

## 10. RECRUITMENT, PROMOTION AND RETENTION

### RECRUITMENT

- 10.1 Recruitment refers to the overall process of attracting, screening, selecting and appointing suitable candidates with the right competencies for jobs within an organisation. This process involves the analysis of job requirements followed by shortlisting of candidates and hiring them. In the current global scenario, integrating the new employee to the organisation has become a significant aspect of the recruitment process.
- 10.2 The primary objective of all organisations is to deliver successfully along their mandates. To that effect, they need the right person for the right purpose at the right place since an effective workforce will enhance the quality of public service delivery. In this respect, the daunting challenge that our recruiting bodies have to face consists in perpetually equipping the public sector organisations with such type of recruits.
- 10.3 In the Public Sector, recruitment rests on different bodies. For the Civil Service, recruitment is carried out by the Public Service Commission (PSC) and the Disciplined Forces Service Commission which have been established under the Constitution and vested with powers in relation to the function conferred upon them. Similarly, for posts in the legal domain, recruitment is conducted by the Judicial and Legal Service Commission. The Local Government Service Commission, on its part, is responsible for the recruitment of personnel to work in the Local Authorities. Unlike the above, where there is one central recruiting body for each sector, in the parastatal bodies, all these powers are vested in their Boards as set out in the Act governing them.
- 10.4 The main objectives of the different Commissions are, among others, to:
- identify and appoint qualified persons with the drive, skills and attitude for efficient performance;
  - safeguard the impartiality and integrity of appointments and promotions in the public service and ensure that these are based on merit; and
  - take disciplinary action with a view to maintaining ethical standards and safeguarding public confidence in the public service.

### Delegation of Power of Appointment

- 10.5 By virtue of Section 89 (2) (a) of the Constitution, the PSC may, subject to such conditions as it deems fit, delegate any of its powers under this section by directions in writing to any Commissioner of the Commission or to any public officer.
- 10.6 Responsible Officers under delegated powers by the PSC mostly recruit in the Workmen's Group and for temporary personnel outside the permanent and pensionable establishment. In that respect, Ministries and Departments recruit employees on sessional basis or on special schemes while ensuring that the

recruitment exercises are carried out according to the directions and conditions that have been established. The PSC may withdraw the power delegated to the Responsible Officers in the event the directions and conditions are not followed.

- 10.7 In the public service, the suitability of candidates for recruitment is determined through:
- interviews; or
  - written examination; or
  - written examination followed by interviews.
- 10.8 The recruitment system at the PSC is based on the merit principle and it is in accordance with 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.
- 10.9 In the last two PRB Reports, the Bureau recommended that the Ministry of Public Service, Administrative and Institutional Reforms (MPSAIR) should devise a Civil Service Competency Framework for ensuring consistent high standards which could be used for the purpose of recruitment. It has, however, been reported that this recommendation could not be implemented. Given that the reasons of non-implementation of same have not been submitted, the Bureau considers that the MPSAIR may tap the services of relevant stakeholders to be able to devise the Competency Framework. We are, therefore, maintaining this provision.

### **Recommendation 1**

- 10.10 We recommend that the MPSAIR 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.**

### **Human Resource Planning**

- 10.11 In order to attain their goals, organisations need to have a strategic plan in place. Together with the skills and abilities required for their employees, organisations devise a succession plan to identify the number of people who would be employed now and in future. Certainly, the Human Resource Planning (HRP) is an important 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. HRP enables the filling of the gap identified between existing human resource capacity and future human resource requirements, within available resources.
- 10.12 With that end in view, the Bureau recommended in its last Report that an HRP exercise should mandatorily be carried out in all organisations so as to ensure that supply of people in terms of numbers, knowledge, skills, attitudes and values is matched with the demand thereof. It has been reported that a few organisations

carried out the HRP exercise following which necessary amendments were made in schemes of service to employ people with the right profile.

- 10.13 Organisations, through practising HRP, anticipate and manage surpluses and shortages of staff, and adapt rapidly to a changing environment by developing a multi-skilled, representative and flexible workplace. This is an HR function and should imperatively be carried out by HR personnel posted to the various Ministries/Departments as well as those of Parastatal Bodies and Local Authorities. Subsequently, in view of the nature of the exercise, there is need for a close monitoring thereon by the MPSAIR.

## **Recommendation 2**

- 10.14 We recommend that the MPSAIR should ensure that organisations mandatorily carry out an HRP exercise so that they can address their HR requirements. In carrying out the exercise, organisations should:**

- (i) assess the human resource requirements that will be needed to deliver the operational objectives in the organisation's strategic plan;**
- (ii) assess the organisation's existing human resource capacity; and**
- (iii) devise a plan on how to fill the gap between the existing HR capacity and the future HR requirements within the financial resources available.**

- 10.15 We also recommend that it should be made mandatory for officers of the HR Cadre in all public sector organisations to carry out HRP to determine the appropriate establishment size of their respective organisation for better accountability, effectiveness and efficiency.**

## **PROMOTION**

- 10.16 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. Promotion refers to the advancement of an employee in terms of higher ranking and it is normally associated with higher pay and related benefits.

- 10.17 The two types of promotion defined by the Human Resource Management Manual (HRMM) are as specified below:

- (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.

10.18 In the context of this review exercise, several Unions and Federations represented that the guidelines for the promotion framework have been used as a tool to change the mode of appointment. In some cases, the latter has been reviewed from 'promotion' to 'selection'. The Bureau, therefore, highlights that the guidelines provided for the promotion framework is merely optional as the mode of appointment depends on the job requirements as well as the specificity of the organisation.

### **Recommendation 3**

**10.19 We recommend that:**

- (i) "class-to-class promotion" should continue to be invariably made on the basis of selection; and**
- (ii) "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.**

**10.20 We further recommend the following promotion framework as guidelines for determining promotion procedures:**

- (i) 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;**
- (ii) 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;**
- (iii) 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;**
- (iv) 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;**
- (v) 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, that is, 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, for example, 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;

- (vi) where the duties to be performed at the next higher level are of a different nature requiring additional competencies (for example, 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
- (vii) 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**

- 10.21 The "Report on fitness for promotion" has replaced the annual Confidential Report as from January 2013 and is presently used as a sole basis for promotion purposes.

#### **Recommendation 4**

- 10.22 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**

- 10.23 Following representations from the PSC and MPSAIR, the Bureau recommended that the effective date of grade-to-grade promotion should be the date of assumption of duty. This provision was made with a view to overcoming the difficulties encountered by the PSC and to bring down the number of cases being referred to the Public Bodies Appeal Tribunal (PBAT).
- 10.24 In the context of this Report, Federations/Unions requested the Bureau to review the present criterion for the grade-to-grade promotion and also stated that there should be transparency for promotion/recruitment by PSC.
- 10.25 The Bureau has examined the various representations and considers that the existing provisions should be retained.

#### **Recommendation 5**

- 10.26 We recommend that the effective date of grade-to-grade promotion should be the date of assumption of duty.**
- 10.27 We also 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 eventually 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**

10.28 With the increase in the retirement age from 60 to 65 years, the age limit for entry to the public service has been reviewed.

### **Recommendation 6**

- 10.29 We 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.**
- 10.30 We also recommend that the age limit for entry into the public service should be 40 years. However, the age limit for employees of the Workmen's Group should be 48 years.**

### **RETENTION**

- 10.31 Recruitment is inter-related to retention as once recruited employees should be adequately motivated so that the organisation does not confront a staff shortage in future.
- 10.32 For almost every post advertised in Civil Service, there is an oversupply of over-qualified applicants. In source grades requiring secondary education and where incumbents possess higher than basic qualifications, officers tend to generally leave on obtention of better jobs. This is a normal phenomenon, particularly if the grade acts as a feeder for other grades in the service. In such situation, the rapid depletion of the grade is not problematic in the sense that for the filling of the same posts, the number of applications is very high. Hence, the issue of retention does not arise in such circumstances.
- 10.33 At present, according to statistics, young employees leave the Public Sector mainly to join the Private Sector. A few basic practices followed to retain employees in the Private Sector are:
- empower the employees;

- keep providing them with feedback on their performance;
- recognise and appreciate their achievements;
- create a great work environment;
- give autonomy to employees;
- allow work flexibility; and
- job redesign, that is, duties reviewed.

10.34 Retention problems pertaining to certain fields are not always persistent – they are at times curbed depending on the labour market. It is in a similar context that in the last Report, several time-bound recommendations were not maintained. Initiatives to boost employee tenure such as the adoption of certain employment practices, organisational remedies, training schemes and reward strategies have allowed organisations to keep hold of their talented staff.

10.35 The four broad categories of measures so far adopted in the public sector have enabled organisations to cushion persistent recruitment and retention problems. These categories are provided as follows:

***Employment Practices***

- Employment on contract and alternative modes of employment.
- Employment on consultancy basis.
- Employment on sessional basis.
- Recourse to “Bank Schemes” 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 much specialised areas.

***Training Schemes***

- Sponsoring new recruits to follow courses in very scarce areas.
- Mounting of appropriate courses locally.
- Recruitment under cadetship/traineeship schemes.
- 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 Retention Allowance as a retention measure in specific sectors up to a certain period.

10.36 For this Report, Federations have not made written representations but during meetings with Unions for specific grades, it has been reported that in certain fields the employee tenure problems still exist. In order to have a better grip of the current situation, the Bureau carried out a fresh survey and the ensuing paragraphs detail on same.

**Survey on Recruitment and Retention Problems in the Public Sector**

10.37 With a view to identifying areas where the Public Sector is facing recruitment and retention problems, a survey questionnaire was addressed to all Heads of Ministries/Departments, Parastatal and Other Statutory Bodies, Local Authorities and the Rodrigues Regional Assembly. The data collected were in respect of years 2015 to 2019.



10.38 After continuous follow-up for filling of the questionnaires through reminders and requests made during meetings with Management, the response rate for the civil service attained 64% while for the parastatal bodies and local authorities, it was 63% and 42% respectively. As regards the Rodrigues Regional Assembly, it responded positively for this Report. Though organisations were not facing recruitment and retention problems, they had to submit a nil return. It is hence assumed that those organisations which have not responded to the survey are not encountering these problems.

### Findings

10.39 Vacancy rate refers to the number of vacant posts as a percentage of established posts. For the purpose of this survey, entry grades as well as promotional entry grades requiring professional or technical qualifications which have resulted in a vacancy rate above 20% have been taken into consideration. These findings are presented in the following tables:

**Table I - Vacancy Rate of Grades requiring Degree/Professional/Technical Qualifications in the Civil Service**

| Ministry/Department  | Grade                       | Establishment Size as at January 2019 | Vacancy Rate (%) as at January 2019 |
|--|-----------------------------|---------------------------------------|-------------------------------------|
| Government Printing  | Printer's Mechanic (Roster) | 2                                     | 100                                 |
| Ministry of Finance, Economic Planning and Development (Statistics Mauritius)                    | Statistical Officer         | 123                                   | 31                                  |
| The Judiciary  | Court Officer               | 111                                   | 23                                  |
| Office of the Director of Public Prosecutions  | State Attorney              | 3                                     | 67                                  |
| Mauritius Prison Service   | Hospital Officer (Male)     | 22                                    | 28                                  |
| Ministry of National Infrastructure and Community Development (National Infrastructure Division) | Geologist                   | 1                                     | 100                                 |
|  | Geotechnical Specialist     | 2                                     | 100                                 |

| <b>Ministry/Department</b>  | <b>Grade</b>   | <b>Establishment Size as at January 2019</b> | <b>Vacancy Rate (%) as at January 2019</b> |
|---|--|--|--|
| Attorney-General's Office   | State Counsel  | 36   | 42   |
|   | State Attorney   | 16   | 75   |
| Mauritius Meteorological Services   | Telecommunication Engineer/Senior Telecommunication Engineer | 2  | 50   |
|   | Meteorological Technician                                    | 34   | 77   |
| Ministry of Housing and Land Use Planning   | Surveyor   | 52   | 23   |
| Ministry of Housing and Land Use Planning (Valuation Department)  | Government Valuer  | 19   | 53   |
| Mauritius Police Force  | Catering Supervisor  | 16   | 69   |
| Ministry of Finance, Economic Planning and Development (Corporate and Business Registration Department) | Manager, XBRL  | 1  | 100  |
| National Assembly   | Assistant Hansard Editor                                     | 1  | 100  |
|   | Assistant Hansard Reporter and Sub Editor                    | 6  | 100  |
|   | Manager, Broadcast   | 1  | 100  |
|   | Assistant Operations Officer, Broadcast                      | 3  | 67   |

| <b>Ministry/Department</b>   | <b>Grade</b>                                 | <b>Establishment Size as at January 2019</b> | <b>Vacancy Rate (%) as at January 2019</b> |
|--|--|--|--|
| Ministry of Blue Economy, Marine Resources, Fisheries and Shipping | Technical and Mechanical Officer (Fisheries) | 2  | 100  |
|  | Motorman/Engine Driver                       | 4  | 75   |
|  | Deckhand/Fisherman                           | 4  | 75   |
|  | Fishing Boat Inspector (Engineering)         | 1  | 100  |
|  | Fishing Boat Inspector (Nautical)            | 1  | 100  |
|  | Second-Hand Fishing (Limited)                | 3  | 100  |
|  | Petty Officer                                | 2  | 100  |
|  | Marine Training Officer                      | 3  | 100  |
|  | Instructor, Mechanical Workshop              | 2  | 100  |
|  | Head, Engineering Department                 | 1  | 100  |
|  | Head, Deck Department                        | 1  | 100  |
|  | Marine Engineering Surveyor                  | 3  | 100  |
|  | Marine Engineering Inspector                 | 2  | 100  |
|  | Nautical Surveyor                            | 3  | 100  |
|  | Nautical Inspector                           | 2  | 100  |

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

| <b>Organisation</b>                                    | <b>Grade</b>   | <b>Establishment Size as at January 2019</b> | <b>Vacancy Rate (%) as at January 2019</b> |
|--|--|--|--|
| National Library                                       | Administrative Secretary   | 1  | 100  |
| Sugar Industry Labour Welfare Fund                     | Inspector  | 1  | 100  |
| Human Resource Development Council                     | Procurement and Supply Officer/Senior Procurement and Supply Officer                       | 1  | 100  |
| National Women's Council                               | Programme Coordinator  | 1  | 100  |
| Food and Agricultural Research and Extension Institute | Research Scientist/Senior Research Scientist (Animal Health)                               | 3  | 100  |
| University of Mauritius                                | Council Secretary (Part-time)  | 1  | 100  |
|  | Observer/Expert Observer   | 1  | 100  |
|  | Lecturer (fields: Agricultural Engineering; Veterinary Sciences (Animal Welfare & Health)) | 1  | 100  |
| Financial Reporting Council                            | Chief Executive Officer  | 1  | 100  |
| Open University of Mauritius                           | Director (Multimedia and ICT Services)   | 1  | 100  |

**Table III - Vacancy Rate of Grades requiring Degree/Professional/Technical Qualifications in the Local Authorities**

| <b>Organisation</b>                            | <b>Grade</b>        | <b>Establishment Size as at January 2019</b> | <b>Vacancy Rate (%) as at January 2019</b> |
|--|---------------------|--|--|
| The Municipal Council of Beau-Bassin/Rose-Hill | Civil Engineer      | 1  | 100  |
|  | Workshop Supervisor | 1  | 100  |
| The City Council of Port-Louis                 | Civil Engineer      | 1  | 100  |
| The Municipal Council of Vacoas/Phoenix        | Attorney            | 1  | 100  |

**Table IV - Vacancy Rate of Grades requiring Degree/Professional/Technical Qualifications in the Rodrigues Regional Assembly**

| <b>Commission</b>  | <b>Grade</b>                                   | <b>Establishment Size as at January 2019</b> | <b>Vacancy Rate (%) as at January 2019</b> |
|--|--|--|--|
| Deputy Chief Commissioner's Office (Public Infrastructure) | Electrical Engineer/Senior Electrical Engineer | 1  | 100  |
| Deputy Chief Commissioner's Office (Mechanical Workshop)   | Technical Officer (Mechanical)                 | 2  | 50   |
|  | Automobile Electronics Technician              | 1  | 100  |
|  | Mechanical Engineer/Senior Mechanical Engineer | 1  | 100  |

## Observations

- 10.40 A perusal of the survey results in comparison with those of the 2016 PRB Report, indicates that there is not much improvement. Certain Ministries/Departments which faced recruitment and retention problems in the last Report are still encountering such difficulties either for the same grades or other grades. However, 100% vacancy rate does not necessarily imply that there is a serious retention problem. It may rather be explained by the fact that certain grades have very few posts and when all of them are not filled, this obviously inflates the vacancy rate. The foregoing tables reflect the present position as regards recruitment/retention problems of grades with prolonged difficulties over the years 2015 to 2019.
- 10.41 The annex to this Chapter provides details on the results of the survey on recruitment and retention problems in the Public Sector for grades which have registered above 20% as vacancy rate. Measures adopted by the organisations as well as proposals made have also been included therein.

## Civil Service

- 10.42 In the Civil Service, most Ministries/Departments have taken measures as recommended in the Report. The main strategies adopted were, among others, to bring more flexibility in the scheme of service; have recourse to employment on contractual basis; redistribution of work among existing staff; tap the services of former staff; advertise posts in scarcity fields at international level; payment of *ad hoc* allowances; and assignment of duties.
- 10.43 Proposals made by organisations to address these issues revolved mainly around providing a higher remuneration package for grades with persistent recruitment and retention problems. Certain Ministries suggested to create a trainee grade and the incumbents be bonded for a defined period. In some cases, it was proposed that the required number of years of experience be reduced in the scheme of service so as to have a wider pool of qualified candidates. It is also worth highlighting that advertising posts with all attached fringe benefits has proved to be beneficial to some Ministries/Departments.

## Parastatal Bodies

- 10.44 Most parastatal bodies registered 100% vacancy rate for grades with recruitment and retention problems due to the fact that for these grades there were very few posts on establishment and for which vacancy could not be filled for the period covered by the survey. It was also observed that very few of these grades fall in scarcity areas. As such, there were no major difficulties as regards qualified candidates in the labour market.
- 10.45 Some proposals made by parastatal bodies were, *inter-alia*, to amend scheme of service for widening the pool of eligible candidates; provide a better pay package with enhanced fringe benefits; and consideration be given to mount appropriate courses for officers to upgrade their qualifications.

**Local Authorities**

- 10.46 Since the response rate for Local Authorities was below 50%, namely 42%, same could not be taken into account for further analysis. Otherwise, the findings from the survey would not reflect the true picture of the current situation of recruitment and retention problems in Local Authorities.

**Rodrigues Regional Assembly**

- 10.47 At the Rodrigues Regional Assembly, most grades have few posts on establishment which eventually led to a high vacancy rate ranging from 50% to 100%. Since there was no response from the RRA for the last Report, a comparison could not be made to assess any improvement in respect of recruitment and retention problems.

**Other Observations**

- 10.48 Subsequent to the findings obtained from the survey carried in the context of this review exercise, the Bureau collected additional information from different stakeholders to take stock of the prevailing situation in terms of recruitment in grades in the Public Sector for which the vacancy rate exceeded 20%, for the period covering 2019 and 2020.
- 10.49 On the basis of information submitted, it was observed that for most of the grades for which Management reported persistent recruitment problems, the ratio of vacancies to number of applicants varies between 1:9 to 1:87, save for a few grades. This indicates that for posts which had encountered difficulties, there was an amelioration in terms of response to vacancies advertised.

**Retention Policies**

- 10.50 The Government recognises that the labour force has always been the main asset of the country. It is, therefore, a key challenge to address issues such as mismatch of skills/qualifications in the job market. There is currently an excess supply of graduates in the Public Sector which undoubtedly leads to retention problems in certain domain when these graduates leave their jobs for the one of their choice. In such circumstances, retention policies allow organisations to alleviate persistent retention problems.
- 10.51 Overall, the recommendations made in the 2016 PRB Report have been fruitful in curbing recruitment and retention problems in the Public Sector to a marked extent. The Bureau considers that Public Sector organisations should continue implementing these recommendations to tackle the identified recruitment/retention problems.
- 10.52 Additionally, on the basis of the survey results, it is observed that in some organisations for specific grades, there are very few posts on establishment but due to unfilled vacancies a high vacancy rate is registered. Given that the officers in post for these specific grades have to cope with the workload and there is need to motivate and retain them for smooth service delivery in the organisation, we have

examined this issue at length and consider that there is merit to compensate these officers.

## **Recommendation 7**

### **10.53 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 redrafted to include and emphasise all the attached fringe benefits such as duty free exemption on car, travel grant, passage benefits, allowances, among others;**
- (iii) Ministries/Departments/Organisations should ensure that an exit interview is effectively carried out for people, in scarce grades, leaving their organisation before their normal retirement age and thereafter submit all information on same to MPSAIR which will be the custodian of these data;**
- (iv) the MPSAIR should continue to approve allowances or higher than initial entry points or adjustments in salary not exceeding the top salary of the grade (that is, 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 MPSAIR for approval.**

**10.54 We further recommend that incumbents in grades, which have registered a vacancy rate of 75% and above after facing three unsuccessful recruitment exercises over three consecutive years, should be paid a monthly retention premium equivalent to three increments for performing relevant duties, coping with the workload and thereby ensuring service delivery. However, once all vacancies are filled as per the establishment size, the payment of the retention premium should lapse.**

## **Bonding Policy in the Public Service**

**10.55** A bond agreement is a binding and legally enforceable contract between the Government and a public officer whereby the latter takes commitment to successfully complete a sponsored training/course and serve the Government for a given time period.



- 10.56 Following a motion raised in Parliament in April 2017, a Joint Technical Committee (JTC) was set up to review the present bonding policy and its enforcement aspects in the public service. The JTC was constituted of officers from the Ministry of Finance, Economic Planning and Development and MPSAIR and it was mandated to look into the weaknesses in the existing system and to come up with appropriate recommendations.
- 10.57 The JTC submitted its Report to the Government in March 2019 and the Cabinet agreed to the proposals in the new bond policy. **Public officers should, henceforth, stand guided by the recommendations of the JTC Report.**



## ANNEX

**RESULTS OF SURVEY ON RECRUITMENT AND RETENTION IN THE PUBLIC SECTOR**  
**CIVIL SERVICE**

| SN | Ministry/<br>Department   | Grade and<br>Establishment<br>Size                             | Result Details   | Measures taken<br>by organisation   |
|----|---|--|--|---|
| 1. | Government<br>Printing  | Printer's<br>Mechanic<br>(Roster)<br>Establishment<br>size: 2  | <ul style="list-style-type: none"> <li>- Vacancy rate (January 2019): 100%</li> <li>- During last recruitment exercise (2012), the PSC found no suitable candidates.</li> </ul>  | <ul style="list-style-type: none"> <li>- Qualifications requirement reviewed in the scheme of service in 2019 so that the post be re-advertised.</li> </ul> |
| 2. | Ministry of<br>Finance,<br>Economic<br>Planning and<br>Development<br>(Statistics<br>Mauritius) | Statistical<br>Officer (SO)<br>Establishment<br>size: 123      | <ul style="list-style-type: none"> <li>- 85 Statistical Officers in post, reflecting a vacancy rate of 31%.</li> <li>- In 2017, 21 officers left, some for higher pay and some retired.</li> </ul>   | <ul style="list-style-type: none"> <li>- Statistics Mauritius employed Census and Survey Assistants on contract to palliate shortage of SO.</li> </ul>      |
| 3. | The Judiciary   | Court Officer<br>Establishment<br>size: 111                    | <ul style="list-style-type: none"> <li>- In 2019, there were 86 in post, that is, a vacancy rate of 23%.</li> <li>- From 2015 to 2019, every year Court Officers have left mainly due to better remuneration package elsewhere and employment in private sector.</li> </ul>  | <ul style="list-style-type: none"> <li>- Proposal to abolish the grade of Trainee Court Officer such that Court Officer becomes the entry grade.</li> </ul> |
| 4. | Office of the<br>Director of<br>Public<br>Prosecutions  | State Attorney<br>Establishment<br>size: 3                     | <ul style="list-style-type: none"> <li>- Only one post filled.</li> <li>- Vacancy rate: 67%.</li> <li>- No retention problem noted.</li> </ul>   |   |
| 5. | Mauritius<br>Prison Service   | Hospital Officer<br>(Male)<br>Establishment<br>size: 22 (2019) | <ul style="list-style-type: none"> <li>- Vacancy rate (January 2019): 28%.</li> <li>- In yearly recruitment exercise from 2015 to 2019, either there was no suitable candidate or the selected candidates declined the offer.</li> <li>- In 2017 and 2019, incumbents resigned for better remuneration package/promotion prospect/work environment elsewhere.</li> </ul> | <ul style="list-style-type: none"> <li>- For extra hours put in by the incumbents, they are paid for same instead of giving them time-off.</li> </ul>       |

| SN | Ministry/ Department   | Grade and Establishment Size   | Result Details  | Measures taken by organisation   |
|----|--|--|---|--|
| 6. | Ministry of National Infrastructure and Community Development (National Infrastructure Division) | Geologist<br>Establishment size: 1   | <ul style="list-style-type: none"> <li>- Vacancy rate (2018): 100%.</li> <li>- In the 2019 recruitment exercise for both posts, there was no qualified candidate.</li> </ul>  | <ul style="list-style-type: none"> <li>- The Ministry recruited one Geologist and two Geotechnical Specialists on contract.</li> <li>- Posts were re-advertised in 2019.</li> </ul>  |
|    |  | Geotechnical Specialist<br>Establishment size: 2   |   |  |
| 7. | Attorney-General's Office  | State Counsel<br>Establishment size: 36  | <ul style="list-style-type: none"> <li>- Vacancy rate:<br/>State Counsel - 42%<br/>State Attorney - 75%</li> <li>- Retention problems relate to lack of promotion prospect.</li> <li>- It has been pointed out that the timing for filling of vacancies at the Attorney-General's Office depends on the Judicial and Legal Service Commission.</li> </ul> | <ul style="list-style-type: none"> <li>- Work redistributed and duties assigned to eligible officers.</li> <li>- Higher salary point has been granted as per PRB provisions.</li> <li>- Allowances have also been granted to retain the officers.</li> </ul> |
|    |  | State Attorney<br>Establishment size: 16   |   |  |
| 8. | Mauritius Meteorological Services (MMS)  | Telecommunications Engineer/Senior Telecommunications Engineer (TE/STE)<br>Establishment size: 2 | <ul style="list-style-type: none"> <li>- Vacancy rate: 50%.</li> <li>- For MMS, the grade of TE/STE is scarce.</li> <li>- Since 2017, there is only one officer in post.</li> <li>- Officers have left for higher pay, promotion prospect and better job satisfaction elsewhere.</li> </ul>   | -  |
|    |  | Meteorological Technician<br>Establishment size: 34  |   |  |
| 9. | Ministry of Housing and Land Use Planning  | Surveyor<br>Establishment size: 52   | <ul style="list-style-type: none"> <li>- Vacancy rate: 23%.</li> <li>- Only 40 Surveyors in post since 2018.</li> <li>- Two officers have left in 2019 for greater job satisfaction and higher remuneration elsewhere.</li> </ul>   | -  |

| SN  | Ministry/<br>Department   | Grade and<br>Establishment Size                    | Result Details   | Measures taken by<br>organisation   |
|-----|---|--|--|---|
| 10. | Ministry of Housing and Land Use Planning (Valuation Department)  | Government Valuer<br>Establishment size: 19 (2019) | <ul style="list-style-type: none"> <li>- Since many years, the grade is considered as scarce.</li> <li>- Only nine officers in post.</li> <li>- Vacancy rate: 53%.</li> <li>- Only one officer left in 2018 for greater job satisfaction elsewhere.</li> <li>- In 2016, four officers were recruited.</li> </ul> | <ul style="list-style-type: none"> <li>- The scheme of service for the grade has been amended to enable appointment of officers from the Property Valuation Inspector Cadre.</li> <li>- Up to 50% corporate rebate granted on course fee for BSc (Hons) as well as MSc Real Estate Management to officers in the Property Valuation Inspector Cadre.</li> </ul> |
| 11. | Mauritius Police Force  | Catering Supervisor<br>Establishment size: 16      | <ul style="list-style-type: none"> <li>- Vacancy rate: 69%.</li> <li>- 11 posts are vacant.</li> <li>- The required number could not be recruited because of unavailability of qualified candidates in each of the recruitments since 2015.</li> </ul>   | <ul style="list-style-type: none"> <li>- The scheme of service for the grade of Catering Supervisor has been amended in 2019.</li> <li>- The selection exercise will be carried out anew.</li> </ul>  |
| 12. | Ministry of Finance, Economic Planning and Development (Corporate and Business Registration Department) | Manager, XBRL<br>Establishment size: 1             | <ul style="list-style-type: none"> <li>- Vacancy rate: 100%.</li> <li>- Post not filled.</li> <li>- It has been reported that the PSC shortlisted three candidates but none of them accepted the offer.</li> </ul>   | <ul style="list-style-type: none"> <li>- Approval has been sought for post to be re-advertised with higher salary point and all fringe benefits.</li> </ul>   |

| SN  | Ministry/<br>Department | Grade and<br>Establishment Size  | Result Details  | Measures taken by<br>organisation  |
|-----|-------------------------|--|---|--|
| 13. | National<br>Assembly    | Assistant Hansard<br>Editor<br>Establishment size: 1                         | <ul style="list-style-type: none"> <li>- The post is not filled, reflecting a vacancy rate of 100%.</li> <li>- No qualified applicant applied for the 2018 recruitment exercise.</li> </ul> | -  |
|     |                         | Assistant Hansard<br>Reporter and Sub<br>Editor<br>Establishment size: 6     | <ul style="list-style-type: none"> <li>- Vacancy rate: 100%.</li> <li>- In 2018, no qualified candidates applied.</li> </ul>  | <ul style="list-style-type: none"> <li>- Management Support Officers are assigned duties of grade against payment of an allowance.</li> <li>- The scheme of service has been amended in 2019.</li> </ul>   |
|     |                         | Manager, Broadcast<br>Establishment size: 1                                  | <ul style="list-style-type: none"> <li>- The post has been advertised in 2016, 2017 and 2018 and no qualified candidates applied.</li> <li>- Vacancy rate: 100%.</li> </ul>                 | <ul style="list-style-type: none"> <li>- In 2018, the post-qualification experience in the scheme of service was reviewed from 10 to five years.</li> <li>- Presently, an officer from the Open University of Mauritius is performing the duties on the eve and on the day of parliamentary sittings.</li> </ul> |
|     |                         | Assistant Operations<br>Officer (AOO),<br>Broadcast<br>Establishment size: 3 | <ul style="list-style-type: none"> <li>- Only one post is filled.</li> <li>- Vacancy rate: 67%.</li> <li>- Two officers left in 2018 for career mobility.</li> </ul>                        | <ul style="list-style-type: none"> <li>- The duties are being performed by officers from the Parliamentary ICT Unit and two MSOs without any additional remuneration.</li> <li>- A former AOO, Broadcast is performing these duties on the day of parliamentary sittings.</li> </ul>                             |

| SN  | Ministry/<br>Department  | Grade and<br>Establishment Size  | Result Details  | Measures taken by<br>organisation  |
|-----|--|--|---|--|
| 14. | Ministry of Blue Economy, Marine Resources, Fisheries and Shipping | Motorman/Engine Driver<br>Deckhand/Fisherman<br>Technical and Mechanical Officer (Fisheries)<br>Fishing Boat Inspector (Engineering)<br>Fishing Boat Inspector (Nautical)<br>Second-Hand Fishing (Limited)<br>Petty Officer<br>Marine Training Officer<br>Instructor, Mechanical Workshop<br>Head, Engineering Department<br>Head, Deck Department<br>Marine Engineering Surveyor<br>Marine Engineering Inspector<br>Nautical Surveyor<br>Nautical Inspector | - Vacancy rate: 75% for Motorman/Engine Driver and Deckhand/Fisherman.<br>- Vacancy rate for other grades: 100%.<br>- The marine services are considered as a scarcity area. No improvement has been noted as regards filling of vacancies in these grades.<br>- Most of these posts have remained unfilled over several years.<br>- The main reason is that there are no qualified candidates who applied for the different posts. | - Measures adopted were: <ul style="list-style-type: none"> <li>• employment on contract;</li> <li>• amendments in schemes of service;</li> <li>• negotiable salary;</li> <li>• increase in age limit for application;</li> <li>• expression of interest launched both locally and internationally.</li> </ul> |

## RESULTS OF SURVEY ON RECRUITMENT AND RETENTION IN THE PUBLIC SECTOR

## PARASTATAL BODIES

| SN | Organisation   | Grade and Establishment Size   | Result Details   | Measures taken by organisation  |
|----|--|--|--|---|
| 1. | National Library                                       | Administrative Secretary<br>Establishment size: 1  | <ul style="list-style-type: none"> <li>- Vacancy rate: 100%.</li> <li>- The incumbent left in 2019 for a better remuneration package, promotion prospect and career mobility.</li> <li>- A recruitment exercise was carried out in 2019, but post was not filled.</li> </ul> | <ul style="list-style-type: none"> <li>- It has been suggested that mobility of employees from parastatal bodies to Ministries and vice-versa be allowed.</li> </ul>  |
| 2. | Sugar Industry Labour Welfare Fund                     | Inspector<br>Establishment size: 1   | <ul style="list-style-type: none"> <li>- Post not filled since 2015.</li> <li>- Vacancy rate: 100%.</li> <li>- After a recruitment exercise carried out in 2019, the selected candidate declined the offer.</li> </ul>   | <ul style="list-style-type: none"> <li>- Currently, the duties of Inspector are being performed by an Office Superintendent against payment of an <i>ad hoc</i> allowance.</li> </ul>                                     |
| 3. | Human Resource Development Council                     | Procurement and Supply Officer/Senior Procurement and Supply Officer (PSO/SPSO)<br>Establishment size: 1 | <ul style="list-style-type: none"> <li>- Post not filled.</li> <li>- Vacancy rate: 100%.</li> <li>- For the 2018/2019 recruitment exercise, the two qualified candidates did not attend the interview.</li> </ul>  | <ul style="list-style-type: none"> <li>- Work redistributed among existing staff and duties assigned.</li> <li>- The scheme of service is being amended as regards the number of years of experience required.</li> </ul> |
| 4. | National Women's Council                               | Programme Coordinator<br>Establishment size: 1   | <ul style="list-style-type: none"> <li>- Post not filled.</li> <li>- Vacancy rate: 100%.</li> <li>- Since 2019, the officer in post resigned for better promotion prospect elsewhere.</li> </ul>   |   |
| 5. | Food and Agricultural Research and Extension Institute | Research Scientist/Senior Research Scientist (Animal Health)<br>Establishment size: 3                    | <ul style="list-style-type: none"> <li>- No post has been filled.</li> <li>- Vacancy rate: 100%.</li> </ul>  | <ul style="list-style-type: none"> <li>- It has been proposed that the grade be restyled and be granted a higher salary.</li> </ul>   |



| SN | Organisation                 | Grade and Establishment Size   | Result Details   | Measures taken by organisation  |
|----|------------------------------|--|--|---|
| 6. | University of Mauritius      | Council Secretary (Part-time)<br>Establishment size: 1   | <ul style="list-style-type: none"> <li>- Vacancy rate: 100%.</li> <li>- In 2016, incumbent left after which the post could not be filled.</li> </ul>                                   | <ul style="list-style-type: none"> <li>- The scheme of service has been revisited.</li> <li>- It is proposed that the grade be on full-time basis with a higher salary.</li> </ul>  |
|    |                              | Observer/Expert Observer<br>Establishment size: 1  | <ul style="list-style-type: none"> <li>- Vacancy rate: 100%.</li> <li>- No recruitment exercise has been carried from 2015 to 2019.</li> </ul>   | <ul style="list-style-type: none"> <li>- Proposal to advertise the post overseas with attractive salary and benefits.</li> <li>- To recruit Trainees and provide them appropriate formal/informal training.</li> </ul>  |
|    |                              | Lecturer (fields: Agricultural Engineering; Veterinary Services; Animal Welfare and Health)<br>Establishment size: 1 | <ul style="list-style-type: none"> <li>- Vacancy rate: 100%.</li> <li>- Post vacant since 2015.</li> <li>- These fields are considered as scarcity areas.</li> </ul>                   | <ul style="list-style-type: none"> <li>- To revisit the mode of recruitment.</li> </ul>   |
| 7. | Financial Reporting Council  | Chief Executive Officer (CEO)<br>Establishment size: 1   | <ul style="list-style-type: none"> <li>- Vacancy rate: 100% since 2015.</li> <li>- In 2015 and 2017, the candidates who applied for the post did not meet the requirements.</li> </ul> | <ul style="list-style-type: none"> <li>- The CEO has been employed on contract basis.</li> </ul>  |
| 8. | Open University of Mauritius | Director (Multimedia and ICT Services)<br>Establishment size: 1  | <ul style="list-style-type: none"> <li>- Vacancy rate: 100% since 2015.</li> <li>- For recruitment exercises carried out in 2015 and 2019, no one could be recruited.</li> </ul>       | <ul style="list-style-type: none"> <li>- Work re-distributed in the Division under the supervision of the Director-General.</li> <li>- Work performed outside normal working hours, on Saturdays and Sundays.</li> <li>- Allowance granted to officers performing additional duties.</li> </ul> |

**RESULTS OF SURVEY ON RECRUITMENT AND RETENTION IN THE PUBLIC SECTOR**

**RODRIGUES REGIONAL ASSEMBLY**

| <b>SN</b> | <b>Commission</b>  | <b>Grade and Establishment Size</b>                                     | <b>Result Details</b>   | <b>Measures taken by Commission</b>   |
|-----------|--|---|---|---|
| 1.        | Deputy Chief Commissioner's Office (Public Infrastructure) | Electrical Engineer/Senior Electrical Engineer<br>Establishment size: 1 | - Vacancy rate: 100%.<br>- For a recruitment exercise carried out in 2018, there was no application.  | -   |
| 2.        | Deputy Chief Commissioner's Office (Mechanical Workshop)   | Technical Officer (Mechanical)<br>Establishment size: 2                 | - Only one post is filled.<br>- Vacancy rate: 50%.<br>- The post was advertised in 2019 and there was no qualified candidate.   | -   |
|           |  | Automobile Electronics Technician<br>Establishment size: 1              | - Vacancy rate: 100%.<br>- In 2016, the post was filled but the incumbent was promoted in 2017.<br>- For the 2019 recruitment exercise, there were no qualified candidates. | -   |
|           |  | Mechanical Engineer/Senior Mechanical Engineer<br>Establishment size: 1 | - Vacancy rate: 100%.<br>- In 2017, there was no qualified candidate for the recruitment exercise carried out.  | - The post was advertised for employment on contract basis but the selected candidate declined the offer. |

