2.30 The Bureau then proceeded with the evaluation of the remaining grades on basis of factual evidence from job descriptions and schemes of service. The job evaluations were carried out in panels comprising a mix of senior and junior officers of the Bureau. The job ratings were subsequently scrutinised by a supervisory team to ensure that the job evaluations were carried out analytically, fairly, systematically, consistently and transparently.
- 2.31 The total job scores obtained were used to determine the salary grading of the jobs. Other contributing factors in the salary fixation process particularly in respect of promotional grades are the number of levels in the hierarchy, additional skills, qualifications, competencies required and working hours. As regards grades working on shift, roster and staggered hours, they have been additionally compensated and the quantum integrated in the recommended salary scales.

Master Salary Scale

- 2.32 A new master salary scale with incremental progression has been evolved. All salary scales in the Public Sector are segments of this master salary scale which is given below:

Rs 7825 x 225 - 8500 x 250 - 12500 x 300 - 14300 x 350 - 16050 x 450 - 18300 x 600 - 19500 x 750 - 28500 x 900 - 33000 x 1200 - 36600 x 1500 - 57600 x 1800 - 68400 x 2400 - 78000 x 3000 - 93000

Salary Coding and Scaling

- 2.33 We are using a six-digit coding system for grades in the Civil Service as in the 2008 PRB Report. The broad occupational grouping is given by the first set of two digits. The middle and last sets of two digits represent the initial and top salaries of the grade respectively. The codes correspond to salary points in the Master Salary Scale. In case of flat salaries i.e. a one point salary, the code for the initial salary is assigned as "00". For Parastatal Bodies and Local Authorities, the acronyms of the Organisation/Department with numerical annotations have generally been used as salary codes. Except for Parastatal Bodies, all salary schedules have been presented in descending order.

Lay out of the Report

- 2.34 The Report is organised into **two main volumes as follows:**

Volume 1

General Background and Related Issues and Conditions of Service

Volume 2**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 Volume 1 outlines the background, context and orientation of the Report. Strategies adopted, major considerations of service applicable to Public Sector employees are also portrayed therein.
- 2.36 Volume 2 Part I of the Report contains recommendations for grades in the Civil Service. Within each Ministry/Department, grades have been ordered hierarchywise in descending order of salary. Normally recommendations concerning grades which are centrally established but with postings in different Ministries have been made in the section dealing with the responsible Ministry. For the Workmen's Group, on account of size, a separate Chapter has been devoted to it although salary recommendations for the grades have been spread across in Ministries/Departments.
- 2.37 For the purpose of this Report, Parastatal Bodies have been regrouped under their respective parent Ministries. Volume 2 Part II deals with the 92 Parastatal Organisations reported upon by the Bureau and also covers Private Secondary Schools. Salary schedules for each organisation are classified by order of salary - ranging from the lowest one to the highest.
- 2.38 The Report on Local Authorities (Volume 2 – Part III) contains recommendations for grades in the Municipals and District Councils.
- 2.39 Volume 2 Part IV deals with the Rodrigues Regional Assembly (RRA) and sets down recommendations pertaining to salaries, organization structures and specific conditions of service that would apply for employees serving in the different Commissions of the RRA.
