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1. INTRODUCTION

- 1.1 The Pay Research Bureau (PRB) which was administratively set up in 1977, has as its main objective to keep under continuous review the pay and grading structures and conditions of service in the Public Sector comprising the Civil Service, Parastatal and other Statutory Bodies, Local Authorities and Rodrigues Regional Assembly, and the Private Secondary Schools. It has been undertaking such review exercises in the Public Sector every five years since 1982 when the first PRB Report was published.
- 1.2 The role of the PRB is to make recommendations to the Government on the remuneration package (Pay, Conditions of Service and Benefits) of employees in the Public Sector. On 08 December 2010, Government gave the green light to the Bureau for the preparation of its seventh Report which would in principle be implemented as from 01 January 2013.
- 1.3 This Report has been prepared against the backdrop of persistent weakening global economy and need to modernise the public service and make it more resilient and capable of meeting the upsurging challenges.

Considerations

- 1.4 The main considerations in the preparation of this Report have been:
- (a) the changes in economic environment, economic performance and the need for increased productivity;
 - (b) the economic and financial development in the country;
 - (c) the capacity of the Government to pay;
 - (d) the remuneration trends in the economy and market realities;
 - (e) the government policies for adopting performance management principles and improving service delivery in the Public Sector;
 - (f) the need to attract, recruit, motivate and retain qualified high calibre candidates, particularly those with wide experience and scarce talents;
 - (g) the need to maintain an acceptable salary ratio of General Worker to Permanent Secretary;
 - (h) the need to partially bridge the gap between the Public Sector and the Private Sector at the appropriate levels of the echelon to facilitate recruitment and retention of required talents;
 - (i) the need to establish fair relativities to maintain harmonious employee relations;
 - (j) the need to maintain relativities and differentials in reward commensurate with responsibilities;
 - (k) the erosion of purchasing power since the 2008 Pay Review;

- (l) the unparalleled job security, pension benefits, work-life balance and status provided by public sector jobs;
- (m) the need to ensure that there is equal pay for work of equal value (i.e. eliminating inequity); and
- (n) the need to strike the right balance – to provide an adequate pay package while ensuring sustainability and social acceptability, among others.

Orientation of the Report

1.5 Through its recommendations, the Bureau intends to:

- progressively build more responsive, efficient, effective and dedicated public sector entities, with simplified systems and processes and emphasis on accountability, responsibility and assimilation of technology;
- provide a fair pay and mechanism to additionally compensate for good performance and inculcate a performance and result oriented culture in public sector employees;
- provide the necessary organisational set up for a seamless and customer centric service; and
- equip the Civil Service with well trained, competent and committed personnel to deliver on Government's strategic objectives.

Strategies Adopted

1.6 The Bureau proposes to attain the intended objectives by:

- **providing appropriate structures (levels) which are fit-for-purpose so that decision making and service delivery is expedited by: (i) reducing superfluous levels** (at times created, merely to afford channels of promotion); (ii) **merging layers** where there is excessive overlapping of duties with a view to reducing complexity and, increasing efficiency; (iii) **creating levels for greater control/accountability** on the basis of functional needs; and (iv) **adopting e-Government**;
- **providing for training and development to equip people** with right knowledge, skills, competencies and attitudes to cope with challenges arising out of technological progress, societal demands and work environment;
- **aligning HR practices with performance** (linking promotion, training and development, grant of increments on the basis of Performance Appraisal Report);
- **providing a competitive pay package** (conditions of service, career path, development opportunities) that attracts, motivates and retains people with required skills in required numbers; compensating additionally through the payment of the Special Professional Retention Allowance for talents which are scarce and introducing a Performance Related Incentive Scheme to

additionally reward very good performers and motivate organisations to embrace performance management and ISO principles; and reinforcing the conditions of service and benefits to induce desired employee behaviour and attitude for improved performance; and

- ensuring a customer-centric, responsive Civil Service as a facilitator and an agent of social change.

1.7 Once again, the Bureau adopted the consultative approach and 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 Bureau before the formulation of new recommendations.

Presentation of the 2013 PRB Report

1.8 The 2013 PRB Report is published in two volumes.

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

Layout of the Report

1.9 The rest of this Chapter provides an insight of what has been dealt with in the ensuing Chapters of this Volume.

1.10 The general layout of Volume 1 is as follows:

- (i) Chapter 1 which is the Introduction of the Report, outlines the background, context and orientation of the Report, gives an overview of its content and indicates the effective date.
- (ii) Chapter 2 elaborates on the Approach and Methodology adopted for the preparation of the 2013 PRB Report and presents the New Master Salary Scale.
- (iii) Chapter 3 explains the Economic Background and specifies the policy objectives of the present pay review.

- (iv) Chapter 4 elaborates on the Pay Consideration and Strategy adopted for determining pay. The multiple considerations that led to the setting up of the pay package, conditions of service, benefits and other compensation strategies have also been outlined.
- (v) Chapter 5 deals with Public Sector Management Reforms issues.
- (vi) Chapter 6 deals with the Review of Organisation Structures.
- (vii) Chapter 7 highlights the Performance Management System (PMS) in the Public Sector and a Performance Related Incentive Scheme (PRIS) has been introduced at Chapter 8.
- (viii) Chapter 9 looks at Training and Development of public officers to inculcate the right mindset and attitude with a view to developing capacity.
- (ix) Chapters 10, 11 and 12 are devoted to the Review of Schemes of Service and Qualifications, Recruitment and Promotion in the Public Service, and Recruitment and Retention in the Public Sector respectively.
- (x) Chapters 13 and 14 deal with Employment on Contract and Alternative Modes of Employment as well as Part-Time Employment.
- (xi) Chapter 15 elaborates on Retirement and Retirement Benefits and gives an overview of the Pension Scheme for the Public Sector, and Chapter 16 covers Public Service Pension.
- (xii) Chapter 17 deals with E-Government.
- (xiii) Chapter 18 is devoted to Conditions of Service and Benefits which form part of the total compensation package. They vary from additional payment in the form of allowance, leave, pension benefits to provision of such facilities as duty exempted cars, and communication facilities.
- (xiv) Chapter 19 deals with remuneration of part-time chairpersons, members and secretaries of Statutory Boards and Committees.
- (xv) Chapter 20 deals with the Conditions of Service specific to officers on the establishment of Ministries/Departments/Organisations in Mauritius posted on tour of service in Rodrigues and the Outer Islands comprising Agalega and St Brandon.
- (xvi) Chapter 21 lays down the Implementation Process and Post Review Mechanism and Chapter 22 covers a few other Pertinent Issues and Recommendations which do not fall under a specific Chapter.

Public Sector Management Reforms

- 1.11 Emphasis has been laid on the need for continuous reforms for the Public Sector to meet its upsurging challenges. The Chapter on Public Sector Management Reforms highlights the various reform initiatives, and importance of committees on reforms to drive the process.

Review of Organisation Structures

- 1.12 The creation of grades and restructuring of cadres have been based strictly on functional considerations and in conformity with set guidelines for the creation of grades. The Bureau still advocates flatter structures with polyvalent grades for the optimum utilisation of human resources. In the same breath, a conceptual framework for organisation design has been recommended.

Performance Management System

- 1.13 The Chapter on Performance Management System (PMS) focuses on the development aspect of Performance Management, provides guidelines for performance measurement with a view to inculcating a performance culture in the whole Public Sector and introduces a new reporting system regarding fitness for promotion to the Public Service Commission through the use of the Performance Appraisal Report of the officer.

Performance Related Incentive Scheme

- 1.14 The Bureau has recommended that the annual increment should be earned on the basis of performance. There is also a provision to grant more than the normal annual increment and a one-off bonus to officers for continuous high level performance (with very good rating) for more than two years.
- 1.15 The Standing Committee on Performance/Productivity Related Reward (P/PRR) is maintained and it is recommended that, as a matter of priority, it should evolve a Performance Related Incentive Scheme to compensate individuals or teams for their contributions in meeting the targets. The scheme would have to be approved by the High Powered Committee prior to its implementation.

Training and Development

- 1.16 The Bureau acknowledges the importance of training and development in equipping the Civil Service with officers of the right calibre to deliver on set objectives and targets. A systematic approach to training and development has been recommended with main focus on the acquisition of both technical and attitudinal competencies. Lifelong learning has been encouraged and responsibilities of the employer, employees and the MCSAR in the training functions have been set.

Review of Schemes of Service and Qualifications

1.17 In line with the philosophy for streamlining of procedures and consolidation of schemes of service, it has been recommended that the Ministry of Civil Service and Administrative Reforms:

- (a) reviews the process so far adopted for the prescription of a scheme of service such that it may be prescribed within a period of four months;
- (b) opens discussions with its stakeholders/Responsible Officers of Ministries/ Departments with a view to consolidating schemes of service for grades requiring same level of skills and competencies, thereby reducing the number of schemes of service; and
- (c) makes provisions to maintain the present qualification requirements pending the implementation of new policy concerning adoption of terminal qualifications for entry grades.

Recruitment and Promotion

1.18 The present modes of recruitment are maintained. The Bureau supports the provision for a Civil Service Competency Framework to be devised by the MCSAR with focus on behaviour and skills to be used for recruitment purposes.

1.19 Further, the Performance Appraisal Report - "the Report on Fitness for Promotion" is to be used as a basis for promotion purposes as from January 2013.

Recruitment and Retention in the Public Sector

1.20 On the basis of the survey carried out to examine the evolution of the situation on recruitment and retention problems in the public sector, appropriate recommendations are being made regarding approaches to address ensuing challenges.

Employment on Contract and Alternative Modes of Employment

1.21 The various categories of contract employment as well as the alternative modes of employment are being maintained.

Part-Time Employment

1.22 Heads of Ministries/Departments and Chief Executives of Parastatal Bodies and Local Authorities may enlist the services of part-time employees in specific grades and particular functions and such recruitment should be made according to the existing procedures for full-time employees.

Retirement and Retirement Benefits

Defined Contribution Pension Scheme

1.23 In view of the long term unsustainability of existing pension funds, **a single Defined Contribution Pension Scheme is being introduced in respect of new entrants as from 01 January 2013.**

Special Provision for officers who reckon at least 33 1/3 years of pensionable service

1.24 Employees reckoning more than 33 1/3 years of service continue to work up to their normal date of retirement without any additional compensation although they continue to contribute 6% of their emoluments towards the pension scheme.

1.25 At time of Retirement - a one-off payment equivalent to 2% of their annual pensionable emoluments to employees appointed on or before 30 June 2008 for each year of completed pensionable service beyond 33 1/3 years **of service as from 01 January 2013 is being recommended.**

Retirement Age

1.26 The normal retirement age of a public officer as from 01 July 2008 is 65 years. For those in post as at 30 June 2008 the retirement age has been gradually raised from 60 to 65 years by adding one month to the retirement age to every two months. **This recommendation is being maintained.**

Discounted Salaries for officers not opting for Pension Reforms

1.27 Officers who did not opt for the Pension Reforms on 01 July 2008 are eligible to 92% of the 2008 recommended salary. This arrangement is being maintained and these officers will be eligible to 92% of the 2013 recommended salary.

Public Service Pension

1.28 Pension of retired public officers would be recomputed on the basis of the revised emoluments as from 01 January 2013.

E-Government

1.29 Emphasis has been placed on the use of ICT and e-Government at the workplace with a view to modernizing the Public Sector. The Ministry of Information and Communication Technology (MICT) along with Ministries/ Departments/Organisations should continue to develop strategies to unleash the potential for the total realisation of all e-Government possibilities, to rethink on processes that can be changed so as to enable all citizens, organisations and enterprises to carry out their business with Government electronically and at lower costs and to adopt the simple philosophy that **“whatever services that can be delivered electronically must be delivered electronically”**. Recommendation is also being made for senior officers (Chief Executives and their immediate subordinates) to be provided with training in ICT.

- 1.30 A high level position of Chief Technical Officer, ICT has been created on the establishment of the MICT, where incumbent would be responsible for the overall management of the Ministry's technical divisions/units. A designate position of "Head, ICT" is being provided in every Ministry/Department/Organisation to lead e-Government projects and e-Initiatives in the specific sector.

Conditions of Service

Travelling and Car Benefits

- 1.31 Travelling and Car Benefits continue to be a major component of the remuneration package of Civil Servants. This contributes towards the recruitment, retention and motivation of employees.
- 1.32 While the Bureau is maintaining the existing provisions for the grant of duty exemption, attempt has been made to further extend this benefit and loan facilities to employees at the lower levels, wherever possible.

Leave

- 1.33 The existing provisions for Leave have been maintained to allow organisations to operate without major disruption and officers to cater for their different needs. However, the quantum of Injury Leave has been increased for officers not holding a substantive appointment and some improvements have been made to render the leave scheme more effective.

Working Week, Flexitime, Workers on Shift/Roster/Staggered Hours and Overtime

- 1.34 The existing provisions governing the standard working week in the Public Sector, as well as the general provisions with respect to workers on Shift/Roster/Staggered hours and those governing overtime, as per existing recommendations, have been maintained.
- 1.35 Further to a survey conducted by the Bureau to gauge the effectiveness of the provisions governing the Flexible Hours of Attendance to combat tardiness in the Public Sector, the existing provisions have been maintained.

Family Protection Schemes

- 1.36 The Family Protection Schemes in the Public Sector exist in three categories, namely:
- (1) the Civil Service Family Protection Scheme (CSFPS);
 - (2) the Statutory Bodies Family Protection Fund (SBFPF); and
 - (3) the Family Protection Scheme (FPS) with the State Insurance Company of Mauritius Ltd (SICOM).
- 1.37 The rate of contribution to the CSFPS is being maintained at 2% and the provision governing membership, refund of contribution and pensions of the CSFPS are also being maintained.

Risk, Insurance and Compensation

- 1.38 The Bureau has laid emphasis on the need to ensure the safety and protect the health of employees. It has also placed obligations on both management and employees for ensuring that the workplace remains safe.
- 1.39 The provision for compensation in respect of occupational accidents has been maintained. However, the ceiling for payment of compensation linked to:
- (i) permanent incapacity is revised from Rs 1 million to Rs 1.3 million; and
 - (ii) fatal cases is revised from Rs 1.5 million to Rs 2 million.

Funeral Grant

- 1.40 Payment of a Funeral Grant in respect of public officers – holding substantive appointment or having completed one year's continuous service – who pass away while still in service, was introduced in the 2008 Report. The quantum is being revised from Rs 3000 to Rs 6000.

Foreign Service Allowance and other Related Allowances

- 1.41 Recommendations have been made for the provision of Foreign Service Allowance and other allowances to home-based staff posted in our overseas missions. The Foreign Service Allowance (FSA) has been computed on the basis of the Comparative Costliness Index (CCI) between Mauritius and the cities where our missions are located, the exchange rate of the currency of the country of posting and the revised salaries for the corresponding grades; and the cumulative rate of inflation in each country of posting.

Implementation Process and Post Review Mechanism**Effective Date**

- 1.42 The Report should be implemented as from 01 January 2013.

Master Salary Scale and Conversion Table

- 1.43 All recommended salary scales (except flat salaries) are segments of the Master Salary Scale as hereunder:

**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**

- 1.44 The revised salaries shall be effective as from 01 January 2013 in accordance with the master salary conversion table as at **Annex** to this Volume.
- 1.45 Salaries used for conversion (3rd column in the master salary conversion table) are gross salaries as at 31 December 2012 including extra remuneration up to 31 December 2012. The compensation for cost of living payable as from

01 January 2013 has equally been integrated in the recommended salaries. Conversion to the revised salaries would be effected after the grant of the annual increment due to officers on 01 January 2013.

1.46 A full-time employee who, after payment of pension contribution and excluding normal increment, earns an increase of less than Rs 1000 should be paid a monthly allowance to bring the increase to Rs 1000. This allowance should lapse with the grant of subsequent annual increments.

1.47 The converted salaries effective as from 01 January 2013 should be in accordance with the master salary conversion table as at **Annex** to each Volume of this Report as explained in the ensuing paragraphs:

- (i) the first column of the conversion table indicates the numerical position of the different salary points in the master salary scale of the 2013 PRB Report as shown at the foot of the table.
- (ii) the second column indicates the basic salary effective as from 01 July 2008.
- (iii) the gross salaries as at 31 December 2012 inclusive of the extra remuneration are at the third column of the master salary conversion table.
- (iv) the fourth column indicates the basic salaries payable as from 01 January 2013.

Option

1.48 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 allowance cannot be the subject of an industrial dispute, in conformity with the Employment Rights Act.

1.49 Employees, who had opted for the revised salaries and conditions of employment of the 2008 PRB Report but did not opt for the new contributory pensions scheme, should be eligible to a monthly pay equivalent to **92% of the revised basic salaries recommended in this Report.**

1.50 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 compensation as set out in the Extra Remuneration Act effective as from 01 January 2013.

Post Review Mechanism

1.51 The Bureau will mobilise all its technical staff to receive and provide information to any concerned party, including employees or union representatives, on any problem arising out of interpretation and/or implementation of this Report.

1.52 All cases considered to be genuine errors and omissions should continue to be channelled to the Bureau through the MCSAR for consideration within a time

frame of three months as from the date of approval of the Report for implementation.

- 1.53 The Bureau would examine the cases thus submitted by the MCSAR as early as possible and would submit its recommendations for immediate action, wherever expedient, to facilitate implementation. Subsequently, all cases of errors and omissions would be compiled and integrated in an Errors, Omissions and Clarifications Report that would be published within a period of 12 months as from the date of implementation of the main Report.
- 1.54 To ensure implementation of the recommendations of the 2013 Report, all Ministries/Departments/Organizations should have a dedicated officer – the most senior officer of the Human Resource Management cadre for monitoring and follow up action.
- 1.55 Ministries/Departments/Organisations have been urged to complete the implementation process of all recommendations contained in this Report, to the extent possible, in a given time frame of 24 months.

Other Pertinent Issues and Recommendations

- 1.56 As in previous Reports, the general climate of pay in the country in the context of this Report has again been gauged. The competitiveness factor has been ensured while determining the pay at the higher echelon in the Public Sector after comparing the external relativities.
- 1.57 Special recommendations have been made for persons with disabilities.
- 1.58 In line with Government policy with regard to 'equal opportunities', neutral appellations to the extent possible have been adopted. In the disciplined forces as well as in other sectors, managerial positions have been made accessible to female candidates.

Special Provisions for Graduates and Professionals

- 1.59 With a view to providing incentives to graduates and professionals stagnating on their top salary for several years, provisions are being made for graduates and professionals as well as for officers of the level of Principal Assistant Secretary to move incrementally in the Master Salary Scale so as to ensure that the remuneration package of incumbents with relevant experience in the public sector is competitive and to link the grant of increment to more stringent performance criteria to bring about a performance oriented culture.

Encouraging the Study of Science

- 1.60 In line with Government's policy towards encouraging the study of science, candidates possessing science qualifications at entry level have been rewarded by way of higher initial salary.

Civil Service

1.61 The Civil Service covers a wide range of services offered by different Ministries and Departments. In order to improve service delivery, we have evolved a pay package for civil servants and made recommendations to rationalise organisation structures. To the extent possible, we have adopted policies of delayering for improving efficiency and effectiveness in the Civil Service. Grades have been created solely on the basis of needs. We have also improved the existing mechanism to retain people, particularly in scarcity areas.

Parastatal Bodies

1.62 For this review exercise, we have grouped the different Parastatal Organisations under their respective Ministries, to the extent possible, made recommendations on fit-for-purpose organisation structures and specific conditions of employment, to enable them to fulfil their mandate efficiently and effectively. We have rationalised, where deemed appropriate, the General Services through the provision of multifunctional grades of General Services Officer and General Services Executive and made recommendations for the mounting of appropriate training courses.

Local Authorities

1.63 The Bureau has made appropriate recommendations to pursue the process of harmonizing and streamlining the organisation structures in all the Local Authorities, both Municipal Councils and District Councils in the wake of the new Local Government Act 2011. In this respect, the structure of the General Services, the Internal Control cadre as well as the Financial Operations and Procurement and Supply cadres have been reviewed and aligned, to the extent that it is possible and practical, with what obtains in the Civil Service. The structure of the IT Section has equally been redesigned to meet the organisational needs of the Local Authorities.

Rodrigues Regional Assembly (RRA)

1.64 For the RRA, **emphasis is laid on providing a befitting organisation structure** that would improve efficiency, effectiveness and performance and cater for its specificity. To ensure sustainable staff development, the Bureau **has provided the RRA with a professional Human Resource Management Cadre** to discharge Human Resource functions efficiently and effectively. **The General Services grades have been streamlined** through the provision of multifunctional grades of General Services Officer and General Services Executive.

1.65 **In formulating our recommendations, particular attention was paid to alignment, wherever relevant, along similar lines as obtained for their counterparts in the Civil Service.**

The Way Forward

- 1.66 In today's competitive economic environment, the necessary conditions have been set through appropriate pay and organisation structures in order to achieve a result and performance-oriented Public Service.
- 1.67 It is believed that the new remuneration package, revised conditions of service, adoption of a new competency framework along with the introduction of a Performance Related Incentive Scheme (PRIS) will create a new corporate culture, change in mindset and boost the desired motivation to a higher performance mode in the Public Sector.
- 1.68 A holistic approach has been adopted and this Report has to be treated as an organic whole since all the recommendations on pay and conditions of service, benefits, contained therein are inextricably intertwined. The recommendations are provided as a package (pay, conditions of service and organisation design) and they cannot be treated separately nor can they be implemented piecemeal.

Acknowledgement

- 1.69 We would like to express our appreciation to all those who have contributed in the preparation of this Report, in particular, representatives of Ministries/ Departments, Parastatal Bodies, Local Authorities, Rodrigues Regional Assembly and the Private Secondary Schools, as well as the Federations of Staff Associations including other Unions/individuals. We also like to thank all those who replied to our survey questionnaires, and gave their suggestions. All these provided valuable inputs in formulating the recommendations contained in the Report.
- 1.70 The Bureau acknowledges with thanks the valuable advice of the Secretary to the Cabinet and Head of the Civil Service, Senior Chief Executives, Permanent Secretaries and Heads of Departments.
- 1.71 The Report, as it is, has evolved as a result of contributions of all the interactions and valuable suggestions.

Conclusion

- 1.72 It is our conviction that performance is essentially based on appropriate pay policies which are not merely statements of pay principles but rather consist of processes to measure the value of jobs and the level of benefits and practices for motivating employees by the use of financial and non-financial rewards.

1.73 From this perspective, it is expected that the pay policies and other recommendations enunciated in this Report will pave the way towards achieving the Government's objective for a result oriented and modern Civil Service set to scale new heights.

"The ultimate measure is not where you stand in moments of comfort but where you stand in times of challenge" Martin Luther King
