

11. RECRUITMENT AND PROMOTION

- 11.1 The efficiency and effectiveness of any organisation largely depend on the calibre of its workforce. Recruitment is, therefore, a set of activities used to obtain a sufficient number of the right people in the right place at the right time and its purpose is to select those that best meet the needs of the organisation to enable it to fulfil its human resource needs and ultimately its strategic goals and objectives.
- 11.2 Recruitment involves the process of identifying and attracting or encouraging potential applicants with needed skills to fill vacant positions in an organisation. It begins by specifying human resource requirements (number, skills mix, level of responsibility, etc.) which are the typical result of job analysis and human resource planning activities. This activates the next phase in the recruitment process which is attracting potentially qualified candidates to apply for vacant positions.

Legal Framework

- 11.3 By virtue of section 89 of the Constitution of the Republic of Mauritius, the Public Service Commission (PSC) is vested with, *inter alia*, power to appoint persons to hold or act in any office in the public service (including power to confirm appointments). Appointment/promotion is a constitutional prerogative of the PSC. Other bodies in the Public Sector entrusted with the responsibility to make appointment are (i) the Disciplined Forces Service Commission for offices 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:
- (i) to identify and appoint qualified persons with the drive and skills for efficient performance;
 - (ii) to safeguard the impartiality and integrity of appointment and promotion in the Civil Service and to ensure that these are based on merit; and
 - (iii) to 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 of the Republic of Mauritius provides that the PSC may, subject to such conditions as it thinks fit, delegate 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 since its inception been delegating its powers of recruitment to Responsible Officers in respect of many grades, mostly in the Workmen's Group as well as for recruitment of temporary personnel outside the permanent and pensionable establishment such as Project Managers, Resource Persons, Employment on sessional basis or on special schemes. The Commission, however, remains accountable for such recruitment exercises and has the responsibility to ensure that these are carried out in accordance with the directions and conditions it has set. In case such directions and conditions are not complied with, the power delegated to the Responsible Officers may be withdrawn by the Commission.
- 11.7 Presently, the mode of recruitment in the Public Service is made following public advertisement and a selection process which may be either a competitive written examination, or interview or a combination of both.
- 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 vacancy position and the recruitment of the best available candidate for the Civil Service (the merit principle).
- 11.9 In our 2008 Report, we recommended that existing recruitment and selection procedures be supplemented with competency, personality and other psychometric tests, particularly in strategic areas at the professional and managerial levels, in order to ensure that the most suitable and meritorious candidates are selected.
- 11.10 The essence of those recommendations was also aimed towards assisting the Commissions in appointing the best candidate with the right ability, temperament and willingness to perform the job. However, those recommendations could not be implemented in view of structural problems.
- 11.11 In the context of this Review, we have, in several cases, made recommendations for the merging of grades, review of qualifications, introduction of a performance related incentive scheme, amongst others. These recommendations will impact on the skills mix, aptitudes, knowledge and abilities required of existing and potential job holders. We are therefore making recommendations accordingly.

Recommendation 1

- 11.12 Supervising Officers of Ministries/Departments and Chief Executives of Parastatal Organisations should carry out a review of all schemes of service in all cases where the organisation structure or the hierarchical structure have been reviewed to ensure that these reflect explicitly the right skills mix, knowledge, aptitudes, behaviour and qualifications required of potential job holders and that these match the level of responsibilities of the tasks to be performed.**

11.13 The MCSAR 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.

Promotion

11.14 Promotion is defined in the PSC Regulations as conferment upon a person in the public service of a public office to which is attached a higher salary scale than that attached to the public office for which the officer was last substantively appointed or promoted.

11.15 Promotion is of two types, i.e. class-to-class and grade-to-grade. The Human Resource Management Manual (HRMM) defines the two types of promotion as hereunder:

- (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.

11.16 “Class-to-class promotion” is made invariably through a selection process which consists of a competitive examination and an interview or a combination of both while “grade-to-grade promotion” is determined on a case to case basis. We are, in this Report, maintaining the present provision.

Recommendation 2

11.17 We recommend that:

- (a) class-to-class promotion should continue to be invariably made on the basis of selection;**
- (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.**

11.18 The promotion framework, proposed in the 2008 PRB Report, served as guidelines for determining promotion procedures and is being maintained as hereunder:

- (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

11.19 At present, the Confidential Report is used as a basis for the assessment of the suitability of officers for promotion to higher grades. In our 2008 Report, we recommended the setting up of a Special Committee to review the Confidential Report and to come up with a revised format for "Reporting to the Public Service Commission". Subsequently, Government has approved that the "Report on fitness for promotion" should replace the annual Confidential Report System and should eventually be used solely as a basis for promotion purposes.

Recommendation 3

11.20 We recommend that, as from January 2013, the “Report on fitness for promotion” should be used solely as a basis for promotion purposes.

Effective date of Grade-to-Grade Promotion

11.21 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. We are maintaining same for this Report.

Recommendation 4

11.22 We recommend that the effective date of grade-to-grade promotion should continue to invariably take 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.

11.23 We further recommend the following framework as guidelines:

- (a) where the vacancy occurs earlier than the starting date of the actingship/assignment of duties, the effective date of appointment/promotion should be the date the actingship/assignment of duties starts;**
- (b) where the date of vacancy occurs after the date the actingship/assignment of duties starts, then the effective date of promotion should be the date of the vacancy. Such a situation may arise where the officer has been appointed to act/assigned duties vice the substantive holder being on leave prior to retirement;**
- (c) where no actingship/assignment of duties has been made to an officer, then the effective date of promotion should be the date of assumption of duty;**
- (d) where a post in a grade-to-grade situation is filled by selection, then the effective date of promotion should be the date of assumption of duty.**

Age Limit for Entry

11.24 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 while the minimum age for entry to the Public Service is 18 years except where otherwise stated by a provision in the scheme of service. **We are maintaining these provisions.**
