

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

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

**AND
THE PRIVATE SECONDARY SCHOOLS**

VOLUME 1

GENERAL BACKGROUND

&

RELATED ISSUES

**AND
CONDITIONS OF SERVICE**

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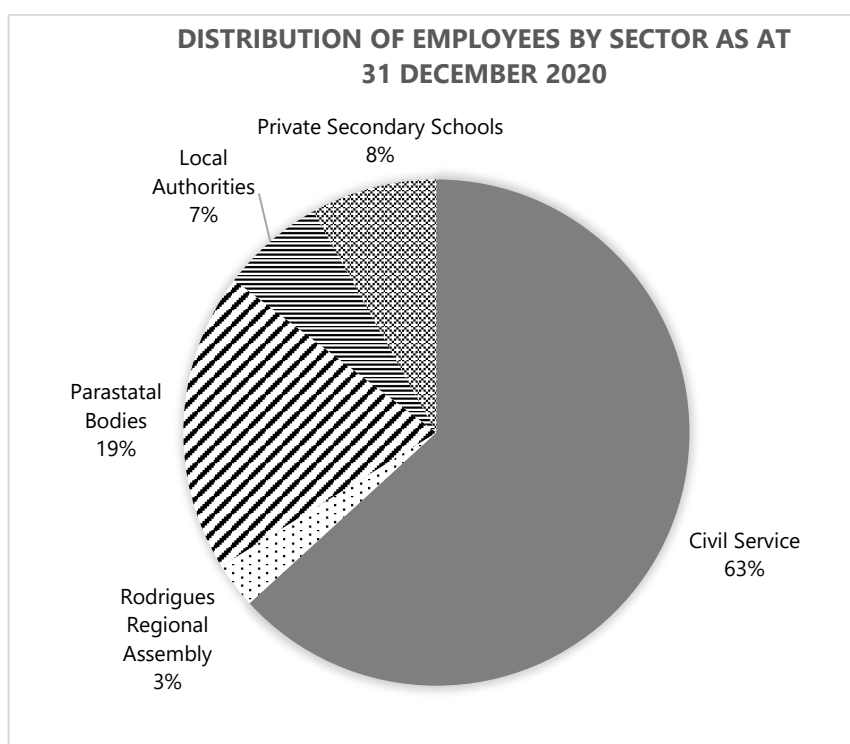
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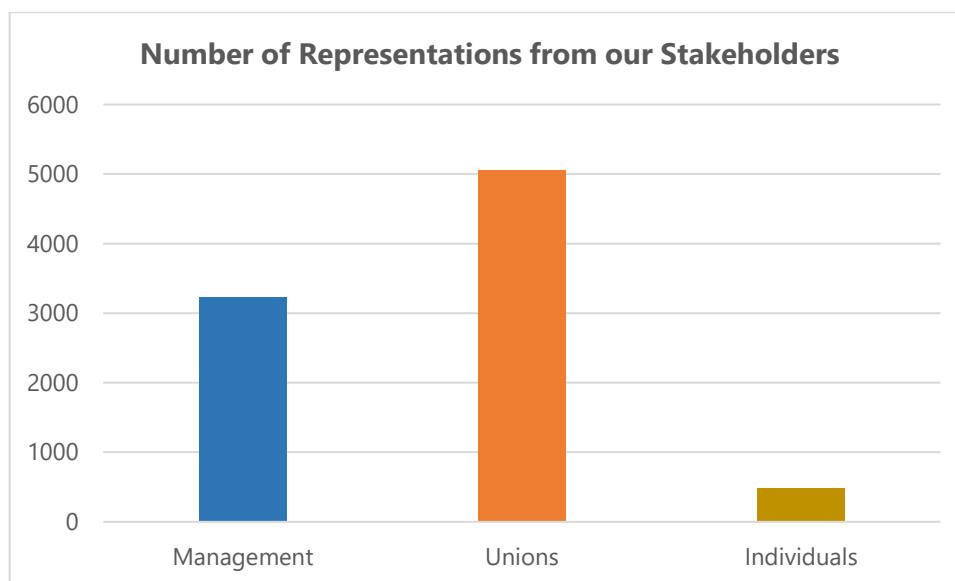
1. INTRODUCTION

- 1.1 This is the 9th Report of the Pay Research Bureau (PRB) on Pay and Grading Structures and Conditions of Service in the Public Sector and the 1st Post-COVID-19 Report. It has been carried out in an unprecedented sanitary situation whereby the world, including Mauritius, is facing the economic and other consequences of the pandemic. We are now globally in a newly shaped environment, often referred to as the “New Normal”. It is, therefore, imperative to send the right signal to all public sector employees and the employer as well to ensure that the public sector is seen to be sharing the sanitary pain and economic burden of the “New Normal”.
- 1.2 At the very outset, we wish to emphasize that the Public Sector has to move with a greater speed than the sanitary and economic crises in order to enable it to act as pace setter in this scenario of change. There is need to think, do and act differently, such that the same or better outcomes are attained in the new post-COVID-19 set up. The new slogans for operating in the newly-shaped environment and for building a Future-Ready public service have now turned out to be “Do More with Less” and “Innovate or Evaporate”. The Bureau pays tribute to all public officers who have worked and continue to perform selflessly since and during the pandemic, under all risks and perils, and for their unflinching contribution in the functioning and delivery of Government business.
- 1.3 Our remit group consists of all grades in the Civil Service, 99 Parastatal Bodies, Local Authorities, Rodrigues Regional Assembly and Private Secondary Schools. Overall, the size of the remit group revolves around 87000 employees and 27000 government pensioners. The distribution of employees covered by the PRB (sectorwise) as at 31 December 2020 is depicted in the pie chart below:



Background to the Current General Review

- 1.4 The last Report was published in March 2016 and its implementation was approved by Government with effect from 01 January 2016. An Addendum Report followed in October 2016 to identify and correct genuine errors and alleged anomalies or implementation difficulties arising out of the 2016 PRB Report. No major implementation problem was encountered.
- 1.5 For this Report, we have received around 8700 representations on pay and grading structures and conditions of service from our stakeholders across the whole public sector, including those made on an individual basis as depicted below:



- 1.6 This overall review has undoubtedly been one of the most challenging, primarily due to the sanitary and economic crises. In addition, as outlined in the ensuing paragraphs, some new external elements emerged, which all had a bearing on the salary revision exercise.
- 1.7 The major overhaul caused by the COVID-19 prompted Governments over the world to take unprecedented exceptional measures to address the crises. One among them included ways and means to reduce the overall public sector wage bill to sustainable level, namely through austerity packages and furlough schemes, comprising, *inter alia*, employment cutbacks, wage cuts/freeze, reduced bonus, unpaid leave and limiting overtime payment.
- 1.8 Our economy also was not spared by the adverse effects of the Pandemic. In fact, most of the sectors witnessed a negative growth except for the ICT and financial services. In 2020, Gross Domestic Product growth contracted significantly, while the inflation rate remained more or less constant. To cope with this state of affairs, the Mauritian Government as well adopted a few measures to reduce public sector spending while urging Ministries/Departments/ Organisations to make optimum use of available resources at lowest costs. In such a context, affordability has been of overriding consideration for this review.

- 1.9 In pursuance of its objectives with regard to reducing income inequality and promoting social inclusiveness, Government adopted certain policies to improve the financial well being of employees at the lowest rung. In this regard, a National Minimum Wage (NMW) was introduced and became effective as from 01 January 2018. The fixing of a NMW had a bearing on the lowest starting salary in the Civil Service, the moreso, the National Wage Consultative Council Act provided for the Bureau to take the NMW as the baseline for the following salary review.
- 1.10 Other new elements which had an impact on the salary revision exercise include the payment of an interim monthly allowance, granted by Government as from 01 January 2020 to all public officers pending the publication of the 2021 Report. In addition to a few measures as per Government's Programme, applicable provisions of relevant legislations were of central importance to the Bureau while framing its recommendations. We have also considered the deferred benefits offered by the Contribution Sociale Généralisée from a total remuneration perspective.
- 1.11 **Bearing these elements in mind, among others, we have brought the salary ratio of the General Worker to the Permanent Secretary, which was 1:7 pre-tax in 2016 Report to 1:6.2. With this Report, the salary ratio of the General Worker to the Senior Chief Executive has decreased.** While recognising social acceptability of our pay recommendations and the affordability constraints being faced by Government, we have also ensured that up to a certain salary level, public sector employees experienced no real term erosion of their pay.
- 1.12 We consider it relevant to highlight that as part of the consultation exercise and with a view to making appropriate recommendations, the Bureau requested for additional essential information/document/statistics from union members and Management. However, we noted that in many instances these were not submitted to us despite several reminders. Such cases of information deficit limited our ability to proceed with the examination of the representations and as a result, we had no other alternative than to disregard those proposals. Moreover in a bid to reduce errors owing to incomplete or wrong information furnished by our stakeholders, the Bureau had to spend much time in the checking and counterchecking of the information submitted.
- 1.13 It is against this backdrop, strewn with daunting challenges, that the Bureau has calibrated its recommendations in alignment with Government's broad vision. The following fundamental considerations have equally been taken on board prior to arriving at our recommendations:
- (i) the economic and social conditions in the country coupled with Government's capacity to pay particularly with the advent of the pandemic and its unintended consequences;
 - (ii) provision of a pay package based on level of responsibilities and job performance and on evidence demonstrated by a job evaluation exercise;

- (iii) the need for fair and equitable compensation in comparison with current levels of remuneration paid within the private sector for broadly comparable positions, while being prudent in the expenditure of public funds;
- (iv) the need to provide a pay package that is acceptable to employees in keeping with Government's vision to minimise income inequality; and
- (v) the findings of a number of surveys carried out by the Bureau to gauge the effectiveness of existing recommendations and frame new ones, wherever the need was felt.

Principles underlying our Remuneration Strategy

- 1.14 The Remuneration Strategy for this Report has been based on system factors and individual factors. Affordability of remuneration and other costs related to human resources have been a key factor. We have been mindful of level of salaries that is not sustainable in the medium and long term. Internal equity has been another important factor. Job Evaluation techniques have been used to establish a rank order of jobs and a value hierarchy has been set based on characteristics such as job responsibilities, accountability and skills, among others. The third system factor has been External Relativity. We have considered what the private sector organisations pay for similar jobs and skills as an important external perspective. Such information have been retrieved from salary surveys, published data sources and other secondary data inputs. A comparison with the market for the jobs gives an indication of the competitiveness of public sector salaries.
- 1.15 Performance-driven remuneration has been the most predominant individual factor that Government wants to encourage and reinforce. The Bureau advocates in the same direction and strives towards strengthening the link between remuneration and performance through the Performance Management System.
- 1.16 Further to the abovementioned strategies, we continue to lay emphasis on the fact that structural changes should encompass delayering and mergers, where relevant and feasible, with a view to favouring flatter organisational structures for an enhanced service delivery and promoting polyvalence at the workplace. In parallel, while conducting changes in the structure, the notion of maximising outcomes at lowest cost should be borne in mind.
- 1.17 The Bureau equally came up with a strategy to tackle the problem of non-implementation of its recommendations or implementation of same in a non-uniform or inconsistent manner in the public sector. In this regard, we have provided at Chapter 20 of this Volume, for another mechanism in replacement of the Departmental Implementation and Monitoring Committee and Central Implementation and Monitoring Committee, as recommended in 2016 Report, in the form of a Standing Committee, under the Chairmanship of the Secretary for Public Service, to look into all implementation problems arising out of this Report, for the whole public sector.

Presentation of Report

1.18 The Report comprises two volumes. Volume 1 gives general background procedure adopted, general recommendations to enhance efficiency and effectiveness of public services and general conditions of service applicable in the Public Sector. Volume 2 which is divided into four parts, analyses and reviews organisations and pay structures and deals with specific conditions of service in the (i) Civil Service, (ii) Parastatal and Other Statutory Bodies together with the Private Secondary Schools, (iii) Local Authorities and (iv) Rodrigues Regional Assembly.

1.19 The Report should be treated as an organic whole given all the recommendations contained therein are inextricably intertwined.

Salient features of the Current Pay Review

1.20 The ensuing paragraphs set the scene regarding Related Issues and Conditions of Service for this Pay Review with highlights of certain new recommendations.

Public Sector Management Reforms

1.21 Provision has been made for the Ministry of Public Service, Administrative and Institutional Reforms (MPSAIR) to investigate into the non-implementation of reform initiatives and to come up with corrective measures. We have further advocated for the Transformation Implementation Committees at the level of Ministries/ Departments to revisit their business processes and ensure that reform initiatives are rightly implemented. We have equally recommended for the National Planning and Results Committee to design an Accountability Framework for grades at all levels in the Public Sector.

Organisation Structures and Related Issues

1.22 To foster a positive environment for business continuity, we have emphasised on the need for Head of Organisations to ensure succession planning. The existing guidelines for creation of grades have been reviewed with a view to setting standards and quality and improving productivity. A framework has been provided in order to assist organisations in their organisational design. In addition, we consider that the Public Sector Business Transformation Bureau should spearhead in meeting the challenges for resilience and exploit new opportunities in the Public Sector. We have also provided for the setting up of a Standing Committee to examine and approve all requests pertaining to the creation of grades in Ministries/Departments/ Organisations.

Performance Management System and Performance Related Incentive Scheme

1.23 Recommendations have been made for the MPSAIR, as coordinating Ministry, to continue to ensure the monitoring of Performance Management System (PMS) and revisit the PMS process and form for employees of the Workmen's Group. Supervisors/Heads of Departments should be trained on the carrying out of the performance evaluation exercise of employees. We have further focussed on the digitalisation of PMS to ensure adherence to the prescribed timeliness in filling of

Performance Appraisal Forms. We equally consider that the Standing Committee on Performance/Productivity Related Reward should develop an appropriate scheme for all categories of employees of the Public Sector, based on broad guidelines to enable its effective implementation.

Training and Development

- 1.24 A designated position of Training Manager has been provided whereby incumbent would be responsible, among others, for the implementation of Training and Development and to carry out periodic Training Needs Assessments in the Civil Service. We have also advocated for Supervising Officers of Ministries/ Departments/Organisations to mandatorily set up Training Committees at their organisation and ensure the implementation of the Training Action Plan at the level of the Transformation Implementation Committee. A recommendation has also been made for the provision of online training to all officers as part of Business Continuity Plan and existing provisions have been enhanced to suit the emerging demand of the service.

Review of Schemes of Service and Qualifications

- 1.25 We have advocated for review of schemes of service, where applicable, for business continuity and provided for the rotation of officers, to the extent possible to enable them to enhance their skills and competencies.
- 1.26 Regarding grades requiring technical qualification in scarcity areas, recommendation has been made for Management to identify all modes of training/qualifications and to submit to the MPSAIR for appropriate amendment to schemes of service. Emphasis has been laid on the fact that the prescribed qualification(s) should be compatible with the duties laid down in the schemes of service and amendment thereto should be made, as far as possible, within a period of four months.

Recruitment, Promotion and Retention

- 1.27 Issues such as Human Resource Planning; guidelines for promotion framework; provisions for the effective date of promotion in respect of specific cases; and employment practices, reward strategies and retention policies to be adopted so as to recruit and retain officers of right calibre, have been dealt with in this Chapter.
- 1.28 In order to retain incumbents in grades with a very high vacancy rate, a retention premium has been introduced. This mode of compensation is expected to motivate the incumbents to cope with the workload and thus ensure service delivery in their respective organisation.

Employment on Contract and Alternative Modes of Employment

- 1.29 Issues related to benefits to which contractual employees are eligible have, to the extent possible, been addressed. In addition, an indicative framework for the remuneration of different categories of contractual employees has been provided.

Part-Time Employment

- 1.30 Public Officers aged 55 in lieu of 50 or more, holding substantive appointment, have been allowed to opt for part-time work.
- 1.31 The provision made for public officers, although below 50, to be considered for part-time working has been waived, as we consider that this would impede the smooth delivery of service.

Retirement and Retirement Benefits – Pension Scheme for the Public Sector

- 1.32 Most of the existing provisions with respect to officers retiring on specific grounds have been maintained and a few have been improved. The special provision regarding the grant of a one-off payment, equivalent to 2% of the annual pensionable emolument for each completed year of pensionable service to contributing officers retiring with more than 33¹/₃ years of service, has been improved to allow officers retiring as from 60 years also to benefit from same.

Digital Government Transformation

- 1.33 Emphasis has been laid on the need to shift from e-Government to a digitalisation of government processes and public services so as to make Government operations more efficient. In this context, we have provided a set of guidelines that may be adopted by the Ministry of Information Technology, Communication and Innovation for a proper handling of this digital transformation, while recommending for the continued existence of the Digital Government Computerisation Committee, which is responsible to formulate relevant policies to meet set objectives.

Statutory Boards and Committees

- 1.34 Pursuant to difficulties encountered in compensating persons serving the Boards and Committees with different functions and responsibilities, the Bureau has re-introduced the system of Categorisation of the Statutory Boards and Committees (SB & C) under each Ministry. Henceforth, the SB & C will be classified under categories A, B and C based on defined criteria. In reviewing the fees payable under each category, the Bureau has ensured that the Chairpersons, Members and Secretaries are compensated in a fair and reasonable manner for their competence, commitment and contribution to the Boards and Committees.

Redundancy Management

- 1.35 A Chapter on Redundancy Management has been introduced whereby guidelines have been provided for a planned Redundancy Management Scheme in the Public Sector.

Rodrigues and the Outer Islands

- 1.36 Specific conditions with respect to public officers of Mauritius as well as those of Rodrigues and the Outer Islands who serve on a tour of service have been highlighted. The main features concern disturbance allowance; the grant of inducement allowance for professionals in scarce supply; enhanced vacation leave;

and payment of a specific disturbance allowance to officers serving on a tour of service in Agalega and St Brandon, along with the provision of enhanced pension benefits.

- 1.37 We equally made a recommendation on the quarantine period public officers need to serve prior to proceeding on a tour of service in order to respect sanitary protocol in a similar context as the Covid-19 Pandemic.

Conditions of Service and Benefits

- 1.38 Generally, in each of its Reports, the Bureau has reviewed the Conditions of Service. For this Report also, existing conditions have been updated to cater for changes in the working and other related conditions while others have been redesigned for continued effectiveness. Moreover, some new conditions have been introduced to ensure a competitive package and to respond to unforeseen circumstances, among others.

Travelling and Car Benefits

- 1.39 Besides revising the existing rate of travelling allowances, we have provided a new option for the beneficiaries of 70% duty exemption to benefit from 100% duty exemption on the purchase of a car of up to a certain engine capacity. Further, in addition to lowering the interest rate on loan, provision has been made for green loan at very low rate of interest for the purchase of electric cars and motorcycles. The cash in lieu of duty remission has been revised marginally to encourage officers to opt for duty free cars and the salary level criteria for eligibility to duty free schemes once in a career, has been reviewed. In addition, those who are entitled to Rs 100,000 duty remission (now Rs 115,000) would be granted loan facilities for subsequent purchase/s.

Passage Benefit Scheme

- 1.40 The passage benefit scheme has been further enhanced to enable beneficiaries to use the amount accrued to their balance for new purposes, such as meeting the cost of quarantine for themselves and their immediate family members; and renovation or construction of their primary residence.

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

- 1.41 The prevailing recommendations have been reviewed to cope with business continuity in unforeseen circumstances. Responsible Officers have the choice to implement either flexible working arrangement or flexible hours of attendance as proposed by the MPSAIR. Business continuity through home working has been upheld in line with the Work from Home Protocol.

Task Work in the Public Sector

- 1.42 To ease implementation, provision for payment of overtime has been made for employees operating on Task Work basis such that all additional hours of work put in above 30 hours in a week are compensated.

Salary on Promotion

- 1.43 Appropriate adjustments have been brought such that a promotion, be it grade-to-grade or class-to-class, is marked by an increase in salary. A recommendation has also been made to compensate serving officers appointed to a higher grade but, who by virtue of provisions made in the 2016 PRB Report, were not eligible for an increment. Provision for the grant of one increment to serving officers of the Workmen's Class has also been made. Moreover, emphasis has been laid on the fact that all matters pertaining to "salary on promotion" should, henceforth, be referred to the Bureau for consideration.

Incremental Credit and Higher Qualification Incentive

- 1.44 The scheme regarding payment of Higher Qualification Incentive has been reviewed based on the labour market reality but maintained for officers in scarcity areas.

Subsistence Allowance

- 1.45 The payment of Subsistence Allowance has been extended to officers who are provided with lodging on half board and have to arrange for at least one meal when proceeding on short training from Rodrigues to Mauritius or short official visits from Mauritius to Rodrigues and the Outer Islands and *vice versa*.

Uniforms

- 1.46 We have provided for casual/temporary workers who are exposed to occupational risks, to be issued protective clothing/item promptly from date of assumption of duty of incumbent. We have also highlighted that every item of personal protective clothing/equipment should satisfy the basic safety and health requirements applicable to its respective class or type of personal protective equipment and comply with such standards as may be acceptable by the Mauritius Standards Bureau.

Sick Leave

- 1.47 Provision has been made for sick leave to be also granted to officers to attend medical appointments and routine health checks. Further, the monetary value of untaken sick leave for the year 2020 would be kept in a separate bank and refunded to beneficiaries at the time of retirement or when Government so deems fit, bearing in mind the financial soundness of the economy. This amount may also be used by officers for medical expenses/treatment for themselves or their immediate family members.

Maternity Leave

- 1.48 Female public officers who are nursing their unweaned child are granted permission for that purpose for a period of six months as from the date of birth. To prevent cases of abuse, request for any extension beyond the six months, would be subject to the production of a medical testimony from a Government Medical Practitioner.

Study Leave with Pay

- 1.49 Reviewed parameters have been set for the grant of study leave with pay to ensure a more judicious use of resources/funds.

Leave Without Pay

- 1.50 Certain existing provisions regarding the grant of leave without pay have been reviewed to facilitate implementation. New recommendations have been made to allow officers to avail of leave without pay to take up employment in the civil service on a contractual basis.

Risk, Insurance and Compensation

- 1.51 While harping for a safe, healthy and risk-free working environment, the Bureau has incorporated new elements and various measures to cope with unprecedented events like the Covid-19 Pandemic. We have also reviewed the *modus operandi* of the risk assessment exercise in favour of a more decentralised approach such that same would be carried out by the Departmental Safety and Health Committee instead of the Risk Assessment Committee. The Bureau is also advocating 'Prevent now rather than pay later' as well as paving the way for the setting up of a Risk Insurance Scheme in lieu of payment of a risk allowance to afford greater protection to the employees.

Communication Facilities

- 1.52 The grant of communication facilities to public officers has been maintained. The eligibility criteria for internet allowance have been reviewed as well as the quantum of internet allowance payable whereby a component for the use of "mobile data" while being away from the workplace has been added.

Foreign Service Allowance and Other Related Allowances

- 1.53 We have provided for an adjustment mechanism in between overall reviews to cater for any significant erosion in purchasing power of home-based staff posted in our overseas missions, through the payment of a High Inflation Foreign Service Allowance Supplement. Payment of a Dependent Supplement Allowance has also been introduced to cater for part of the living expenses of the accompanying dependents of a diplomatic staff.
- 1.54 Furthermore, payment of a warm clothing allowance has been recommended only in missions where extreme winter conditions prevail. Refund of medical expenses in case of hospitalisation for surgical intervention as well as payment of warm clothing allowance has been extended to accompanying dependent of unmarried career diplomats. Moreover, for a judicious use of resources, we have provided for the Ministry of Foreign Affairs, Regional Integration and International Trade to reassess, on a yearly basis, the degree of hardship in missions where a hardship allowance is being paid and submit its findings to the Foreign Service Committee.

Civil Service – Volume 2, Part I

- 1.55 The emphasis of this Volume is on the development of a better Civil Service aligned with Government Vision 2030. It provides an overview of the functions and objectives of each institution, their organisational structure, pay and grading structures and specific conditions of service. Provisions have been made to inculcate a result-oriented culture and ensure business continuity in unforeseen circumstances.
- 1.56 The broad measures enunciated, amongst others, relate to: compression of layers to facilitate decision making; restyling of grades to reflect the core duties; merging of grades with a view to easing delivery of service; revising most allowances to a slight extent and introduction of new allowances on the basis of operational needs; creation of grades based on functional considerations; and where deemed appropriate, qualification requirements have been reviewed to ease recruitment to have the right person in the right position.

Parastatal Bodies & Other Statutory Bodies – Volume 2, Part II

- 1.57 Parastatal Bodies which operate as autonomous bodies, ensure that government policies are duly implemented. Each Parastatal Body is under the aegis of a Ministry. For this Report, the creation of grades and merging of levels in a few specific cases have been given due consideration based on strong justifications submitted. Certain organisations structures have been reviewed following the conduct of in-depth studies. Parity has also been brought in terms of salary for corresponding grades in Parastatal Bodies with what obtains in the Civil Service, to the extent possible. Pertinent issues and specific conditions have equally been included in each Parastatal Body.

Local Authorities – Volume 2, Part III

- 1.58 We have, to the extent possible, brought harmonisation in terms of hierarchies across all Local Authorities, mostly on alignment with what is obtainable in the Civil Service particularly for the General Services grades. Salaries of comparable/identical grades have also been aligned on their Civil Service counterparts.

Rodrigues Regional Assembly - Volume 2, Part IV

- 1.59 With a view to establishing proper accountability and responsibility, the Bureau has reinforced various structures in the Rodrigues Regional Assembly with the creation of several grades and revamping many schemes of service. We have also, to the extent possible, aligned the salaries of comparable/identical grades on those of the Civil Service. The presentation of the salary schedules has been aligned with that of the Civil Establishment Order 2020.

Remuneration for Part Time Workers

- 1.60 While determining the revised salaries for employees in part time positions, the Bureau took into account, among others, that incumbents in almost all quarters have been paid the full amount of the interim allowance of Rs 1000 monthly, since January

2020 as approved by the Ministry of Finance, Economic Planning and Development. We consider this increase to be disproportionate *vis-à-vis* employees working on a full time basis.

- 1.61 As a result, we have brought necessary adjustments, based on the actual number of working hours, prior to arriving at the recommended rates. In so doing, the remuneration drawn by certain incumbents prior to the Report becoming effective, may prove to be higher than that recommended in this Report. In such cases, the incumbents should continue to draw the difference between what they are actually drawing and the revised salary as an allowance. This allowance should erode with the subsequent grant of salary compensation(s).**

Revision of Allowances

- 1.62 In general, in the context of an overall review, the quantum of all allowances is normally revised. With the onset of the COVID-19 Pandemic and resulting unfavourable economic and financial state of the country, we could not adopt the same course of action for this Report. **Instead, we have intelligently focussed more on salary revision, given that benefits are attached thereto and have revised allowances marginally where needed.**
- 1.63 It may happen that following the revision of salaries, the quantum of an allowance which is computed on the initial salary point of a salary scale, turns out to be lesser than what officers were drawing with the previous Report. **In such cases, officers in post as at the eve of the publication of the 2021 Report should continue to draw the higher quantum on a personal basis.**

Effective Date

- 1.64 The date of implementation of this Report is 01 January 2021, in line with 2016 PRB Report recommendation and after consultations with Government.**
- 1.65 The World economy has been severely impacted by the COVID-19 Pandemic from a weak and fragile situation to one of the worst-hit for decades. The Mauritian economy has not been spared and we indeed have great challenges ahead. This Report has been carried out against this backdrop and in keeping with national affordability, sustainability and social acceptability.
- 1.66 Consequently, the implementation of the recommendations concerning emoluments is being phased over two years. Payment would, therefore, be staged as follows: from 01 January 2021 to 31 December 2021, the salary increases in excess of Rs 1000 would be effected at the discounted rate of 75%. Thereafter, with effect from 01 January 2022, payment would be effected in full. Our Master Salary Conversion Table has, in principle, been worked out on this basis.**
- 1.67 The implementation date for all allowances/benefits is 01 January 2021.**

Applicability System of Recommendations

- 1.68 For previous reports, applicability of the recommendations contained therein has been based on the decision of employees, exercised through an option form issued by the MPSAIR. This involved the use/collection of more than 80000 forms in multiple copies and considerable administrative work falling upon officers of the HR Cadre and General Services grades, together with undue delay in the implementation of the Report. Furthermore, the Bureau has been informed that, generally, only a few employees do not opt for the Report.
- 1.69 In order not to delay the implementation of this Report and to reduce public expenditure, both in terms of logistics and human resources, especially in the present context of the new world economic and sanitary order, the Bureau is recommending an alternative method of capturing the same information.

Recommendation 1

- 1.70 We recommend that the provisions of this Report should be applicable to all Public Sector employees working in organisations falling under the purview of the Bureau, who shall be deemed to have exercised an irrevocable option to be governed by the recommendations made in this Report. Those who do not wish to be governed by the recommendations of this Report should express their irrevocable decision, in writing, to the MPSAIR within a period of three months from the date of publication of the Report. Such employees would not be eligible for the revised salary, benefits and related allowances, interim or otherwise, as from the effective date of implementation of this Report.**
- 1.71 We also recommend that:**
- (i) since option is a post review activity, the MPSAIR should continue to be responsible for the administration of the implementation of the Report;**
 - (ii) all employees who have, in writing, expressed their decision not to opt for the salaries and conditions of service as recommended in this Report, should be granted the annual Additional Remuneration, commonly known as Salary Compensation, as per Government decision;**
 - (iii) employees who are deemed to have exercised an option for the revised emoluments and conditions of service recommended in this Report cannot consider any related emolument or allowance to be the subject of an industrial dispute, as stipulated in the Employment Relations Act; and**
 - (iv) for employees who, in the wake of the 2008 PRB Report, opted for the revised salaries and conditions of service but did not opt for the contributory pension scheme, their 2016 hypothetical salary (100%) should, first of all be converted in the Master Salary Conversion Table, following which they should be granted 92% of the converted salary.**

Master Salary Scale

- 1.72 The revised salaries as provided in the Master Salary Conversion Table at Annex will be effective as from 01 January 2021. The recommended salary scales for all grades are segments of the Master Salary Scale which is provided below:

Rs 10250 x 175 - 10775 x 200 - 11775 x 205 - 12595 x 230 - 13975 x 250 - 15225 x 260 - 17825 x 275 - 18925 x 300 - 19525 x 325 - 21475 x 375 - 22225 x 400 - 23425 x 525 - 26050 x 675 - 27400 x 825 - 35650 x 900 - 37450 x 950 - 42200 x 1300 - 46100 x 1575 - 49250 x 1650 - 54200 x 1700 - 64400 x 1800 - 69800 x 2000 - 75800 x 2150 - 82250 x 3000 - 88250 x 3125 - 107000

The Way Forward

- 1.73 The recommendations contained in this Report have been made with the ultimate objective of providing the necessary impetus to the public sector to meet the growing challenges in a continuously changing environment, while optimising efficiency and promoting accountability and responsibility at the workplace. In tandem, the Report also aims at inculcating a performance culture among employees for an improved service delivery. All along we have been mindful of the financial restraints of Government in the wake of the COVID-19 Pandemic.
- 1.74 We nevertheless believe that the results expected from the recommendations would not be attained if they are not implemented in the right manner within a reasonable period of time. Therefore, every stakeholder is expected to play its role fully, with diligence to attain the set targets.

Acknowledgements

- 1.75 The writing of this Report would not have been possible without the inputs, proposals and valuable arguments advanced during meetings with all our stakeholders namely, the Federations, Unions/Staff Associations, Management of the different Ministries/Departments/Organisations and our privileged partner responsible for the implementation of the Report, the Ministry of Public Service, Administrative and Institutional Reforms.
- 1.76 We are grateful to the Secretary to Cabinet and Head of the Civil Service for his views on administrative reforms in the Civil Service and also his proposals to bring more dynamism in the administrative cadre. The collaboration of the Secretary for Public Service throughout the conduct of this exercise is acknowledged with thanks. We are equally thankful to the Solicitor-General for the advice tendered by his Office and to the Financial Secretary for his support and cooperation.
- 1.77 Last but not the least, the Bureau conveys its appreciation to its technical staff for their valuable contribution and to its non-technical personnel who in one way or the other participated in accomplishing the tasks of preparation and publication of this Report.



2. APPROACH AND METHODOLOGY

- 2.1 To ensure acceptability, transparency and continuity, the Bureau as usual, pursued on its consultative approach while interacting with its stakeholders. A communication strategy was established to transmit maximum information through clarification/explanation and to seek views, as well as active participation, on pertinent issues to review working conditions in the Public Sector. The Bureau equally voiced the merits and demerits of proposals and sounded stakeholders of possible options that would be considered for inclusion in the Report.

Operational and Functional Arrangements

- 2.2 Before embarking on the preparation of the Report, the Bureau mobilised its human resources into teams to deal with both administrative and technical issues. Technical staff were designated as Desk Officers and organised in panels to receive and provide information to all parties concerned. Further, our database was updated gradually and thoroughly upon receipt of information that has been requested from stakeholders. The support staff in collaboration with the technical team were required to arrange meetings and do the follow up on requests for postponements or otherwise.

Research

- 2.3 As an in-built core activity of the Bureau, research in the fields of remuneration practices, pay systems, grading structures, conditions of service and civil service reforms, among others, was conducted to keep pace with the evolving environment both at the local and international level. The findings of the research were discussed during brainstorming sessions in-house and relevant parts were retained for further discussion during consultation with stakeholders. This exercise was on-going until the publication of the Report.

Preliminary Meetings

- 2.4 Upon obtention of Government's approval for the preparation of the 2021 PRB Report, preliminary meetings were scheduled with representatives of the main Federations, namely Federation of Civil Service and Other Unions (FCSOU); State and Other Employees Federation (SEF); Federation of Public Sector and Other Unions (FPSOU); Federation of Parastatal Bodies and Other Unions (FPBOU); All Civil Service Employees and Other Unions Federation (ACSEF); Mauritius Labour Congress (MLC); Federation of Progressive Unions (FPU); All Workers Trade Union Federation (AWTUF); Independent Unions Federation (IUF) and General Workers Federation (GWF). These meetings served as a platform to impart maximum information on the calendar of activities and approach to be adopted in the preparation of the Report and most importantly, to reinforce the existing collaborative working relationship.

Collection of Data

- 2.5 With a view to updating existing records, data on various aspects of organisations were sought. The Bureau issued its first Circular on 02 May 2018 to all Heads of Ministries/Departments, Parastatal and Other Statutory Bodies, the Private Secondary Schools, the Local Authorities and the Rodrigues Regional Assembly requesting them to submit information on their organisations' Vision, Mission and Objectives, updated Customer Charter, Organisational Chart indicating, in hierarchical order, the different grades and their respective establishment size. They were also invited to designate an officer occupying a position at senior level in their organisation as contact person and facilitator to assist, amongst others, in submitting the required information, making appropriate arrangements for site visits, filling of Job Description Questionnaires and attending to all surveys with accuracy. Despite a closing date was set for the submission of the required information, many organisations inadvertently submitted the required documentation beyond the date limit and this slowed down the progress of the work. Reminders were subsequently issued for the obtention of the required information but there was a poor response from some organisations.
- 2.6 Another Circular was issued on 02 May 2018 inviting Federations to submit their views/observations and proposals on Conditions of Service prior to holding meetings with them. In making their submissions, they were requested to give their views/comments on general issues such as Reforms, Performance Management System, Training and Staff Development, Salary Ratio, Flexi-time, creation of grades outside the PRB/Addendum Report, Contractual Employment, excess supply of overqualified candidates, e-Government and new conditions of service that would lead towards an improvement in service delivery. The Bureau expected to receive the above proposals by 30 June 2018, the deadline set for submission of their memoranda. As certain Unions could not respond to the content of this Circular on time, the Bureau issued a final reminder on 24 August 2018. Some flexibility was allowed through a further delay upon request from Federations.
- 2.7 Via a Circular dated 07 June 2018, representatives of Staff Associations/Unions were apprised that the Bureau proposed to hold consultative meetings and discussions as regard the publication of the forthcoming PRB Report on Review of Pay and Grading Structures and Conditions of Service. To this end, they were invited to submit their representations/proposals pertaining to the grades they represented. They were also advised that while framing their submissions, they might consider, among others, qualifications, duties and responsibilities, training requirements, skills and competencies, levels in the hierarchy and change in work processes. The deadline for submission of information was set as at 07 August 2018.
- 2.8 Upon obtention of submissions from Federations, Unions and Management, respectively the Bureau started its series of consultative meetings as from 18 March 2019. Given that the Ministry of Public Service, Administrative and Institutional Reforms (MPSAIR) is the implementing body, its representatives were convened to attend all meetings with Management. All proposals falling within the realm of the

Bureau were examined and discussed during the different meetings held and parties were given indications of the demands that could be acceded to and also those which needed further examination. Throughout the deliberations, stakeholders were reminded of the complex environment and difficult economic context within which the current review exercise was being carried out and the key considerations of affordability and sustainability to which the Bureau would adhere to. It is worth mentioning that in view of several requests for postponement of meetings from representatives of Union/Staff Association and even Management of certain organisations, the Bureau on occasions had to operate after normal working hours during weekdays and on Saturdays to give them the opportunity to make their oral submissions.

Surveys

- 2.9 The Bureau carried out a series of surveys on specific issues to collect factual information and gauge the effectiveness of the recommendations made in the 2016 PRB/Addendum Reports. The aim was, among others, to identify any problem arising out of implementation and to assess the advisability of bringing amendments to the existing provisions and introducing new conditions of service in the Public Sector.
- 2.10 Areas that were covered by our surveys include, *inter alia*, Recommendations made in the 2016 PRB/Addendum Reports which have not been implemented; Travelling and Car Benefits in the Public Sector; Recruitment and/or Retention; Part-time Employment in the Public Sector; Communication Facilities; Training and Development in the Public Sector; Flexible Hours of Attendance and Flexitime Working Arrangement in the Public Sector; Work from Home in the Public Sector; and Salary Ratio/Relativity.
- 2.11 In view of the fact that the country was in sanitary confinement to prevent the spread of the COVID-19 Pandemic, the closing date for the submission of information for certain surveys was extended to 15 June 2020. Additionally, secondary data were also used for decision taking.
- 2.12 The findings of the surveys are summarised and presented under the relevant chapters of this Volume.

Workshops/Site Visits

- 2.13 In the context of this Report, officers of the Bureau attended 21 workshops and carried out around 51 site visits.
- 2.14 During the period June to September 2018, Technical Staff of the Bureau attended workshops/site visits organised by Federations/Unions to provide explanations and clarifications on recommendations of the previous PRB Reports. Union members were also provided with a template, designed by the Bureau, to facilitate Federations/Unions to make their representations in the context of the Report. Members were advised to be "SMART" in their representations to ease processing and decision taking.

- 2.15 Formal site visits were also effected by officers of the Bureau whenever it was deemed necessary and also at the request of Management or staff side to take cognizance of working conditions and environment, work processes and the impact of new technologies, among others.
- 2.16 Queries were answered by giving plausible clarification/explanation on operational and functional responsibilities, work arrangement and working conditions. Where necessary, the Bureau requested officers of the Occupational Safety and Health Unit of the MPSAIR to identify "*de visu*" the prevailing working conditions.

Consultative Meetings

- 2.17 Consultations with the stakeholders have been a conspicuous landmark in the preparation of the Report and bringing innovation/amelioration to the conditions of service and working environment of public officers. The preparation of this Report required the holding of some 800 meetings with different parties including around 52 meetings at the Bureau with staff of different grades in relation to individual representations. Consultative meetings were held in the first instance with FCSOU, SEF, FPSOU, FPBOU, FPU, GWF, AWTUF, ACSEF, IUF, MLC and AWF. Their views and comments were sought on general issues, such as Pensions; Performance Management; Training and Development; e-Government; National Minimum Wage, among others.
- 2.18 Thereafter, Unions/Staff Associations of Public Sector Organisations were convened at the Bureau to discuss on their representations. Representatives of Federations, to which these Unions/Staff Associations are affiliated, were also present during some meetings. Ample time was given to the staff side to make their representations. In addition, Unions/Staff Associations were requested to liaise with officers concerned of the Bureau for further clarifications/queries, if any.
- 2.19 The Bureau also scheduled meetings with Management of Ministries/Departments/Organisations whereby representatives of the MPSAIR were present to answer to queries relating to schemes of service and implementation of our recommendations. For meetings with Parastatal Bodies or Local Authorities, a representative of the relevant parent ministry was equally invited to attend same to provide clarifications, if any.

Representations of Stakeholders

- 2.20 Both oral and written representations/submissions have been taken on board in framing our recommendations. In general, the main representations from the staff side/Federations related, among others, to: claims for better salaries; improvements in the conditions of service; creation of additional levels and merger of grades; payment of allowances; training to be job-oriented instead of generic; grant of special privileges and incremental credits; upgrading of qualification requirements; review of mode of appointment (selection/promotion); simple writing to facilitate interpretation and avoid ambiguities; monitor implementation of PRB recommendations; form part of Standing Committees recommended by PRB and

even High Powered Committee; reducing the gap between employees at the lower levels and those at the higher levels; trading off parts of the benefits into monetary gain; conducive working environment with emphasis on Health and Safety; and restyling of grades.

- 2.21 On the other hand, Management submissions pertained to, *inter-alia*, redesigning of organisation structure; reviewing of the total reward system; defining the accountability boundaries in the Public Sector; usage of technology to promote a paperless environment; attracting and retaining talents; implementation of the Performance Management System; Public Sector Management Reforms; and Training and Development.

Customer Satisfaction Survey

- 2.22 The Bureau collected a customer feedback after the completion of each consultative meeting with stakeholders. The purpose was to gain insights and inputs on the way consultations were being held and to bring corrective measures if need be. Any novel method proposed by stakeholders was considered to improve our consultative approach to gain accurate information for the betterment of the Report. The survey feedback form was collected and analysed after each meeting.
- 2.23 Feedbacks gathered revealed that the dissatisfaction among stakeholders was quasi in-existent while 44% of stakeholders were satisfied with the way the Bureau examined and discussed representations as compared to 56% who were very satisfied. Further, the main proposals made by stakeholders for the betterment of the service at the Bureau's level were, amongst others, request to hold regular informative/interactive meetings; continue to adopt an open door policy; conduct of regular site visits; proposals to be granted due attention; continue giving valued advice; comparison be made with organisations performing in similar field at international level; meetings/seminars be organised regularly; have a representative of Management during consultative meetings; and conduct awareness session in the context of the Report.
- 2.24 The Bureau has positively acknowledged the above inputs of all parties concerned. Subject to relevance, importance and justification, we adopted new strategies, which fall within our mandate, to subsequently consolidate the cordial relation in the carrying out of our activities.

Visit to Rodrigues

- 2.25 A visit to the Island of Rodrigues was organised for consultations with Unions and Management and for the conduct of surveys and site visits. A team comprising Survey Officers conducted interviews and wrote job descriptions for some 110 incumbents, out of 150 sampled ones, covering all grades falling in the Workmen's Group. Simultaneously, another team comprising the Ag. Director, Ag. Deputy Director, Ag. Principal Job Analyst and a Job Analyst along with representatives of the MPSAIR had consultative meetings with the Unions and Management. All the Unions at the RRA and individuals who wished to depone were given the opportunity to make their case *viva voce* before the panel chaired by the

then Ag. Director. Some Unions were assisted by members of their respective Federations. Six site visits were also carried out to take cognizance of the organisational set up and working conditions.

Methodology for Job Description Questionnaires

2.26 In the context of every general review, a few selected employees of almost all grades are given the opportunity to duly fill in a Job Description Questionnaire, which is then submitted to the Bureau. For this exercise, we adopted a random stratified sampling method in order to ensure adequate representation of each grade under review, as per the updated lists of employees classified by grades and postings which were submitted by the various Ministries, Departments and Organisations in the Public Sector including Rodrigues Regional Assembly. A 10% systematic random sample was drawn from each stratum. The whole population of a grade was in principle, surveyed whenever the population was less than twelve. Around 5000 Job Description Questionnaires were issued to non-manual grades and about 2200 interviews were carried out in respect of manual grades for the purpose of writing job descriptions by the Technical staff of the Bureau.

Job Evaluation

2.27 Both analytical and non-analytical techniques of job evaluation have been used in the determination of job relationships. Maximum factual information was gathered on the different grades under review through interviews, self-written Job Description Questionnaires, schemes of service, on the site observations and written submissions received, among others.

2.28 To ensure a consistent and objective evaluation, the point rating system was used where jobs are broken down into their core components which are referred to as factors. Each factor was measured individually and given a value to indicate the relative importance of each one. A total score was then derived by adding together all the values allocated to each factor yielding the overall value of the job. Benchmark grades and benchmark hierarchies were assessed and a rank order of jobs was established. For the sake of transparency and acceptability, the job evaluated structure was sent to the main Federations to obtain their views. There were no dissenting opinions expressed regarding the established job relativity.

Constraints

2.29 In the course of the preparation of this Report, several constraints were encountered which, in one way or another, delayed the work progress. Some of them are highlighted hereunder:

- Lack of timeliness and accuracy in the submission of Memoranda by some Unions and Management.
- Memoranda submitted and processed by officers of the Bureau were not canvassed during consultation. Instead, new submissions were put forward on the date of meeting scheduled/during meetings.

- Some meetings, scheduled with Unions and Management, were postponed at the last moment without reasonable cause and stakeholders were not readily available for a replacement.
- Delay in obtention of relevant information and data from our diplomatic missions because of COVID-19 Pandemic.
- Change in managing team of certain parastatal bodies.
- Departure of several staff of the Bureau aged above 60 on Early Voluntary Retirement in the course of the preparation of the Report.
- The national sanitary confinements in 2020 and 2021 due to the COVID-19 Pandemic. The Bureau did not obtain Work Access Permits (WAP) for some officers while others were encouraged to work from home.
- Much time was spent on verification of information submitted with a view to reducing errors as very often incomplete or wrong information were furnished by stakeholders. In the same breath, in many cases additional information/document/statistics from union members and Management were submitted with much delay. In some instances, requested information were not submitted despite several reminders.
- The delay in obtaining the views of our main stakeholder on General Conditions of Service.

2.30 These factors, among others, which were beyond our control impacted on our scheduled time frame to listen to all our stakeholders and the moreso, to properly assess some issues that required further information.

Master Salary Scale

2.31 A Master Salary Scale with incremental progression has been devised as hereunder:

Rs 10250 x 175 - 10775 x 200 - 11775 x 205 -12595 x 230 -13975 x 250 - 15225 x 260 - 17825 x 275 - 18925 x 300 - 19525 x 325 - 21475 x 375 - 22225 x 400 - 23425 x 525 - 26050 x 675 - 27400 x 825 - 35650 x 900 - 37450 x 950 - 42200 x 1300 - 46100 x 1575 - 49250 x 1650 - 54200 x 1700 -64400 x 1800 -69800 x 2000 -75800 x 2150 -82250 x 3000 - 88250 x 3125 -107000

2.32 All recommended salary scales of the different grades are segments of the above Master Salary Scale.

Salary Coding and Scaling

2.33 A six-digit salary coding has been used. The first set of two digits indicates the occupational grouping, that is, job classification based on the nature of work. The middle and last sets of three digits denote the initial and top salaries of the grade respectively and these codes correspond to the relevant salary points in the Master Salary Scale.

2.34 The code for the initial salary is "000" for flat salaries. With regard to Parastatal Bodies and Local Authorities, the acronyms with numerical annotations have been used as salary codes for the respective grades. All salary schedules have been presented in descending order except for Parastatal Bodies which is in ascending order.

Layout of the Report

2.35 The Report consists of two volumes as follows:

Volume 1

General Background and Related Issues and Conditions of Service

Volume 2

Part I : Civil Service

Part II : Parastatal and Other Statutory Bodies and the Private Secondary Schools

Part III: Local Authorities

Part IV: Rodrigues Regional Assembly

Volume 1 outlines the background, context and orientation of the Report. Strategies adopted and major consideration of service applicable to Public Sector Employees are portrayed therein. It deals with General Conditions of Service and Related Issues.

Volume 2 Part I of the Report deals with the pay and grading structures, specific conditions of service and organisational design of Ministries, Departments and other service entities in the Civil Service. Within each Ministry/Department, grades have been ordered hierarchywise in descending order of salary.

Volume 2 Part II deals with the Parastatal Organisations reported upon by the Bureau and also covers Private Secondary Schools.

Recommendations for grades in the Municipal and District Councils as well as Village Councils are laid down in **Volume 2 Part III**.

Volume 2 Part IV deals with the Rodrigues Regional Assembly (RRA) and sets down recommendations pertaining to salaries, organisation structures and specific conditions of service that would apply for employees serving in the different commissions of the RRA.



3. ECONOMIC BACKGROUND

Global Landscape

- 3.1 The global economic environment has witnessed a major overhaul since our last Report further to the health and economic crises caused by the Covid-19 Pandemic, which became more pronounced as from 2020. In fact, during the period 2016-2019, global Gross Domestic Product (GDP) grew at an average annual rate of 3.3%, while in 2020, global output contracted by 3.3% whereby more than 85% of countries experienced a decline in their GDP. According to the World Bank, the depth of this global recession was surpassed only by the two World Wars and the Great Depression.
- 3.2 Based on the International Monetary Fund's projections, all regions are expected to experience negative growth with marked differences across individual economies as a result of the evolution of the Pandemic and the effectiveness of containment measures. The strength of the recovery would vary significantly across countries, depending on access to medical intervention and vaccines, effectiveness of policy support and exposure to cross-country spillovers, among others. Globally, unemployment rose to unprecedented levels, with the labour market being severely hit. As per the World Bank, once the Pandemic has subdued, the global economic landscape is unlikely to return to its pre-crisis state. For 2021 however, it is expected that the global economy would recover with a positive growth of around 6% and higher in subsequent years.

Mauritian Economy

- 3.3 The Mauritian economy has equally been severely hit by the COVID-19 Pandemic, given its openness to trade and investment. For the period 2016-2019, GDP growth averaged 3.6%, while in 2020, GDP contracted by 14.9%, with most sectors of the economy registering negative growth save for the ICT and financial services sectors. The Pandemic has also taken a significant toll on the tourism sector, on which our economy heavily relies. As a result, nominal GDP in 2020 went down below 2016 level.
- 3.4 Total investment as a percentage of GDP was on a rise in recent years reaching 19.6% in 2019, with a surge in both private and public investments. In 2020 however, it fell to 18.1%. As regards unemployment, same was on a declining trend for period 2016 – 2019, ranging from 7.3% in 2016 to reach 6.7% in 2019, but owing to the knock-on effects of the pandemic, rising to 9.2% in 2020.
- 3.5 Inflationary pressures remained subdued during the period 2016-2020, with an average increase in the price level of 2.2% annually. As far as the headline inflation rate was concerned, same grew from 1.0% to 3.2% for the period 2016–2018, dropping to 0.5% in 2019, to finally reach 2.5% in 2020. On the other hand, the deficit in the current account of the balance of payments averaged 4.5% of GDP during the period 2016–2019. However, given the disruptions in trade flows and

substantial decline in external demand coupled with a drop in tourism earnings, the current account deficit soared to 12.7% in 2020.

- 3.6 On the fiscal side, the budget deficit in Financial Year 2019-2020 was 11.8% of GDP, to finally decrease to 5.6% for 2020-2021. As regards the gross public sector debt, it rose from 65.4% of GDP at end of June 2019 to 84.2% of GDP at end of December 2020. In contrast, the monetary policy stance remained accommodative during the period under review. The Bank of Mauritius lowered the Key Repo Rate from 2.85% in March 2020, while bringing it further down to 1.85% in April 2020. This rate has been maintained at this level thereafter.

Future Challenges

- 3.7 Against such an economic backdrop, the challenges ahead remain more than ever daunting, particularly in fulfilling government's objective to achieve an Inclusive, High Income and Green Mauritius. The related main strategies of Government are as follows:
- (a) combating poverty and improving the standard of living of the population;
 - (b) facilitating access for everyone to a decent and affordable housing in a sustainable living environment;
 - (c) ensuring a fair access to high quality education for all;
 - (d) building a modern, vibrant and innovative economy that delivers sustainable and inclusive growth;
 - (e) improving the health care services by upgrading and modernising all public healthcare facilities while investing in specialised ones;
 - (f) investing in road, port, airport, water, energy and other infrastructure that fits the aspirations of an innovative economy and society;
 - (g) ensuring a peaceful, safe and secure Mauritius;
 - (h) adopting a responsible and environmentally sustainable development policy; and
 - (i) strengthening democracy and governance by enhancing transparency and accountability mechanisms within institutions.
- 3.8 Among other developmental challenges, there is also need to embark on a meaningful modernisation of public services and upgrading of skills level of public officers to be able to address the current challenges and pave the way for sustained and inclusive growth in future.

Predominant Considerations

3.9 The Mauritian economy is expected to recover depending on a series of assumptions and conditions. Resultantly, it becomes imperative for the limited resources to be judiciously directed towards the implementation of the set strategies and to address other related challenges. **For this review exercise, the Bureau has been guided by, among others, the exceptional state of the economy, the daunting challenges awaiting Government in the wake of the health crisis and the strategies to be implemented. Sustainability and affordability have, therefore, been of overriding considerations in writing this Report.**



4. PAY CONSIDERATIONS UNDERLYING THE CURRENT REVIEW

- 4.1 The world economy has been severely impacted by the COVID-19 Pandemic from a weak and fragile situation to one of the worst-hit for decades. Our country has not been spared as well, though serious efforts are being deployed to facilitate recovery and reset the economy. The current overall review is, therefore, being carried out against a backdrop of unprecedented health and economic circumstances that have compromised the country's state of public finance significantly.
- 4.2 It is also an undisputed fact that employee remuneration remains an important element of government functioning. An adequate remuneration package is necessary to recruit, retain and motivate staff of a suitable calibre to provide the public with an efficient and effective service. All along it is equally important to ensure that the package is regarded as fair by the employees and also by the public they serve through a broad comparison with the private sector.
- 4.3 Pay determination for this review has indeed been very challenging. We have been confronted on the one hand, by the huge stresses on public finances due to the Covid-19 Pandemic and on the other hand, by strong demands from the Federations, Unions and Management for a pay uplift to sustain the morale of employees. The introduction of the National Minimum Wage coupled with the interim monthly allowance granted to public sector employees added to the challenge. Therefore, more than ever, we had to ensure an acceptable and reasonable pay package as far as the parameters of affordability would allow for it to be attainable and sustainable.
- 4.4 Hereunder, we expatiate on the key considerations that informed our pay policies and recommendations.

Economic and Financial State of the Country

- 4.5 The health crisis triggered by the COVID-19 Pandemic has caused a major overhaul globally as well as on the Mauritian economy, whereby total output underwent a significant contraction, reaching unprecedented levels. The situation became more critical with the different lockdowns imposed around the world, including locally. Governments, as a result, were compelled to resort to tough and bold policies in the emergency phase of the pandemic, with the priority of protecting lives and livelihoods. Many schemes were established in this context. The Mauritian Government put in place various business and citizen support schemes namely, the Wage Assistance Scheme, the Self-Employed Assistance Scheme as well as other support schemes. The financial impact of these schemes caused a marked increase in government expenditure while government revenue dropped due to lower tax receipts.
- 4.6 Under such a scenario, it became imperative for Government to adopt measures that aimed at maximising outcomes at lowest costs. To be consistent with Government's actions in this critical phase of our economic history, the Bureau has ranked high on its agenda, affordability and sustainability as overriding principles in devising its pay policies for the conduct of this overall review.

National Minimum Wage

- 4.7 Further to the recommendations made by the National Wage Consultative Council, Government approved the implementation of a National Minimum Wage ((NMW) of Rs 8140 monthly, with effect from 01 January 2018. The NMW was subsequently revised to Rs 9700 as from 01 January 2020 with a gradual yearly increase of Rs 100 to reach Rs 10200 in 2025.
- 4.8 The National Wage Consultative Council Act provides for the Bureau to take the NMW as the baseline for its salary review. Therefore, the NMW has been a major determinant for setting the lowest starting salary.
- 4.9 It is also worth mentioning that following the introduction of the NMW, Federations claimed an adjustment of all salaries to address any distortion in salary relativity. The Bureau has considered this element and has addressed the intragrade relativity issue that had arisen for the grade of General Worker.

Interim Monthly Allowance

- 4.10 In the context of the 2019-2020 Budget Speech, the Prime Minister, Minister of Home Affairs, External Communications and National Development Unit and Minister of Finance, Economic Planning and Development stated at paragraph 430 *"Madam Speaker, the PRB Report is due in January 2021. I am pleased to announce that pending the publication of the Report, I am providing for the payment of an interim monthly allowance of Rs 1,000 to all public officers as from 1st January 2020"*.
- 4.11 It is to be recalled that a similar situation occurred for the 2003 PRB Report where an Interim Special Allowance equivalent to 5% of the basic salary, subject to a maximum of Rs 750, was paid to public officers with effect from 1 January 2003 until the implementation of the 2003 PRB Report. This advance was factored-in while working out the recommended salaries for the 2003 pay review, which took effect as from 01 July 2003.
- 4.12 In view of the foregoing and considering the reasons for which the Interim Monthly Allowance was granted, the Bureau has once again integrated the allowance in working out the recommended revised salaries.

Changes in Cost of Living

- 4.13 Changes in cost of living since January 2016 have been given due consideration so as to account for any loss in purchasing power arising from the effects of inflation. For the period January 2016 to December 2020, the cumulative rate of inflation has been around 11.3%. During the same period out of the four Additional Remunerations that have been paid, two were capped at a certain salary level, resulting in officers at the higher echelon sustaining a comparatively greater loss in purchasing power. The loss in purchasing power for the period January 2016 to December 2020 is estimated to be 6.8% on average, while being more than 9.5% for the high earners.

- 4.14 We are cognisant that employees at the lower echelons have been the most affected by the negative impact of the health and economic crisis and need to be fully cushioned against the erosive effect of inflation. Conversely, we also view that in times of economic hardship as is presently the case, the real erosion in purchasing power cannot be fully restored for high salary earners.

Internal Relativity

- 4.15 An internally aligned pay structure is important to ensure that employees are remunerated fairly and consistently according to their job value. For this Report, we have received a myriad of representations from all quarters whereby alignment of salaries to those of other higher positions was requested, very often premised on the fact that the same qualifications' requirements were set or that incumbents were performing "perceived" higher duties than their counterparts.
- 4.16 The existing pay structure is characterised by a well established system of internal relativity among the different grades which is based on the analysis of jobs and on assessment of their relative importance or responsibility, among others. The relative worth of each job was re-assessed in the context of this overall review, using job evaluation techniques, thereby allowing the detection of any evolution in the jobs.
- 4.17 Moreover, to capture the norms and expectations of those affected, views were sought from Federations through a survey on, among others, the pay relationships they would wish to see emerge and which according to them is considered as acceptable and 'felt fair', that is, capable to ensure a fair and reasonable salary distribution in the public sector. It is, however, deplored that there was no response from the Federations.
- 4.18 We have, therefore once again, based ourselves on our job evaluated structure as a disciplined framework for pay decisions. After examining the changes in job characteristics, we have in a few cases reviewed upward some salaries while in other instances we have provided for a lower salary in the form of a future holder position. Some existing internal relativities that are coloured by traditional relationships have been maintained. In re-establishing relativities, we have also considered the wider implications that such adjustments may have on other grades and beyond.

External Relativity

- 4.19 The Bureau has used all available data to understand how private sector basic salaries have progressed since 2016. A comparative analysis of pay in the public sector and the private sector was carried out. For this purpose, a "jobs approach" was used which focusses on the salaries of a set of private sector jobs whose description is similar to that of public sector jobs. Data for private sector basic salaries consisting of more than 30000 employees in more than 140 organisations were supplied by CAPFOR Mauritius.

4.20 The analysis of the data showed that employees in grades requiring a School Certificate, Higher School Certificate, Diploma, Degree and, Registration with a professional body, were better paid in the public sector. The average public sector employee in these grades have a pay lead ranging from 10% to 20%. Conversely, employees in higher echelons (Middle Management and Top Management) earned on average lesser in the public sector as compared to the private sector. The pay difference ranged between 25% to over 100%. Taking into consideration the competitiveness of public sector salary relative to those of the private sector, we have readjusted the starting salary of almost all grades which are on scales.

Claims of Federations/Unions/Management

4.21 For this Report also, the claims of the Federations and Unions as regards salary issues were mainly geared towards a more compressed ratio of the salary of the General Worker to a Permanent Secretary, so as to substantially bridge the gap between the highest and lowest earners, while demanding for even higher pay for professionals and senior civil servants. They also requested that the salary ratio of the General Worker to the Senior Chief Executive should be considered, given the latter position is higher than that of the Permanent Secretary. On the other hand, Management in general, proposed for significantly higher salaries, in line with the total package being granted to comparable positions in the private sector.

4.22 Acceding to all these requests would prove to be not only an impracticable task but also socially unacceptable with huge financial implications, leading to unaffordability and unsustainability issues. Nevertheless, we have reduced the salary gap between the General Worker and the Senior Chief Executive, while observing that the grievances of Management related mostly to compensation (earnings) drawn by others, whether in the public or private sector, without paying heed to the Total Remuneration Package accruing to them.

Total Remuneration Package

4.23 Apart from their salaries, public sector employees are eligible for various pecuniary and non-pecuniary benefits depending on their grade, salary drawn, length of service and working conditions, among others. The assessment of pay adequacy therefore should not be based on the limited concept of basic salary only. The different elements that make up the pay system must be considered.

4.24 One of these elements that is often overlooked is security of tenure. It provides a value to public officers which generally does not accrue to private sector employees. In the aftermath of the COVID-19 Pandemic, we cannot but emphasize the importance of job security. Though difficult to measure, security of tenure has a value which has to be taken into account when considering pay and making comparison across sectors.

4.25 Post-retirement benefits offered by the pension scheme of public officers also has to be considered. Moreover, for this Report, the special provision regarding the grant of a one-off payment, equivalent to 2% of the annual pensionable emolument

for each year of pensionable service to contributing officers in post as at 30 June 2008 and retiring with more than $33\frac{1}{3}$ years of service, has been improved to allow officers retiring as from 60 years to also benefit from same.

- 4.26 A new element of the total remuneration package which the Bureau has viewed as a pay consideration is the *Contribution Sociale Généralisée* (CSG) introduced by Government under the Finance (Miscellaneous Provisions) Act 2020. The Bureau considers that this **contribution from Government** is in favour of a public officer, as his total post-employment benefit package will be enhanced. In his budget speech for financial year 2021-2022, the Minister of Finance, Economic Planning and Development has stated that “to fully implement the CSG, a comprehensive legislation will be introduced shortly to cater for payment of contribution and benefits”, which is now a reality with the Social Contribution and Social Benefits Act 2021.

Fiscal Consolidation Measures adopted in the Context of COVID-19

- 4.27 Faced with a precarious financial state of the economy caused by the health and economic crisis, Governments worldwide have made various attempts to generate sufficient savings to finance private transfers. Given that the public sector is the largest formal sector employer, the wage bill in turn represents a quite significant portion of government expenditure. Therefore, many countries are having recourse to austerity packages whereby various policies have been adopted to bring down the public sector wage bill, as a means of fiscal consolidation.
- 4.28 A few of these policies consist in: wage cuts or freezes or pausing headline pay in the public sector for a certain period of time ranging from one to three years; employment cutbacks whereby future recruitment/hiring in the public sector has been frozen; services being outsourced or privatised; employees being subject to furlough schemes; non-payment of bonus; reduced bonus to earners of higher salaries; compulsory unpaid leave; reduced working hours; reduction of overtime pay; freezing of pensions; granting a moderate pay increase of 1%; and withdrawal of Government from the national pay agreement.
- 4.29 In Mauritius, to contain the recurrent government expenditure on salary in the Public Sector, Government adopted a few measures in the form of limiting expenses on certain items such as filling of posts; curtailing overtime payment; non-refund of unutilised sick leave; restricting payment of passage benefits for a few uses only, among others.
- 4.30 While being mindful of the various forms of pay cuts or pay freezes being applied in foreign jurisdictions as a consolidation strategy, we believe that same may not be uniformly applied in all economies. In the local public sector for example, the majority of employees are concentrated in the low and middle of the salary distribution, implying the prevalence of a high marginal propensity to consume. Therefore, the indirect effects of wage cuts or pay freezes on aggregate demand would be relatively high, assuming all else remains constant. Therefore, the means to be adopted should limit or avoid negative demand effects.

4.31 Under the circumstances, the Bureau has come up with a salary increase for all employees but with a staging in the payment of the revised salaries over a period of two years. Moreover, above a certain level, there have been below-inflation increases.

Other General Pay Considerations

4.32 In addition to the abovementioned pay considerations, several other factors have been taken on board in arriving at the recommended revised salaries as ensuing:

- (i) the main elements that are considered in certain foreign countries, in fixing salaries;
- (ii) the need to establish a positive linkage between improving productivity in the public sector through maximising efficiency, effectiveness and optimum use of human resources and an increase in pay;
- (iii) upgrading the qualifications requirement of certain grades, which in a few cases impacted on their initial salary;
- (iv) the attractiveness of working in the Civil Service as depicted by our survey findings on Recruitment and/or Retention Problems in the Public Sector and the substantial number of applications received by the Public and Disciplined Forces Service Commissions per advertisement of a job vacancy in the Civil Service; and
- (v) any change in work processes to ensure business continuity in the wake of the Pandemic.

Pay Strategies

4.33 In tandem with the various pay considerations taken on board, the Bureau has adopted certain pay strategies with the main aim of enhancing career earnings. These are explained in the following paragraphs.

Performance Related Pay Progression/Annual Increment

4.34 The Bureau has provided for a yearly incremental movement along salary scales and in some cases beyond the top salary, subject to satisfying certain criteria. In some quarters, it is being perceived that the grant of annual increment is automatic, irrespective of the employee's performance.

4.35 We have to highlight that our pay system links pay to the performance management system and that the only guaranteed salary for an employee in the public sector is the initial salary of his/her salary scale. The annual incremental increase is a variable component based on the overall performance of the employee, as determined by the performance appraisal exercise, a component of the Performance Management System. **Therefore, it stands to reason that the annual increment should be earned and in specific circumstances, same may also be withheld, stopped or deferred.**

Long Service Increment/Enhanced Career Earnings

- 4.36 The Bureau introduced a mechanism in its 2008 Report to provide enhanced earnings to employees who were subject to career stagnation owing to a lack of opportunities for further growth. This situation normally occurs when there is a relatively large pool of employees in a particular grade against a few promotional posts or where higher positions were not being filled for quite a long time. Consequently, many employees who have already reached the top of their salary scale stagnate on this point for years. To address this problem, the Bureau provided for the grant of Long Service Increments (LSI) to this category of employees, subject to satisfying a few conditions.
- 4.37 Given that this pay strategy has proved to be effective in terms of boosting the morale of the employees, we deemed it appropriate to bring some improvement.
- 4.38 In addition, for this review exercise, we received an array of representations from staff in dead-end professional positions to create supervisory/promotional levels as they had no promotion prospect.
- 4.39 After duly examining the whole issue holistically and considering a few parameters, we have provided in a few instances a restyling of certain job appellations that connote a higher position, along with enhanced earnings. We are convinced that this strategy would address the problem of an absence of promotional opportunities to a large extent.

Incremental Movement beyond top salary

- 4.40 In previous Reports, incumbents in certain grades represented that there is lack of career movement in their cadres which is the source of their grievance. Eventually, we provided some form of compensation through the grant of incremental movements beyond top salary. In subsequent Reports, this provision was extended to other grades and for reasons where possibility for career earnings were quite insignificant.
- 4.41 Presently, incremental movement has been granted for the acquisition of additional/higher qualification, the successful completion of a sponsored course by Management or for performing additional/higher duties which normally devolve upon the next higher level in the cadre and for limited number of higher posts which has a direct impact on earnings. These situations were carefully examined and taken into account in crafting the Pay Strategy.
- 4.42 For this Report, it was submitted that in a few of the abovementioned cases, there are issues which have a bearing on the implementation, thereof. The surrounding circumstances of these cases have changed and those who would join the grades would not necessarily have to face the same situation. It is also important to note that the principles on which certain provisions were aligned, no more exist. Hence, waiving these provisions would not be inappropriate.

Other Pay Strategies

- 4.43 In some cases, the Bureau has granted an upgrading to certain positions where deemed justified. Resultantly, a few provisions related to the grades concerned have been waived as they have outlived their utility. Coupled with this, we are also enhancing those related to retirement benefits. In fact, the overall benefits to employees have been rendered better. Consequently, in view of the improvement in employee's situation, the need for additional provisions may not be warranted, the moreso, in the face of implementation problems.
- 4.44 After examining the cases individually, we have made appropriate recommendations in that sense. Subsequently, these elements were given due consideration in framing the Pay Strategy for this Report

Review of Initial Salaries

- 4.45 A comparison with the market has prompted the Bureau to review the initial salary of almost all grades which are on scales to bring some alignment with what obtains for similar positions in the private sector. However, despite this measure, the starting salaries of these grades are still higher in the Public Sector. In addition, the reviewed initial salaries would, by no means, render officers in post worse off, as they would be applicable to future entrants.

Revision of Allowances

- 4.46 We did not consider it reasonable to revise the quantum of all allowances especially against a backdrop of financial constraints.
- 4.47 While a slight increase has been granted on most allowances, some quanta have been maintained. It is equally apposite to note that the provisions governing a few allowances in certain quarters have been revisited with a view to ensuring a more judicious use of resources and on grounds of equity, particularly in such difficult times.

Key Features of Remuneration Policies

- 4.48 While framing the remuneration policies, the Bureau took into account the following:
- (i) the starting salary of the lowest paid is not less than the NMW;
 - (ii) a compression of the pay structure to bridge the gap between highest and lowest earners, that is smaller pay differentials between skilled/highly skilled employees and lower-level/less skilled employees, with a General Worker: Permanent Secretary pre-tax ratio of 1:6.2 along with a decrease in the salary ratio of the General Worker to the Senior Chief Executive;
 - (iii) their affordability and sustainability until the next review exercise, based on their likely impact on government finance;
 - (iv) salaries are regarded as fair, reasonable and socially acceptable;

- (v) career earnings for a category of graduates and registered professionals who are in isolated grades;
- (vi) guaranteed progression in the master salary scale through the grant of annual increment and further incremental movement beyond top salary on grounds of sustained performance or reckoning long years of service;
- (vii) the key principles of compensation including equity, transparency, competitiveness and employee performance;
- (viii) best global practices adopted in the context of the COVID-19 Pandemic and their adaptability and relevance in the Mauritian public sector;
- (ix) downward extension of most salary scales based on market factors and also to reduce future recruitment costs;
- (x) the need to introduce a '*force majeure*' clause to safeguard the interest of the employer during emergency situations requiring significant financial outlays; and
- (xi) provide a comprehensive remuneration package that includes salary and enhanced benefits to motivate serving officers for an improved service delivery:
 - use of passage benefits for renovation/construction project;
 - loan at very low interest rate to purchase electric cars/motorcycles;
 - refund of unutilised casual leave (Disciplined Forces, Doctors);
 - enhanced pay supplement/allowance to facilitate communication in carrying out official duties and to further Business Continuity;
 - wider base of beneficiaries for duty remission facilities (once in a lifetime);
 - loan facilities for purchase of laptop (Secondary/Primary Educators);
 - enhanced retirement benefits for those in post as at 30 June 2008 who retire at the age of 60.

4.49 In a nutshell, the Bureau has ensured that salaries granted are regarded as fair and reasonable by public servants, while the pay at certain level kept pace with market forces to the extent possible. At the same time, we have focussed on the provision of a compensation package that is attractive enough to induce the right talent to join and remain in the public sector while being cognisant of Government's financial limitations.

4.50 We consider that public sector employees should not be denied of financial recognition for the contribution they have made over the past years and will need to make in the years to come. We also bore in mind, the crucial role played by public servants in the fight against COVID-19 when they had to tackle unprecedented and

time-sensitive workloads in an attempt to reduce the impact on both people's health and the economy. Our recommendations, therefore, strike a fair balance and represent a value for money investment in public sector employees for their sustained effort.



5. PUBLIC SECTOR MANAGEMENT REFORMS

- 5.1 In almost all countries, the State remains the largest single employer. It fulfils the basic functions of providing goods and services of public interest to its citizens. The public sector which is responsible for the provision of these goods and services is considered pivotal in the promotion of socio-economic development and is at the base of the effectiveness of the State. As public funds are involved in providing these services, a continuous scrutiny is exercised by the population, putting the public sector under pressure to achieve private sector results. To ensure that the public sector continues to be effective and competitive, reforms need to be brought thereto whenever necessary.
- 5.2 Reform initiatives aim at strengthening the capacity to perform Government functions necessary for sustainable economic and social development. It is expected that the application of reform measures will render the public sector more responsive to the needs of citizens through increased accountability, promoting effectiveness and efficiency and ultimately raising the quality of public services to satisfy citizens.

Government Vision/Strategy

- 5.3 The aim of Government is to make Mauritius an innovation-driven high-income economy, based on inclusiveness and shared prosperity. To this end, in its Programme (2015-2019) entitled "Achieving Meaningful Change", it undertook to consolidate a responsible and responsive Public Service. Consequently, a series of cutting-edge measures focusing, among others, on Human Capital Development, Streamlining of Processes, and Optimisation of Information and Communication Technologies were announced to bring about transformational change in the public sector.
- 5.4 Along the same lines, the Government has in its new Programme 2020-2024 committed to, *inter alia*, enhance transparency and accountability mechanisms within institutions; uphold the philosophy of equity and "*chances égales pour tous*" to ensure merit-based selection and recruitment; and strengthen governance of parastatal institutions along with ensuring adequate and appropriate gender representation on their Board of Directors. Furthermore, as Public Sector Transformation occupies a prominent place in the 2020-2024 Programme, Government is envisaging to pursue with the implementation of a cohesive Public Sector Business Transformation Strategy encompassing the Whole-of-Government Approach.

Current State of Affairs

- 5.5 In its 2016 Report, the Bureau advocated the synergizing of the following six institutions for the transformation of the Public Service to take place: the then, Ministry of Civil Service and Administrative Reforms, the then Ministry of Finance and Economic Development, the Public Service Commission, the Pay Research Bureau, the then Ministry of Technology, Communication and Innovation, and the

then Ministry of Financial Services, Good Governance and Institutional Reforms. Further, the drivers of reforms, namely the Reforms Steering Council; the Strategy Policy Unit; the then Public Sector Re-engineering Bureau; and the Reforms Cell as recommended in the EOAC Report 2013 were maintained. Additionally, the Bureau also upheld the reform initiatives enunciated by the Ministry of Public Service, Administrative and Institutional Reforms (MPSAIR).

- 5.6 The major reform initiatives which have been adopted hitherto in the public service are, *inter alia*, adoption of Financial Performance; budgeting; e-Procurement; Performance Management System; Flexi-time; implementation of ISO certification scheme for public sector organisations; adoption of Information Technology and Digital Government Strategy which includes providing online services and inducing a paperless working environment; strengthening accountability and transparency in the public sector; setting up of Gender Cell and formulating/implementing Gender mainstreaming strategies and policies; adoption of a National Code of Corporate Governance; setting up of anti-corruption committees; and adoption of office automation in certain public sector organisations.
- 5.7 The implementation of Public Sector Management Reforms, in the context of Government's renewed vision for a modernised, efficient and effective public service, has been mostly ensured by the MPSAIR. With a view to transforming the Public Sector into an adaptive, responsive, high-performing and customer centric service provider, a Public Sector Business Transformation Strategy developed by a Consultant from the Commonwealth Secretariat was adopted. The Strategy revolves around 10 implementation pillars, namely Growth and Development; Business Transformation; Innovation and Acceleration; Digital Transformation; SMART processes; Strong Governance and Institutional arrangements; Performance; Capacity Building and Capability Development; Implementation; and Public/Customer satisfaction. The Strategy aims at creating an enabling environment for the successful and long-lasting transformation of the Public Sector in Mauritius.
- 5.8 In 2017, for the implementation of the Public Sector Business Transformation Strategy, the Public Sector Re-engineering Bureau was revamped into the Public Sector Business Transformation Bureau (PSBTB) as the main catalyst of Government's transformation agenda. Moreover, in line with the recommendations of the PSBTB strategy, the following three committees have been set up:
- **High Powered Committee** under the Chairmanship of the Secretary to Cabinet and Head of the Civil Service to oversee the implementation of the PSBT strategy and Action Plans.
 - **National Planning and Results Committee** (in replacement of the Reforms Steering Council) under the Chairmanship of the MPSAIR to oversee and monitor the integrated planning, resourcing and delivery of Government's mandate and priorities, including Public Sector Business Transformation.

- **Transformation Implementation Committees** (in replacement of Reforms Cell) at the level of each Ministry to ensure, *inter alia*, the implementation of the Transformation Plan as well as Government Programmes and Projects.

- 5.9 The PSBTB has implemented several projects geared towards the transformation of the public service and the improvement of the quality of public service delivery. Thirty-eight (38) Transformation and Implementation Committees have been set up at the level of Ministries and Departments to oversee, monitor and evaluate the development and implementation of their respective Business Transformation Initiatives. The PSBTB was also assigned the responsibility to monitor the implementation of three Key Performance Indicators adopted by Government in respect of e-Procurement, training and good governance to accelerate the process of transformation across the public service and promote integrity. As at date, almost all the Ministries and Departments have already embarked on the e-Procurement system, and as from next year, all procurement will, as far as possible, be carried out online.
- 5.10 In the transformation process, the MPSAIR has introduced the Work from Home Scheme, a job rotation policy and also developed a Sandbox Framework to facilitate the adoption of new and emerging technologies that have a transformative impact on public service delivery. Moreover, in a bid to digitalise the HR functions of Ministries and Departments, a new Human Resource Management system, e-HR has been conceived for implementation across the service using open source software technology. Along the same lines, the Prime Minister's Office launched the Citizen Support Portal (CSP), a modern and practical online platform under its ambit. The aim of the portal is to, among others, address complaints and queries of citizens including civil servants regarding provision of public services.

Views of Federations and Other Stakeholders

- 5.11 In the context of this review exercise, stakeholders have expressed that the reform initiatives enunciated so far in our Reports have either been partially implemented or not implemented at all. Some federations observed that the decline in quality of public services is a matter of concern, particularly if it is linked to frustration among public sector employees. Another federation averred that Public Sector Management Reforms have still some way to go, for instance Training Needs Analysis and Human Resource Planning still have room for improvement while one federation expatiated on the issue of training to certain category of employees more particularly those in manual grades and wished that more training could be made available, as part of reform initiatives.
- 5.12 The objectivity of recommendations pertaining to the Performance Management System was questioned by a federation which also expressed that the flexitime implemented by the MPSAIR, is neither in consonance with the 2016 PRB Report, nor user friendly and may consequently be scrapped. The Federation of Parastatal Bodies and Other Unions on its side canvassed the setting up of a Parastatal Bodies Service Commission as well as monitoring and implementation committees for parastatal bodies, whereas some other federations viewed that it was imperative for

Management to impart training in areas where weaknesses are identified following Performance Management exercise.

- 5.13 For the majority of stakeholders, more thrust, engagement and commitment of institutions in implementing certain reform measures should be more visible. Laxity in the pursuance, monitoring and evaluation of reform measures advocated so far was also highlighted by them.
- 5.14 The staff side has unanimously voiced out that non-implementation of reform initiatives has impacted seriously on the morale of public sector employees, even leading to frustration in certain cases.

Strategic Direction

- 5.15 Following the outbreak of the COVID-19 Pandemic in the year 2020, the resilience of our Public Sector as well as its capability to face such an unprecedented calamity were put to test despite the fact that many public officers had to be confined at home. However, the public service, as the executive arm of the Government, showed remarkable resilience and rapidly re-engineered itself to respond to the exigencies of the new post-Covid realities. The essential services of the public sector organisations, namely policy making bodies, disciplined forces, health services and Local Authorities ensured continuity of services by coming up with innovative, fast, flexible and robust measures to mitigate the impact of the pandemic and also to meet the expectations of our citizens.
- 5.16 The MPSAIR had also developed a framework for the creation of a conducive environment for the adoption of the flexible working hours as well as a Work from Home Scheme which has greatly contributed to enhance efficiency, promote social distancing and improve on work-life balance. Some of these changes will certainly outlast the current COVID-19 crisis and become the new norms. It is to be recalled that all the measures taken are in line with the recommendations of the International Labour Organisation.
- 5.17 Besides, the collaboration and expertise of the UNDP have also been availed to, amongst others, further gauge the effectiveness of homeworking in ensuring business continuity and agility in public service delivery in times of crisis. Subsequently, Government has adopted the Work from Home Protocol developed by the UNDP Consultant, the Price Water House Coopers and same has been rolled out in the whole public sector. A Steering Committee has also been set up to discuss on the appropriate measures to be taken to promote the Work from Home culture in the public sector which will be part of the new normal.
- 5.18 While upholding the permanent hierarchical structure, namely the High Level Committee, the National Planning and Results Committee, the Public Sector Business Transformation Bureau and Transformation Implementation Committees (TICs), we have also maintained certain recommendations contained in the Bureau's previous Reports, *inter alia*, Performance Management System, Executive Performance Management Review for Supervising Officers and Training Needs Assessment.

Subsequently, to be able to cope with the myriad of challenges of the fast-changing environment as well as the growing need for technology and innovation in the public service, as reported above, the Bureau views that digital skills-set for an empowered workforce is one of the imperative and anticipatory measures towards the intended transformational journey.

- 5.19 In this context, with a view to better equipping Senior Officers with the tools and techniques to manage business resilience, the MPSAIR has, in collaboration with the Civil Service College, Mauritius, provided appropriate training to them on "Business Continuity Management". From a technological viewpoint, the new Sandbox Framework which has been introduced as mentioned above, can have a direct and positive impact on Government Service Delivery. From this perspective, the Public Sector will be called upon to be more pro-active in the years to come.
- 5.20 The submissions of the MPSAIR, in the context of this review exercise, mainly aimed at embracing reform measures as a means to achieve effective, efficient and elegant service delivery by public sector organisations. The main initiatives proposed were the promotion of lean structures; the establishment of an accountability and responsibility framework at all level within the public sector; outsourcing of non-core government businesses with a view to reducing administrative hurdles and saving in terms of cost and time; adoption of paperless public sector offices; and enhancement of Work from Home Scheme.
- 5.21 In consonance with Government Vision and the "*raison d'être*" of public sector organisations, the Bureau considers that there are four vital pillars that need to be further consolidated, namely the shift from Manual and Digitalisation to Artificial Intelligence in conducting the affairs of the country; institutionalisation of a solid Governance Framework for the public sector as a whole; continual promotion of skill development through capacity building programmes, training, and sharp knowledge sharing; and adoption of a Monitoring and Evaluation Framework at organisational level to gauge the effectiveness of programmes and projects as well as learn lessons for further improvement.
- 5.22 Reform Initiatives that are IT related are cited in this Chapter from the broader perspectives but are dealt with more details in the Chapter on Digital Government Transformation. Concerning the continual promotion of skill development through capacity building programmes, provisions thereto related have been made under the Chapter on Training and Development. Similarly, the concept of Work from Home has been lengthily discussed under the Condition of Service on Working Week, Flexitime, Workers on Shift/Roster/Staggered Hours and Overtime while subsequent amendments to schemes of service have been recommended in the Chapter on Review of Schemes of Service and Qualifications. However, from a reforms viewpoint, we are making necessary recommendations to ensure a smooth delivery of government services and providing for mechanisms to enable proper implementation of reform initiatives.

Recommendation 1

5.23 We recommend that:

- (i) **the MPSAIR should investigate into the cause of non-implementation of reform initiatives so far recommended and propose corrective measures;**
- (ii) **Responsible Officers should initiate procedures at the level of the Transformation Implementation Committees to revisit their business processes, particularly in the context of Work from Home, and consequently, consider a review in grading structure so as to eliminate superficial levels to promote effectiveness and efficiency; and**
- (iii) **Responsible Officers should also ensure that reform initiatives adopted by Government are effectively implemented in Parastatal Bodies falling under their Ministries.**

Accountability Framework

5.24 Accountability is another important aspect that needs to be ingrained in the processes at all levels and should be reflected in the schemes of service. It has often been emphasised that reform initiatives have failed because of lack of ownership on the part of certain officers. To address this issue, we are hereunder making appropriate provision.

Recommendation 2

5.25 We recommend that the National Planning and Results Committee, in collaboration with relevant stakeholders, should design an Accountability Framework for grades at all levels in the public sector.

5.26 We also recommend that Transformation Implementation Committees should follow up to ensure that reform initiatives are scrupulously implemented.

Discretionary Powers

5.27 The freedom and latitude to act on one's own authority and judgement in taking decision and making choices within certain legal bounds, referred as discretion, is an important aspect of decision-making within the public sector. The exercise of discretionary powers exists at all levels of public policy as well as law enforcement and may, however, be subject to misuse or arbitrary decisions thereby undermining integrity and leading to wrong practices. Hence, to uphold integrity, transparency and accountability in the public sector, it is vital that potential risk be circumvented.

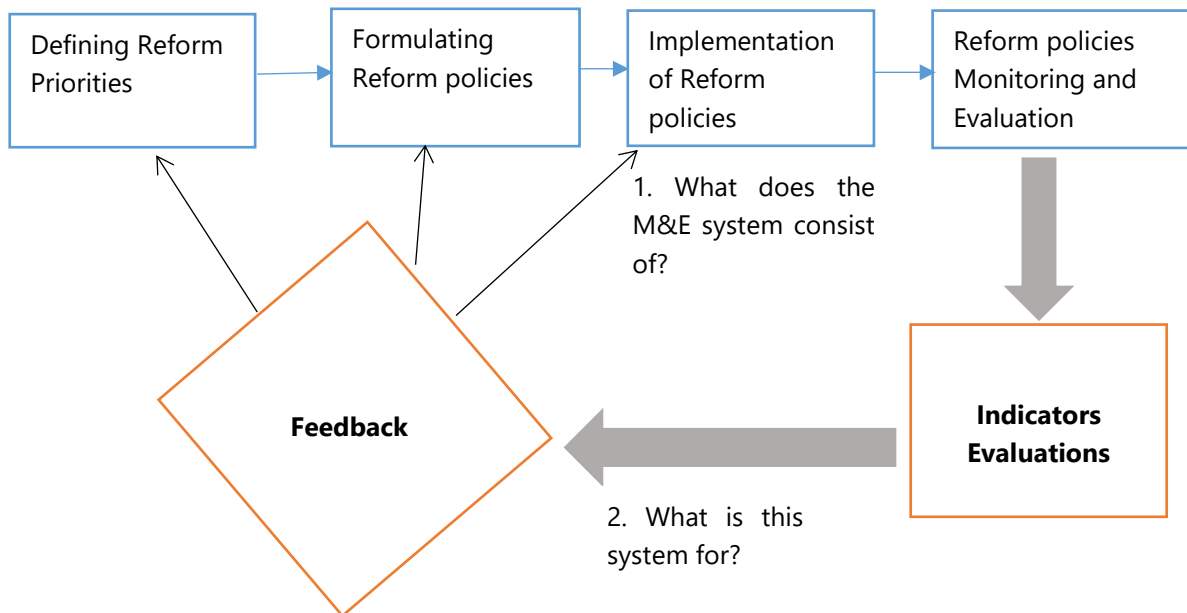
5.28 In collaboration with the Independent Commission Against Corruption (ICAC) and bearing in mind the legal and moral parameters, the MPSAIR has developed a set of guidelines for Public Officials who are endowed with the exercise of discretionary powers. The guidelines define the key steps for judicious exercise and management of discretionary powers. For the proper functioning of the civil service machinery, the Bureau upholds that public sector organisations should adhere to the guidelines developed by the ICAC and is recommending accordingly.

Recommendation 3

- 5.29 We recommend that Supervising Officers should take appropriate action to implement the “Guidelines – Exercise of Discretionary Powers’ within their Ministry and Department as well as at the level of Local Authorities/Parastatal Bodies/ State Owned Enterprises falling under their purview as per Ministry of Public Service, Administrative and Institutional Reforms’ Circular Letter No. 21 of 2021.**

Monitoring and Evaluation

- 5.30 Public Sector Management Reforms or public sector transformation cannot succeed without proper monitoring and evaluation. To ensure that any reform measure is well geared and thriving towards attaining the expected outcome, it is imperative that the measure is properly calibrated, monitored and evaluated through appropriate indicators, practical targets and allocated responsibilities. The foregoing would undoubtedly indicate and guarantee that reforms/transformations are achieved with the judicious and optimal use of resources.
- 5.31 The 2016 PRB Report went a step further in ensuring that reform initiatives are implemented and administered in a correct manner. Though monitoring and evaluation has been recommended in the 2016 PRB Report, the Bureau views on the same wave length with the outcry of the Federations/Unions that line Ministries/ Departments are not readily valuing their importance. The way forward to achieve successful reforms is only through the proper monitoring and evaluation as well as documentation and monitoring which so far seem to be lagging behind.
- 5.32 According to the World Bank and the Inter-American Development Bank (2010), effective policy making requires information on whether Governments are doing things right and whether they achieve the results intended based on strong Monitoring and Evaluation (M&E) Systems. Strong M&E systems are considered to provide the means to compile and integrate valuable information into a policy cycle, thus providing the basis for sound governance and accountable public policies. Similarly, effective reform initiatives can be attained through a sound M&E system which will ensure that they are being implemented in the desired manner and gauge the output/outcome in terms of desired objectives as well as long term benefits.
- 5.33 Currently, the Public Sector Business Transformation Bureau has been entrusted the responsibility to coordinate and monitor the implementation of measures and government projects, with a view to eliminating bottlenecks. A Management Information System for the TICs has been deployed to allow TICs to report progress on the implementation of transformation projects at their levels. The M&E system to be adopted can be similar to those in the public policy cycle and should not be considered as an end in itself but as a continuous innovating process. It is an ongoing process based on the system’s logic and organisation climate. To elucidate the issue, the two questions that M&E should ask, are as follows:



5.34 Reform initiatives undertaken so far, in the public sector, are in line with Government’s programme and vision. Nevertheless, to ensure that these initiatives do not remain mere rhetoric on the brink of failure and be referred to as a ‘process’, the Bureau considers that establishing/strengthening the feedback arrangement mechanism; taking appropriate corrective actions at the right time and in the right manner; and proper evaluation and documentation of reform processes, be resorted to. The Bureau is recommending along these lines.

Recommendation 4

5.35 The Bureau recommends that:

- (i) the National Planning and Results Committee under the Chairmanship of the MPSAIR should monitor, evaluate, update, innovate and prepare an annual performance and outcome Report on public sector reform initiatives rolled on, in accordance with deliverables of the Committee as per MPSAIR Circular No. 80 of 2017; and**
- (ii) regular feedbacks on performance including shortcomings and corrective initiatives should be reported to the High Powered Committee under the Chairmanship of the Secretary to Cabinet and Head of the Civil Service.**

Recommendation 5

5.36 The Bureau recommends that the reform initiatives enunciated above should, to the extent possible, be extended to all organisations governed by the PRB Report.



6. ORGANISATION STRUCTURES AND RELATED ISSUES

- 6.1 Organisational structures define how work or tasks are organised and allocated. They are the vehicles through which organisations can determine where jobs should be placed in a hierarchy, define pay levels and the scope for pay progression and provide the basis on which relativities should be managed. Most of the Public Sector structures resemble a pyramid which get wide as we move down. They are predominantly organised by functions with a hierarchy of personnel. As organisation structures in the public sector occupy a key role in government processes, they have an impact on public policy development. Hence, an overall review exercise provides an opportunity for organisations to revisit their existing structures to make them more responsive to their mission, vision, objectives and customers' expectations.
- 6.2 The Bureau reports upon Public Sector organisations which comprise Ministries/Departments, Parastatal and Other Statutory Bodies, Local Authorities, Rodrigues Regional Assembly and Private Secondary Schools.
- 6.3 Currently, the Public Sector employs around 87000 employees who are regrouped in more than 3000 grades encompassing employees from the Workmen's Group to the Secretary to Cabinet and Head of the Civil Service. Most of the Organisational Units of the Public Sector like in the Civil Service follow a hierarchical structure where the chain of command is clearly defined and enforced.

Recommendations of previous PRB Reports

- 6.4 In its previous Reports, the Bureau recommended flatter/lean structures for effectiveness and improved efficiency. Some structures were streamlined and levels merged, while a few specialised Units were created only for meeting functional requirements and ensuring organisational effectiveness. Polyvalent grades were created for greater flexibility and functional mobility of staff. Additionally, the Bureau recommended the setting up of a Standing Committee on organisational design and redefined its composition and terms of reference together with a framework as a guide for better organisation design and delivery of service. Guidelines for creation of grades were also provided.

Submissions received

- 6.5 In the context of this review, Management of organisations were requested to make submissions on re-engineering/structural change including, among others, delayering, merging of grades, multi-skilling, creation of additional levels, re-definition of job specification/enlargement/enrichment and restyling of posts which may enable an organisation to have a fit-for-purpose structure to deliver on its mandate more efficiently and effectively.
- 6.6 The Ministry of Public Service, Administrative and Institutional Reforms (MPSAIR), canvassed for the structuring of lean and flat structures in organisations and for a reclassification of existing grades to expedite decision-making and enable prompt delivery of services while eliminating inherent bureaucracy bottlenecks.

- 6.7 Other representations made mainly pertain to creation of additional levels, merging of grades for career earnings, demerging of combined positions to restore seniority, supervision and abolition of existing grades against creation of new ones. Moreover, requests were also made for appellation of grades to be more attuned with the nature and level of duties performed. Similar demands were also made by the staff side.

Views of the Bureau on proposals made

Restyling of Grades

- 6.8 The Bureau has analysed the submissions of all parties and considers that the purpose of restyling a job appellation is to convey an immediate understanding and identification of the work devolving upon incumbents in a particular grade. A few appellations have been reviewed in cases where there was need to identify the job performed. However, the Bureau has refrained from restyling some grades where it was found to have grading implications and/or no nexus with the duties and responsibilities associated with the posts.
- 6.9 We have also noted with much concern that a few grades have been restyled in the Civil Establishment Order (CEO) or by Management of a few Parastatal Bodies/Local Authorities, without following the appropriate procedures. Consequently, such situations have given rise to internal imbalances in the present structures. A restyling of grades is only considered in the wake of a general review or acceded to with the approval of the High Powered Committee (HPC). **Hence, we hold that all requests for restyling of grades and the reasons thereof should be submitted to the Bureau for consideration through the parent Ministry and the MPSAIR. The latter being the sole authority for updating the CEO, should ensure that the appellations of grades are strictly in accordance with our recommendations or as approved by the HPC.**

Merging of Grades

- 6.10 As regards the merging of levels, the Bureau views that this may be done with consensus of all stakeholders, where there is considerable overlapping of duties and accountabilities with no close or purposeful supervision. **Merging of grades in a hierarchy should be consistent with the functional needs and organisational requirements.**

Creation of grades

- 6.11 In the context of this review exercise, we have received a number of representations for the creation of grades. At times, such demands were premised on the expectation of obtaining a promotion or an upgraded salary. It is to be highlighted that grades are created based on functional needs and organisational requirements in order to avoid overlapping of duties and duplication of grades. Supervising Officers of Ministries/Departments should ensure that the human resources of the organisation are fully utilised at the level at which they are expected to operate. However, wherever grades have to be created, **the Bureau recommends that they be based**

strictly on the functional considerations and in conformity with the updated guidelines for the creation of grades at Annex of this Chapter.

Abolition of Grades

- 6.12 Many requests were made to abolish certain vacant positions and at times, against the creation of another level, on ground that the unfilled grade has outlived its utility in the organisation's existing structure. It has occurred that, despite such request and agreement during meetings, Management of a few organisations have proceeded with the filling of these vacant posts, thus leading to duplication of grades and technical difficulties which need further redress particularly when another level has been created against abolition of the position concerned. **The Bureau considers that Management should refrain from such practice.**

Grades with no Promotion Prospect

- 6.13 The Bureau considers it inappropriate to create stand-alone grades which are not integrated in a career structure, more particularly, where the duties and responsibilities could be devolved upon incumbents in other grades. However, in instances where the duties and responsibilities could not be carried out by incumbents in other grades or because of the very nature of the duties, there may be no alternative than to proceed with the creation of stand-alone grades. For this review, after considering a few parameters, we have, to the extent possible, provided some incentives in terms of merged appellations coupled with enhanced salary scales to ensure career earnings for some grades in this situation. **However, it is noteworthy that where such provision has been made, no supervisory position would be created.**

Reclassification of grades

- 6.14 The MPSAIR has submitted that there is need to reduce the number of grades in the Public Service for effective service delivery. The Bureau has examined the issue and views that this would have implications on the schemes of service (SOSs) as a reclassification of grades would require that many SOSs be reviewed/revamped. In order to carry out such an exercise, a prudent and concerted approach should be adopted. **We, therefore, recommend that the MPSAIR considers the advisability of carrying out a study to review the SOSs from a broader perspective to enable a proper reclassification of grades in the Public Service.**

Standing Committee on Creation of Grades

- 6.15 It has become a recurrent feature for organisations to create grades in between salary review exercises. In a few instances, it has been observed that the appropriate procedures have not been followed. Though holding dissenting views, the Bureau does not even get the opportunity to seek for clarification but is required to provide the salary grading despite that this may give rise to lateral imbalances in the structures/classes or even across the public sector. Such practices are then used as reference by our stakeholders to claim for parity of treatment. In view of the distortion that these may create, the Bureau finds this practice inappropriate.

Furthermore, during consultations, members of the Federations highlighted the need for an approach in line with the philosophy of the Report.

- 6.16 In a bid to render the process of creation of grades more efficient and effective, the Bureau considers that there should be a mechanism to address these issues. **We, therefore, recommend the setting up of a Standing Committee under the Chairmanship of the Secretary for Public Service of the MPSAIR and comprising representatives of the Prime Minister's Office, Ministry of Finance, Economic Planning and Development and Pay Research Bureau to examine and approve all requests pertaining to creation of grades in between general reviews in Ministries/Departments/Organisations.**

Guidelines for Organisational Design

- 6.17 The way an organisation is structured would influence how its resources, both financial and human, are managed. Poor organisational structures often result in incommensurate workloads and delaying decisions.
- 6.18 During consultations, several requests were made by both Management and the staff side for the review of organisational designs in order to be better equipped to deliver on their mandates. The Bureau has studied the representations and subscribes that an effective organisational structure with emphasis on delayering and mergers, polyvalent grades for greater flexibility and the need to work smarter rather than harder are indeed important for promoting an appropriate organisational culture for effectiveness and efficiency. We also view that an organisational structure should be designed taking into consideration, among others, the organisation's strategy and set objectives. It should be undertaken to establish and ensure the fit between goals to be achieved and the vehicles through which these are to be attained for enhanced service delivery and organisational performance.
- 6.19 In the 2003 PRB Report, a framework was introduced as a guide for better organisation design. With the evolution in the Public Service, we consider that such guidelines which are important in assisting organisations in the design thereof should be reviewed accordingly. **We are, therefore, proposing a few ones which have been used in the South African Public Sector organisations:**
- (a) the organisational design should promote fair and equitable service delivery, efficient and effective use of resources, transparency and accountability;**
 - (b) focus should be on strategic priorities of the Government and the Department/Organisation;**
 - (c) emphasis should be laid on the needs and requirements of the different stakeholders;**
 - (d) it should promote building a professional cadre of public officers and strengthen human capital to achieve the set goals;**

- (e) it should be adaptive and responsive to the external environment; and
 - (f) organisational design should foster learning and innovation to enhance internal and external communication, and encourage information sharing and Knowledge Management.
- 6.20 Additionally, in line with what has been suggested for the South African Public Sector Organisations, the following sequence of events for restructuring may be adopted:
- (a) review the strategy or identify the problem;
 - (b) understand those processes that would need to perform or improve; and
 - (c) consider structures as a possible solution to the strategy or process improvement requirements.
- 6.21 It is equally essential that the structure of an organisation be clearly depicted in an organisation chart which should be regularly updated to reflect changes in either vertical or horizontal relationships, if any.
- 6.22 Organisational review should also deal with developing appropriate processes to guide the operations of Ministries and Departments. In so doing, it is necessary that each Ministry/Department should develop operations Manuals to provide guidelines to its employees to perform their functions correctly and reasonably efficiently.

Other related Issues

Succession Planning for Key Positions

- 6.23 Succession planning is a talent management process that builds a pool of trained employees who are ready to fill key roles when leaders and other key employees step down or retire.
- 6.24 During consultations, the Bureau has been apprised that there are regular requests for continuation of service beyond compulsory retirement age at top key positions due to unpreparedness and non-training of immediate subordinate to take the lead. Such practice impedes service delivery as it leads to demotivation and frustration impacting on employee's morale and jeopardising the sustainability of the organisations. We have analysed the issue and consider that there should be proper succession planning for key positions to ensure that there is a strategy which should be put in place to enable an officer to step in or to be promoted or to take over that officer's duties without a loss in productivity or morale. **We, therefore, recommend that Management should plan to fill those positions which, by virtue of their specialist nature or importance within the organisation, are vital for their success. These positions should be spotted and prompt measures should be taken to ensure that such future vacancies and potential sources of human resources be identified and used, upon need arising.**

Standard Setting, Quality and Productivity

- 6.25 In order to improve the level and quality of services provided to the customers, organisations need to set standards and improve quality. Together with setting standard and quality, improvement in productivity is equally important as poor and low productivity is a cost to the Government.
- 6.26 In the 2016 PRB Report, mention was made that the MPSAIR was facilitating the implementation of some quality initiatives with a view to further enhancing the quality of services delivered by Public Sector Organisations. As these initiatives have enabled participating organisations to streamline their processes and procedures, the Bureau holds that the MPSAIR should continue to sustain efforts to further increase the participation level in such initiatives. **The following can be considered when setting standards and quality:**
- (a) provision of the mission, vision and strategy of the organisation;**
 - (b) establishment of the expected service quality and setting the standards of key outputs;**
 - (c) setting up of control mechanisms to ensure that standards are adhered to;**
 - (d) development of effective supervisory skills; and**
 - (e) forming Work Improvement Teams.**
- 6.27 **Moreover, with a view to improving productivity for effective service delivery, the Bureau holds that:**
- (a) employees should be provided with the required training;**
 - (b) there should be proper communication between employer and employee;**
 - (c) special attention should be placed on the ergonomics of the workplace;**
 - (d) adequate and up-to-date materials, equipment and technology should, as far as possible, be made available; and**
 - (e) a proper work environment inclusive of accountability and discipline should be provided.**

Organisational Resilience

- 6.28 Current events teach us that crisis and even disaster occur far more frequently than previously anticipated. The key to not only surviving such events, but to prospering during such upheavals, is organisational resilience. Organisational resilience is the ability of an organisation to anticipate, prepare for, respond and adapt to incremental change and sudden disruption in order to survive and prosper.
- 6.29 Any organisation, regardless of its size or structure can build planned and adaptive resilience capabilities. In fact, resilience is less dependent on the structural design than it is on the relationship between people and groups within that organisation.

Resilience relates more to how an organisation can access and utilise resources when it needs them.

- 6.30 Organisations operating in different sectors can face different resilience and challenges. Some organisations may also be constrained in their ability to implement solutions at short notice. To manage crises more responsively and effectively, there is need to reconfigure and redirect resources to the critical goal.
- 6.31 In the same vein, the Public Sector Business Transformation Bureau (PSBTB) has been set up in line with the Public Sector Business Transformation Strategy (PSBTS) with the main objective of preparing and equipping the Public Sector to remain efficient, resilient and responsive in order to face a complex and highly competitive global landscape by leveraging on innovative technologies, lean and smart processes and a fit-for-purpose organisational structure.
- 6.32 Government requires a resilient workforce that not only survives, but prospers in the face of challenge and adversity to meet and exceed Public Sector demands. Transition of our workforce to meet the future needs of our organisations would include remote working arrangements, the importance of which was highlighted by the unprecedented pandemic. Without a clear vision, Civil Service Leaders risk things falling back to how they were before. Covid-19 has lifted much of the inertia around challenging the what, how, when and where people work, and evolving to the new reality could accelerate workforce of the future.
- 6.33 Leaders should articulate the future shape of their workforce and then develop them, rather than make incremental changes from their current organisation charts. Making the existing mechanism work and adapt should be a first priority and there is little need to revamp most structures completely. Hence, it would be advisable to make appropriate adjustments to structures to address impediments. **In order to manage transition effectively, meet the challenge for resilience and exploit new opportunities in the Public Sector, the Bureau views that in crafting its strategies, the PSBTB may consider the following:**
- (a) **developing workforce plans that detail the transition for employees, teams and units;**
 - (b) **providing training sessions on agile working and digital tools to support employees in order to build a healthy and engaged workforce;**
 - (c) **building a digital Civil Service by using data and new technologies;**
 - (d) **updating all contact details and putting in place an Emergency Communication Procedure in each organisation;**
 - (e) **facilitating a healthy team culture which will support team members and empower them in their daily work;**
 - (f) **coming up with up-to-date and exercised business continuity plans;**

- (g) preparing every officer for the future through learning and reskilling and adapting to changes;
- (h) ensuring adaptive capacity for operations to be reorganised for change;
- (i) providing a culture of empowerment to make decisions; and
- (j) ensuring that there is a way to embed innovation across the organisation through information-sharing and creating a culture that embraces change.

The Way Forward

6.34 Public sector organisations are striving to make services more efficient through digital transformation. The future of work and the workforce are complex and multi-faceted issues that Civil Service leaders need to be proactive about. Developing a vision for the shape of the future workforce enables consistent steps forward over time and a balance of looking after people while looking to the future.

For the Civil Service to become future-fit, focus should be on the following:

- (a) fostering swift moves from current technologies to emerging technologies that enable greater value creation;
- (b) fostering rapid and effective collaboration and joined-up responses, and eliminating hierarchy and competition between different operational areas and levels, so that everyone can focus fully on collaborating on creating value;
- (c) making it frictionless for brilliant ideas to make it through to practical implementation;
- (d) enabling employees to feel the strongest sense of autonomy, mastery, growth, purpose and connectedness; and
- (e) investing deeply in developing people's full potential, using the best possible methods to rapidly and durably build much higher personal capability.

Guidelines for Creation of Grades

- (i) Creation of a grade must be considered based on its functional needs in the organisation.
- (ii) Justifications for the creation of a grade must be clearly spelt out, whether it is warranted as a result of:
 - (a) the staffing of a new function linked to a new (or a change in) policy goal/objective or to the implementation of a project;
 - (b) a new level of responsibility which must be created within an existing structure to increase organisational efficiency and effectiveness;
 - (c) new pattern of work requiring a change to suit operational needs of organisation requiring abolition of existing grade(s) (for example: Abolition of grade of Tradesman against creation of grade of Tradesman (Multi-Skilled); and
 - (d) redundancy management to absorb employees from a defunct organisation to carry out functions in a particular field in the new organisation.
- (iii) Information must be provided on the activities/operations/tasks associated with the new position and what they are intended to achieve. Wherever possible, the benefits to be derived must be quantified and stipulated.
- (iv) The creation of the grade must be envisaged only after the following possibilities of carrying out the new function have been explored:
 - (a) re-allocation of duties;
 - (b) redeployment of staff;
 - (c) improvement of work methods;
 - (d) use of new equipment;
 - (e) passing the work on to another organisation within the Public Sector where it can be done more efficiently and economically; and
 - (f) contracting out.
- (v) The number of grades to be created and their concomitant levels must also be fully justified. If the grades constitute a new structure, an organisation chart must be submitted depicting clearly its interlinkages within the broader organisation of the Ministry/Department.

- (vi) The qualifications (that is, knowledge, skills and abilities), experience, personal qualities, duties and role and responsibility of the grade must be accurately and clearly spelt out.

- (vii) The following practices must be avoided:
 - (a) multilayering, that is, the creation of grades without taking into account the scope of the work and levels of responsibility involved. A level is created only when it brings added value to the work;

 - (b) creation of supervisory grades for the mere sake of giving promotion;

 - (c) creation of isolated grades which are not integrated in a career structure;

 - (d) creation of permanent grades to meet temporary needs; and

 - (e) creation of grades to absorb partly qualified contractual officers into substantive positions.



7. PERFORMANCE MANAGEMENT SYSTEM AND PERFORMANCE RELATED INCENTIVE SCHEME

Background

- 7.1 The design of an improved appraisal system was introduced in the 1987 PRB Report which prompted the Ministry of Public Service, Administrative and Institutional Reforms (MPSAIR) to come up with a Performance Management System (PMS) in a few Ministries on a pilot basis in 1994. However, given the exercise was not successful, a three-year strategy (2001-2003) was then developed to modernise the public service which included the introduction of a result-oriented PMS. The 2003 PRB Report ratified the framework of a PMS with the concept of reward as an incentive to induce Ministries/Departments to start implementing the system. The MPSAIR was appointed as the coordinating Ministry responsible for pioneering the project in the public service. Subsequently, PMS was implemented in 2006 in a few Ministries/Departments on a pilot basis.
- 7.2 The role of PMS in improving individual as well as organisational efficiency and effectiveness and the inclusion of a Performance Related Pay as an element of PMS to enhance the motivation level in the public sector were highlighted in our 2008 Report. Provision was equally made for the adoption of PMS as from January 2013 with the weeding out of the Annual Confidential Report, given the latter was considered to be a mere administrative formality.
- 7.3 In our 2013 Report, we went further to recommend the use of Performance Appraisal Report and 'Report on Fitness for Promotion' for promotion exercises; implementation of an Electronic Performance Management to replace the traditional paper-based system; and the necessity to introduce a Performance Related Incentive Scheme (PRIS).
- 7.4 The 2016 PRB Report provided for the MPSAIR to monitor the implementation of the PMS in the public sector and work done by the PMS Monitoring Committee; addressed issues of underperformance; and recommended for the development of a Performance Improvement Plan and implementation of an Executive Performance Management Review for supervising officers of Ministries/Departments on a pilot basis. Relevant recommendations were also made to revisit the PMS processes and forms for employees of the Workmen's Group and for the continued implementation of PRIS by the relevant Committees/Authorities.

Performance Management System

- 7.5 On the international front, PMS has emerged as the driving force for public sector reforms, serving the dual purpose of improving efficiency and effectiveness and ensuring value for public money. As a management tool for good governance and improved performance, it provides the opportunity to identify the developmental needs of employees at all levels in the organisation.

- 7.6 In the domestic public sector, PMS has been implemented as an important strategic tool for a better management of human resources to, amongst others, improve performance of public officers; ensure their accountability; and instil a result-oriented culture. It equally helps to align corporate and individual objectives; provides for continuous improvement and development; improves training and development processes; and contributes to retain employees in the service. Moreover, if properly implemented, PMS is expected to serve as a basis for recognition, reward and promotion.
- 7.7 We view that PMS is neither a top-down and backward-looking form of appraising people nor just a method of generating information for pay decisions. In fact, it is not only forward looking and developmental but also provides a framework where managers can support their team members rather than dictate to them. The impact of PMS on results will be much more significant if it is regarded as a transformational process rather than an appraisal process.

Performance Related Incentive Scheme

- 7.8 Premised on the principle of differential reward for differential performance, implementation of a PMS accompanied by a PRIS is largely advocated to be a panacea that would encourage greater level of employee motivation and commitment as well as foster high-performance work cultures in the public service. PRIS rewards employees following an assessment of their performance and the achievement of objectives either on an individual basis or at group level. It is a tangible means of recognising employees' achievements and provides flexibility to retain key staff in the service among other potential advantages of improving performance and inculcating the right behaviour at the workplace.
- 7.9 On the downside, studies have shown that although successive governments have promoted PRIS, its implementation in the public sector is often complex and difficult in the absence of suitable quantitative indicators. This form of incentive scheme has also been criticised, among others, to be discriminatory, demotivating the majority of employees at the expense of a few high performers and undermining 'felt fair' perceptions of equity. Certain public officers view intrinsic factors such as promotion, delegation of responsibilities, quality relationships and participation in decision-making, among others, to be more motivating compared to extrinsic rewards.
- 7.10 Despite the difficulties of implementing PRIS in the domestic public sector, it is noteworthy that many Organisation for Economic Co-operation Development (OECD) countries have implemented PRIS. Nonetheless, there are wide variations in the degree to which it is actually applied. In many cases, PRIS concerns only managerial staff or specific departments and very few civil service systems could be considered to have an extensive, formalised PRIS system. The successful ones have developed objective criteria for results; others have improved the appraisal

system and framework as a prior step while a few have linked PRIS with a result-based management system. The incentive scheme in certain countries consists of both individual and group-based incentives while a few countries have distinctive PRIS for senior civil servants. The reward is paid either as an annual bonus or through a merit increment.

- 7.11 Against this backdrop, it is acknowledged that recognition for good effort and achievement through an incentive scheme contributes in improving service delivery. In this regard, there is need to overcome the prevailing challenges and for the PRIS to be firmly built on an effective PMS, with clear objectives that support organisational goals.

Representations of Federations

- 7.12 In the context of this review exercise, the Federations have, among others, represented that: implementation of PMS must be associated with an obligation on the part of Management to impart training in areas where performance gaps have been identified; PMS should not be linked with the grant of annual increment given the latter is deemed to be a permanent component of the salary; a monitoring committee be set up at the level of every Ministry/Department to gauge the performance of officers to enable the payment of a performance bonus; the non-implementation of the recommendations of the previous PRB Reports has given rise to frustration and demotivation; and the MPSAIR to be the implementing body to look into the effective implementation of the recommendations of the PRB Report. They equally apprised the Bureau that PMS is a tool to assess the performance of employees and identify their weaknesses, if any, and should, therefore, not be used as a form of punitive treatment to withhold the annual increment; and the Performance Appraisal System as an alternative to the Confidential Reporting System has impaired the service especially when it has been placed in the hands of untrained officers.

Submissions of the MPSAIR

- 7.13 The MPSAIR which is responsible to monitor the implementation of PMS in the Public Sector, has on its side submitted that: extension of the PMS at section/unit and organisation level supported by the development of appropriate mechanisms would help in making a big leap in the evaluation of accountability and monitoring of organisational performance; the Ministry is working on the design of reports that could be generated to facilitate, among others, decisions on training/development required by officers; and it has embarked on the computerisation project of the PMS in line with Pillar 7 'Performance' of the Public Sector Business Transformation Strategy.
- 7.14 The Bureau has equally been apprised, among others, that: the introduction of the Executive Performance Management Review (EPMR) has paved the way for the assessment of organisational performance, while aligning both individual and organisational performance; Head of Ministries/Departments needs to lay more emphasis on the performance of their respective organisations by ensuring the

proper and timely filling of the EPMS for onward submission to the Secretary to Cabinet and Head of the Civil Service; and performance indicators used for reporting an organisational performance should also include those being developed in the context of the Transformation Implementation Committees. In addition, the MPSAIR informed that the Public Service Commission (PSC) has reported that considerable delays are caused in the recruitment and promotion exercises given Performance Appraisal Forms (PAFs) and "Report on Fitness for Promotion" are not properly filled or submitted on time; and the Ministry is of the view that a concise and reviewed "Report on Fitness for Promotion" which would reflect performance information retrieved from the PAFs of the officer concerned, for the last three Performance Management Cycles, as well as information on the officer's potential, could alternatively be considered.

- 7.15 As regards PRIS, the MPSAIR remarked that: the salary package comprising basic salary, annual increment, overtime and other allowances already provides incentives to cater for situations where an officer delivers beyond expected level of performance; further individual financial incentives are not advisable as they may be counter-productive at this stage of the PMS implementation/sustenance in the public service; in the absence of proper mechanism to assess organisation/unit/section performance, any proposal for reward would not be implementable; and the 2016 PRB Report proposed a revamp of the Public Service Excellence Award with revised evaluation criteria for rewarding excellence at organisation/group/unit level. The Ministry, therefore, proposed that as a means to recognise officers' excellent performance it would be more appropriate to consider non-monetary incentives.

Observations of the UNDP International Consultancy Team

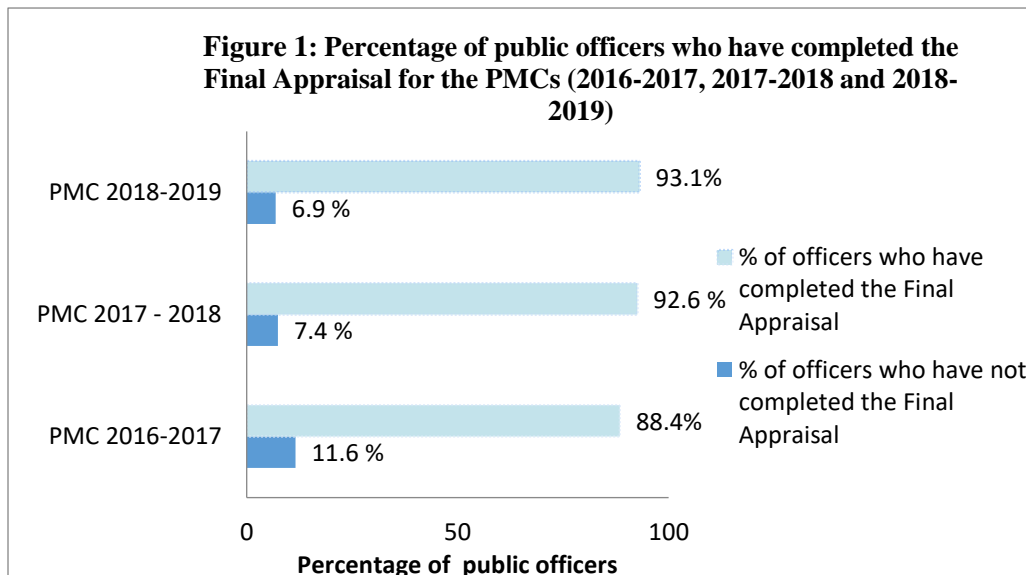
- 7.16 It is also worth highlighting that the MPSAIR referred to the Bureau the study carried out by the UNDP International Consultancy Team as regards the evaluation of PMS in the civil service. They observed, among others, that: PMS will be a futile exercise in the absence of a dedicated person to assess and organise training courses for capacity enhancement; performance appraisal should be made applicable to all the officers irrespective of status and position; evaluation of team performance for staff below junior management level will be more appropriate; this form of evaluation for employees of the Workmen's Group may not be necessary as they can be assessed on general attitude, punctuality, behaviour and the tasks/duties through a dialogue process; and grant of annual increment be linked to performance and sanctions be taken for non-performance by withholding annual increment.
- 7.17 They equally reported that research findings have shown that despite much emphasis being laid on the fact that annual increment is not a right, it is practically granted automatically every year; appraisers tend to inflate ratings to avoid withholding the increment so as not to spoil working relationships and only in exceptional cases increments are withheld. They viewed that in cases of withholding of increments for poor performance, the PSC may establish a panel comprising officers of the parties concerned including the representatives of the MPSAIR to

examine same and clear guidelines on actions against non-performers be put in place.

- 7.18 In addition, the International Consultancy Team opined that: clear orientation and administrative decisions on results have to be taken and communicated to the Ministries; establishment of systems of training and capacity development in accordance with the identified gaps is essential; and classification of identified capacity gaps, analysing the approaches to address the gaps like immediate guidance by the supervisor, providing non-training capacity development interventions like supply of reading material, guidelines, small discussions groups on institutional training, amongst others, are important.
- 7.19 Concerning PRIS, they are of the view that performance rewards other than annual increments and promotions would be a bad financial exercise; granting rewards across the board creates additional financial burden on Government; and in the civil service environment, non-financial rewards like appreciation letters, felicitations through senior officers, international training programmes, among others, could be considered for performers exceeding expectations. Additionally, they considered that the grant of financial reward is not economically viable and would be a bad practice in the civil service; monetary reward is not long-term and loses its motivation effect as it becomes an entitlement; and rewarding Ministries/Departments for implementing PMS would confirm the perception that PMS is a separate activity.

Surveys

- 7.20 To monitor the rate of compliance of Ministries/Departments/Organisations with the PMS process, a survey is carried out at the level of the MPSAIR on a yearly basis. The findings of the performance appraisals carried out across the public sector for the three last Performance Management Cycles (PMCs) are depicted in Figure 1. It is noted that the majority of officers completed the final appraisal with 93.1% for the PMC 2018/19 and the percentage of officers who did not complete the exercise has considerably decreased from 11.6% for PMC 2016/17 to reach 6.9% for PMC 2018/2019. The reasons for non-completion of the final appraisals mainly included new recruits; officers on leave; officers proceeding on pre-retirement leave; officers drawing flat/top salary and officers on tour of service. Moreover, based on the PMS monitoring exercise carried out at the level of the Ministry, it has been reported that 34 officers were not eligible for the grant of the annual increment based on their overall performance score.



7.21 In the context of this Report, the Bureau, on its side, carried out a survey as regards the implementation of PMS in the Public Sector. The findings of the survey have revealed that around 60% of Parastatal Organisations have still not adopted same while a few were in the process of implementing the scheme. The main arguments put forward for the non-implementation of the PMS were, among others, that: no training has been provided on this subject by Management or the parent Ministry; there is no permanent staff on the establishment; there is no head at the HR department; no instruction has been obtained from the parent Ministry to implement PMS; the majority of officers have already reached top salary; and the system was viewed as too lengthy and time consuming.

7.22 The Bureau equally carried out a survey on recommendations made in the 2016 PRB/Addendum Reports which have not been implemented. The MPSAIR in response to the survey, has informed that the recommendations made with regard to PRIS involve many inherent practical difficulties in their implementation owing to the fact that:

- it may jeopardise actual progress made so far in the implementation of PMS and may be counter-productive;
- as a matter of principle, it would not be appropriate for public officers to be paid additional compensation for using any tool designed to improve the level of quality of their service delivery;
- reform initiatives to modernise and improve the efficiency of public service are an integral part of the normal duties of public officers and should not attract additional remuneration;
- if initiatives such as the PMS, ISO Certification Projects, E-Government projects, among others, were to attract additional financial incentives for their implementation, the implications would be substantial and would have an incidence on public finances;
- identification of officers and determining their degree of involvement are tedious;

- officers sustaining the project are very often different from those who originally started its implementation;
- there is risk of over emphasising only those aspects of performance that are rewarded;
- public officers tend to lower performance standards to earn reward;
- such scheme may be right in theory but in practice hard to manage and sustain; and
- the perception of subjectivity and bias may be magnified.

Observations of the Bureau

- 7.23 After carefully examining the proposals of all parties concerned; survey findings and the consultative meetings held with our stakeholders, we view that PMS has taken its roots in the public sector and the MPSAIR is monitoring the system to address any shortcomings or impediments; training is an important aspect of PMS and organisations should address performance gaps through the provision of appropriate training at all levels; grant of annual increment is linked with performance standards based on the performance oriented culture adopted in the public service and cannot be an automatic progression along the salary scale; and withholding of annual increments in the case of employees who are not able to meet the PMS criteria, which exists though rare, acts as a deterrent for complacent and inefficient employees.
- 7.24 Moreover, improved productivity which entails maximizing efficiency, effectiveness and optimum utilization of human resources is a necessary condition to enhance salary. During consultative meetings, there has been a general tendency from different stakeholders to demand higher salaries without convincingly showing, except on motivational grounds, how this would improve performance and productivity. Government as an employer and a manager of the economy needs to ensure a sustainable win-win situation where a salary increase is matched by an increase in performance and productivity of employees which largely offsets the increased cost.
- 7.25 The Bureau lays much emphasis on the imperative need to strengthen the link between remuneration and performance through the Performance Management System, which is in line with Government's vision to encourage and reinforce performance driven remuneration. We also hold that implementation of the PRIS may be subject to an incremental adaptation. This course of action would enable the scheme to operate within the existing framework of public sector organisations with a view to, among others, rewarding meritorious performance, recognising employee's contributions and achievements, and attracting and retaining talents.
- 7.26 In the light of the observations made and considering the decision of the High Powered Committee to re-examine the whole issue of performance reward in view of financial implications and implementation difficulties, we are, in this Report, providing for: the MPSAIR to continue to monitor the PMS in the public sector; digitalisation of the PMS; provision of appropriate training to officers; grant of

annual increment based on performance; and a Standing Committee on Performance/Productivity Related Reward (P/PRR) to examine and consider the implementation of P/PRR based on broad guidelines.

Monitoring of PMS

7.27 The MPSAIR is presently responsible to ensure monitoring of PMS in the public sector such that shortcomings/impediments are identified and necessary measures are taken. We consider that the continued monitoring of the system remains valid to attain the objectives of the PMS.

Recommendation 1

7.28 We recommend that the MPSAIR should:

- (i) continue to ensure the monitoring of PMS in the Public Sector to identify shortcomings or impediments and come up with appropriate measures to address the problems;**
- (ii) closely monitor the work carried out by the PMS Monitoring Committee of Ministries/Departments/Organisations to ensure that all measures are applied as prescribed; and**
- (iii) revisit the PMS process and forms for employees of the Workmen's Group taking into consideration the observations of the UNDP International Consultancy Team that they can be assessed on general attitude, punctuality, behaviour and the tasks/duties through a dialogue process.**

Digitalisation of PMS

7.29 The MPSAIR has submitted that there is an urgent need to review the manual and paper intensive PMS and recommend one which will be digitally enabled for an effective monitoring of the performance of an officer as well as for decision-making.

7.30 It is noteworthy that in our 2013 Report, provision was made for the MPSAIR in collaboration with the Ministry of Information Technology, Communication and Innovation; the Ministry of Finance, Economic Planning and Development and the Bureau to facilitate the automation of PMS across the public sector. Given this provision has not been implemented and considering that an online system would, among others, ensure adherence to the prescribed timeliness in filling up of the Performance Appraisal Forms (PAFs) we are reiterating the digitalisation of the PMS in the public sector.

Recommendation 2

7.31 We recommend that the MPSAIR, in collaboration with the Ministry of Information Technology, Communication and Innovation; Ministry of Finance, Economic Planning and Development and the Pay Research Bureau should formulate appropriate policies to facilitate the digitalisation of PMS across the public service.

Training

- 7.32 The Federations have made representations to provide training to officers in areas where performance gaps have been identified and to train supervisors to carry out the performance appraisal of employees such that the exercise is effective and attains its objectives.
- 7.33 During consultations, the MPSAIR apprised that PAFs used in the public sector have been designed to capture critical information pertaining to performance gaps and training needs of officers and the Ministry is working on the design of reports to facilitate decisions on training and development of officers.
- 7.34 After duly examining the submissions of parties concerned as well as the observations made by the UNDP International Consultancy Team as regards training and capacity development, we view that there is need to provide training to officers concerned to address performance gaps.

Recommendation 3

- 7.35 We recommend that the MPSAIR should monitor that Training Committees of Ministries/Departments/Organisations make the necessary arrangements with the Civil Service College, Mauritius to:**
- (i) mount appropriate training courses for officers at all levels in areas where performance gaps have been identified;**
 - (ii) provide PMS related training to employees who join the public sector to enable them to deliver along the same lines as their fellow colleagues; and**
 - (iii) ensure that Supervisors/Heads of Departments/Units/Sections are trained on the carrying out of the performance evaluation exercise of employees on their performance against established criteria.**

Grant of Annual Increment

- 7.36 In our 2016 report, we provided for the grant of annual increment to be based on performance, which we consider to be appropriate.

Recommendation 4

- 7.37 We recommend that:**
- (i) annual salary increments should continue to be awarded after taking into consideration efficiency, diligence, commitment including availability and regularity of employees at work and based on open and recorded performance assessment ratings; and**
 - (ii) no increment shall be earned in case an officer is unfavourably reported upon.**

Standing Committee on Performance/Productivity Related Reward

- 7.38 Provisions exist in the 2016 Report for a Standing Committee on Performance/Productivity Related Reward (P/PRR) under the chairmanship of the MPSAIR to examine and consider proposals on P/PRR submitted by organisations.
- 7.39 In its submissions for this review exercise, the MPSAIR apprised the Bureau of the numerous practical difficulties encountered in the implementation of P/PRR in the public sector and proposed instead the grant of non-monetary incentives. These difficulties were equally captured in the survey carried out by the Bureau on recommendations made in the last Report which have not been implemented. The UNDP International Consultancy Team on their side expressed concerns on the incentive scheme which is not economically viable. Implementation of P/PRR was also deliberated at the level of the High Powered Committee and the latter decided that considering the financial implications and implementation difficulties, the Bureau needs to re-examine the whole issue of performance reward.
- 7.40 The next step after the implementation of a PMS that has proved to be successfully working is the grant of reward where we consider that there is need for firm provisions. The submissions of our stakeholders have been examined and the Bureau views that despite the potential implementation difficulties of PRIS and owing to the fact that the PMS has taken its roots in the public sector, recognition for good effort and achievement through a performance incentive scheme (monetary or non-monetary), would foster high performance cultures in the public sector and would encourage greater level of employee motivation and commitment.
- 7.41 In pursuance of the MPSAIR's proposals, we consider that introduction of P/PRR should be gradual and subject to an incremental adaptation to allow for a smoother operationalisation of the scheme in the existing framework.
- 7.42 Against this backdrop we are providing for the Standing Committee on P/PRR to adhere to the following **broad guidelines**, based on best practices implemented in many countries with a view to facilitating the implementation of PRIS in the Public Sector:
- (i) evolve a proper criteria to measure performance along with setting a context where individual and organisational goals are clearly aligned;
 - (ii) translate the vision and mission of Ministries/Organisations into a set of strategic objectives for each department and they be cascaded by the head of department to the subordinates and down the hierarchy;
 - (iii) devise a performance appraisal system in which the objectives of the appraisal system match with that of the reward system;
 - (iv) the P/PRR must be simple, transparent and easy to implement;
 - (v) P/PRR must be smart and effective in rewarding excellence and in managing poor performers in a targeted manner;

- (vi) define the objectives of the scheme and communicate its purpose to officers for transparency;
- (vii) base individual performance measures on the Performance Appraisal Report or specific result agreements while organisational performance to be focussed on institutional goals derived from results agreements for the whole organisation;
- (viii) implement P/PRR framework consistently across organisations with enough discretion/autonomy to design context specific criteria, targets and indicators to allow all employees to be evaluated fairly;
- (ix) provide proper training and capacity development to officers before launching the scheme;
- (x) train supervisors in rating performance so that they can provide honest and ongoing feedback on performance and have the ability to differentiate between varying levels of performance;
- (xi) careful monitoring of ratings and rewards to ensure that these are consistently and equitably applied; and
- (xii) the incentive scheme whether individual or group to be a variable non-additive and non-cumulative component of pay (for example, a non-pensionable one-off Performance/Productivity bonus given at the end of the year as one-time incentive for the particular period or consideration for re-employment under schemes or contract after retirement where needed, among others)

AND/OR

contemplate grant of non-financial rewards (for example, awards, certification of recognition, medals, appreciation letters, felicitation, short term international training, among others) to compensate high-performing officers.

7.43 Pursuant to the foregoing, we are making appropriate recommendations to enable an effective implementation of P/PRR in the public sector while maintaining the Standing Committee on P/PRR.

Recommendation 5

7.44 We recommend that the Standing Committee on Performance/Productivity Related Reward (P/PRR) set up under the Chairmanship of the Supervising Officer of the MPSAIR and comprising representatives of the Ministry of Finance, Economic Planning and Development and the Pay Research Bureau should develop an appropriate P/PRR scheme for all categories of employees of the public sector, based on the broad guidelines enumerated above.

7.45 We also recommend that the implementation of the P/PRR should in the first instance, be carried out on a pilot basis in a few Ministries/Departments/Organisations. Any shortcoming or impediment identified should be communicated to the Standing Committee on P/PRR which should take appropriate measures to resolve them.

7.46 We additionally recommend that the implementation of P/PRR should subsume the specific provision regarding performance in the Disciplined Forces and any P/PRR should be a function of affordability.

Implementation of Recommendations on PMS and PRIS

7.47 The recommendations made under this Chapter with regard to PMS and PRIS should equally apply to Parastatal Organisations; Local Authorities; the Rodrigues Regional Assembly; and Private Secondary Schools.



8. TRAINING AND DEVELOPMENT

- 8.1 Public Officers are today at the helm of complex challenges of administration in critical sectors which require domain expertise, competencies to deliver and deep insights into the social and economic realities besides qualities of leadership, capacity to manage and response to change. Consequently, training which is, universally acknowledged as a critical component of human resource development, remains one of the main concerns of Management to sustain employees' continual growth. It aims at improving the performance and productivity of staff and ensures that public sector employees have the relevant updated skills, knowledge and commitment to change entrenched mind-sets.
- 8.2 As an integral part of Human Resource Management, training and development occupies a prominent position in the overall strategy to develop a professional, impartial and efficient public service that nurtures a culture of performance. It is essential in the public service to keep pace and be attuned to the prevailing fast changing environment requiring public officers to assimilate new skills and attitudes throughout their career while bringing about the right attitudinal orientation.
- 8.3 Public Officers are thus, expected to be public service leaders, working consciously with stakeholders both within the public service and the outer civil society to promote and deliver public services which are responsive to citizens and clients' needs. In so doing, training and development enhances the professionalism of the public service given, in this modern era, a knowledgeable public service is no longer an option but a pre-requisite.

Previous Recommendations

- 8.4 Our public sector has, for the last two decades, been marked by a constructive, phased and well-planned approach to enable the training and development of its employees. The Bureau, in its successive Reports, has inseedinated the culture of training and development highlighting its continued relevance and importance as well as providing guidelines for attaining the set objectives. The main provisions made in the Bureau's past Reports are summarised below:
- (i) to reinforce the training and development function, the 2003 PRB Report provided for the necessary institutional arrangements through a series of appropriate recommendations. These include the provision of at least 40 hours training annually and for training to be based on needs identified to support the administrative reforms efforts and help achieve continuous improvement;
 - (ii) the strategic content of training and clarification on the role of different parties involved in training and development functions were emphasised in the 2008 PRB Report. Recommendations were also made for public sector organisations to increase their training budget and maintain a database on training;

- (iii) the 2013 PRB Report encouraged organisations to provide training and development activities in a more systematic manner with focus on the acquisition of competencies, both technical and attitudinal; and
- (iv) in its 2016 Report the Bureau has, in line with Government vision to transform the public service, further enhanced strategic human resource management in the Public Sector by emphasising on the numerous appropriate training interventions and the need for setting up of Training Committees in organisations. The Bureau has also indicatively stated the roles and responsibilities of the then Ministry of Civil Service and Administrative Reforms, Ministries/Departments/Organisations and the individual employee regarding training.

Policy of Government

- 8.5 To foster excellence in the public service, it is Government's policy that organisations should ensure that their employees are adequately equipped and trained in their respective domains. Government in its Programme 2020–2024, therefore, advocated investment in human resources to acquire and enhance relevant skills through training. It is also to be recalled that, in its 2015-2019 Programme, Government committed itself to bring transformational change in the public service to render it more responsible and responsive in order to inculcate a continuous learning culture and provide an expedient service to boost the economy.
- 8.6 In its endeavour to achieving sustainable development and raising the standard of living of people, Government considers that a trained workforce is imperative. As such, Government through the Ministry of Public Service, Administrative and Institutional Reforms, is sparing no effort to provide opportunities to equip public officers with the necessary knowledge, skills and competencies to help them in performing their duties effectively and efficiently in a more customer-friendly manner. For the financial year 2020/2021, an amount of Rs 113 Million was provided for the purpose of enhancing the competencies of public officers through training.

Key Players

- 8.7 The role and responsibilities of key players involved in training and development are:

(i) Ministry of Public Service, Administrative and Institutional Reforms (MPSAIR)

The MPSAIR has the pertinent human resource challenge to ensure that the public service is, at all times and at all levels, manned by the most suitable human resources with appropriate skills, competencies and attitude. To this end, it considers training and development as an essential component of human resource management to shape up a knowledge based public service and ensure a paradigm shift in public service delivery. The moreso, capacity building and capacity development are the central and integral constituent of the Public Sector Business Transformation Strategy driven by the Ministry.

(ii) Civil Service College, Mauritius (CSCM)

Incorporated as a private company, the CSCM, caters for the training and development needs of public officers at all levels, including those from Local Authorities and Parastatal Bodies. The CSCM has been delivering, since 2015, some 45 competency-based training courses and has trained more than 30,000 public sector employees through face to face and the E-Learning System. It also designs new modules in line with the requirement for the grades in question.

(iii) Ministries/Departments/Organisations

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

(iv) Ministry of Finance, Economic Planning and Development (MoFEPD)

The MoFEPD being responsible for financial matters is a vital stakeholder. It plays an important role in considering that adequate budget has been provided to organisations for training and development purposes.

(v) Pay Research Bureau (PRB)

The PRB ensures that governmental policies in respect of training and development are framed into appropriate recommendations for their implementation.

(vi) Employees

Employees have the professional obligation to update their knowledge and improve their skills to remain efficient and effective in the public service. They should also share knowledge acquired through training and development with other employees to inculcate a learning culture in the organisation.

Representations of Federations

8.8 During consultative meetings held in the context of this review exercise, all the Federations have unanimously represented that, in spite of appropriate recommendations contained in the successive PRB Reports, the provision of training has not progressed rapidly enough. They presumed that this may be due to a lack of proper monitoring and evaluation of training in organisations. They further averred that the courses availed as at date are not in line with organisations' needs. Consequently, they requested that in each Ministry/Department/ Organisation, the responsibility for training be conferred upon a dedicated grade/officer.

- 8.9 Federations have even appealed that the implementation of training programmes should cater for all grades. They also stated that financial allocation for training is earmarked by all organisations in the budget and the funds could have been used more judiciously for the benefit of all employees. Their contention is that employees at lower levels are not provided with adequate training facilities. Others have also remarked that the number of hours of training should be increased and standardised in the range of 75 to 100 hours of training per officer yearly.
- 8.10 The Federations also expressed that there is need for a proper training needs assessment and it is mandatory to gauge its viability and fair repartition. They further apprised the Bureau that the competency-based training programmes should be framed in such a manner so as to meet the needs of unskilled, semi-skilled and skilled employees as well as other public sector employees, based on current operational needs, instead of providing generic training courses.

Submissions of the MPSAIR

- 8.11 In its submission, the MPSAIR has reiterated that training remains one of the main pillars to transform the public service. To this end, the Bureau was apprised that the Ministry intends to “professionalise” the public service, in partnership with the Civil Service College, Mauritius by offering officers the opportunity to become certified on Industry Lead Certification. The Ministry equally informed that it aims to provide public sector employees with continuous professional development in their respective fields with a view to equip them with skills, knowledge and expertise to operate in a more professional manner.

Proposals of Ministries/Departments/Organisations

- 8.12 To ensure the provision of adequate training, Management of Ministries/Departments/Organisations mainly proposed to: make all the training courses free of charge; provide training during weekends and customised training based on the specificities of the respective organisations; tap the services of international resource persons for certain specialised/technical training when local expertise is unavailable; align training with Management goals, expectations of the employees and latest practices; avail public officers of foreign exposure through technical assistance or bilateral agreement; and make Training Committees fully functional at organisational level.

Survey Findings

- 8.13 In the context of this review exercise, the Bureau carried out a survey to gauge the extent to which recommendations in respect of Training and Development have been implemented. The Bureau solicited the support and active participation of Management on the survey during consultative meetings. The Ministries/Departments/Organisations were issued survey forms and were required to submit the duly filled in forms within a delay set by the Bureau. However, an extension was granted to all stakeholders at the closing date for the submission of the survey form, due to COVID-19 Pandemic. Despite the additional time allocated, the response rate

for the Civil Service was 63% including the Rodrigues Regional Assembly; 57% for Parastatal Bodies and 50% for Local Authorities.

- 8.14 The survey findings have revealed that funds earmarked for training in the budgets varied from organisation to organisation. The average usage of funds for training was 63% in the Civil Service, 35.6% in Parastatal Bodies and 64% in Local Authorities. As regards, the minimum annual training requirements, more than 50% of organisations were not able to meet the target. The reasons thereof were due to insufficient budget, lack of time to organise/mount training programmes, inability to identify training courses and high workload leaving little time for training, amongst others.
- 8.15 It was also confirmed that only some 15% of employees in the Workmen's Group were given training as compared to officers in the Clerical, Executive and Technician group which accounted for some 49%. The average percentage of officers in Administrative, other professional grades and above was below 37%. The survey has also disclosed that there were no proper follow-up and collection of feedback of officers who have been trained. Moreover, organisations were not adopting a systematic approach to training of staff; and funds were not utilised to the optimum, particularly in Parastatal Bodies. There was also an unequal provision of training to staff especially those at the lower levels.

Observations

- 8.16 After analysing the submissions of all stakeholders as well as the survey findings, the Bureau noted that in some instances, certain recommendations of the PRB Report are implemented partially and as a result may give rise to serious concern among employees. We also observed that in some organisations, adequate funds have not been earmarked for training. Moreover, in a few cases, minimal value is given to training programmes by Management as they tend to be guided by the compulsions of the short-term needs against the long-term objectives of the organisation and thus only "spareables" get trained to the disadvantage of the "good performers".
- 8.17 We consider that training which is, an effective and tested tool for performance enhancement, should be imparted to officers of all rungs starting from the lowest and grassroots level to the highest in policy making. It is also imperative for Management to move towards a strategic human resource management system for sustaining the transformation of the public service. Hence, it is fundamental to match individuals' competencies with the jobs they have to do and bridge competency gaps for current and future roles through training. We equally consider that faced with global challenges, training can no longer be a matter of faith and needs to reveal the returns on investment.

- 8.18 Any skill strategy to cope with ongoing work-related changes imperatively places employee's development in a focal position. Different institutional structures exist to manage and oversee training from various approaches wherein the alignment of training objective at individual, organisational and public sector level is the overriding aim. It has been noted that more emphasis is being laid on embedding learning in the cultures and values of the organisation. In this context, the Bureau considers that to meet the set targets, learning incentives linked to Performance Management System aligned on organisational plans are more likely to be effective. It is good to mention that OECD countries have already embarked on the shift from training and development to learning and development.
- 8.19 Overall, the Bureau considers that training would continue to play a major role in staff development in the public sector and should be an on-going process. Additionally, Government is fully committed with the setting of a Key Performance Indicator of 90% for the use of training budget by public sector organisations to ensure that public sector employees are technically equipped and well-trained.
- 8.20 Against this backdrop, we are in this Report while revisiting the recommendation contained in our 2016 Report as regards the training interventions, providing for a dedicated position to cater for proper framing, planning and coordination of the training programmes in the public sector and also for an appropriate framework for the Training Committees. **The Bureau equally holds that the minimum number of hours of training to be dispensed annually to public sector employees should be maintained.**

Training Interventions

- 8.21 To better equip public officers with the competencies for their present and future jobs, training has to be provided not only at the time of entry in the service but also periodically during the course of their careers. Officers at all levels in an organisation should benefit from such developmental interventions and training programmes must be designed to meet the needs of officers when they arise. In the course of service, public officers should, as far as practicable, be given the opportunity to attend training courses, seminars and workshops overseas with a view to enhancing their knowledge in various areas and broadening their outlook.
- 8.22 In recent times with the Covid-19 Pandemic and the growing importance of work from home policies, a new employee training paradigm has emerged at international level with regard to digital literacy and online training to enable the continued learning and development of employees. These include simulation-based employee training, e-learning, on-line mentoring and group discussions on e-platforms, amongst others.

- 8.23 Considering the increasing importance of training and development to adapt to the new normal and to deal with future challenges, we are upholding the training interventions that the MPSAIR, CSCM and Public Sector Organisations need to adopt in framing training policies while providing for online training.

Recommendation 1

8.24 We recommend that the MPSAIR, CSCM and Public Sector Organisations should adopt appropriate training interventions, as follows, in the framing of their training policies:

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

at their own pace and without disruption to their normal work activities in their respective organisations.

8.25 We further recommend that the MPSAIR in consultation with the CSCM should consider providing online training to employees who are required to work from home as part of the Business Continuity plan in case of *force majeure*.

Training Manager

Training Needs Assessment

8.26 A modern public service requires professional, skilled and well-trained public officers. As a basic method of human resources development, training should be adjusted to the organisational requirements and should be conducted continuously and systematically. In fact, all efficient training programs start with a needs assessment.

8.27 In its 2016 Report, the Bureau had recommended that Ministries/Departments will have to carry out periodic Training Needs Assessments (TNA) in respect of all the functions of the organisation. In this context, the MPSAIR made arrangement with the Civil Service College, Mauritius for officers of the Human Resource Management Cadre (HRM) to follow a training programme on "Training Needs Assessment and Planning and Budgeting". The training programme was designed to enable officers of the HR Cadre to identify learning and performance gaps in an organisation and consequently the training and development needs of employees across the various levels. Subsequently, some Ministries have successfully carried out TNA in various grades including the Workmen's Group, General Services Grades and the HRM Cadre.

8.28 In the context of this Report, both Management and the staff side have submitted that the demand for training from officers/employees at all levels is increasing. It is perceived that programme for adequate training could not be mounted/scheduled for this particular reason. On the other hand, there are officers who have already availed of training opportunities and training assessment could not be carried out at the appropriate time for various reasons. Hence, they requested that the responsibility of identifying, mounting, selecting and monitoring of training and development should be entrusted to a dedicated officer.

8.29 The Bureau has examined the request and is providing for a dedicated position to be responsible for training and development while revisiting the existing provision for training needs assessment as a critical part of the training function.

Recommendation 2

8.30 We recommend that an officer not below the grade of Assistant Manager, Human Resources be designated as Training Manager to be responsible for the implementation of Training and Development as well as carrying out periodic Training Needs Assessments in respect of all the functions of the organisation and subsequently consider making specific proposals, among others, for

Competency-Based training so as to equip public officers with the required skills, knowledge and competencies.

- 8.31 In addition to the above recommendation, the Training Manager should, *inter-alia*, be responsible to: compile a list of training requested by employees and those identified through the process of performance appraisal and TNA; assess the relevancy of training courses and prioritise training needs of officers; liaise with the MPSAIR and the CSCM for the mounting of appropriate training courses; plan and monitor the training of officers; carry out periodic evaluation of training programme to assess the impact of training provided to officers; follow-up on officers who have already attended training programmes; maintain a database on training programmes and officers trained; carry out research to identify the relevant field of training for employees of the organisation; and submit to the Training Committee for approval on the budget training requirement of the organisation with a view to meeting the recommended hours of training.

Recommendation 3**8.32 We recommend that:**

- (a) **the implementation modalities including the designation of Training Managers should rest with the MPSAIR. To ensure coverage for the whole Civil Service and for more efficiency, a Training Manager may be entrusted the responsibility of more than one Department/ Organisation; and**
- (b) **the Training Manager should be paid a monthly non-pensionable allowance equivalent to two increments at point reached in the salary scale for performing the duties and shouldering responsibilities listed at paragraphs 8.30 and 8.31 above.**

Training Committees

- 8.33 The Bureau has, in its previous Reports recommended the setting up of Training Committees to ensure that Ministries/Departments/Organisations engage themselves in identifying their training needs; come up with proper training plans and approach the Civil Service College, Mauritius to mount programmes to benefit a maximum number of their staff.
- 8.34 During consultations for this review exercise, we have been apprised that Training Committees are not fully functional and effective. Moreover, in July 2020, Government decided that, in line with the objectives set in the Public Sector Transformation Strategy, the performance of Ministries/Departments should be gauged and three Key Performance Indicators were identified, one of which is the proper use of training budget allocated to Ministries/Departments.
- 8.35 The Bureau, therefore, views that there is a dire need to reinforce the mechanism in place to ensure that the Training Committees are provided with the adequate resources and support in order to ensure that appropriate training courses are

identified, mounted and conducted for different levels of employees in line with the vision of Government to revamp and re-engineer the public sector.

Recommendation 4

- 8.36 We recommend that in order to assist the Training Manager in the accomplishment of his key functions, Supervising Officers of Ministries/Departments/Organisations should mandatorily set up a Training Committee at their level and submit details of its composition to the MPSAIR. Under the guidance and advice of the Training Manager, the Training Committee should be required to elaborate a Training Action Plan for short-term as well as the strategy for the long-term that will take on board the specific training needs and requirements of each and every Ministry/Department/Organisation; ensure that there is optimum use of funds allocated in their budget under their respective vote items for training of staff; and facilitate the continuous professional development and growth of public officers across the Public Sector. The Training Committee should meet on a quarterly basis or earlier, if so required.**
- 8.37 We further recommend that Supervising Officers of Ministries/Departments/Organisations with the assistance of the Training Manager should ensure the implementation of the Training Action Plan at the level of the Transformation Implementation Committee (TIC) that has been set up in their Ministries/Departments/Organisations. The TIC will be required to monitor that the training budget is efficiently being utilised and report thereon, together with any difficulty encountered, to the National Planning and Results Committee set up at the level of the MPSAIR for any action deemed appropriate.**
- 8.38 We additionally recommend that in order to attain the objective of being high performing organisations, Public Sector organisations should ensure:**
- (a) the alignment and integration of learning and development initiatives with corporate and business planning through the review of existing activities and initiation of new learning programs that support corporate plans;**
 - (b) that there is accountability for learning and development from Management and employees; and**
 - (c) there is formal, systematic and rigorous evaluation of learning and development.**

List of Training proposed by Management and the Staff Side

- 8.39** During consultations, representatives of the staff side were requested to submit a list of training that would be suitable for their affiliates. Management was also requested through the survey to provide a list of training courses that would be required by their respective organisations to enhance service delivery. The Bureau has obtained a low response from the Federations/Unions on the courses required by the employees. Management, on the other-hand, responded on the training

areas to be provided to employees. **The list of training programmes/areas of training submitted by Management and the staff side is being reproduced at Annex for appropriate action by the MPSAIR and CSCM.**

ANNEX**List of Training Proposed by Management****Civil Service:**

1. Personal grooming, behavioural change, ethical behaviour
2. Safety and Health at work place and Fire Fighting
3. Performance Excellence
4. Training on Road Safety
5. Training in First Aid
6. Training on Gender Equality
7. Communication Skills
8. Handling difficult customers/customer care
9. Manual Handling
10. Confidentiality values
11. Floral decoration
12. Boulangerie, Bakery and Pastry preparations
13. Butler and Villa Services
14. Basic HR, Finance and Procurement
15. Basic IT skills
16. Drivers - Safe driving practices by the Police Department
17. Code of Ethics
18. Training on how to handle Audio-Visual materials & equipment safely
19. PMS Performance and Public Service Excellence for workmen's group
20. Conflict - Addressing to conflict issue Handling of PABX
21. Training on Articulated vehicle/ forklift/ operating cranes for HVM Drivers
22. Tea Making & Service for Office Auxiliaries
23. Refresher courses in relevant field for the Tradesman Class
24. Tactical driving (Driver)
25. Team building/ Team Work
26. Basic HR Regulations/ Labour Laws
27. Mechanic courses for Driver to attend to emergencies

Parastatal Bodies:

1. Customer Care Course and Ethical Conduct
2. Basic maintenance (electrical/ mechanical/ woodwork)
3. Safety & Health basic courses
4. Human Resource, Procurement Exercise, Health and Safety, IT, Binding, Repairing of IT equipment and photocopier machines, photography, finance, clerical duties among others
5. Customer Service excellence for conductors
6. Improving efficiency in organisations
7. Communication and Interpersonal skills
8. First Aid
9. E-learning training
10. Operating a telephone switchboard and how to communicate over the phone.
11. Training on the utilisation of equipment like brush cutter, chainsaw and welding machine and on different techniques of plant propagation
12. Mastering Telephone Skills
13. Welding, Carpentry, painting and Masonry works
14. Awareness sessions on basic technicalities of their job/ Health and Safety/ Wellness and (company) Organisation values and vision mission
15. Security aspects in the office
16. Supervisory Skills
17. Photocopying/ Binding/ Collating of simple documents
18. Problem-solving skills
19. Conflict Resolution
20. Gardening practices/ Nursery practices

Local Authorities:

1. Welding
2. Replacing of tyres for Refuse collection
3. Customer service as they deal in public and training of skills/upgrade bearing in mind the technological advancement for example, incinerator operators use of machine to incinerate with appropriate gears and technologies
4. Training related to different trade available in Local Authorities
5. Safety training regarding good work practice/manual handling operations
6. Refresher training in order to incorporate the latest development in a particular field
7. Training courses for General workers/Handy workers in the following fields: Plumbing/ Masonry/ Carpentry/ Welding/ Painting. Refresher courses for Gardeners in the field of Gardening

Rodrigues Regional Assembly:

1. Customer service as a continuous professional development training item
2. Information and Communication Technology
3. Code of ethics
4. Procurement and Store Management
5. Customer care, Counter Service and Front Desk
6. Health and Safety, job knowledge
7. For Electricians, IVTB Courses so that they can be aware of modern technology
8. Drivers to be given an awareness of mechanical problems trouble shooting
9. Training of advanced excel to new staff

List of Training Proposed by Staff Side

1. AutoCAD Software.
2. Geographic Information System (GIS) Software.
3. Training in Excel for data compilation, updating of records and databases.
4. Using Total Stations, GPS and Drones for Survey.
5. Surveying techniques and data collection.
6. Technical Report writing.
7. Building construction and material and building survey (Building defects, listed and historical buildings, types of buildings).
8. Statute and law related to valuation (LGA, L Acq A, LTDA, Rent A, Curatelle) and various courts and courts procedures (ARC, OU).
9. LAVIMS, CAMA System and the Valuation Roll.
10. Information Technology.
11. Landed property and various aspects of land and property ownership (right of way, highway, way leaves, copyhold, freehold interest, leasehold interests, elevation right, bare ownership).
12. Nature of deeds (terms and terminology in deeds and transfer of shares TSH).
13. Planning and planning policies.
14. Reading and drawing of plans (use of AUTO CAD or other software for plan drawing).
15. Basics of Valuation Principles (Methods of Valuation).
16. Communication skills.
17. Use of devices (high tech printers, tablets, distometers, etc)
18. Courses on Professional Rehabilitation namely Techniques for improving functional mobility; developing more precise methods of measuring impairments, disabilities, social and functional limitations; degenerative disease; multi trauma injury due to R.T.A (Road Traffic Accident); Therapeutic exercise such as manual therapy, neurological re-education moralistic for pain relief; and means to improve muscle control and stability of joints.
19. Regular Training in Physiotherapy, Speech Therapy, Occupational Therapy, Mental Rehabilitation.
20. Training in Sterilisation Techniques for Superintendent, CSSD and Supervisor, CSSD.

- 21. Customer Care, Public Relation, Good Governance, Telephone Operation, PABX Console, Receptionist, First Aid, IC3, Health and Safety and Leadership Skills.
- 22. Training in the following fields: basic precautions in handling specimens for analysis; different tests analysis performed in health laboratory; Health and Safety at workplace; and Quality Management System for Health Laboratory Auxiliary Cadre.
- 23. Training in Comprehensive First Aid; Specialist driving skills; patient moving and handling techniques; basic life support and patient care skills for Ambulance Personnel.
- 24. Training be provided in the following fields: Human Anatomy; Hygiene; and Embalming of dead bodies for Mortuary Attendant.
- 25. Training to operate the incubators for Hatchery Operators.
- 26. Trade Skill Courses: Computer Technician; Technician (Photocopy Machine/Fax Machine and Electronic Binding Machine); Air Conditioning Technician; and Electrical Technician.



9. REVIEW OF SCHEMES OF SERVICE AND QUALIFICATIONS

9.1 The work environment is becoming more and more dynamic with tasks/functions perpetually emerging, particularly in line with new customer requirement and technological innovation. Hence, the scheme of service which is an official document on which there is a common accord between the employer and an employee, needs to be regularly revisited to enable recruitment of officers capable of providing an effective and efficient service while remaining focussed on employees' rights, which are often the root cause of strained industrial relations. Therefore, this chapter takes a close look at the different parts of the scheme of service, recommending corrective action and also draws attention to certain parameters which need to be observed while reviewing schemes of service.

Scheme of Service

9.2 A scheme of service is an official document containing a wide array of information, particularly essential in the carrying out of HR functions. Information relating to the job title, salary scale provided and the Ministry/Department is displayed at the top of the scheme while all other information is regrouped under three main headings namely: Qualifications, Role and Responsibilities and Duties that are hereafter described.

Qualifications

9.3 Qualification is an important part of a scheme of service inasmuch as it specifies the mode of entry to the grade, the educational qualifications as well as the skills and knowledge prospective candidates should possess, the work experience they need to reckon and the personality traits and characteristics they should display. All these elements are determined, among others, on the basis of the complexity of the job and the level of duties, responsibilities and the accountability thereto attached. Problems that generally arise in this area are linked to the educational qualifications.

Equivalent Qualification

9.4 The appellation of the qualification conferred by a particular University may differ from that of another University, though the content of the course and its level may be similar. To this end, provision exists already for consideration to be given to qualifications that are held equivalent to the prescribed one by the Mauritius Qualification Authority and the Higher Education Commission. With a view not to jeopardising the chances of candidates there is, therefore, need to maintain the existing provisions.

Recommendation 1

9.5 We recommend that the practice of accepting qualifications in schemes of service that are equivalent to the prescribed one, should be maintained.

Additional Provisions

- 9.6 It has been observed that in some cases, Ministries/Departments create grades which do not fit in the existing structure, the moreso that the duties devolving upon incumbents in this grade are a duplication of duties pertaining to existing grades. In such situations, the Bureau either queries the Ministry of Public Service, Administrative and Institutional Reforms (MPSAIR) or seeks its views thereon which in turn, often reverts to the Ministry/Department concerned. At times, the reply is quite expedient but more often when the justifications are not plausible or clear enough, the Bureau convenes a meeting with the relevant stakeholders to thrash out issues. This results in considerable time loss which is in contradiction to all reform measures being brought to minimise delay in the prescription of scheme of service.
- 9.7 Another important observation made is that for certain grades the array of academic qualifications prescribed is very wide. For instance, in these grades, the qualification required is a Degree in Administration, Social Work or IT. In fact, the qualifications requirement set should enable incumbents to effectively and efficiently perform their job. Therefore, when a wide array of qualification is set, it becomes questionable whether the nature of duties varies so much that incumbents holding any qualification would be able to deliver satisfactorily. Besides, the delay in prescribing schemes of service has also been raised by our stakeholders.
- 9.8 With a view to curbing the above cited problems, it is believed that a scrutiny of all these aspects should be carried out prior to submitting requests to the Bureau in relation to salary grading. Hence, we are recommending accordingly.

Recommendation 2

- 9.9 We recommend that the MPSAIR continues to scrupulously examine all proposed schemes of service for new grades as well as amendments to existing ones prior to submitting requests to the Bureau, together with its views and comments. It is also understood that the processing time for the prescription of schemes of service should be further reduced.**

Review of Qualifications for Grades at Entry Level

- 9.10 Only the highest qualifications required are specified in the schemes of service of entry grades in the Public Sector. However, exception may be made where qualification at lower level requires that a given subject be specified in view of the very nature of the duties to be performed. **Hence, present provisions should be maintained on the basis of justifications submitted by Ministries/Departments.**

Qualifications Requirements for Grade-to-Grade Promotion

- 9.11 Provisions exist for officers who, in a grade to grade situation which requires two or more qualifications, possess the highest qualifications but lack part of the lower qualifications, to be considered for promotion subject to satisfying all other requirements of the promotional grade. It is understood that this provision may still be of relevance today. Hence, we are maintaining same.

Recommendation 3

9.12 We recommend that the provision “where two or more qualifications are required for promotion; and an officer in a grade just below the promotional grade possesses the whole of the higher/highest qualification but lacks only part of the lower qualification should also be considered for promotion provided he satisfies all other requirements of the promotional grade” be maintained.

9.13 The severe impact of the COVID-19 Pandemic on service delivery in the public sector called for a rethinking of the modes of operation. To ensure business continuity, appropriate adjustments in relation to the changing circumstances were contemplated and novel methods were adopted. In this context, necessary provisions have been made in the Chapter Working Week, Flexitime, Workers on Shift/Roster/Staggered Hours and Overtime and the Civil Service College is providing relevant training to this effect. In a move to formalise all the new methods of operation which aim at ensuring business continuity in a harmonised industrial atmosphere, there is need to review schemes of service of all such grades wherever applicable.

Recommendation 4

9.14 We recommend that Responsible Officers should identify all such functions where for business continuity, the delivery of service may be made from a remote location, and the grades concerned.

9.15 We further recommend that thereafter, the Responsible Officers should initiate action to review the scheme of service of the grades thus identified.

Experience

9.16 Besides academic qualifications, another element that qualifies a candidate for a post is the length of experience reckoned in a certain grade or at a certain level. This element is reflected in the scheme of service together with other job-related information. In fact, the length of service at a particular level is prescribed to ensure that candidates do possess adequate knowledge, experience and exposure to be able to deliver as expected in his/her new job. From this perspective, candidates should, therefore, possess experience in the various aspects of the job.

9.17 It has been represented that many officers remain in certain postings for long and do not get the opportunity to learn other aspects of the job. Consequently, this is a handicap to the officer competing with officers who, in other Ministries/Departments have had the said learning opportunities. Thus, the chances of appointment of the officer may be seriously jeopardised. Those officers who, notwithstanding the above, succeed in the selection exercise, often encounter difficulties in delivering efficiently and effectively.

- 9.18 In the light of the above, there is need for officers to be exposed to the various aspects of the job. Hence, we are hereunder making appropriate provision along these lines.

Recommendation 5

- 9.19 We recommend that Responsible Officers should, as far as possible, ensure that officers are made to rotate so as to make them conversant with the various aspects of the job with a view to enhancing their skills and competencies.**

- 9.20 There are many schemes of service which have not been amended for years. Advertisement for posts on the basis of these schemes involves many hassles because of the terms used. The terms Management, Middle Management, Senior Management and Top Management reflect different connotations for different organisations. For instance, the level of responsibilities and accountability at middle management level in a large organisation may be higher than those at senior management level in a small organisation. Hence, there is not a proper scale along which these elements may be effectively compared. Hence, to ensure fairness in such exercise, the use of terms which may reflect different interpretations should, as far as possible, be avoided. However, consideration may still be given to these terms in situations where the interpretation thereof does not lend itself to any ambiguity.

- 9.21 Relevant authorities have already ruled out on this issue and organisations should be cautious in the application of same.

Recommendation 6

- 9.22 We recommend that, as far as possible, the terms Management, Middle Management, Senior Management and Top Management should not be used in drafting schemes of service or in issuing advertisements.**

Recognition/Accreditation of Prior Experience

- 9.23 It has been represented that in certain grades the technical qualifications which are required are scarce. This causes an impediment in the filling of posts and thus the smooth running of the organisation. It has also been averred that employees with wide experience deliver satisfactorily and consequently, consideration could be given to them for occupying these posts. Hence, we provided for posts requiring technical qualifications which are scarce, the appointment of candidates who lack part of the technical qualification but who reckon a minimum of 10 years' relevant experience together with the necessary competence. This experience/competence has to be recognised by the Mauritius Qualifications Authority (MQA) or any other recognised body to make good for the lack of the technical qualifications. As this provision may still be of relevance, **we are maintaining same.**

- 9.24 Notwithstanding the maintaining of the above provision made in an attempt to facilitating the smooth running of an organisation, it is incumbent upon the Management of these organisations to identify alternative modes of training to ensure that their staff are adequately equipped to shoulder responsibilities devolving on the said grades.

Recommendation 7

- 9.25 We recommend that Management identifies alternative modes of training/qualifications which should be submitted for consideration by the MPSAIR for the purpose of amending the scheme of service of grades requiring scarce technical qualifications.**

Grades Requiring Incumbents to be Registered with Recognised Bodies

- 9.26 In certain grades, according to the prescribed schemes of service, candidates postulating should hold those qualifications that are required for admission to membership of recognised Institutes/Bodies and should be registered therewith. Such incumbents are refunded the full amount of the annual subscription fees.
- 9.27 On the other hand, there are certain officers who, though not required to be registered with recognised Institutes/Bodies, are nevertheless registered with a view to keeping abreast of latest developments in the particular field. These officers are, subject to the approval of the Responsible Officer, granted an assistance of 75% of the annual subscription fee subject to a maximum of Rs 3575 provided the said recent developments are relevant to the duties of the officer.
- 9.28 As this provision is applicable across the whole Public Sector, a consistent application thereof is essential. In the absence of specific guidelines, each organisation tends to deal with it in its own manner and in so doing, the approach of determining the relevance of the developments to the duties might differ. Consequently, this may have a bearing on the effectiveness of the exercise. Therefore, it is considered that specific guidelines must be provided for all organisations to be able to apply it in a standard and effective manner.

Recommendation 8

- 9.29 We recommend that an officer, who, by virtue of the scheme of service of his grade, is required to be registered with a recognised Professional Institute/Body, should be refunded the full amount of annual subscription fees payable to one of the relevant professional bodies.**
- 9.30 We also recommend that an officer drawing salary in a scale, the maximum of which is not less than Rs 62700 who, though not required to be registered with professionally recognised Institutes/Bodies according to the relevant prescribed scheme of service but has opted to register himself to keep abreast of latest development in his specific field of activities may be granted, subject to the approval of the Responsible Officer, an assistance of 75% of the annual subscription fee subject to a maximum of Rs 3575, provided that the**

knowledge/knowhow derived from being a member of the Institutes/Bodies is of relevance to the duties of the officer.

Continuous Professional Development (CPD)

- 9.31 Continuous membership with certain professional trust/bodies is subject to the members achieving a minimum number of units of CPD every year. In this context, officers concerned are given a financial assistance of 75% of the total expenses in connection with the achievement of the relevant number of CPD units, subject to a maximum of Rs 13750 annually.
- 9.32 As the continuous membership is a core condition laid down in the scheme of service of the grade, we are maintaining this provision while revising the ceiling of the assistance given.

Recommendation 9

9.33 We recommend that:

- (a) for grades requiring membership to recognised Institutes/Bodies as per the scheme of service, where the achievement of a minimum number of CPD units is essential for continued membership, the incumbents therein should be provided a financial assistance of 75% of the total expenses in relation thereto, subject to a maximum of Rs 14450 annually.**

Technical Officers assisting Officers of the Professional Cadre

- 9.34 Presently, Technical Officers who possess qualifications that are higher than those prescribed in their schemes of service and who assist officers of the Professional Cadre, are allowed to move incrementally beyond their top salary.
- 9.35 Following the revisiting of the provisions regarding incremental credit, officers no more enjoy the benefit described above. However, officers who have previously benefitted from this recommendation are still in post and consequently, appropriate provision is being made for them.

Recommendation 10

9.36 We recommend that:

- (a) provisions allowing officers in entry grades of a Technical Cadre with a salary the maximum of which is not less than Rs 47675 to move beyond their top salary incrementally by the number of additional increments earned by virtue of the additional qualification as approved by the Standing Committee on Incremental Credit be maintained subject to:**
- (i) incumbents holding a degree or postgraduate while the qualification requirements for the entry grade is a Diploma; and**
- (ii) incumbents being required to perform part of the professional functions.**

(b) the above provisions should equally apply to officers of the Civil Service, Parastatal Bodies, Local Authorities and the Rodrigues Regional Assembly.

Special Provisions for Graduates and Professionals

- 9.37 In hierarchies where the qualification requirement at the source grade is a degree or a professional qualification, the structure is often different from other hierarchies where incumbents may either have various avenues or more opportunities to climb up the ladder. Consequently, certain provisions were made to enable incumbents benefit from career earnings where career path, as imposed by the nature of the functions, does not allow the creation of additional levels or posts. It should also be noted that other provisions of general applicability which were implemented here also, relate to the merger of the first two levels where there is considerable overlapping of duties and the absence of effective supervision.
- 9.38 The grant of such provision is subject to incumbents having been efficient and effective in their performance during the preceding year, reflecting the culture of performance which the Bureau is endeavouring to instil in the Public Sector. As it entails a movement in the salary of incumbent, the latter needs to have drawn the top salary of his grade for a year and is not under report to be able to benefit from the said provision.
- 9.39 In the context of the Report, we have examined the whole issue and observed that there has been no consequential change in the structure of hierarchies of the abovementioned categories. The functions have not changed either while only trivial changes have been brought to the scheme of duties. As the provision is adequate to meet the objectives for which it was designed, we are, therefore, maintaining same which is hereunder reproduced with revised salary points as per the new Master Salary Scale. However, it is important to highlight that **provisions under Recommendation 11 below are restricted to grades requiring a degree or professional qualification.**

Recommendation 11

- 9.40 **We recommend that officers belonging to entry grades/promotional entry grades which require a University Degree or a recognised professional equivalent qualification and who draw salary in a scale the maximum of which is not less than Rs 62700 upon reaching the top salary of their grade, should be allowed to move incrementally in the Master Salary Scale up to salary point Rs 68000, provided that they:**
- (i) have drawn the top salary for at least 12 months;**
 - (ii) have been efficient and effective in their performance during the preceding year; and**
 - (iii) are not under report.**

9.41 We also recommend that officers who draw salary in a scale the maximum of which is not less than Rs 69800 and not more than Rs 97625 and who have reached the top of their respective salary scales, should be allowed to move incrementally up to a maximum of two increments in the Master Salary Scale, provided that they:

- (i) have drawn the top salary for at least 12 months;**
- (ii) have been efficient and effective in their performance during the preceding year; and**
- (iii) are not under report.**

9.42 We further recommend that the above recommendations should also apply to corresponding flat salaries in the same range.

9.43 For this Report, representations were received from incumbents in promotional grades requiring a degree, claiming certain benefits which accrue to beneficiaries belonging to other categories. After scrutiny, the Bureau has observed that a complete alignment for the benefits would not be possible. Nevertheless, we are hereby providing for some sort of compensation to them.

9.44 We recommend that officers belonging to promotional grades which require a University Degree or an equivalent recognised professional qualification and who draw salary in a scale the maximum of which is not less than Rs 62700 should, upon reaching the top salary of their grade, be allowed to move incrementally up to salary point Rs 64400 provided that they:

- (i) have drawn the top salary at least 12 months;**
- (ii) have been efficient and effective in their performance during the preceding year; and**
- (iii) are not under report.**

Qualification Requirements

9.45 In the course of consultations with the official and staff side, it was highlighted that there is an increasing number of new recruits who possess qualifications that are higher than those prescribed for their grades. Consequently, those already in post tend to improve their qualification and become competitive for the next level and position themselves ahead of their competitors. Views were also expressed that the minimum qualification requirements for certain grades might not reflect what are currently required for the job.

9.46 We have examined all such demands and regard that a more qualified workforce certainly accentuates the pressure for an upward review of qualifications the moreso in a bid to secure a higher salary scale. It is obvious that with the improved educational system and greater access to education, more and more job applicants are obtaining a higher qualification, while the number of high skilled jobs have not increased proportionately.

- 9.47 In jobs not requiring high skills, a higher managerial control and a greater reliance on routine tasks are required where a supervisory level is essential. Whereas high skilled work is typically associated with elements of employee autonomy and decision making where a flatter structure is more appropriate. It has been observed that incumbents have requested for an upgrading in qualification as well as creation of higher grades, which generally may not be compatible.
- 9.48 From the remuneration perspective, qualifications are one among the many other compensable factors that may alter a salary grading. A change in qualification requirements alone might not necessarily be accompanied by a change in salary if the content of the job has not changed significantly. Further, qualification requirements are normally amended when there is change in the essential/core duties and responsibilities of the grade and the existing qualification requirements are not adequate for the continued performance of the job.
- 9.49 Essential/core duties should, among others, satisfy the following criteria:
- (i) the duty must be done frequently that is at least 50% of the incumbent's working time;
 - (ii) removing the duty from the job would fundamentally modify the job;
 - (iii) the grade exists to perform this duty; and
 - (iv) there would be significant consequences if this duty is not done.
- 9.50 We consider that the minimum qualification requirements for a grade should be set according to its prevalent duties and responsibilities instead of qualifications held by the incumbents and it is against this background that all requests for change in qualifications were examined and meritorious ones retained.
- 9.51 The above argument hinges on the fact that the representations were made from a salary upgrading perspective. Notwithstanding the argument, there is need for a general review in qualifications requirement, particularly to address the issue of market reality.

Recommendation 12

- 9.52 **We recommend that the competent authorities consider gradually raising the minimum qualifications requirement for entry to grades requiring a degree with salary in a scale the maximum of which is not less than Rs 62700, to a postgraduate Degree or equivalent qualification, except in scarcity areas.**
- 9.53 **The above recommendations regarding graduates and professionals should also apply to Parastatal Bodies, Local Authorities and the Rodrigues Regional Assembly.**

Amendment to Scheme of Service

- 9.54 Subsequent to Recommendation made in this Report concerning scheme of service, appropriate changes need to be brought in an expedient manner to reflect same.

Hence, it is considered that necessary action should be initiated, as far as possible, **within a period of four months.**

Alignment of Scheme of Service

9.55 Generally, grades in the Parastatal Bodies, Local Authorities and Rodrigues Regional Assembly are aligned on their Civil Service counterparts in terms of salary. It is, therefore, imperative that the qualifications requirement of these grades as well as their level of duties and responsibilities be aligned too. It has been observed that in many instances, consequential amendments have not been brought following changes made in the scheme of service of grades in the Civil Service, in previous Reports. To address this issue, we are hereunder making an appropriate recommendation.

Recommendation 13

9.56 We recommend that where the salaries of identical/comparable grades in Parastatal Bodies, Local Authorities and Rodrigues Regional Assembly are aligned on those of the Civil Service, the scheme of service of these grades should, wherever relevant, be amended along similar lines as those of their Civil Service counterparts.

Qualifications Requirement - Dual Stream

9.57 Generally, the mode of appointment to a grade is either by promotion or selection. There are however, very few instances where the scheme of service specifies that the grade be filled by promotion of serving officers from the main cadre and also by selection from serving officers outside the main cadre. During consultation, the Bureau was apprised that in such cases, these posts are invariably filled by promotion and other eligible officers outside the main cadre who can compete for the higher position in the same exercise are not provided with such opportunities. Representations have, therefore, been made to address this issue such that all eligible officers be provided with opportunities to compete. **In the light of the foregoing and subject to practicability, the Bureau considers that the Ministry/Department/ Organisation concerned, after assessing its human resource requirements, should, in consultation with the relevant Commission/Authority, examine the possibility of filling vacancies from both streams.**

Trainee Grades in the Public Sector

9.58 We recommend that the MPSAIR should, after consultation with Ministries/Departments/Organisations, identify areas where Trainees are required and set up schemes for their enlistment and the terms and conditions governing them. Through this scheme, the Trainees would have to undergo training dispensed by any approved institution and acquire the right skills and competencies for appointment to the relevant grades.



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

Ministry/Department	Grade	Establishment Size as at January 2019	Vacancy Rate (%) as at January 2019
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

Ministry/Department	Grade	Establishment Size as at January 2019	Vacancy Rate (%) as at January 2019
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

Organisation	Grade	Establishment Size as at January 2019	Vacancy Rate (%) as at January 2019
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

Organisation	Grade	Establishment Size as at January 2019	Vacancy Rate (%) as at January 2019
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

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

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 Establishment size: 1	<ul style="list-style-type: none"> - Vacancy rate (2018): 100%. - In the 2019 recruitment exercise for both posts, there was no qualified candidate. 	<ul style="list-style-type: none"> - The Ministry recruited one Geologist and two Geotechnical Specialists on contract. - Posts were re-advertised in 2019.
		Geotechnical Specialist Establishment size: 2		
7.	Attorney- General's Office	State Counsel Establishment size: 36	<ul style="list-style-type: none"> - Vacancy rate: State Counsel - 42% State Attorney - 75% - Retention problems relate to lack of promotion prospect. - 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. 	<ul style="list-style-type: none"> - Work redistributed and duties assigned to eligible officers. - Higher salary point has been granted as per PRB provisions. - Allowances have also been granted to retain the officers.
		State Attorney Establishment size: 16		
8.	Mauritius Meteorologica l Services (MMS)	Telecommunica tions Engineer/Senior Telecommunica tions Engineer (TE/STE) Establishment size: 2	<ul style="list-style-type: none"> - Vacancy rate: 50%. - For MMS, the grade of TE/STE is scarce. - Since 2017, there is only one officer in post. - Officers have left for higher pay, promotion prospect and better job satisfaction elsewhere. 	-
		Meteorological Technician Establishment size: 34		
9.	Ministry of Housing and Land Use Planning	Surveyor Establishment size: 52	<ul style="list-style-type: none"> - Vacancy rate: 23%. - Only 40 Surveyors in post since 2018. - Two officers have left in 2019 for greater job satisfaction and higher remuneration elsewhere. 	-

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

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

SN	Ministry/ Department	Grade and Establishment Size	Result Details	Measures taken by organisation
14.	Ministry of Blue Economy, Marine Resources, Fisheries and Shipping	Motorman/Engine Driver Deckhand/Fisherman Technical and Mechanical Officer (Fisheries) Fishing Boat Inspector (Engineering) Fishing Boat Inspector (Nautical) Second-Hand Fishing (Limited) Petty Officer Marine Training Officer Instructor, Mechanical Workshop Head, Engineering Department Head, Deck Department Marine Engineering Surveyor Marine Engineering Inspector Nautical Surveyor Nautical Inspector	- Vacancy rate: 75% for Motorman/Engine Driver and Deckhand/Fisherman. - Vacancy rate for other grades: 100%. - The marine services are considered as a scarcity area. No improvement has been noted as regards filling of vacancies in these grades. - Most of these posts have remained unfilled over several years. - 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"> • employment on contract; • amendments in schemes of service; • negotiable salary; • increase in age limit for application; • expression of interest launched both locally and internationally.

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

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

RESULTS OF SURVEY ON RECRUITMENT AND RETENTION IN THE PUBLIC SECTOR

RODRIGUES REGIONAL ASSEMBLY

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



11. EMPLOYMENT ON CONTRACT AND ALTERNATIVE MODES OF EMPLOYMENT

- 11.1 The evolution of today's workforce and changing organisation needs have given rise to various forms of employment arrangements that differ from the standard full-time employment in terms of continuity and hours of work. Among these alternative methods, employment on contract is the most popular one.
- 11.2 In the public sector, this type of employment is normally resorted, amongst others to: overcome the problem of shortage of experts or personnel in professional or highly skilled positions and those in competitive markets; carry out time-bound specific projects; fulfil mandatory service conditions as determined by Government from time to time; ensure availability of most competent, committed and talented personnel for certain sensitive/specialised jobs; enlist people for task of a routine nature which needs large number for a specific period and which involves low level of remuneration; and attend to advisory duties for any office of a temporary nature. Such an arrangement also allows the Government to tap the services of retired public officers who are willing to work and whose experience and expertise are still required to serve an organisation.
- 11.3 Contractual employment may be classified in different categories based on their specific attributes. These categories are listed as hereunder:
- (i) Special Advisers who are recruited for their eminence, talent, skills, wisdom and expertise. Under this category, suitable persons from outside could be outreached in the Government on negotiated salaries/emoluments;
 - (ii) Advisers/Senior Advisers who are appointed for the purpose of providing technical assistance to a Minister and carrying out such duties so as to enable attainment of the objectives of the Government and the Ministry/Department in which they are employed;
 - (iii) Officers appointed in posts established under the Constitution or any local enactment and which are governed by the provisions of the relevant legislation, that is, the Constitution or any other law;
 - (iv) Officers employed in scarcity areas against established posts to perform mostly non-advisory duties; and
 - (v) Retirees from the Government whose skills, expertise and knowledge that were acquired while in Government service are found to be still useful to Government.

- 11.4 Appointment of Advisers, at paragraphs 11.3(i) and 11.3(ii) above, is made under Section 89 (3) (h) of the Constitution and with the approval of the Prime Minister. As regards officers on contract, as specified at paragraph 11.3(iii), appointment is made in accordance with the provisions of the relevant legislations, that is, the Constitution or any other law in force in Mauritius. Further, appointment of officers at paragraph 11.3(iv), that is, in scarcity areas against established posts is made by the appropriate Service Commission whereas the appointment of retirees at paragraph 11.3(v) is made either under provision of Section 89(3)(h) or through the appropriate Service Commission.
- 11.5 The prevailing guidelines and the terms and conditions of officers employed on contract are outlined below:
- (i) appointment of Advisers on contract, under section 89 (3) (h) of the Constitution is made with the approval of the Prime Minister. Recommendations made to the Prime Minister for employment on contract by Heads of Ministries/Departments are channelled through the Secretary to Cabinet and Head of the Civil Service;
 - (ii) the salary and terms of conditions of service are determined with the concurrence of the Ministry of Public Service, Administrative and Institutional Reforms (MPSAIR) and approval of the Bureau prior to recruitment or renewal of contract;
 - (iii) the salary of officers appointed on contract against established posts is normally the salary attached to the established post. The salary of other Advisers on contract is generally determined on the basis of pay of existing posts with comparable levels of responsibilities in the public service and having regard to the officers' qualifications and experience. Other relevant considerations in determining the pay package, among others, are the scarcity area and market value of the desired competency;
 - (iv) the other conditions of service, save for leave and travelling and car benefits are, in principle, and wherever applicable, in line with what obtain in the Civil Service;
 - (v) Officers on contract are not entitled to any annual or sick leave during the first year of contract except for retired public officers who have been re-employed on contract or contractual officers serving in established posts;
 - (vi) the leave entitlement, for each year of contract for an officer employed on a contractual basis for a period of one year or more, is as follows:-
 - Annual Leave - 21 working days
 - Sick Leave - 21 working days
 - (vii) an Adviser/Officer, whose contract of one year duration or more is extended for a further period of less than one year, is entitled to leave on a *pro rata* basis;

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

11.6 Overall, we consider the above provisions to be appropriate. However, in the light of certain queries received from Ministries/Departments regarding the proper interpretation of certain recommendations, we have revisited a few of them to facilitate implementation. We have also, after examination, made provision for contract officers drawing salary less than Rs 27400 to be eligible for passage benefit as from the sixth year of contractual employment in the event their contract is renewed annually.

Recommendation 1

11.7 We recommend that:

- (a) for appointment of Advisers on contract under Section 89 (3) (h) of the Constitution, Head of Ministries/Departments should seek the Prime Minister's approval through the Secretary to Cabinet and Head of the Civil Service;**
- (b) the salary and terms and conditions of service should be determined with the concurrence of the MPSAIR and approval of the Bureau prior to recruitment or renewal of contract;**
- (c) the proposed salary of officers to be appointed on contract against established post should be the salary of the established post or a salary point within the salary scale attached to the established post taking into consideration the appointee's qualifications and experience as well as the salary drawn by officers serving in a substantive capacity in the grade;**

- (d) the salary of other Advisers should be based on the pay of existing posts with comparable level of duties and responsibilities and having regard to the officer's qualifications and experience; and
- (e) except for leave, travelling and car benefits, the conditions of service of contract officers should, in principle and wherever applicable be in line with what obtain in the Civil Service.

11.8 We also recommend that in respect of leave, officers employed on contract:

- (a) should not be entitled to any annual or sick leave during the first year of contract;
- (b) should for subsequent contract of a period of one year or more be entitled to:
 - (i) 21 working days of Annual Leave and Sick Leave respectively for each year of contract; and
 - (ii) leave on a *pro-rata* basis where the contract of employment is extended for a further period of less than one year.
- (c) may take the 21 working days Annual Leave either at a stretch or on and off to cater for brief absences;
- (d) may, at the end of each 12 months' service for contract of more than one year duration, either cash or accumulate unutilised annual leaves. However, for contracts of one-year duration which are renewed annually, the annual leave, if not taken, should be cashed at the end of each contract; and
- (e) would forfeit unutilised sick leave in a particular year.

11.9 We further recommend that:

- (a) notwithstanding the provision at Part (a) of the above paragraph:
 - (i) retired public officers employed on contract against established posts and contractual officers serving in established posts; and
 - (ii) officers on contract who held responsible positions prior to the offer of the contractual employment and who were entitled to annual or sick leave in their previous employment in the Government,

should be eligible for leave as per part (b) of above paragraph as from the first year of employment.
- (b) Advisers/Officers on contract should not earn passage benefit during the 21 days annual leave, whether taken or cashed;

- (c) employees on contract drawing a monthly salary of less than Rs 27400 should, be eligible for passage benefit as from the sixth year of contractual employment provided their contract is renewed annually and that the interval between one contract and the next does not exceed 28 days;
- (d) an officer on contract should be eligible for end-of-contract gratuity in lieu of pension payable at the rate of two months' salary on completion of 12 months' satisfactory service, provided the contract of employment is of duration of up to 12 months or more;
- (e) for contractual employment, of duration shorter than one year (not on an assignment basis) and which is either extended or renewed, an end-of-contract gratuity should be paid on completion of 12 months satisfactory service provided the interval between one contract and the next does not exceed 28 days and the monthly remuneration package of the contract officer does not include the end-of-contract gratuity;
- (f) the provisions for travelling and car benefits of officers on contract employment should be in line with what is recommended at Chapter 16.2 of this Volume; and
- (g) whenever an offer of employment on contractual basis is made, the terms and conditions should be clearly spelt out so that the officer to be employed on contract is apprised of all his/her benefits beforehand.

Passages to expatriate officers employed on contract basis

11.10 Expatriate officers who do not have permanent residence in Mauritius, are upon employment on contract, entitled to certain benefits relating to passage. These provisions are adequate and are hereunder reproduced:

Recommendation 2

11.11 We recommend that an expatriate officer, should on appointment on contract, be eligible for:

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

baggage been transported by sea, on appointment to Mauritius and on expiry of final contract; and

- (c) a transfer grant equivalent to five percent of his annual salary, to cover incidental charges, on expiry of final contract.**

Adjustment of salaries of Advisers/Officers on Contract

11.12 The salaries of Advisers/Officers employed on contract are, following request from the MPSAIR, generally revised by the Bureau, in the wake of a general review exercise. This arrangement should prevail.

Recommendation 3

11.13 We recommend that following the publication of the 2021 Report, the salaries paid to Advisers/Officers employed on contract should continue to be submitted to the Bureau, through the MPSAIR for adjustment purposes.

Salary Determination

11.14 The determinants of the salary payable to Advisers/Officers on contract are, among others, the officers' qualification and experience in the field in which they are being employed; their expected contribution in the performance of their duties and fairness in relation to holders of substantive post/officers employed on contract in the organisation performing at more or less similar level. We are, at **Annex to this Chapter**, providing an indicative salary framework for contract officers so that Ministries/Departments/Organisations may have a broad idea of the salary level that is normally granted to different categories of Advisers based on their intended responsibilities, qualification and experience. It is to be highlighted that two Advisers in the same field may draw different salaries due to their profile.

Alternative Modes of Employment

11.15 Generally, most of the contracts in the public sector are fixed term contracts with slight variations in their duration. To this effect, the Bureau has, in its successive Reports, been advocating the adoption of alternative modes of employment to enable Ministries/Departments address problems relating to shortage of experts or skilled personnel in certain specific areas; cope with workload fluctuations; tap the services of high calibre people who cannot or do not want to make a career in the public service and also embrace a pattern of employment that is more suitable on the basis of their organisational requirements. A brief definition of these modes of employment, which have been extensively elaborated in our previous Reports, are provided hereunder:

Fixed-term Appointments - appointments which are made for a specified period of time for a specific task or project. Such contract of employment may be either full-time or part-time.

Casual Appointments - appointments which are temporary and meant to meet short-term needs. In general, the maximum length of a continuous casual appointment is 12 months, but it may be less.

Recurring Temporary Appointments – these are arrangements under which staff are contracted to work for short periods each year. The date of employment for each year and the number of years for which the employment is offered, are agreed in advance and set out in the letter of appointment.

Employing People to Work at Short Notice – this arrangement allows Managers to employ people to work at short notice, usually for short periods at a time to cover, *inter alia*, unforeseen or temporary shortages of permanent staff.

Standby Appointments - Under standby appointments, people are contracted to make themselves available for work for short period each year and to accept work whenever they are called upon, subject to an agreed period of notice.

Part-time Employment- Part-time employees are those working less than the standard hours (inclusive of lunch time) a day.

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

11.16 Given the benefits that may be derived from the adoption of the above mentioned patterns of employment, the Bureau is reiterating their continued applicability in the public sector.

Recommendation 4

11.17 We recommend that Responsible Officers of Ministries/Departments may continue, with the approval of the relevant Service Commission, to recruit on the basis of the different modes of employment mentioned at paragraph 11.15 above to deal with such situations as appropriate to cope with the problem of scarcity, recruitment and retention and fluctuations in workload.

11.18 In certain cases, such appointments may be made through the engagement of Consultants to provide consultancy services or the enlistment of the required human resources to perform specific assignments in conformity with the provisions of the Public Procurement Act.

11.19 We further recommend that:

(i) Responsible Officers of Ministries/Departments should take necessary actions for the timely reporting of vacancies to the appropriate Service Commission.

(ii) The MPSAIR should press upon Ministries/Departments to abolish all posts which are no longer required on their respective establishments.

- (iii) Ministries/Departments should keep an updated database of their retired employees who have relevant knowledge, skills, experience and expertise and whose services may be resorted to, as and when the need arises.**
- (iv) Exit interviews should be carried out for people employed on contract in scarce grades before the end of their contract.**

ANNEX

Indicative Framework for Salary of Contract Officers

Category of Adviser	Profile of candidate	Broad Duties/ Responsibilities	Salary Level
Category I Senior Advisers	Degree and/or Master's Degree/Professional qualification with wide experience in relevant field and deep knowledge of the job and related areas.	Mostly involved in developing, implementing and evaluating government strategies, policies and programmes	Senior Professional and above
Category II Advisers including Registered Professionals	Diploma and above	Providing technical assistance to enable the Ministry/Department in achieving its strategic objectives.	Normally based on grades in the Civil Service with comparable qualifications and level of duties and responsibilities (Technical and above).
Category III Officers employed against established posts and Officers employed in scarcity areas	Depending on the scheme of service of the established grade.	Non-advisory duties - performing the duties of the established position.	Salary of the established position based on experience reckoned. For scarcity fields, to be determined by the Bureau on a case-to-case basis.
Category IV Advisers in Public Relations	At least School Certificate or previous related experience/demonstrated ability to perform the job.	Public Relations duties	Based on qualification and experience possessed by incumbent (normally in two categories).

Category of Adviser	Profile of candidate	Broad Duties/ Responsibilities	Salary Level
Category V Retired Public Officers employed on contract	-	To perform duties of advisory nature	To be determined by the Bureau on a case-to-case basis

12. PART-TIME EMPLOYMENT

- 12.1 Work is generally considered as part-time when employees are contracted to work for anything less than the normal basic full-time hours, that is, a part-time job is a form of employment that carries fewer hours per week than a full-time job.
- 12.2 According to International Labour Organisation Convention No. 175, the term "Part-Time Worker" means an employed person whose normal hours of work are less than those of comparable "Full-Time Workers".
- 12.3 While full-time working is still the norm in Mauritius and elsewhere, part-time and other forms of atypical working are of growing importance worldwide. Over the past decades, there has been an increasing trend in part-time employment relative to full-time one, especially in many developed countries.
- 12.4 The concept of part-time employment in the Public Sector was first introduced by the Bureau in the 2008 PRB Report with the objective of allowing public officers aged 50 years or more (below the level of Deputy Permanent Secretary excluding officers in scarcity areas) to opt for part-time work for the rest of their career, thus, offering them the opportunity of a better balance between working life and family responsibilities, training, leisure or civic activities. However, it has been submitted that no grade for part-time work has been created up to now.
- 12.5 Thereafter, in its successive Reports, the Bureau maintained the provisions governing part-time employment in the public sector. However, as at date, there has been no evidence on record to show the prevalence of part-time working, save for a few grades in the Local Authorities and some Parastatal Bodies.
- 12.6 In the process of identifying those grades currently on the permanent and pensionable establishment, which could be filled by part-time working arrangement, the following criteria/guidelines should be adhered to:
- enlistment for part-time working should, in principle, be limited to entry grades only **and under no circumstances in promotional ones.**
 - entry grades include both manual and non-manual ones as well as entry levels in professional cadres.
 - recruits do not have to undergo formal theoretical and practical on-the-job training to be able to perform the duties of the grade.
 - a short induction course is adequate to enable the incumbents to perform.

Survey Findings and Observations

- 12.7 In the context of this review exercise, the Bureau has carried out a survey on part-time working with a view to taking stock of the actual situation in order to assess the extent of part-time working in the Public Sector.
- 12.8 The response rate was 61% for the Civil Service, 60% for Parastatal Bodies and 50% for Local Authorities.

- 12.9 Of the organisations which have responded, 14 Parastatal Bodies and six Local Authorities are having recourse to the services of part-time employment whereas in the Civil Service, it is in-existent. Details of the grades in the Parastatal Bodies and Local Authorities currently operating on a part-time basis are provided in Table 1 at the end of this Chapter.
- 12.10 The Survey has also revealed that five Parastatal Bodies and two Local Authorities have identified grades currently listed on their establishment which could be filled on a part-time basis as provided in Table 2 at the end of this Chapter.
- 12.11 In a nutshell, the survey findings have revealed a low prevalence of part-time working in the Public Sector.
- 12.12 The Bureau considers that since the concept of part-time employment is an important one, same should continue to prevail in the Public Sector. We are, therefore, bringing no change to the existing provisions in respect thereof, save for a review of the age at which public officers holding substantive appointment, may opt for part-time work for the rest of their career.

Recommendation 1

12.13 We recommend that:

- (i) **Heads of Ministries/Departments and Chief Executives of Parastatal Bodies and Local Authorities should be allowed to enlist the services of part-time employees. The recruitment of such employees should, however, be made according to the existing procedures as for full-time employees.**
- (ii) **All new grades identified that could be filled by part-time employees should be submitted to the MPSAIR, which would examine each case on its own merits before submission to the High Powered Committee for approval.**
- (iii) **Public Officers aged 55 years or more holding substantive appointment should be allowed to opt for part-time work for the rest of their career, subject to the exigencies of the service. This provision should not apply to officers of the level of Deputy Permanent Secretary and officers in scarcity areas.**
- (iv) **The pay for part-time workers should, in principle, continue to be on a *pro-rata* basis, that is, a proportion of the full-time rate of pay appropriate to the net number of hours worked. For serving officers opting for part-time working, the pay should be the salary point drawn, on a *pro-rata* basis, at the time of exercising the option and the officer should be allowed to continue to be eligible to earn the annual increment.**
- (v) **The advice of the Pay Research Bureau should, invariably be sought through the MPSAIR for pay determination, once the mode of operation of part-time working of any grade has been determined by any public sector organisation.**

- (vi) For pension purposes, any period of part-time working for officers holding substantive appointment should be reckoned as pensionable service but on a *pro-rata* basis.**

Conditions of Service

- 12.14 The conditions of service for part time employees should, in principle, be in line with those recommended in this Volume as per the relevant sections.

Table 1: Grades currently operating on a Part-Time basis in the Parastatal Bodies and Local Authorities

SN	Organisation	Grade	Establishment Size	No of hours/days at work (Weekly)
1	Agricultural Marketing Board	Safety and Health Officer/Senior Safety and Health Officer	-	10
2	Mauritius Standards Bureau	Safety and Health Officer	-	8
3	Mauritius Institute of Health	Training Manager	5 (3 posts on Part-time)	18
4	Statutory Bodies Family Protection Fund	Internal Auditor	1	2.5
		Legal Adviser	1	-
5	Mauritius Institute of Training and Development	Instructor/ Training Officer	25	20 hrs maximum
6	Sugar Insurance Fund Board	Safety and Health Officer	1	10
7	Mauritius Oceanography Institute	Health & Safety Officer	1	8
8	Open University of Mauritius	Safety and Health Officer (Personal)	1	8
9	Mauritius Institute of Education	Lecturer	55	Depends on modules per semester (maximum of 45 Hours per semester)
10.	Central Water Authority	Professional Quantity Surveyor	1	5 half days
11	National Adoption Council	Acting Secretary	-	-
		Acting Treasurer	-	-
12	Private Secondary Schools	Educator	12	Varies between 20 to 40 hours
		General Worker	119	
		Gardener	12	
		Handyworker	34	
		General Attendant	3	

SN	Organisation	Grade	Establishment Size	No of hours/days at work (Weekly)
13	Mahatma Gandhi Institute	Educator (Secondary)	18	-
		Lecturer	55	-
		Tabla Accompanist	5	-
		Assistant Instructor	20	-
14	Mauritius Research and Innovation Council	Safety and Health Officer	1	At least 8 hours
15	The Municipal City Council of Port Louis	Keykeeper	2	Less than 40 hours
		Seamstress	1	Less than 40 hours
		Dressing making	1	Less than 40 hours
16	Municipal Council of Vacoas-Phoenix	Gymnasium Instructor	6	25
17	Municipal Council of Beau Bassin-Rose Hill	Aerobic Instructor	-	1.5 - 2hrs per Session
		Yoga Instructor	-	1.5 - 2hrs per Session
		Tai Chi Instructor	-	1.5 - 2hrs per Session
		Zumba Instructor	-	1.5 - 2hrs per Session
		Kickboxing Instructor	-	1.5 - 2hrs per Session
		Boxing Instructor	-	1.5 - 2hrs per Session
		Football Instructor	-	1.5 - 2hrs per Session
		Badminton Instructor	-	1.5 - 2hrs per Session
		Library Attendant	-	4
18	District Council of Savanne	Village Hall and TV Attendant	14	28

SN	Organisation	Grade	Establishment Size	No of hours/days at work (Weekly)
		Sewing Teacher	4	20
19	District Council of Grand Port	Village Hall and TV Attendant	28	28
		Hindi Teacher	1	28
		Sewing Teacher	13	28
		Village Hall Attendant (Personal)	2	28
20	Municipal Council of Quatre Bornes	Gymnasium Instructor	2	27

Table 2: Grades which could be filled on a Part-Time Basis as proposed by Chief Executives

SN	Organisation	Grade
1.	Mauritius Institute of Health	Training Manager Word Processing Operator Management Support Officer Research Assistant Research Officer Programme Coordinator (Nursing Paramedical) General Worker Office Attendant
2.	Open University of Mauritius	Handy Worker Tradesman
3.	Mauritius Institute of Education	Lecturer
4.	University of Technology, Mauritius	Library Attendant Driver/ Office Attendant Computer Support Officer Technician/ Senior Technician Library Clerk Handy Worker Plumber
5.	Mahatma Gandhi Institute	Performing Artiste
6.	Municipal Council of Vacoas Phoenix	Municipal Attorney
7.	Municipal Council of Beau Bassin - Rose Hill	Social/Municipal Hall Attendant Wedding Attendant



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

- 13.1 Pension is considered as a backbone of the employees' retired life as it provides a sense of financial protection to them.
- 13.2 In the context of the 2008 PRB Report, the Bureau introduced the concept of phased/early retirement for officers who joined the service prior to 01 July 2008, with a view to extending the compulsory retirement age from 60 years to 65 years, phased over a period of 10 years starting from 01 July 2008 and ending in the year 2018. A contributory Defined Benefit (DB) Pension Scheme was also introduced.
- 13.3 The 2008 PRB Report recommended the following:
- (i) a single modified Defined Benefit (DB) Pension Scheme as from 01 July 2008 for all officers in the Public Sector in post as at 30 June 2008;
 - (ii) rate of contribution to the new Pension Scheme was set at 6% of pensionable emoluments for employees;
 - (iii) subject to transitional provisions, the normal retirement age – was increased to 65 years;
 - (iv) officers in post as at 30 June 2008 were given the option to either be governed by the new pension scheme or not;
 - (v) after 01 August 2018, the retirement age of all officers having opted for the Pensions Reforms would be 65 years. However, an officer is allowed to retire on reaching 55 years and up to 60 years with the approval of the relevant Service Commission, whereas above 60 years, an officer can retire as of right;
 - (vi) a discounted salary at the rate of 92% of the salary recommended in the new structure was granted to those who did not opt for the Pension Reforms and who opted for the pension arrangement in force prior to the 2008 PRB Report;
 - (vii) Trainees, Students, Cadets or Apprentices recruited under the relevant schemes contributed 3%;
 - (viii) for those joining service as from 01 July 2008, on retirement, pension is computed at the rate of $1/690^{\text{th}}$ of pensionable emoluments for every month of pensionable service, subject to a maximum of $460/690^{\text{th}}$; and
 - (ix) officers other than those of the disciplined forces, and Medical and Dental professions qualify for full pension after $38\frac{1}{3}$ years (460 months) of pensionable service.

13.4 In line with Government's commitment to pursue reforms of the Pension System, in the 2013 PRB Report, a single Defined Contribution Pension Scheme was introduced for new entrants as from 01 January 2013.

13.5 The Bureau also made special provisions for public officers in post as at 30 June 2008, who:

- (a) reckon at least 33 $\frac{1}{3}$ years of pensionable service;
- (b) have contributed to the Pension Scheme as from 01 July 2008; and
- (c) have attained the compulsory retirement age as per the Pension Act,

to be granted a one-off payment equivalent to 2% of their annual pensionable emoluments for each completed year of pensionable service beyond 33 $\frac{1}{3}$ years of pensionable service as from 01 January 2013.

Subsequently, the EOAC 2013 Report recommended that the one-off payment should be prorated on the basis of completed months of pensionable service to officers in post as at 30 June 2008, who reckon less than one year's service provided they satisfy the conditions at paragraph 13.5(a) to (c) above.

13.6 For this Report, we have received representations from different stakeholders on a few complex issues such as:

- payment of a guaranteed pension on the death of a pensioner;
- the criteria recommended for the one-off payment equivalent to 2% of annual pensionable emoluments;
- computation of Pension Benefits for officers assigned duties of a higher office and reverted/demoted (and on grounds of public interest); and
- payment of pension benefits following dismissal from the service.

We have elaborated on some of the above issues and provided for remedial courses of actions in the ensuing paragraphs.

Representations on Pension Benefits for officers opting for Early Voluntary Retirement Scheme

13.7 At present, the retiring benefits of an officer holding a substantive post and appointed or promoted to a higher office in a temporary capacity but who is still performing in a temporary capacity on attaining retiring age, that is 65 years, is computed on the basis of the annual pensionable emoluments attached to the higher office, provided the higher office does not require an additional qualification for appointment thereto in a substantive capacity.

13.8 Additionally, the retiring benefits of an officer holding a substantive post and is appointed or promoted to a higher office in a temporary capacity but who passes away, are computed on the basis of the annual pensionable emoluments attached

to the higher office, provided the higher office does not require an additional qualification for appointment thereto in a substantive capacity.

- 13.9 Under the existing "Early Voluntary Retirement Scheme", an officer proceeding on retirement is given the option to cash in full accumulated vacation leave computed on the officer's retiring salary at the rate of 1/30 of the monthly salary per day, provided he retires on the day he would normally have proceeded on leave prior to retirement.
- 13.10 Representations have been received as to whether the pension benefits of an officer who has to proceed on compulsory retirement and who opts to cash his accumulated vacation leave in full as per the recommendation in respect of "Early Voluntary Retirement Scheme", should be computed on the basis of the emoluments attached to the higher office.
- 13.11 Consultations on the abovementioned representations were carried out with all stakeholders concerned and thereafter in August 2018, the High Powered Committee (HPC) approved, among others, that officers opting to cash their vacation leave as per the provisions of the "Early Voluntary Retirement Scheme" should be deemed to have proceeded on compulsory retirement. This decision has been reflected in the ensuing provisions.

Special Provision for Officers drawing salary in scales not exceeding Rs 39575 in the 2016 PRB salary structure

- 13.12 At present, public officers in post as at 31 December 2015, are granted hypothetically one additional increment for the purpose of determining the pensionable emoluments, provided that the officers:
- (a) draw salary in a scale the maximum of which is not more than Rs 39575 in the 2016 PRB salary structure;
 - (b) have attained the compulsory retirement age;
 - (c) reckon at least 33 $\frac{1}{3}$ years of pensionable service;
 - (d) have contributed to the Pension Scheme for a continuous period of at least 12 months after eligibility for full pension; and
 - (e) have drawn the top salary of the recommended scale for a year notwithstanding additional increments drawn over and above the top salary by virtue of different provisions.
- 13.13 Subject to satisfying the above conditions, officers who have retired after 01 July 2008 up to 31 December 2015 and who have not benefitted from the above provision, have exceptionally been granted hypothetically one additional increment for pension purposes.

Special Provision for Officers in post as at 30 June 2008 who reckon at least 33 $\frac{1}{3}$ years of Pensionable Service

- 13.14 Following the Pension Reforms in the Public Sector, officers contribute 6% of their pensionable emoluments in the Pension Scheme in force as from 01 July 2008.
- 13.15 Currently, public officers in post as at 30 June 2008, are granted a one-off payment equivalent to 2% of their annual pensionable emoluments for each completed year of pensionable service beyond 33 $\frac{1}{3}$ years of pensionable service as from 01 January 2013, provided that such officers:
- (a) have attained the compulsory retirement age;
 - (b) reckon at least 33 $\frac{1}{3}$ years of pensionable service; and
 - (c) have opted for the Pension Reforms on 01 July 2008 and contributed effectively to the Pension Scheme.
- 13.16 However, public officers satisfying the conditions in respect of provision for officers drawing salary in scales not exceeding Rs 39575 who are granted hypothetically one additional increment for pension purposes are required to exercise an option as to whether they wish to be governed by this provision or the one regarding the grant of a one-off payment equivalent to 2% of their annual pensionable emoluments as enunciated in the above paragraph.

Early Voluntary Retirement Scheme

- 13.17 The Early Voluntary Retirement Scheme provides for an officer proceeding on retirement to be given the option to cash in full accumulated vacation leave computed on the officer's retiring salary at the rate 1/30 of the monthly salary per day provided he retires on the day he would normally have proceeded on leave prior to retirement.
- 13.18 During consultations in the context of this review exercise, additional representations have been received to the effect that:
- (i) the "Special Provision for officers in post as at 30 June 2008 who reckon at least 33 $\frac{1}{3}$ years of pensionable service" applies only to those officers retiring on reaching compulsory retirement age;
 - (ii) those officers who, despite reckoning more than 33 $\frac{1}{3}$ years of pensionable service and still contributing the 6% salary towards pension, retire prior to their compulsory retirement age due to constraining reasons, are debarred from the one-off payment of 2%;
 - (iii) it is unjust and unfair for the officers who have continued to contribute to the Scheme beyond their 33 $\frac{1}{3}$ years of service not to benefit from the one-off payment of 2%; and
 - (iv) the recommendation which requires public officers proceeding on compulsory retirement to exercise an option (for pension purposes) as to whether they wish

to be governed by paragraph 15.68 (that is, the “Special Provision for officers drawing salary in scales not exceeding Rs 39575”) or paragraph 15.73 (that is, the “Special Provision for officers in post as at 30 June 2008 who reckon at least 33 $\frac{1}{3}$ years of Pensionable Service”) of the 2016 PRB Report, is unfair.

13.19 After critically examining these issues, we are making appropriate provisions.

Recommendation 1

13.20 We recommend that:

- (i) the retiring benefits of an officer holding a substantive post and appointed or promoted, to a higher office in a temporary capacity and who retires on attaining compulsory retirement age or attains compulsory retirement age while opting to cash his accumulated Vacation Leave in full, should be computed on the basis of the annual pensionable emoluments attached to the higher office, provided the higher office does not require an additional qualification for appointment thereto in a substantive capacity;**
- (ii) an officer who is assigned the duties of a higher post and who attains compulsory retirement age as well as an officer who attains compulsory retirement age while opting to cash his accumulated Vacation Leave in full, qualifies for pension benefits on the basis of the emoluments attached to the higher office, and his retiring benefits should be computed on the basis of the annual emoluments attached to the higher office, subject to relevant conditions at paragraphs 13.40, 13.41 and 13.43; and**
- (iii) on cashing of the accumulated Vacation Leave, the officer concerned should retire on the date he would have normally proceeded on pre-retirement leave and subject to any other conditions in the relevant recommendations being satisfied.**

13.21 We also recommend that public officers in post as at 30 June 2008 should be granted hypothetically one additional increment for the purpose of determining the pensionable emoluments for pension purposes, provided that the officers:

- (a) draw salary in a scale the maximum of which is not more than Rs 44800;**
- (b) have attained the compulsory retirement age or attained compulsory retirement age while opting to cash his accumulated Vacation Leave in full;**
- (c) reckon at least 33 $\frac{1}{3}$ years of pensionable service;**
- (d) have contributed to the Pension Scheme for a continuous period of at least 12 months after eligibility for full pension; and**

(e) have drawn the top salary of the recommended scale for a year notwithstanding additional increments drawn over and above the top salary by virtue of different provisions.

13.22 We further recommend that, public officers in post as at 30 June 2008, should on retirement be granted a one-off payment equivalent to 2% of their annual pensionable emoluments for each completed year of pensionable service beyond 33½ years of pensionable service as from 01 January 2013, provided that such officers:

(a) have attained the optional retirement age (that is 60 years);

(b) reckon at least 33½ years of pensionable service; and

(c) have opted for the Pension Reforms on 01 July 2008 and contributed effectively to the Pension Scheme.

13.23 An officer proceeding on retirement should continue to be given the option to cash in full accumulated Vacation Leave computed on the officer's retiring salary at the rate of 1/30 of the monthly salary per day provided he retires on the day he would normally have proceeded on leave prior to retirement.

Contribution

13.24 The present provision under the Defined Benefit Pension Scheme set in the 2008 PRB Report, requires that:

(i) all employees should contribute at the rate of 6% of their pensionable emoluments rounded to the nearest rupee; and

(ii) trainees, students, cadets or apprentices recruited under traineeship, studentship, cadetship or apprenticeship scheme contribute at the rate of 3% of their emoluments rounded to the nearest rupee.

Recommendation 2

13.25 We recommend that the above provisions regarding contribution be maintained.

13.26 While determining the salaries recommended for the different grades, we have taken into account the employee pension contributions, the taxable elements thereon, as well as all the other changes in pension provision.

Refund of Contribution

13.27 At present, a public sector employee who leaves the service or otherwise, ceases to be in the Public Sector and no portable benefit is transferable as well as no pension, gratuity or other allowance is payable to him in respect of his past service in the Public Sector, is refunded 100% of his contribution together with compound interest at the rate of 4% per annum, provided that he has effectively contributed to the

modified Defined Benefits (DB) Pension Scheme for a year or more. **In this Report, we are maintaining the existing provision.**

Retirement Age

- 13.28 The transitional provision for early/phased retirement from the service, which was introduced in the 2008 PRB Report, made provision for the extension of the compulsory retirement age from 60 to 65 years for officers who joined the service prior to 01 July 2008, phased over a period of 10 years starting from 01 July 2008 and ending in year 2018.
- 13.29 The present provisions in respect of the retirement age are, as hereunder:
- (i) the normal retirement age of a public officer holding a pensionable office is 65 years. However, officers have the right to retire at the age of 60 years. Officers may as well retire at the age of 55 subject to the approval of the relevant Service Commissions and in the case of overmanning retire on reaching 45 years;
 - (ii) an officer who opts to work beyond the age of 60 may be required by Management to undergo a yearly medical examination to certify his fitness for remaining in continued employment where physical fitness is an essential requirement for the performance of his duties;
 - (iii) a member of the Disciplined Forces or an officer of the Correctional Youth Centre or the Rehabilitation Youth Centre, who on attaining the age of 60, opts to work beyond that age, is required to undergo a yearly medical examination to certify his fitness for continued employment;
 - (iv) the normal retirement age for Judges is 67 years;
 - (v) a public officer may retire on medical ground (irrespective of length of service or age) or may be made to retire compulsorily in the interest of the Public Service, or on abolition of office, or for the purpose of facilitating improvement in an organisation;
 - (vi) a female officer reckoning five years' pensionable service may retire on ground of marriage, irrespective of age; and
 - (vii) a member of the Disciplined Forces or an officer of the Correctional Youth Centre or the Rehabilitation Youth Centre may retire on proportionate pension after 25 or 28¾ years' pensionable service, as appropriate irrespective of age.

Recommendation 3

- 13.30 We recommend that the above provisions governing retirement age be maintained.**

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

- 13.31
- (i) The amount of pension is computed at the rate of $1/690^{\text{th}}$ of pensionable emoluments on retirement for every month of pensionable service, subject to a maximum of $460/690^{\text{th}}$.
 - (ii) The normal qualifying period to benefit from full pension for public officers other than those at paragraphs (iii) and (iv) below holding pensionable office is $38\frac{1}{3}$ years (460 months) of pensionable service.
 - (iii) Members of the Disciplined Forces or officers of the Correctional Youth Centre or the Rehabilitation Youth Centre, after completing $28\frac{3}{4}$ years of pensionable service, are granted an enhanced pension at the rate of $1/414^{\text{th}}$ of pensionable emoluments for each additional month of service, which enables them to qualify for full pension after $34\frac{1}{2}$ years of pensionable service.
 - (iv) Members of the Medical and Dental professions are entitled to pension at the rate of $1/621^{\text{st}}$ of pensionable emoluments thus qualifying them for full pension after $34\frac{1}{2}$ years of pensionable service.
 - (v) Members of the Judiciary (Chief Justice, Senior Puisne Judge and Puisne Judge) qualify for pension at the rate of $1/460^{\text{th}}$ of their pensionable emoluments, subject to a maximum of $460/460^{\text{th}}$.
 - (vi) A female officer, reckoning not less than five years' pensionable service, retiring on grounds of marriage qualifies for a gratuity of an amount equivalent to 18% of the last monthly salary times number of months of pensionable service, subject to a maximum of one year's pensionable emoluments.

Recommendation 4

- 13.32 We recommend that the above provisions regarding accrual rate and qualifying period for officers appointed on or after 01 July 2008 be maintained.**

Pension on Early Retirement for Entrants after 30 June 2008**Recommendation 5**

- 13.33 We recommend that the provision regarding pension on early retirement for those entrants who joined the service after 30 June 2008, as enumerated hereunder, be maintained:**

- (i) on early retirement (after age 55 and before age 65), the annual rate of pension payable, which is $12/690^{\text{th}}$ of the salary received in the last full year of employment is reduced by 2.5% a year; and**
- (ii) the rate of pension is not reduced when an officer is retiring on grounds of marriage, on medical grounds and in case of abolition of office and re-organisation.**

Accrual Rate for officers in post as at 30 June 2008

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

Recommendation 6

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

Discounted Salaries for officers not opting for Pension Reforms

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

Recommendation 7

- 13.37 We recommend that the provision regarding discounted salaries at the rate of 92% of the recommended salary for officers who did not opt for Pension Reforms on 01 July 2008 be maintained.**

Abolition of Office and Re-organisation**Recommendation 8**

- 13.38 We recommend that the following existing pension provisions governing officers in case of abolition of office and re-organisation, as enumerated hereunder, should be maintained:**

an officer is granted an additional pension at the annual rate of one sixty ninth of his pensionable emoluments for each completed period of three years' pensionable service provided that:

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

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

- 13.39 However, for an officer in post as at 30 June 2008, the additional pension is computed at the annual rate of one sixtieth of his pensionable emoluments for each completed period of three years' pensionable service provided that the addition does not exceed ten sixtieths and the addition together with the remainder of the officer's pension does not exceed the pension for which he**

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

Other Provisions Governing Retirement and Retirement Benefits

Pensionable Emoluments (Higher Office)

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

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

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

Recommendation 9

13.42 We recommend that the:

- (i) above provisions concerning computation of retirement benefits should be maintained; and**
- (ii) recommendation made at paragraph 13.20(ii) should also be applicable to reverted officers who satisfy the conditions at paragraphs 13.40 and 13.41 and who have reached their compulsory retirement age.**

Pensionable Emoluments for Officers in position of Accounting Head/Chief Executive

13.43 Currently, the retirement benefits of a public officer who has been appointed to act in or has been assigned the duties of:

- (a) a higher office in a position of Accounting Head/Chief Executive, the salary of which office is not less than Rs 101,000 a month or
- (b) a higher office than the one at (a) above in the same cadre

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

Either

- (i) he performed the duties of such office for a continuous period of not less than 12 months; and
- (ii) reversion to his substantive office was not the result of inefficiency or misconduct and at the time of retirement or reversion he had reached the age of 55 (or for an officer in post as at 30 June 2008 he had reached the age at which an officer may retire with the approval of the relevant Service Commission).

Or

he has successfully served for a minimum period of six months and has attained the age at which he shall retire.

Recommendation 10

13.44 We recommend that the:

- (i) above provision regarding computation of retirement benefits should be applicable to retired officers in position of Accounting Head/Chief Executive, provided the salary of the higher office should not be less than Rs 110125 a month; and**
- (ii) provision made at paragraph 13.20(ii) should also be applicable to officers in the position of Accounting Head/Chief Executive who have been reverted and attained their compulsory retirement age.**

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

Mobility of Manpower

13.46 At present, with a view to allowing mobility between the Public Sector, Private Sector, International and Regional Organisations of which Mauritius is a member; foreign countries under a scheme approved by Government; and member countries of regional organisations, an officer reckoning a minimum of 10 years of pensionable service and having reached the age of 45 is allowed to retire with the approval of the relevant Service Commission without foregoing his earned pension benefits.

However, the payment of the benefits accruing to the officer is deferred till the time the officer attains the age of 55. For officers in post as at 30 June 2008, the payment of the benefits accruing to the officer is deferred till the officer attains the age at which he may retire with the approval of the relevant Service Commission.

13.47 Additionally, the Ministry of Public Service, Administrative and Institutional Reforms is responsible to look into applications for retirement of officers having reached the age of 45 and completed a minimum of 10 years of pensionable service provided that these officers join the local private sector or become self-employed and their replacement can easily be made, that is, there is no dearth of qualified personnel in the field in which they are employed.

13.48 In case an officer dies before the age of 55, the payment of benefits accruing to the officer, is paid to the heirs notwithstanding the above provision.

Recommendation 11

13.49 We again recommend that with a view to allowing mobility, the above provisions should be maintained.

Retirement Benefits – Overmanning

Recommendation 12

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

Approved Leave and Pension

Recommendation 13

13.51 We recommend that officers who are granted leave without pay should continue to contribute to Government 18% of their last monthly salary drawn or as subsequently revised in pursuance of any salary review in order to have such period of leave reckoned for pension purposes.

Traineeship, Studentship, Cadetship or Apprenticeship

Recommendation 14

13.52 We recommend that half of the period of any service in the public service under any traineeship scheme, when immediately followed by appointment in the grade for which he is under traineeship in the public service, should be reckoned for pension purposes.

Compassionate Allowance

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

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

Provisions on demise of an Officer

13.54 On the demise of an officer, a full monthly salary is paid to the heirs thereof, irrespective of the number of days he has been in service during that month. In case an officer holds a substantive post and is appointed or promoted to a higher office in a temporary capacity but passes away, his retiring benefits are computed on the basis of the annual pensionable emoluments attached to the higher office, provided the higher office does not require an additional qualification for appointment thereto in a substantive capacity.

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

13.55 At present, a gratuity equivalent to 18% of the last salary drawn multiplied by the number of months of pensionable service, subject to a maximum of one year's pensionable emoluments is paid to an eligible officer retiring with less than 10 years' pensionable service.

Recommendation 15

13.56 We recommend that provisions regarding the following:

- (i) Compassionate Allowance;**
- (ii) salary to be paid on demise of an officer;**
- (iii) computation of retiring benefits for an officer holding a substantive post and is appointed/promoted to a higher office in a temporary capacity but passes away; and**
- (iv) gratuity for eligible officers retiring with less than 10 years' pensionable service,**

should be maintained.

Pensionable Value of Rent Allowance

13.57 For pension purposes, at present, the estimated value of free quarters or rent allowance is equated to 10% of initial annual salary of the officer subject to a maximum of Rs 6350 per annum.

Recommendation 16

13.58 We recommend that the estimated value of free quarters or rent allowance should continue to be equated to 10% of initial salary of the officer subject to a maximum of Rs 6660 for pension purposes.

Pensionable Value of Car Benefit

Recommendation 17

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

National Savings Fund

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

Recommendation 18

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

Portable Pension Fund

Recommendation 19

- 13.62** We recommend that the portable benefits of a qualified officer (that is, an officer who, after having completed at least one year's pensionable service, leaves the public service to take up employment in the private sector or to become self-employed) are transferred to such superannuation fund as may be established by the employer who employs him or to such personal pension scheme to which the officer may have adhered to, on his leaving the public service. The portable benefits of the officer are computed as if, at the time of leaving the public service, he had become eligible for a gratuity under the Pensions Act, corresponding to his length of service.

Mutually Agreeable Retirement Scheme

Recommendation 20

- 13.63** We recommend that the provisions governing the Mutually Agreeable Retirement Scheme as hereunder be maintained:

an officer aged 50 or more who would be willing to retire voluntarily, and whom Management would wish to part with, is allowed to do so with enhanced retirement benefits whereby the officer is granted an additional pension at the annual rate of one sixty ninth of his pensionable emoluments for each completed period of three years' pensionable service (*along same line as provided for an officer becoming redundant in the case of reorganisation under the Pensions Regulations 1951*) provided that:

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

Continuation of Service beyond Compulsory Retiring Age

- 13.64 Presently, officers are allowed to remain in service beyond 65 years provided Government considers that the continuation of their service beyond 65 years is in the interest of the Public Sector. However, the continued employment beyond compulsory retiring age is not meant for general application but only for officers of a certain level and in very specialised areas where skills and competencies are in short supply or are not available; and is implemented in a manner that does not cause prejudice to officers in post.
- 13.65 We also recommended that where it was considered that the continued employment of a public officer beyond compulsory retiring age, would be in the interest of the service, the following procedures should be adhered to:
- (i) the Responsible Officer should submit his recommendation to the Prime Minister’s Office for consideration by the High Powered Committee;
 - (ii) the recommendation of the High Powered Committee would be submitted to the Prime Minister for his consideration and approval; and
 - (iii) if the recommendation is approved, the Responsible Officer seeks the approval of the relevant Service Commission and take such other action as may be recommended by the High Powered Committee.
- 13.66 As regards Parastatal and Other Statutory Bodies where it is considered that the continued employment of an officer beyond compulsory retiring age, subject to the provision of paragraph 13.64, would be in the interest of the service, the following procedures should be adhered to:
- (i) the approval of the Board should be obtained to initiate action, in the first instance, and the Chief Executive Officer of the organisation should submit the request to the parent Ministry;
 - (ii) the Responsible Officer of the parent Ministry should submit his recommendation to the Prime Minister’s Office for consideration by the High Powered Committee;
 - (iii) the recommendation of the High Powered Committee would be submitted to the Prime Minister for his consideration and approval; and

- (iv) if the recommendation is approved, the Chief Executive Officer of the organisation should then seek the approval of the Board and take such other action as may be recommended by the High Powered Committee.

13.67 For the Local Authorities, the following procedures should be adhered to:

- (i) the Chief Executive of the Local Authority should submit the request to the Ministry of Local Government and Disaster Risk Management;
- (ii) the Responsible Officer of the Ministry of Local Government and Disaster Risk Management, should submit his recommendation to the Prime Minister's Office for consideration by the High Powered Committee;
- (iii) the recommendation of the High Powered Committee would be submitted to the Prime Minister for his consideration and approval; and
- (iv) if the recommendation is approved, the Chief Executive of the Local Authority should then seek the approval of the Local Government Service Commission and take such other action as may be recommended by the High Powered Committee.

Recommendation 21

13.68 We recommend that the above provisions regarding continuation of service beyond compulsory retirement age should be maintained.

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

Recommendation 22

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

Pension Reforms – Defined Contribution Pension Scheme

13.70 Following reforms of the Pension System in the Public Sector and in view of the long term unsustainability of pension funds, and based on recommendations made in the 2013 PRB Report, a contributory Defined Contribution (DC) Pension Scheme for new entrants in the Public Sector has been set up. This scheme is applicable to officers of the Civil Service, Parastatal Bodies, Local Authorities, the Rodrigues Regional Assembly and Private Secondary Schools.

Salient Features of the Defined Contribution Pension Scheme

Contribution

13.71 Government contribution into the dedicated Fund is 12% of employee emoluments. The rate of contribution for new entrants is 6% of pensionable emoluments. The employee has the possibility to increase his contribution.

Contractual Employment

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



14. PUBLIC SERVICE PENSION

- 14.1 Pension is a way of saving for the retirement of an employee. Both the employer and the employee contribute towards the pension with the employer usually covering the largest percentage of contributions. When the employee retires, he is paid an annuity calculated by the terms of the pension, as compensation for past employment.
- 14.2 In addition to the Basic Retirement Pension (BRP) paid to all citizens on attaining the age of 60 years, retired public sector employees draw occupational pension which is a source of income to them.
- 14.3 The computation of pension derived from past occupation of a public officer is based on the number of years of pensionable service and the retiring salary, that is, the last salary drawn by the employee. The Accountant-General is responsible for the computation of occupational pension for civil servants, while the State Insurance Company of Mauritius (SICOM) generally caters for employees of the Parastatal Bodies and Local Authorities.
- 14.4 Generally, in the wake of an overall review exercise, the average percentage of loss in purchasing power in between two Reports is compensated by way of an increase in salary. After each salary review exercise, the pension of retired public officers is recomputed on the basis of the revised pensionable emoluments of the relevant grades as from the date of implementation of new salaries. In the light of the foregoing, the ensuing recommendations should continue to be in force.

Recommendation 1

14.5 We recommend that:

- (i) pension of retired public officers should continue to be recomputed on the basis of the revised pensionable emoluments of the relevant grades as from 01 January 2021;**
- (ii) where the pension of a pensioner, recomputed on the basis of the revised salary, works out to less than the pension in payment at 31 December 2020 inclusive of any cost of living allowance that may be payable as from 01 January 2021, the pensioner should be allowed to continue to draw the pension he is drawing together with the cost of living allowance, where applicable; and**
- (iii) in the event a grade no longer exists but there are still pensioners who belonged to that grade, a hypothetical salary based on the nearest equivalent grade to be worked out by the Pay Research Bureau, should be used. It should be noted that the nearest equivalent grade should not necessarily be a grade in the same organisation.**

- 14.6 The above recommendations should also apply to pensioners of Parastatal and other Statutory Bodies and Local Authorities.**

- 14.7 The retirement benefits of officers who have retired/shall retire during the period 01 January 2021 to 31 December 2021 should, except for the commuted lump sum, be computed on the basis of the converted salaries effective from 01 January 2021. Exceptionally, the commuted lump sum of the officers concerned should be computed on the converted salaries of 01 January 2022 as provided in row 4 of the Master Salary Conversion Table.**

Death of an Officer while in the service

- 14.8 In the context of the 2016 PRB Report, the Bureau recommended that Government considers the advisability of granting a commuted pension to the heirs of the officer who died while in service, at a reduced rate for a period of one year, subject to necessary amendment to be brought to the different Acts on Pension.
- 14.9 We have been informed that the above recommendation could not be implemented by the Ministry of Finance, Economic Planning and Development (MOFEPD) due to certain implications. Since on the death of a public officer, the heirs currently benefit from death gratuity, a one-off funeral grant, among others, the MOFEPD views that consideration may be given to refund to the heirs of an officer who dies in service, the officers' share of contribution. Taking into consideration the contribution made by the deceased towards his pension and the number of years he devoted in service, the Bureau concurs with the views of the MOFEPD and we are recommending accordingly.

Recommendation 2

- 14.10 We recommend that when an officer dies while in the service, the MOFEPD considers the advisability of refunding the heirs of the deceased, the latter's share of contribution.**
- 14.11 We also recommend that in case of implementation of the above recommendation, the MOFEPD should initiate necessary procedures to amend the Pensions Act.**

15. DIGITAL GOVERNMENT TRANSFORMATION

- 15.1 Throughout its successive Reports, the Bureau has been advocating for an optimum harnessing of Information and Communication Technology (ICT) in modern civil administration, which is considered as one of the key strategies for successful public sector reforms. Further to rapid advances in the dynamic field of ICT coupled with the strong commitment of Government to give a major boost to this sector, we have subsequently shifted our focus on provisions that could ultimately contribute in achieving the principles of e-Government in the public sector.
- 15.2 Until recently, e-Government constituted mostly of the automation and computerisation of processes of Government agencies, which encompass modernising legacy systems and increasing the number of services available online. Government adopted the e-Government Strategy 2013–2017 formulated by the Central Informatics Bureau to re-engineer the e-Government agenda and to rethink delivery of its services and operations where citizens are given pride of place. Policies and projects in areas of data sharing (InfoHighway), open source (Strategy and Policy), open data (National Open Data Portal), e-Participation (Citizen Support Portal), online payment (e-Payment and SMS Gateway), digital signatures, document management system, e-Procurement, mobile apps (Smart Mobile Apps Platform), project framework (Project Management Manual for ICT Projects), among many others, have reformed how Government transacts with its stakeholders while improving international digital indices.
- 15.3 In our last Report, we stressed on the importance of digitalisation, given that the adoption of new digital technologies brings a significant change in the way Government operates and interacts with its stakeholders. This digital transformation is expected to enhance public sector effectiveness through an improved service delivery, cost minimisation and optimal use of limited resources. In a bid to enable Mauritius to adapt to this digital disruption and anticipate how expectations and demands from digitally engaged citizens would likely grow in the future, Government adopted the Digital Government Transformation Strategy (DGTS) 2018 -2022, formulated by the Central Informatics Bureau. The DGTS aims, among others, at facilitating the transition from e-Government to the next level of digital Government and advocates a greater use of digital technologies. It is equally worth highlighting that the various e-Government strategies adopted played a major role in the winning of international as well as national awards. Alongside, Mauritius has been consolidated as the leader in the African region in digital Government and fourth among Small Island Development States in the United Nations e-Government Development Index 2020 Report.
- 15.4 The advent of the COVID-19 Pandemic has called for an accelerated digital transformation as it exacerbated the need and urgency for Government agencies to shift their daily operations to a smarter model which embraces digital technologies in order to ensure resilience, operational continuity as well as uninterrupted service delivery. The value of contactless digital channels, mobile payment, self-service,

remotely managed operations, online communication, learning and collaboration has become immediately obvious. In this context, a few schemes/initiatives were elaborated/implemented namely: a national state-of-the-art Laboratory Information Management System (LIMS) at the Central Health and SSR International Airport laboratories for better management of COVID-19 tests; an electronic queue management system using interactive digital kiosks "MoRendezVous"; the MoKloud which offers a secure, flexible and easy-to-use platform for sharing, issuance and verification for documents and certificates in digital mode; and MauPass which provides a single, convenient, trusted and secure entry for citizens to access Government services along with that of MauSign which allows citizens to digitally sign documents online.

- 15.5 In addition, the forthcoming Artificial Intelligence (AI)-based Intelligent Virtual Assistant (Chatbot) "MoRoBot" aims at offering a one-stop platform for all customer needs related to information, troubleshooting, and guidance on various Government services thereby transforming the citizen experience. In the new normal, accelerated digitalisation efforts in the machinery of Government will enable the workforce to remain productive, achieve socio-economic targets and as a result sustain Gross Domestic Product (GDP) growth during the crisis. Technologies evolving at disruptive pace such as AI, Cloud computing, Blockchain, among others, should not only be understood, but harnessed for a more efficient Public Service.
- 15.6 In the context of this review, we did not receive any submission from Unions/Federations on e-Government issues. The Ministry of Public Service, Administrative and Institutional Reforms (MPSAIR) on its side requested the Bureau, among others, to: review the institutional arrangements of Government Bodies responsible to advance the e-Government agenda as a matter of priority; ensure top-level commitment of public bodies in their digital transformation agenda; recommend a Digital Transformation Index as a key performance indicator in each public body; ensure the re-engineering of business processes with clear documentation prior to embarking in any e-Government project; make mandatory the adoption of "horizontal" digital transformation solutions, such as Electronic Document Management System; and ensure that Government Bodies embark on Sandbox Procurement Initiatives for Innovative Technology.
- 15.7 Additional proposals made by the MPSAIR on the desired Digital Transformation comprise, *interalia*,: to implement a holistic and comprehensive Digital Transformation Strategy with focus on the citizen as well as on smart processes, re-engineering, connectedness and promotion of a "Whole-of-Government" approach; to revamp the institutions falling under the Ministry of Information Technology, Communication and Innovation (MITCI) with a view to implementing an impactful Digital Transformation Strategy in Government; making online systems (e-Services) mandatory; and Ministries and Departments should have a fully functional Digital Transformation department with the necessary resources, to be headed by a Chief Information Officer, thereby addressing the problem of ownership and accountability for e-Government projects. The MPSAIR also commented on the remarks made by the National Audit Office in its past Reports about the adoption of

certain e-Government projects which encountered limited success owing to insufficient planning, cost overruns, projects not delivered on time and lack of ownership issues.

- 15.8 In the light of the various proposals made by the MPSAIR, we observed that many of the issues have already been catered for in the DGTS or other strategic plans elaborated by the MITCI. As regards the proposed position of Chief Information Officer to spearhead this digital transformation at the level of Ministries and Departments, such a concept was introduced earlier and did not prove to be workable in practice. Moreover, certain issues do not fall within the ambit of the Bureau and should be dealt with by the relevant authorities, while a few others have repeatedly been highlighted in our past Reports.
- 15.9 The Bureau has equally been apprised of the various impediments being encountered by the different stakeholders in bringing the shift from e-Government to a digitalised Government. The main ones comprise:
- (i) shortage of ICT staff, coupled with inadequate funds thereby leading to delays in conceiving and implementing projects;
 - (ii) failure from top management to take responsibility for change management or engage in project leadership/participate actively in digital projects;
 - (iii) lack of authority from MITCI staff, who are expected to act as change agents;
 - (iv) non-provision of relevant training to IT staff on new technologies such as AI, Blockchain, IoT, Analytics, Digital Marketing ultimately resulting in a slow movement towards the conception and implementation of projects employing these emerging technologies, and
 - (v) no proper mechanism set up at organisational level to ensure follow up or to take ownership of ICT projects.
- 15.10 It has also been reported that in Parastatal Bodies/State-Owned Companies and Local Authorities, the importance of building an appropriate digital workforce is highly and rightly recognised. However, notwithstanding the abovementioned difficulties being encountered, a number of e-Government initiatives geared towards citizen convenience, Government efficiency and business facilitation, have been completed and successfully implemented in the Civil Service, while many others are in the pipeline or to be completed.
- 15.11 The Bureau took on board the views of all stakeholders and the fact that Governments across the world have ushered in an age of digital transformation, triggered by a fast change in technology, a more vocal society and an acceleration in digitalisation brought about by the COVID-19 Pandemic. We also bore in mind that investment in ICT improves economic competitiveness, quality of life, business potential, public service delivery and productivity, which resultantly may generate a higher level of GDP. Against this backdrop, we consider that the public sector has no other choice than to move from a successful e-Government to a digitalised

Government. In this regard, we are providing for a set of guidelines which may be adopted by the MITCI in spearheading the digital transformation of Government, while revisiting the provision regarding the Steering Committee responsible to bring the desired change. We are additionally maintaining a few recommendations made in our last Report.

Recommendation 1

15.12 We recommend that the Ministry of Information Technology, Communication and Innovation, in collaboration with the MPSAIR, should consider the following guidelines for a proper hauling of the digital transformation of Government:

- (i) complement its digital government strategy action plan with an appropriate impact assessment instrument;**
- (ii) prepare and implement a clear governance framework for digital Government;**
- (iii) continue to invest in the development of important key digital enablers;**
- (iv) establish a Digital Library for more efficiency with the collaboration of Management of Ministries/Departments/Organisations thereby enabling public sector employees to access relevant information and databases as well as both local and international e-libraries depending on their specific requirements;**
- (v) promote and enforce the adoption of digital standards and guidelines;**
- (vi) develop an overarching policy to support the development of a data-driven public sector; and**
- (vii) develop appropriate regulatory and ethical frameworks to assist organisations in the usage of AI in a responsible manner.**

15.13 We also recommend that the Ministry of Information Technology, Communication and Innovation should:

- (i) carry out a Human Resource Planning exercise to identify and address issues of shortage of staff and develop a comprehensive human resource development plan to cater for skills upliftment of its technical staff for more efficiency to prevail; and**
- (ii) ensure a prompt rethink of its institutional set up/reorganisation exercise, which is expected to bring efficiency gains through a seamless integration of activities in the realisation of digital government projects and their operations.**

Recommendation 2

- 15.14 We additionally recommend that the Ministry of Public Service, Administrative and Institutional Reforms with the collaboration of the Ministry of Information Technology, Communication and Innovation, should ensure the adoption of horizontal applications in all Ministries/Departments/ Organisations in the Public Sector.**

Enabling the Digital Transformation of Government

- 15.15 In our last Report, we provided for the setting up of a dedicated E-Government and Computerisation Steering Committee as a mechanism to spearhead e-Government initiatives and foster an e-Culture in the whole public sector. In the context of this review exercise, we have been informed that the Committee was effectively established and later rebranded as the Digital Government Computerisation Committee, to provide a platform for following up on digitalisation projects in Ministries/Departments and come up with appropriate policies for ICTs.
- 15.16 We have also been apprised that this mechanism proved to be more than 60% effective given the various problems encountered, as mentioned earlier and the non-obtention of the full collaboration of the parties concerned. Against this backdrop, coupled with Government's emphasis on digital transformation, as enunciated in its programme and last two budget speeches, we view that such a mechanism should continue to exist in order to give a further boost to the digitalisation initiatives in Government and allow a greater take up of digital government projects.
- 15.17 Moreover, as per existing provision, the Digital Government Computerisation Committee is required to submit a progress report to the Steering Committee on Public Sector Reforms. We have been apprised that the latter has been replaced by the National Planning and Results Committee, under the Chairmanship of the Secretary for Public Service. In this regard, we are revisiting the existing provision, the moreso the National Planning and Results Committee is mandated, among others, to oversee and monitor the implementation of the Public Sector Business Transformation Strategy wherein digital transformation of Government ranks high on the agenda.
- 15.18 In addition, given the importance of harnessing the potentials of AI, in terms of innovations that have a deep transformative effect on public service delivery and betterment of the quality of life of citizens, we are providing for the MITCI and the Digital Government Computerisation Committee to look into this issue for its prompt spearheading and adoption in the Public Sector.

Recommendation 3

- 15.19 We recommend that the Digital Government Computerisation Committee, set up at the level of the Ministry of Information Technology, Communication and Innovation, under the Chairmanship of the Chief Technical Officer and comprising representatives of the relevant divisions/departments of the Ministry as well as the Ministry of Public Service, Administrative and**

Institutional Reforms, Prime Minister's Office and Ministry of Finance, Economic Planning and Development, among others, should:

- (i) continue to formulate relevant policies that will bring about this desired digital transformation in each Ministry/Department/Organisation;**
- (ii) conduct a study in Public Sector Organisations to identify areas where actual usage of AI can improve public services, policy making and internal operations; and**
- (iii) submit a progress report on a bi-annual basis to the National Planning and Results Committee.**

Training

15.20 The Bureau has laid much emphasis in this Report also on the continual need for training, which is a *sine qua non*, particularly in the field of ICT, given its rapid pace of evolution/development. We additionally view that officers of the MITCI need to get the relevant training in the new spheres of ICT as they are primarily responsible to advise, write technical specifications, monitor project implementation on these technologies and understand as well as implement new systems/concepts. We further believe that Management should ensure that their employees should be given the proper training in IT. We are recommending in that direction.

Recommendation 4

15.21 We recommend that the Ministry of Information Technology, Communication and Innovation in collaboration with relevant institutions should make the necessary arrangements for the continual training of its IT personnel so that they are properly equipped with the relevant knowledge and skills to cope with the recent advancements/new technologies in the field of ICT, such as Artificial Intelligence, Blockchain, Internet of Things (IoT), Analytics, Digital Marketing, among others.

15.22 We further recommend that the MPSAIR, in collaboration with relevant stakeholders and Management of Ministries/Departments/Organisations, should:

- (i) continue to provide training in IT to their employees, wherever and whenever required to enable an effective use of IT systems at the workplace; and**
- (ii) identify and arrange for proper training for the public sector employees to ensure a smooth transition towards AI.**

Optimal Use of Infrastructural Technologies

15.23 With the shift from e-Government to a digitalised Government, coupled with the impact of the pandemic and its resulting lockdowns, the effective use of ICTs for official use whether at the workplace or from home, has proved to be more than

ever imperative. In this regard, we consider that the appropriate ICT equipment, tools and facilities should be put at the disposal of employees.

Recommendation 5

15.24 We recommend that Management of Ministries/Departments/Organisations, in collaboration with the Ministry of Information Technology, Communication and Innovation should:

- (i) provide the necessary updated ICT equipment/upgraded systems and applications, as well as video conferencing facilities to their staff, based on organisational needs and feasibility, to enable a smooth running of activities;**
- (ii) ensure an optimum and judicious use of the abovementioned equipment/facilities; and**
- (iii) continue to provide IT equipment, along with access to the internet to employees operating at lower levels, wherever there is need, based on operational requirements.**

16. CONDITIONS OF SERVICE AND BENEFITS

- 16.1 Conditions of Service refer to the terms and conditions of employment other than salary. In fact, the public sector provides a vast array of non-monetary benefits that can and should be monetised in order to correctly assess the total remuneration package of the employees.
- 16.2 The Conditions of Service are also often perceived as additional benefits, when in reality the set is a bundle of benefits, regulations and obligations. The benefits are either pecuniary or non-pecuniary (for example, duty exemption, car, telephone etc); and the regulations are rules to be abided by (for example, hours of work) while obligations are binding quasi-legal agreements (for example, performance of duties and shouldering of responsibilities according to the scheme of service).
- 16.3 Generally, in each of its Reports, the Bureau reviews the Conditions of Service. Some existing ones are updated to cater for changes in the working and other related conditions while others are redesigned for continued effectiveness. Moreover, some new conditions are introduced which are prompted by a variety of reasons including statutory requirements, to ensure a competitive package, and to respond to unforeseen circumstances, among others.
- 16.4 In the context of this Review, after hearing the Federations on general Conditions of Service and the Unions on specific conditions relevant to their sector together with Management's proposals, we have revisited the whole set of existing Conditions of Service. Wherever appropriate, we have maintained more or less similar basic benefits for all staff. However, a hierarchy of benefits above a base has been maintained and/or recommended according to grades/ positions to ensure fair differentials in the total remuneration package commensurate with responsibilities.
- 16.5 The comprehensive set of the revised general Conditions of Service is given in the following sections of this Chapter. Those specific to Rodrigues and the Outer Islands are at Chapter 19. Other Conditions of Service specific to Ministries/Departments or other Institutions are dealt with in the respective Chapters in the relevant volume of this Report.
- 16.6 ***As a cautionary note, we wish to highlight the importance of uniform and consistent implementation of Conditions of Service to induce industrial harmony. In this regard, the Ministry of Public Service, Administrative and Institutional Reforms (MPSAIR), which is the main implementation arm of Government in respect of Conditions of Service, should continue to act as a facilitator and monitoring body to ensure that Conditions of Service are communicated fully and efficiently and are implemented in a standard and consistent manner and continue to report to the Bureau any need for amendments, alterations or clarifications.***

16.1 END-OF-YEAR BONUS

- 16.1.1 The payment of an end-of-year bonus to public sector employees is treated as a condition of service since the publication of the 2003 PRB Report. As such it contains an array of provisions essential for dealing with the various situations in the public sector.
- 16.1.2 For this review exercise, the Federations have made demands for the introduction of a 14th month bonus and for the mode of computation of the end-of-year bonus to be reviewed so that it is based on the earnings of the employees instead of being equivalent to one month's salary. As regards submission from the MPSAIR, it requested that Advisers/Officers on contract, who pay one month's salary in lieu of notice to Government when resigning from their employment, be also eligible for the end-of-year bonus. We have thoroughly examined all the representations and consider that the present provisions governing end-of-year bonus are adequate and still valid.

Recommendation 1

16.1.3 We recommend that the undermentioned provisions governing the payment of end-of-year bonus should continue to be enforceable:

- (i) Public Sector employees including students, trainees or apprentices who draw an allowance instead of salary/wage whether on a monthly or daily basis are entitled to an end-of-year bonus equivalent to one month's salary.**
- (ii) Subject to sub-paragraph 16.1.3 (iv) below, except for Supply Teachers and officers in actingship, payment of the bonus is on a pro-rata basis to all those who reckon less than a year's service and are still in employment on 31 December.**
- (iii) For employees who retired during the year, the bonus is calculated on a pro-rata basis according to the period in respect of which they have drawn salary and pension respectively. The same principle also applies to employees who were on approved leave without pay during the year and have resumed duty.**
- (iv) Subject to sub-paragraph 16.1.3(v) below, employees who were on approved leave with half pay during the whole or part of the year are eligible for that proportion of the bonus which the salary/wage actually drawn during the year bears to the total annual salary/wage.**
- (v) For Government employees who joined a Parastatal Body/Local Authority (or vice-versa) or employees of a Parastatal Body/Local Authority who joined another Parastatal Body/Local Authority in the course of the year and are still in employment, the following principles are applied:**

- (a) those who have not resigned from their previous service are entitled to bonus from the Government and the Parastatal Body/Local Authority or from a Parastatal Body/Local Authority and another Parastatal Body/Local Authority in proportion to their respective periods of service during the year in the two sectors; and
- (b) those who have resigned from their previous service are eligible only for a bonus in proportion to the period of service with their present employer. However, those who resign from the service to join a Parastatal Body/Local Authority or vice-versa as they do not hold a substantive appointment to be able to proceed on leave without pay are paid end-of-year bonus in proportion to the respective periods in both organisations.
- (vi) Employees who have resigned from the service to join the private sector or for their own convenience or have been dismissed or are under interdiction are not entitled to end-of-year bonus. However, those who are reinstated in their posts may be paid the end-of-year bonus in respect of the period they were under interdiction, subject to the approval of the Supervising Officer.
- (vii) Advisers/Officers whose contract of employment are not renewed or who give the appropriate notice for termination of their employment are paid the end-of-year bonus provided they have served for at least six months in that calendar year in the organisation and the end-of-year bonus was not pro-rated and integrated in their emoluments. The bonus is in proportion to the period served in that organisation and is paid at the end of December of that year.
- (viii) Substitute employees employed "on and off" and paid on a daily basis; resource persons employed on a sessional basis but paid on a month-to-month basis; and persons employed on a sessional basis under a Bank Scheme and who:

 - (a) reckon continuous employment with the employer for a whole or part of the year; and
 - (b) are in employment on 31 December,

are entitled to a proportion of the bonus which the salary/wage/allowance/fees actually drawn during the year in respect of normal hours of work bear to the total annual salary/wage of the corresponding grade or where there is no corresponding grade, to a proportion of the bonus which the fees actually drawn during the year bear to the total annual fees of an employee who would have worked full-time.

- (ix) Officers acting in a higher grade for a continuous period of 12 months, are paid the end-of-year bonus based on the salary of the substantive post plus any Acting Allowance drawn.

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

16.1.4 Officers who are assigned duties against:

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

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

- 16.1.5 Supply Teachers, although not in employment on 31 December, are paid the end-of-year bonus on a pro-rata basis provided they have served for at least six months in a calendar year.

End of Year Bonus to heirs of a deceased Public Officer

- 16.1.6 At present, payment of end-of-year bonus, in case of death of a public officer, is effected on a pro-rata basis to the officers' legal heirs. We are enhancing the existing provision.

Recommendation 2

- 16.1.7 We recommend that payment of end-of-year bonus, in case of death of a public officer, should be effected on a pro-rata basis to the officer's legal heirs. For the purpose of this provision, when an officer has worked for part of the month, it is deemed he/she has worked for the whole month.

16.2 TRAVELLING AND CAR BENEFITS

- 16.2.1 Travelling Allowances and Car Benefits always attract much interest from all public sector employees. This may be explained by the fact that this particular condition constitutes a major part of the reward package of public officers.
- 16.2.2 Subsequent to the Sedgwick Report (1973), every civil servant travelling by bus to attend duty from home and back was refunded his travelling expenses. Further, certain senior employees attending duty in their own cars were granted loans at competitive rate of interest and a monthly travel grant while some other categories of professionals were granted commuted travelling allowance and loan at concessionary rate of interest for the purchase of a car.
- 16.2.3 With the introduction of duty free facilities in July 1987, Travelling and Car Benefits gained greater importance. Public officers of a certain status and drawing a specified minimum level of salary were granted loan at preferential rate of interest for the purchase of a car on which 100% duty was exempted. As regards officers who had to perform extensive field duties, they were granted loan at the same concessionary rate of interest for the purchase of a new car but on which 60% excise duty was remitted. The duty remission for this category of officers was later reviewed to 70%.
- 16.2.4 Thereafter, our successive Reports brought further improvement to this condition with measures like reduced travel grant for those at a certain level but not eligible for travel grant; cash in lieu of duty exemption; deferred renewal with enhanced benefits; provision for a lump sum for those absent for a full month to compensate for fixed costs incurred; and possibility for those in receipt of Travelling Allowance/Travel grant to opt for a lump sum and mileage, among others.
- 16.2.5 Today, Travelling and Car Benefits comprise several components which are as follows:
- chauffeur driven and self-driven cars for official and private use;
 - duty exemption on a car or cash in lieu thereof or enhanced benefits;
 - loan facilities for the purchase of a duty exempted car/motorcycle; and
 - travelling allowances
- 16.2.6 Representations received for this Report concern mainly the grant of duty exemption to those not in receipt thereof or the improvement of eligibility for those already benefitting from duty exemption. It should be noted that the level of entitlement increases as one climbs up the ladder. Nevertheless, we have examined the requests and are accordingly introducing an alternative for officers entitled to 70% duty exemption on a car. We have taken into account the available models of cars on the market; their specifications, as well as the existing hierarchy of benefits relating to travelling while arriving at the new option. Other representations concern the request for increase in the quantum of travel grant in view of the rising costs of

certain items thereto related. Similar requests were received for a review of the mileage allowance. It must be pointed out that all these items have been taken into consideration in arriving at the figures recommended. A safety net has also been provided to cater for further rise/s in the price of the various components to a certain extent.

- 16.2.7 In framing our recommendations, we have examined all representations individually in the face of existing provisions and also taken into consideration our survey findings. We have brought certain improvements in these conditions which are reflected in our recommendations.
- 16.2.8 We deal in detail in the ensuing sections with all the different aspects of Travelling and Car Benefits – Duty Exemption; Motor Vehicle, Autocycle/Motorcycle and Bicycle Loans; Travelling Allowances, Travel Grant and Refund of Travelling Expenses; Government Official Car Scheme and Other Recommendations.

Section I – Duty Exemption

Duty Exemption Scheme

- 16.2.9 Public Sector employees in certain grades have been granted duty exemption on the purchase of a car and these grades are classified in different categories, based on a specific philosophy for each category. For instance, officers who perform extensive field work have been granted 70% duty remission on the purchase of a car and are listed at Annex II of this Chapter. Whereas, those who have reached the salary point of Rs 58075 have been granted 100% duty remission. There is another category in which, the officers though not drawing a monthly salary of Rs 58075 have been granted 100% duty exemption on the purchase of a car and this category has been listed at Annex I of this Chapter.
- 16.2.10 Due to the improved state of our roads, many beneficiaries have, instead of purchasing a car on renewal, opted for deferred renewal either for higher engine capacity or enhanced eligibility or car allowance in lieu of duty exemption, as the case may be, owing to the good conditions of their cars. These options have proved to be popular as evidenced by statistics to this effect. We are, therefore, maintaining these options in this Report.
- 16.2.11 Representations were received from certain employees who have been redeployed either in other parastatal bodies or in the civil service. These employees who, prior to their redeployment, were beneficiary of duty remitted car, claimed for the continued eligibility for same. The argument in support of their claim rests on the fact that upon redeployment, the conditions should not be less favourable.
- 16.2.12 It is important to note that those employees who benefit from 100% duty remission would not be affected since they benefit from same either by virtue of salary or in pursuance of their grade being listed at Annex I. The issue, therefore, concerns those who previously qualified for 70% duty exemption, on account of performing field work. We noted that following redeployment, the function itself is reviewed and incumbents are not required to perform field work at all or they perform an insignificant amount of field work which does not qualify them for the grant of a 70% duty exempted car. Here, the grant of this facility is as a tool for the performance of the field work. In situations where the need does not arise, the grant of a tool is not appropriate.
- 16.2.13 Subsequent to the representations received from various quarters to raise the rate of duty remission of those entitled to 70% exemption on a car to 100%, we have come forward with an option for these categories of officers. Under this provision, the concerned officers may either opt for the purchase of a 70% duty exempted car of engine capacity up to 1400 cc as per recommendation at paragraph 16.2.17 or purchase a car of engine capacity up to 1200 cc on which 100% duty has been exempted, subject to certain conditions.
- 16.2.14 We are, hereunder, making appropriate provisions for the administration of the Duty Exemption Scheme.

Recommendation 1

16.2.15 We recommend that officers in the categories specified at column (A) in the table below should be eligible for:

(i) duty exemption to purchase a car with appropriate engine capacity as specified at column (B)

or

(ii) the payment of a monthly car allowance in lieu of the duty exemption as specified at column (C)

or

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

No.	(A)	(B)	(C)						
	Salary Level/Category of Officers	Rate of Duty Exemption & Ceiling of Engine capacity of car	Options: Car allowance in lieu of duty exemption as specified at column (B) or higher rate of duty exemption/engine capacity						
1.	Officers drawing a monthly salary of Rs 97625 or more but not eligible for a chauffeur/self-driven car	100% duty exemption on a car of engine capacity up to 1850 cc once every five years.	<p>A monthly car allowance of Rs 9270</p> <p style="text-align: center;">OR</p> <p>deferred renewal with duty exemption on cars of higher engine capacity as hereunder subject to the provisions at paragraph 16.2.19 wherever applicable:</p> <table border="0" style="width: 100%;"> <tr> <td style="text-align: center;">Renewal Period</td> <td style="text-align: center;">Engine Capacity</td> </tr> <tr> <td style="text-align: center;">(i) 6 years</td> <td style="text-align: center;">up to 2050 cc</td> </tr> <tr> <td style="text-align: center;">(ii) 7 years</td> <td style="text-align: center;">up to 2250 cc</td> </tr> </table>	Renewal Period	Engine Capacity	(i) 6 years	up to 2050 cc	(ii) 7 years	up to 2250 cc
Renewal Period	Engine Capacity								
(i) 6 years	up to 2050 cc								
(ii) 7 years	up to 2250 cc								

No.	(A)	(B)	(C)						
	Salary Level/Category of Officers	Rate of Duty Exemption & Ceiling of Engine capacity of car	Options: Car allowance in lieu of duty exemption as specified at column (B) or higher rate of duty exemption/engine capacity						
2.	Officers drawing a monthly salary of Rs 94500 as well as those drawing a monthly salary in the scale the maximum of which is not less than Rs 94500.	100% duty exemption on a car of engine capacity of up to 1601 cc once every five years.	<p>A monthly car allowance of Rs 6315</p> <p style="text-align: center;">OR</p> <p>deferred renewal with duty exemption on cars of higher engine capacity as hereunder subject to the provisions at paragraph 16.2.19:</p> <table border="0" style="margin-left: auto; margin-right: auto;"> <tr> <td style="padding-right: 20px;">Renewal Period</td> <td>Engine Capacity</td> </tr> <tr> <td>(i) 6 years up to 1850 cc</td> <td></td> </tr> <tr> <td>(ii) 7 years up to 2000 cc</td> <td></td> </tr> </table>	Renewal Period	Engine Capacity	(i) 6 years up to 1850 cc		(ii) 7 years up to 2000 cc	
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(i) 6 years up to 1850 cc									
(ii) 7 years up to 2000 cc									
3.	Officers drawing a monthly salary of Rs 54200 and above in a scale the maximum of which is not less than Rs 77950 and those drawing a monthly salary in the range of Rs 64400 and up to Rs 91375 as well as incumbents in grades listed at Annex I to this Chapter including those appointed in a temporary capacity under this category.	100% duty exemption for the purchase of a car with engine capacity of up to 1500 cc once every seven years.	<p>A monthly car allowance of Rs 3980</p> <p style="text-align: center;">OR</p> <p>deferred renewal with duty exemption on cars of higher engine capacity as hereunder subject to the provisions at paragraph 16.2.19:</p> <table border="0" style="margin-left: auto; margin-right: auto;"> <tr> <td style="padding-right: 20px;">Renewal Period</td> <td>Engine Capacity</td> </tr> <tr> <td>(i) 8 years up to 1601 cc</td> <td></td> </tr> <tr> <td>(ii) 9 years up to 1850 cc</td> <td></td> </tr> </table>	Renewal Period	Engine Capacity	(i) 8 years up to 1601 cc		(ii) 9 years up to 1850 cc	
Renewal Period	Engine Capacity								
(i) 8 years up to 1601 cc									
(ii) 9 years up to 1850 cc									

No.	(A)	(B)	(C)						
	Salary Level/Category of Officers	Rate of Duty Exemption & Ceiling of Engine capacity of car	Options: Car allowance in lieu of duty exemption as specified at column (B) or higher rate of duty exemption/engine capacity						
4.	Officers whose grades are listed at Annex II to this Chapter.	<p>70% duty exemption on a car with engine capacity up to 1400 cc once every seven years</p> <p style="text-align: center;">OR</p> <p>100% duty exemption on a car with engine capacity up to 1200cc once every seven years, subject to provision at paragraph 16.2.17(ii).</p>	<p>A monthly car allowance of Rs 2165</p> <p style="text-align: center;">OR</p> <p>For officers who have opted for 70% duty exemption on a car of engine capacity up to 1400cc, enhanced duty exemption on deferred renewal as hereunder subject to provision at paragraph 16.2.19:</p> <table border="0" style="width: 100%;"> <tr> <td style="text-align: right;">Renewal Period</td> <td style="text-align: right;">Rate of Duty exemption</td> </tr> <tr> <td style="text-align: right;">(i) 8 years</td> <td style="text-align: right;">85%</td> </tr> <tr> <td style="text-align: right;">(ii) 9 years</td> <td style="text-align: right;">100%</td> </tr> </table>	Renewal Period	Rate of Duty exemption	(i) 8 years	85%	(ii) 9 years	100%
Renewal Period	Rate of Duty exemption								
(i) 8 years	85%								
(ii) 9 years	100%								

Recommendation 2

16.2.16 We recommend that an officer eligible for duty exemption:

- (a) who has opted for the payment of a monthly car allowance which is payable as from the date the option is exercised, in lieu of duty exemption or deferred renewal to take advantage of enhanced rate of duty exemption or higher engine capacity should mandatorily put up an application, in writing, for same on the prescribed form;
- (b) who has opted for the payment of a monthly car allowance in lieu of duty exemption, would be allowed to take advantage of duty exemption only after a period of six months has elapsed from the date the option for the allowance was exercised. The eligibility for purchase/renewal of the duty exempted car should start as from the date payment of the allowance ceases;

- (c) who has opted to defer the renewal of the duty exempted car to benefit from enhanced duty exemption or higher engine capacity, would not be entitled to the monthly car allowance in lieu of duty exemption as from the date the option is exercised till the end of the period qualifying him for enhanced duty exemption or higher engine capacity, as the case may be;
- (d) who has already taken advantage of 70% or 100% duty exemption would be allowed to opt for the payment of a monthly car allowance in lieu of duty exemption only after the elapsed period of seven or five years, whichever applicable, as from the date of the last purchase of the car. However, in case of change in eligibility within the abovementioned periods, the beneficiary can opt for the payment of a monthly car allowance in lieu of duty exemption but, he would have to clear any outstanding loan, if any, before applying for duty exemption;
- (e) who prior to 30 June 2008, was drawing a monthly salary of Rs 40000 but less than Rs 42500 as well as those who were drawing a monthly salary in a scale the maximum of which was not less than Rs 39000 and with the 2008 PRB Report were entitled to a monthly salary of Rs 66000 or more would be allowed to take advantage of car benefits as per provisions at paragraph 16.2.15 (No. 1) only after five years have elapsed as from the date of the last purchase of the duty remitted car; and
- (f) who has taken advantage of duty exemption for the purchase of a car or who has opted for the payment of a monthly car allowance in lieu of duty exemption, should make provision for his own transport arrangements for the performance of official travelling and should not be allowed to use the organisation's vehicle.

16.2.17 We also recommend that officers qualifying for 70% duty remission by virtue of paragraphs 16.2.15 (No.4) and 16.2.22(i) and (ii) respectively may be allowed to opt for the purchase of either a:

- (i) 70% duty remitted car of engine capacity up to 1400 cc; or
- (ii) 100% duty remitted car of engine capacity up to 1200 cc subject to a maximum of Rs 200,000 duty remission on the car. However, in the event that the excise duty on the car is higher than this quantum, the difference in the excise duty would have to be borne by the beneficiary.

16.2.18 We further recommend that:

- (i) officers who would have drawn a monthly salary of Rs 75600 and up to Rs 81000 and those who would have drawn a monthly salary in a scale the maximum of which was not less than Rs 75600 with effect from 01.01.13, 01.01.14 and 01.01.15 with the 2013 PRB Report should continue to be eligible for 100% duty exemption on a car of up to 1601 cc as per paragraph 16.2.15 (No. 2) together with payment of a monthly travelling

allowance as at paragraph 16.2.68 (No. 2) and loan facilities as at paragraphs 16.2.45 (a) and (b); and

- (ii) officers who would have drawn a monthly salary of Rs 50100 or more, with effect from 01.01.13, 01.01.14 and 01.01.15 with the 2013 PRB Report should continue to be eligible for 100% duty exemption on a car of up to 1500 cc as per paragraph 16.2.15 (No. 3) together with a monthly travelling allowance as at paragraph 16.2.68 (No. 2) and loan facilities as at paragraphs 16.2.45 (a) and (b).

Recommendation 3

16.2.19 We recommend that officers eligible for duty exemption may be allowed to purchase a car of higher engine capacity than their present entitlement, as per the table below, provided that they pay the difference in the excise duty.

Current Entitlement	Higher Engine Capacity
Up to 1200 cc	Up to 1400 cc
Up to 1400 cc	Up to 1500 cc
Up to 1500 cc	Up to 1850 cc
Up to 1601 cc	Up to 2050 cc
Up to 1850 cc	Up to 2250 cc

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

- (a) whose employment has been terminated or has resigned within four years as from the date of purchase of the last duty exempted car should reimburse excise duty on a *pro-rata* basis;
- (b) proceeding on retirement would not be required to refund any excise duty provided the duty exempted car is not sold within four years as from the date of purchase;
- (c) should pay proportionate duty if the duty exempted car is sold within four years as from the date of purchase in accordance with relevant provisions of the Excise Act;
- (d) should, prior to effective retirement, have already applied for same. Thereafter, the duty exemption certificate should remain valid up to six months as from the effective date of retirement;
- (e) would be allowed to benefit from duty remission anew after an aggregate period of five or seven years, whichever is appropriate, as from the date of purchase of the car excluding any period of leave without pay and/or any period during which he has drawn a monthly car allowance in lieu of duty exemption;
- (f) who has purchased a 100% duty remitted car and is subsequently promoted to a grade qualifying him for a self/chauffeur driven government official car within four years as from the date of last purchase

of the car should continue to be exempted from reimbursement of proportionate excise duty notwithstanding the provisions at paragraph (c) above;

- (g) who has purchased a car of up to 2250 cc and has paid excise duty on the difference between his entitlement and a car of up to 2250 cc should, if he opts to retain the car on qualifying for a car of higher engine capacity, be refunded proportionate excise duty, if any, thereon as from the date he qualifies for the higher engine capacity; and
- (h) who qualifies for a higher rate of duty exemption on a car or higher engine capacity should, in the first instance, take advantage of this enhanced benefit and only after five/seven years, as appropriate, may opt for deferred renewal for higher rate of duty exemption/engine capacity.

Change in Entitlement

Recommendation 4

16.2.21 We also recommend that an officer who has taken advantage of 70% duty exemption and qualifies, by virtue of salary, for 100% duty exemption on or after 01 January 2021 or purchased a 70% or 100% duty exempted car and subsequently qualifies by virtue of salary or promotion for duty exemption on a car of higher engine capacity may:

- (a) claim refund of duty, if any, as from the date he is eligible for higher rate of duty exemption/higher engine capacity and retain his car up to the time he would be eligible for renewal which should be either five/seven years as from the date duty was refunded or when the car (imported second hand car) is nine years old from the date of its first registration in Mauritius, whichever is applicable; or
- (b) reimburse proportionate duty and loan, if any, and take advantage of corresponding car benefits as provided for at paragraph 16.2.15 of this Chapter.

Recommendation 5

16.2.22 We additionally recommend that:

- (i) officers reckoning at least 22 years' service and in receipt of a monthly salary Rs 39350 or more but who have never benefited from duty exemption for the purchase of a car would qualify, once, for 70% duty exemption on a car of engine capacity of up to 1400 cc or 100% duty exemption on a car of engine capacity of up to 1200 cc subject to provision at paragraph 16.2.17(ii) provided outstanding loan, if any, is reimbursed;
- (ii) officers who have never benefited from duty exemption on a car but drawing a monthly salary of Rs 62700 and those drawing a monthly salary of Rs 49250 or more in a salary scale the maximum of which is not less than Rs 69800 would be eligible, once,

- (a) for the purchase of a 70% duty exempted car with engine capacity of up to 1400 cc or of a 100% duty exempted car of engine capacity of up to 1200 cc as per provision at paragraph 16.2.17(ii), on the same terms and conditions as per relevant provisions at paragraphs 16.2.15 (No. 4) and 16.2.45, except for renewal of a car, provided outstanding loan, if any, is reimbursed;

or

- (b) opt for a monthly car allowance of Rs 2165 in lieu of duty exemption for a period of 84 months. The option for car allowance should mandatorily be made in writing on the prescribed form

(iii) beneficiaries whose grades are listed at Annex II to this Chapter, as well as officers who are entitled to duty exemption as per provisions at sub paragraphs (i) and (ii) above, would be allowed to benefit from 100% duty exemption on a car on reaching salary point Rs 64400 as per terms and conditions at paragraph 16.2.15 (No. 3) and provisions at paragraph 16.2.21;

(iv) officers who are entitled to duty exemption as per provisions at sub-paragraphs (i), (ii) and (iii) above would be allowed to take advantage of this benefit up till six months as from their effective date of retirement;

(v) officers who were eligible for 100% duty exemption on a car in line with provisions at paragraph 15.2.78 of the 2003 PRB Report (Volume I) would continue to be eligible, on a personal basis, for 100% duty exemption on a car and related benefits as per terms and conditions at paragraph 16.2.15 (No. 3) although not drawing a monthly salary of Rs 64400 with this Report; and

(vi) officers in grades requiring a University Degree who are drawing a monthly salary in a salary scale the maximum of which is not less than Rs 62700 and who by nature of their duties are required on a regular basis to attend meetings/conferences outside their organisation, receive delegates, organise events/ workshops and regularly work after normal working hours should, subject to the approval of the MPSAIR, be eligible for loan facilities and 70% duty exemption or 100% duty exemption on a car of engine capacity of up to 1200 cc as per provision at paragraph 16.2.17(ii) for the purchase of a car as per relevant provisions at paragraphs 16.2.22 (i) above and 16.2.45 of this Chapter.

16.2.23 We further recommend that officers, though less than 50 years, who have never benefitted from duty exemption on a car but drawing a monthly salary of Rs 48600 (2013 PRB Report) with effect from 01.01.15 and those drawing a monthly salary of Rs 36600 or more in a salary scale the maximum of which is not less than Rs 54600 (2013 PRB Report) with effect from 01.01.15 would be eligible, once,

(a) for the purchase of a 70% duty exempted car with engine capacity of up to 1400 cc or 100% duty exempted car of engine capacity of up to 1200 cc as per provision at paragraph 16.2.17(ii) on the same terms and conditions as per relevant provisions at paragraphs 16.2.15 (No. 4) and 16.2.45, except for renewal of a car, provided outstanding loan, if any, is reimbursed

or

(b) opt for a monthly car allowance of Rs 2165 in lieu of duty exemption for period of 84 months. The option for car allowance should mandatorily be made in writing on the prescribed form.

Duty Exemption Scheme of Rs 115,000

16.2.24 There are individual officers in certain grades who do not qualify for 70% or 100% duty remission by virtue of their salary but are required to perform extensive field duties based on their posting and nature of work. For these officers, the car is, therefore, an essential tool that enable them to carry out their work. Provision has, thus, been made for such officers to benefit from the grant of duty remission of up to Rs 100000 on a car with engine capacity of up to 1400 cc subject to the approval of the Committee under the Chairmanship of the Ministry of Finance, Economic Planning and Development (MOFEPD). Besides, they are refunded official travelling cost at approved rates.

16.2.25 The above provisions are also applicable to Advisers/Officers on contract employment who are required to perform extensive field duties. We are reviewing the present quantum.

Recommendation 6

16.2.26 We recommend that:

- (i) applications for Rs 115,000 duty exemption from individual officers in certain grades whose postings require them to perform official travelling by car on a regular basis should continue to be looked into by the Committee under the Chairmanship of the MOFEPD and comprising representatives of the Pay Research Bureau and the Ministry of Public Service, Administrative and Institutional Reforms (MPSAIR); and
- (ii) beneficiaries of Rs 115000 duty exemption should also be eligible for loan facilities for the purchase of such cars on the same terms and conditions as at paragraph 16.2.45(a) and be refunded official mileage as recommended at 16.2.68 (No. 5).

Recommendation 7

16.2.27 We recommend that officers in grades listed at Annex II to this Chapter and those qualifying for duty exemption under sub-paragraphs 16.2.22 (i), (ii) and (iii) as well as those entitled to 100% duty exemption on a car should benefit from the Rs 115000 duty exemption should the duty exemption based on 70% or 100% be less than Rs 115000.

Recommendation 8

16.2.28 We recommend that officers whose grades are listed at Annex II to this Chapter and are required to travel regularly on sloppy, rocky and uneven roads to get access to site/s of work may, subject to the approval of their Supervising Officer, opt for the purchase of a duty remitted 2 x 4 or 4 x 4 Double Cabin pick up in lieu of 70% or 100% duty exemption on a car as per provisions at paragraph 16.2.15 (No 4). This provision is, however, not meant for general application but for genuine cases only.

Recommendation 9

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

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

16.2.30 We recommend that an officer on temporary appointment who:

- (a) has taken advantage of duty exemption on a car and leaves the service or resigns from service or is reverted to his former post, should be required to reimburse proportionate excise duty on his reversion or if his departure occurs within four years as from the date of the purchase of the duty exempted car; and**
- (b) has opted for the payment of a monthly car allowance in lieu of duty exemption, as specified at paragraph 16.2.15 would no longer be entitled to the payment of same as from the date of reversion to his former position.**

Duty Free Facilities to Advisers/Officers Employed on Contract

16.2.31 Barring a few exceptions, the provisions governing duty exemption and loan facilities for the purchase of a car to Advisers/Officers employed on contract are the same as those for public officers on permanent and pensionable establishment. However, they are required to furnish security to cover the full amount of the loan contracted.

16.2.32 The Advisers/Officers on contractual employment may also opt for the payment of a monthly car allowance in lieu of duty exemption. However, once they exercise this option, it becomes irrevocable for the duration of the first contract and can only be reviewed on renewal of the contract.

Recommendation 11

16.2.33 We recommend that Advisers/Officers on contractual employment who opt for duty exemption on a car or a monthly car allowance in lieu thereof should exercise the option at the beginning of the contract. The option for the car

allowance, once exercised, would be irrevocable for the duration of the first contract but may be reviewed upon renewal of the contract.

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

Recommendation 12

- 16.2.35 We recommend that:

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

either

100% duty exemption on a car with engine capacity of up to 1850 cc once every five years or of a higher engine capacity not exceeding 2250 cc subject to the provisions at paragraph 16.2.19

or

the payment of a monthly car allowance of Rs 9270 in lieu thereof

and

be refunded travelling expenses as at paragraph 16.2.68 (No. 2)

- (ii) Advisers/Officers on contract employment drawing a monthly salary in the range of Rs 94500 and up to Rs 110125 a month would be eligible for

either

100% duty exemption on a car with engine capacity of up to 1601 cc once every five years or a car of higher engine capacity not exceeding 2050 cc subject to the provisions at paragraph 16.2.19

or

the payment of a monthly car allowance of Rs 6315 in lieu thereof

and

be refunded travelling expenses as at paragraph 16.2.68 (No. 2);

(iii) Advisers/Officers on contract employment drawing a monthly salary in the range of Rs 64400 and up to Rs 91375 a month as well as Advisers employed in the capacity of professionals as mentioned at paragraph 16.2.15 (No. 3), would benefit from:

either

100% duty exemption on a car with engine capacity of up to 1500 cc once every seven years or a car of higher engine capacity not exceeding 1850 cc subject to the provisions at paragraph 16.2.19

or

the payment of a monthly car allowance of Rs 3980 in lieu thereof

and

be refunded travelling expenses as at paragraph 16.2.68 (No. 2);

(iv) a retired public officer who has benefited from duty exemption on a car and subsequently qualifies for same, by virtue of employment on contract, should not be allowed to purchase another duty free car within a period of five or seven years, whichever is applicable, as from the date of first registration of the last duty exempted car in Mauritius.

Advisers/Officers on Contract Employment Performing Extensive Field Duties

Recommendation 13

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

either

duty exemption of up to Rs 115000 for the purchase of a car with engine capacity of up to 1400 cc

or

the option for the payment of a monthly car allowance of Rs 2165 in lieu thereof of Rs 115000 duty exemption.

and

be paid mileage for official travelling at appropriate rates as specified at paragraph 16.2.68 (No. 5).

Reimbursement of Excise Duty by Advisers/Officers on Contract Employment

16.2.37 The duration of the exemption of duty on motor vehicles as per the relevant provisions of the Customs and Tariff Act 1988, as subsequently amended, lasts for four years. Hence, whenever the employment (permanent or contract) of a beneficiary of duty remission is terminated or expires within a period of four years as from the date of purchase of a car, he is required to reimburse the duty on a *pro-rata* basis. This provision should continue to prevail.

Recommendation 14

16.2.38 We recommend that:

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

Duty Exemption on autocycle/motorcycle

16.2.39 Some field staff, at the lower levels, are required to move to different sites of work during the day in the performance of their duties. The corresponding grades of such categories of staff are listed at Annex III of this Chapter. Previously, these officers were benefiting from duty exemption on autocycle/motorcycle and were allowed to renew their autocycle/motorcycle after seven years as from the date of purchase. But, pursuant to an amendment in the Excise Act, duty on autocycle/motorcycle of engine capacity of up to 125 cc has been waived.

16.2.40 As recommended at paragraph 16.2.54 of Section II of this Chapter, Annex III is being maintained for the purpose of the grant of loan facilities to purchase the autocycle/motorcycle to these officers.

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

- 16.2.41 Presently, loan facilities are granted to public officers for the purchase of a motor vehicle/ autocycle/motorcycle at a rate of interest of 4% per annum.
- 16.2.42 Eligibility to these facilities and the amount of loan advanced are subject to the public officers satisfying the criteria set for each category as elaborated under this section. For instance, while certain officers are eligible for loan facilities to purchase a duty exempted car, another category is granted loan facilities to purchase a car from the local market. Yet another category of officers is granted loan facilities to purchase an autocycle/motorcycle for performing official travelling.
- 16.2.43 Unions and Federations have pleaded for a lowering of the interest rate which today stands at 4%. We are reconsidering same and making appropriate recommendation to that effect. We are also introducing a new scheme in support of Government's commitment and engagement in decarbonisation strategies, which is expected to encourage public officers to move towards Eco-friendly/electric cars. To this end, the MOFEPD may consider the advisability of granting up to 50% remission on registration fees on electric cars. As regards policy issues thereto related, these will be dealt with by the High Powered Committee.

Recommendation 15

16.2.44 We recommend that:

- (i) as from 01 January 2021, interest on loan for the purchase of a motor vehicle, motorcycle and bicycle should be at 3% per annum;
- (ii) notwithstanding the above, for the said beneficiaries who purchase an electric car/electric motorcycle, the rate of interest should be at 1% per annum;
- (iii) interest on loan taken between the period 01 January 2021 up to the publication of the Report should be recalculated on the basis of the recommended rate of interest; and
- (iv) beneficiaries who have availed of loan facilities prior to 01 January 2021 should be allowed to benefit from the new interest rate, provided that they reimburse the outstanding amount of the loan.

Recommendation 16

16.2.45 We further recommend that:

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

or

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

- (b) officers drawing a monthly salary in the range of Rs 91375 and up to Rs 110125, except Accounting/Responsible Officers drawing a monthly salary of Rs 110125, would be eligible for loan facilities of up to 18 months' salary refundable in 60 monthly instalments

or

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

- (c) officers who opt for a monthly car allowance in lieu of 70% or 100% duty exemption, may be granted loan facilities as per relevant provisions at paragraphs (a) and (b) above for the purchase of a car on which there is no duty exemption;
- (d) officers, as at sub paragraph (c) above, would again be eligible for loan facilities to purchase a duty exempted car after five or seven years, as appropriate, have elapsed as from the date they last took advantage of loan facilities;
- (e) officers qualifying for duty exemption of up to Rs 115000 as per recommendation at paragraph 16.2.26 would be eligible for loan facilities on the same terms and conditions as at paragraph (a) above;
- (f) officers qualifying for travel grant but not eligible for duty exemption would be entitled to loan facilities for the purchase of a car of up to eight years old on which duty is not exempted;
- (g) individual officers, irrespective of their grades, who are not entitled to any duty exemption but have to perform official travelling by car on a regular basis may be granted, subject to the approval of their Supervising Officer, loan facilities of up to 21 months' salary refundable in 84 monthly instalments for the purchase of a car of up to eight years old on which duty is not exempted;
- (h) individual officers drawing a monthly salary of Rs 37450 but less than Rs 47675 and who have to attend duty on a regular basis at such hours when public and/or official transport is not available may be granted, subject to the approval of their Supervising Officer, loan facilities of up to 21 months' salary refundable in 84 monthly instalments for the purchase of a car of up to eight years old on which duty is not exempted;
- (i) officers specified at paragraphs (f), (g) and (h) above can renew the car after seven years have elapsed from the date of the purchase or when the car has reached 11 years as from the date of its first registration in Mauritius, whichever is earlier provided the outstanding loan, if any, is cleared. The quantum of the loan should be equivalent to 15 months' salary refundable in 60 monthly instalments for the second and subsequent purchases; and

- (j) beneficiaries who have availed of loan facilities to purchase a car/motorcycle/autocycle/bicycle, either for the first time or for renewal, and fail to produce documentary evidence of the purchase, should refund the whole amount of the loan together with the interest accrued thereon by a date to be determined by the Accountant-General; and would forego the privilege of the grant of another loan until the time they would qualify anew after the prescribed renewal period. In case of default the officer would forego his chance for further loans.

Auto Cycle to Field Supervisors (Scavenging) – District Councils

- 16.2.46 Field Supervisors (Scavenging) in district councils, except those at the Black River District Council, are required to call at different sites of work on the same day in the performance of their duties. Hence, provision has been made for these officers to benefit from loan facilities to purchase an autocycle. This arrangement is being maintained.

Recommendation 17

- 16.2.47 We recommend that Field Supervisors (Scavenging) in District Councils, except those at the Black River District Council, should continue to benefit from loan facilities as per relevant provisions at paragraph 16.2.54 for the purchase of an autocycle with engine capacity of up to 125 cc once every seven years.**

Loan Facilities and Duty Exemption

Recommendation 18

- 16.2.48 We recommend that a beneficiary who does not take advantage of loan facilities for the purchase of a duty exempted car, and subsequently applies for loan facilities would be eligible for same up to a quantum to be determined by the Accountant-General on a *pro-rata* basis to be reimbursed in monthly instalments within five or seven years, as appropriate, as from the date of purchase of the car.**
- 16.2.49 The above provision should also apply to beneficiaries eligible for loan facilities for the purchase of a car of up to eight years old on which duty is not exempted.**

Loan Facilities for the purchase of Autocycle/Motorcycle

- 16.2.50 Provisions exist for certain categories of officers falling under **Annex III** of this volume, to benefit from loan facilities for the purchase of autocycle/motorcycle, equivalent to the price of the autocycle/motorcycle up to a maximum of 15 months' salary, which is made refundable with interest in 84 months' instalments.
- 16.2.51 These officers can take advantage of such loan facilities only after a period of seven years as from the date of their last acquisition on similar terms and conditions as for their first purchase.

- 16.2.52 Presently, officers who qualify for loan facilities for the purchase of a motorcycle/autocycle but drawing a monthly salary of Rs 27850 and above, or a salary the minimum of which is not less than Rs 17050 a month, are provided loan facilities up to 21 months' salary and refundable with interest in 84 monthly instalments, for the purchase of a non-duty exempted car of up to eight years old.
- 16.2.53 We are reiterating these provisions and making necessary adjustments in line with the Excise Act wherever needed.

Recommendation 19

16.2.54 We recommend that:

- (a) officers whose grades are listed at Annex III to this Chapter should continue to benefit from loan facilities for the purchase of an autocycle/motorcycle with engine capacity of up to 125cc once very seven years;**
- (b) the quantum of the loan should be equivalent to the price of the autocycle/motorcycle but not exceeding 15 months' salary and should be refundable in 84 monthly instalments; and**
- (c) such beneficiaries would be able to avail of loan facilities for the purchase of autocycle/motorcycle only after a period of seven years from the date of their last purchase, under the same terms and conditions as for their first purchase.**

Recommendation 20

16.2.55 We recommend that:

- (a) officers whose grades are listed at Annex III to this Chapter and who are drawing either a monthly salary of Rs 32350 and above or a salary in a scale the minimum of which is not less than Rs 19525 would be eligible for loan facilities to purchase a car of up to eight years old on the same terms and conditions as at paragraph 16.2.45 (g); and**
- (b) officers whose grades are listed at Annex III to this Chapter drawing either a monthly salary of Rs 21750 and above (2013 PRB Report) with effect from 01.01.13, 01.01.14 and 01.01.15 or a monthly salary in the scale the minimum of which is not less than Rs 14000 (2013 PRB Report) with effect from 01.01.13, 01.01.14 and 01.01.15 would be eligible for loan facilities to purchase a car of up to eight years old on the same terms and conditions as at paragraph 16.2.45(g).**

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

- 16.2.56 Currently, provisions have been made to allow those officers, who are required to attend duty on hours when public and/or official transport is not available, to benefit from loan facilities for the purchase of autocycle/motorcycle with engine capacity of up to 125 cc, up to a maximum of 15 months' salary and refundable with interest in not more than 84 monthly instalments, subject to the approval of their Supervising Officer.

16.2.57 This facility has been extended to officers who, in the course of their work, have to attend different sites of work on the same day and also to employees of the Tradesman grade who are required to be "on-call" to attend to emergencies after normal working hours, during Weekends and Public Holidays.

Recommendation 21

16.2.58 We recommend that individual officers drawing salary in a scale the maximum of which is not less than Rs 27400 a month and are required to attend duty on a regular basis at such time when public and/or official transport is not available, as well as officers who have to attend different sites of work on the same day in the performance of their duties, may be granted, subject to the approval of their Supervising Officers, loan facilities for the purchase of an autocytle or motorcycle with engine capacity of up to 125 cc as per terms and conditions as per relevant provisions at paragraph 16.2.54.

16.2.59 We also recommend that employees of the Tradesman grade who are required to be 'On-Call' to attend to emergencies after normal working hours, during Weekends and Public Holidays may be granted, subject to the approval of the Supervising Officer, loan facilities to purchase an autocytle or motorcycle with engine capacity of up to 125 cc, refundable in 84 monthly instalments. Such employees should use their autocytle/motorcycle to attend to emergencies while "On-Call".

Bicycle Loans

16.2.60 An officer who uses a bicycle for official travelling is presently granted loan facilities equivalent to the price of the bicycle every seven years with interest refundable in 84 monthly instalments. We are maintaining this provision.

Recommendation 22

16.2.61 We recommend that officers who are required to use their bicycle for official travelling should be granted loan facilities, equivalent to its market price, every seven years and refundable in 84 monthly instalments.

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

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

16.2.63 Advisers/Officers, including expatriates, who are unable to subscribe to a bank guarantee are granted loan facilities equivalent to 12 months' salary. In case their contract is not renewed, the gratuity payable on termination or expiry thereof, is retained.

Reimbursement of Loan

Recommendation 23

16.2.64 We recommend that:

- (i) expatriates and Advisers/Officers of Mauritian nationality, employed on contract basis, may be granted loan facilities in accordance with what obtain for officers at corresponding grades/salary levels in the Civil Service subject to production of a bank guarantee covering the full amount of the loan;
- (ii) advisers/officers on contractual employment drawing a retirement pension from the Government may avail of loan facilities as at subparagraph (i) above, without a bank guarantee;
- (iii) advisers/officers including expatriates who cannot subscribe to a bank guarantee covering the full amount of loan to which they are entitled to may, by virtue of their position, be granted loan facilities up to a maximum of 12 months' salary refundable in 48 monthly instalments subject to the conditions that they are legally bound to reimburse, forthwith, the outstanding loan on termination or expiry of contract;
- (iv) advisers/officers on contract employment who have already taken loan facilities without subscribing to a bank guarantee would be allowed to draw their gratuity subject to the condition that they are legally bound to reimburse any outstanding loan on termination or expiry of contract; and
- (v) advisers/officers on contract employment who have taken advantage of loan facilities from the Accountant-General Department and/or benefited from duty exemption should reimburse the outstanding loan and proportionate duty, if any, within a month as from the date the contract comes to expiry or is terminated.

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

- 16.2.65 With the publication of a Report, the travelling allowances including travel grant and mileage rates are revised, taking into consideration the price of petrol and the running costs, amongst others. Whereas, for refund of travelling by bus, revision takes place when there is a rise in bus fares.
- 16.2.66 However, reviewing the different rates each time there is a change in the price of petrol would prove tedious and administratively inconvenient as well as inefficient cost wise. Hence, in computing the different rates, provision is also made for a safety net to cater for fluctuations in the price of petrol in the local market so that it is not necessary to revise the rates with each fluctuation.
- 16.2.67 The revised rates of the different allowances are hereunder provided in the table. **It is assumed that all claims submitted in relation to travelling allowances should be based on the most economical route taken.**

Recommendation 24

- 16.2.68 We recommend that the monthly travelling allowances as well as mileage rates be revised as per table below:

No.	Categories of Officers	Travelling Allowances/Mileage Rates
1.	Officers drawing a monthly basic salary of Rs 97625 or more and eligible for 100% duty exemption on a car of up to 1850 cc, excluding beneficiaries of self/chauffeur driven car.	A monthly fixed cost allowance of Rs 2460 and a monthly travelling allowance of Rs 12000 OR refund of mileage, subject to the approval of the Supervising Officer, at the rate specified at (No. 5) (ii) below together with a monthly commuted allowance of Rs 3260 in case officers perform official travelling during the month.
2.	(i) Officers drawing a monthly basic salary of Rs 64400 but less than Rs 97625 including officers whose grades are mentioned at paragraph 16.2.15 (No. 3) who are eligible for 100% duty exemption for the purchase of a car. (ii) Officers drawing a monthly salary of Rs 54200 and above in a scale the maximum of which is not less than Rs 77950.	A monthly travelling allowance of Rs 12000. OR refund of mileage, subject to the approval of the Supervising Officer, at the rate specified at (No. 5) (ii) below together with a monthly commuted allowance of Rs 3260 in case officers perform official travelling during the month.

No.	Categories of Officers	Travelling Allowances/Mileage Rates
3.	Officers drawing a monthly basic salary of Rs 47675 and up to Rs 62700 and who are not eligible for 100% duty exemption but own a car.	A monthly travel grant of Rs 7500.
4.	Officers drawing a monthly basic salary of Rs 44800 and Rs 46100 as well as those not owing a car but drawing a monthly basic salary of Rs 47675 or more and who are not in receipt of a travel grant or travelling/petrol allowance.	A monthly travelling allowance of Rs 2420 OR refund of bus fares, whichever is higher.
5.	Officers performing official travelling by car but not eligible for travel grant /travelling allowance.	(i) Refund of mileage for official travelling at the rate of Rs 10.60 per km for the first 800 km. (ii) Rs 6.60 per km for mileage in excess of 800 km. (iii) Rs 6.60 per km for distance which is not considered as official mileage (from residence to office) on days on which officers are required to carry out field duties.
6.	Officers performing official travelling by motorcycle.	(i) Refund of mileage for official travelling at the rate of Rs 3.40 per km. (ii) Rs 2.45 per km for distance not considered as official travelling (from residence to office) on days on which officers are required to carry out field duties or refund of travelling by bus, whichever is higher.
7.	Officers performing official travelling by autocytle.	(i) Refund of mileage for official travelling at the rate of Rs 2.80 per km. (ii) Rs 1.90 per km for distance not considered as official travelling (from residence to office) on days on which officers are required to carry out field duties or refund of travelling by bus, whichever is higher.

Recommendation 25

16.2.69 We also recommend that:

- (i) (a) officers falling under the categories as defined at (No. 1) and (No. 2) at paragraph 16.2.68 above would be eligible for a monthly commuted allowance of Rs 4710; and**
- (b) officers falling under the categories as defined at (No. 3) at paragraph 16.2.68 above would be eligible for a monthly commuted allowance of Rs 3350,**
if, during a whole calendar month, the beneficiary was on approved leave with pay locally or abroad or on study leave with pay or on official mission or on school holidays during which attendance at work has not been required;
- (ii) officers specified at (No. 2) and (No. 3) at paragraph 16.2.68 should not necessarily attend office by car on days they are not required to perform official travelling, but would have to make their own arrangements to return home; and**
- (iii) officers eligible for a travel grant of Rs 7500 or travelling allowance of Rs 12000 or mileage allowance may claim for same on a car owned by their father/mother/spouse provided no two persons are claiming travelling allowance/travel grant/mileage allowance on the same car.**

16.2.70 We recommend the payment of a monthly travel grant of Rs 7500 along with loan facilities to purchase a car on terms and conditions as at paragraph 16.2.45 to officers who would have drawn a monthly salary of Rs 35400 or more, with effect from 01.01.13, 01.01.14 and 01.01.15 with the 2013 PRB Report.

16.2.71 We recommend that officers drawing a monthly salary of Rs 33000 (2013 PRB Report) and Rs 34200 (2013 PRB Report) with effect from 01.01.13, 01.01.14 and 01.01.15 as well as those drawing a monthly salary of Rs 35400 or more (2013 PRB Report) with effect from 01.01.13, 01.01.14 and 01.01.15 and who are not in receipt of a travel grant or travelling/petrol allowance, would continue to benefit from a monthly travelling allowance of Rs 2420 or refund of bus fares, whichever is higher.

16.2.72 We further recommend that the refund of travelling and mileage allowances in respect of officers in the categories specified at (No. 1) to (No. 5) at paragraph 16.2.68 should also apply to Advisers/Officers on contract employment at corresponding levels.

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

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

16.2.74 Presently, officers who are required to perform field duties in the course of their work and who are entitled to a travelling allowance or a travel grant are allowed to opt for a monthly commuted allowance along with refund of mileage at appropriate rates. We are reiterating this provision.

Recommendation 26

16.2.75 We recommend that officers eligible for:

- (i) a monthly travelling allowance as per provisions of (No. 1) and (No. 2) at paragraph 16.2.68;**
- (ii) a travel grant and performing official travelling should be paid either a monthly travel grant of Rs 7500, or**

may, subject to the approval of the Supervising Officer, be allowed to opt for the payment of a monthly commuted allowance of Rs 3260 together with refund of mileage allowance at the rate of Rs 6.60 per km in lieu of the travelling allowance/travel grant, provided they perform official travelling in that month.

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

16.2.76 Presently, officers who are entitled to a monthly commuted travelling allowance or travel grant are paid same during their pre-retirement leave even though they do not attend duty at all in a month. Moreover, those officers who were in receipt of such benefits prior to their interdiction, are also refunded a commuted allowance of either Rs 4570 or Rs 3255, whichever is applicable, upon their reinstatement to their substantive positions. These provisions should continue to be in force.

Recommendation 27

16.2.77 We recommend that:

- (i) officers who are entitled to a monthly commuted travelling allowance or travel grant as specified at (No. 1), (No 2) and (No. 3) of paragraph 16.2.68 should continue to be paid same during their pre-retirement leave even though they do not attend duty at all in a month;**
- (ii) officers as specified at paragraph 16.2.69 (i) (a) and (b) who were entitled to a commuted allowance/travel grant prior to their interdiction, should be paid the monthly commuted allowance of either Rs 4710 or Rs 3350 whichever is applicable, upon their reinstatement, provided they owned a car during the interdiction period; and**
- (iii) officers as specified at (No. 1) to (No. 4) of paragraph 16.2.15 who are in receipt of a monthly car allowance in lieu of duty exemption should continue to draw same during their pre-retirement leave.**

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

- 16.2.78 Refund of costs for official travelling is at present being effected at the rate of Rs 10.30 comprising both fixed and variable costs for the first 800 km and at the rate of Rs 6.50, comprising variable costs only, for official mileage in excess of 800 km on a month-to-month basis.
- 16.2.79 In view of variations in the extent of field duties carried out, the amount of official distance covered may vary from month to month. Thus, an officer may perform official travelling of less than 800 km in a particular month and more than 800 km in another. To cater for such situations, the refund of travelling expenses is readjusted at the end of each financial year to ensure that the higher rate of refund is applied on an aggregate of up to a maximum of 9600 km over the period of twelve months.
- 16.2.80 Provisions also exist for adjustment in the refund of mileage allowance to certain categories of officers who, by nature of their work, are regularly required to perform official travelling during specific periods of the year. The adjustment is meant to assist them towards the fixed costs incurred in respect of their car over the financial year.
- 16.2.81 The above provisions are being maintained.

Recommendation 28**16.2.82 We recommend that:**

- (i) **the refund of official mileage on the aggregate distance travelled by field officers in any financial year should be re-computed at the rate of Rs 10.60 per km for up to a maximum of 9600 km and Rs 6.60 for distance in excess of 9600 km and reimbursement, if any, be made to eligible officers;**
- (ii) **the provisions of the recommendation at paragraph (i) above should be applicable to officers who are required to work during a specific period for a duration of five or more months in each year; and**
- (iii) **the provisions at paragraph (i) above would be applicable on a *pro-rata* basis to officers proceeding on leave with or without pay for a period exceeding three months.**

Refund of Travelling by Bus

- 16.2.83 Officers who attend duty by bus are refunded *in toto* travelling expenses incurred for journeys between their residence and place of work provided the distance is not less than 1.6 kilometres.
- 16.2.84 Officers, on permanent and pensionable establishment, are refunded their monthly travelling expenses at the rate of:
- (i) 20 days for those working on a five-day week basis; and
 - (ii) 24 days for those working on a six-day week basis.

- 16.2.85 Officers working on shift and those serving in a temporary capacity are refunded travelling expenses on the basis of the number of days of attendance. For shift workers, Management is allowed for administrative convenience, to work out an appropriate mode of refund of travelling expenses in relation to the average number of working days in a month, subject to the approval of the MPSAIR.
- 16.2.86 Refund of travelling expenses for Educator Primary Sector is made at the rate of 16 days a month and for Educator Secondary Sector at the rate of 15 days monthly.
- 16.2.87 As the existing provisions are adequate, we are maintaining them.

Recommendation 29

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

Attending Duty by other Means of Transport

- 16.2.89 Some officers use their own means of transport to attend duty and are paid a monthly travelling allowance of Rs 420 or the amount representing refund of bus fares for attending work during the month, whichever is the higher.

Recommendation 30

- 16.2.90 We recommend that the monthly travelling allowance payable to officers who use their own means of transport to attend duty be revised to Rs 500 or the amount which would have been refundable by bus for attending work during the month, whichever is higher.**

Official Travelling by Bus

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

Recommendation 31

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

Bicycle Allowance

- 16.2.93 Officers performing official travelling on bicycle are paid a monthly allowance of Rs 275. However, those who use their bicycles on bad roads are paid an additional amount of Rs 125 monthly. We are maintaining this provision while reviewing the quantum of the allowances.

Recommendation 32

16.2.94 We recommend that:

- (i) the monthly allowance payable to officers performing official travelling on bicycle be revised to Rs 300; and**
- (ii) the additional monthly amount payable to those officers using their bicycle on bad roads be revised to Rs 140.**

Walking Allowance

16.2.95 Officers who are required to walk while performing their duties because their places of work are not accessible by vehicles, are paid a monthly allowance of Rs 275. We are reviewing the allowance.

Recommendation 33

16.2.96 We recommend that the monthly walking allowance payable to officers who are required to walk in the performance of their duties because of inaccessibility by vehicles be revised to Rs 300. This allowance should also be paid to Rodriguan public officers, wherever applicable.

Refund of Bus Fares to Public Officers with Disabilities

16.2.97 Certain employees who suffer from foot/ leg/limb disabilities face difficulties to walk from their residence or office to catch a bus. Under these circumstances, the provision that officers are refunded bus fares whenever the distance for any trip between residence to office exceeds 1.6 km, shall not be applicable. These officers should continue to be refunded their bus fares as recommended below.

Recommendation 34

16.2.98 We recommend that officers who travel by bus and suffer from foot/leg/limb disabilities should continue to be refunded, subject to the approval of their Supervising Officer, bus fares from residence to office and back, even for distance of less than 1.6 km.

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

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

Section IV – Government Official Car Scheme

16.2.101 The broad provisions governing the Government Official Car scheme, that is, the eligibility as well as the attached conditions are set out as hereunder:

- (i) Judges as well as officers drawing a monthly basic salary of Rs 110, 000 and above are entitled to a government official car together with the payment of fuel allowance and a driver's allowance or services of a driver, whichever is applicable. The car is meant for both their official travelling and private use. However, they have to bear the costs of "routine maintenance" in addition to providing shelter for the car;
- (ii) Accounting/Responsible Officers, including Chief Executives of Parastatal Organisations and other Statutory Bodies and Local Authorities as well as Heads of Departments in the civil service, drawing a monthly basic salary of Rs 101,000 but less than Rs 110, 000, benefit from a self-driven government official car, both for official and private use together with the payment of a monthly fuel allowance;
- (iii) while computing the retirement benefits of beneficiaries of the government official car scheme even if they have not taken advantage of the car, the monetary value of the private use of the official car which is determined by the High Powered Committee, is also taken into account. They have to pay tax in respect of the use of the car for private purposes;
- (iv) the beneficiaries, while proceeding on retirement at the age of 55 years or more, may either purchase the official car allocated to them at a depreciated price as established by the Ministry of Finance, Economic Planning and Development or may opt to buy a new duty exempted car within the prescribed ceiling value;
- (v) in lieu of the government official car, the beneficiaries may opt for the payment of a monthly car allowance together with a monthly fuel allowance and 100% duty exemption for the purchase of a car within the prescribed ceiling value as well as loan facilities;
- (vi) the renewal period of government official cars allocated to eligible officers, except for Judges and Officers at this level and above, is five years or as may be determined by the High Powered Committee. The latter also looks into other benefits related to chauffeur/self-driven government car such as petrol allowances, services of a driver, driver's allowance and monetary value for private use of the car for pension purposes; and
- (vii) the duty-free certificate issued to beneficiaries of official car and self-driven car who are eligible for 100% duty exemption on car, on retiring at the age of 55 and above, remains valid as from the date they proceed on pre-retirement leave up to six months after the effective date of their retirement.

The reasons for which the Government Official Car Scheme was introduced are still valid. We are, accordingly, maintaining the scheme and all the provisions related thereto.

Recommendation 35**16.2.102 We recommend that:**

- (i) **Judges and officers drawing a monthly salary of Rs 119500 and above should continue to be entitled to**

either

a government official car, within the prescribed ceiling value, for official use as well as for private purposes together with the payment of a monthly fuel allowance, as may be determined by the High Powered Committee (HPC) and a driver's allowance of Rs 8820 a month or the services of a driver, wherever applicable

or

the payment of a monthly car allowance in lieu of the official car together with a monthly fuel allowance as may be determined by the HPC and 100% duty exemption for the purchase of a car of up to 2000 cc together with loan facilities up to the corresponding ceiling value reimbursable in 60 monthly instalments and a monthly driver's allowance of Rs 8820.

- (ii) **Accounting/Responsible Officers drawing a monthly basic salary of Rs 110125 but less than Rs 119500 should continue to be entitled to**

either

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

or

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

16.2.103 We also recommend that officers, falling under categories at paragraph 16.2.102 who opt for the payment of a monthly car allowance together with 100% duty exemption in lieu of the official car, would be allowed to take advantage of the duty exemption and loan facilities provided they reimburse outstanding loan, if any, on the car purchased previously.

16.2.104 We further recommend that officers who wish to renew their duty exempted car purchased on terms and conditions as laid down at paragraph 16.2.102 above should, at the expiry of the five-year period, be granted loan facilities up to a maximum of 15 months' salary at an interest rate of 3% per annum refundable in 48 monthly instalments.

Recommendation 36

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

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

16.2.106 Officers eligible for official/chauffeur-driven/self-driven cars are allowed to renew their official car every five years. However, the renewal period for Judges and officers at this level and above is four years.

Recommendation 37

16.2.107 We recommend that:

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

16.2.108 We further recommend that beneficiaries of government official cars may be allowed to top up the difference between the duty exempted price of the car and their corresponding prescribed ceiling value, subject to a maximum of 50% of the ceiling value provided they:

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

Services of Driver/Driver's Allowance

16.2.109 As stipulated in our Report, certain categories of officers inclusive of Chief Executives/Responsible and Accounting Officers, appointed on or after 01 January 2013 and drawing a monthly salary of Rs 110000 or above, are entitled to either opt for the services of a Driver on the establishment of the organisation or opt for a driver's allowance in lieu of the services of a Driver. Nevertheless, the approval of the

HPC may be sought to allow these officers to benefit the services of a Driver either on the establishment of the organisation or from an appropriate pool.

Recommendation 38

16.2.110 We recommend that:

- (i) Judges and Chief Executives/Responsible and Accounting Officers of Ministries/Departments who were drawing a monthly salary of Rs 47500 and above as at 30 June 2008 and who have been provided with the services of a driver on the establishment of the organisation may continue with the present arrangement or opt for the driver's allowance in lieu of the services of a driver; and**
- (ii) Officers including Chief Executives/Responsible and Accounting Officers appointed on or after 01 January 2013 and drawing salary of Rs 119500 or more are eligible for a driver's allowance in lieu of the services of a driver. However, subject to the approval of the HPC, such officers may be provided with the services of a driver either on the establishment of the organisation or from the appropriate pool in lieu of the allowance.**
- (iii) Notwithstanding the provision at paragraph (ii), requests from officers entitled to a chauffeur driven car for the provision of the services of a driver in lieu of the allowance, should be submitted to the High Powered Committee for examination and approval on a case to case basis, taking into consideration, among others, the exigencies of their official functions and associated time commitment.**

16.2.111 The provisions at paragraphs 16.2.102 above also apply to Chief Executives of Municipal Councils and District Councils in respect of the payment of the Driver's allowance.

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

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

16.2.112 Existing provisions state that currently, an officer who qualifies for an official car may retain the responsibility of the car or continue to draw the monthly car allowance in lieu of the official car, whichever applicable, while on mission abroad or leave with pay for a period of up to six months. For officers proceeding on leave with pay for a period exceeding six months, the High Powered Committee is empowered to determine on a case-to-case basis, whether request for the retention of government cars or the payment of the monthly car allowance in lieu may be sustained. We are reiterating the existing provisions.

Recommendation 39

16.2.113 We recommend that:

- (i) officers entitled to a government official car (Chauffeur-Driven/ Self-Driven), may continue to retain the responsibility of the car or continue to**

draw the monthly car allowance in lieu of the official car, while on mission abroad or leave with pay for a period of up to six months. This recommendation should also apply to beneficiaries posted to our missions abroad; and

- (ii) the HPC shall continue to examine, on a case-to-case basis, requests for the retention of government cars or the payment of the monthly car allowance in lieu thereof to officers proceeding on leave with pay for the period in excess of six months.**

Duty Exemption to Officers eligible for Chauffeur-Driven Government Car for the purchase of a car for private use

16.2.114 Certain categories of officers at the level of Permanent Secretary and above and who are entitled to an official car, are, by virtue of their work, often required to put in additional hours of work beyond normal office hours. In the given circumstance, they aver that their family are deprived of the use of the official car for as long as they are required to be present at work. In account of their grievance, provision has been made to enable such officers to benefit from duty exemption on the purchase of a car, within the prescribed ceiling value, subject to the approval of the HPC. We are maintaining the prevailing provisions.

Recommendation 40

16.2.115 We recommend that requests from eligible officers for duty exemption for the purchase of a car for private use renewable every seven years together with loan facilities, over and above their present entitlement to an official car, should be looked into by the HPC on a case-to-case basis.

16.2.116 Judges and Officers at this level and above, should be allowed to renew the duty exempted car of up to 2250 cc purchased for private use every five years, subject to the approval of the HPC.

Allocation of Official Car to Officers Appointed in a Temporary Capacity

16.2.117 Officers appointed in a temporary capacity and who qualifies for an official car may at present either opt to be provided with an official car from the pool, for both official travelling and private use, or opt for the payment of a monthly car allowance in lieu of the official car. These officers may also, subject to availability and wherever applicable, benefit from the services of a Driver from the organisation. The existing provisions are appropriate and, therefore, being upheld.

Recommendation 41

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

16.2.119 We also recommend that an officer appointed in a temporary capacity in a grade carrying the benefit of an official car may be allowed to opt for the payment of a monthly car allowance, in lieu of the official car, together with the payment of a monthly fuel allowance which is determined by the HPC. The officer would also be eligible for the monthly driver's allowance of Rs 8820.

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

16.2.120 The provisions of our Report highlight the criteria that have to be fulfilled by certain officers appointed in an acting capacity or assuming the duties of a higher office, to benefit from the use of a chauffeur-driven official car or opt for a monthly car allowance in lieu of the official car, or driver's allowance and fuel allowance, as the case may be. The recommendations are being maintained and the salary scale is being reviewed in line with the Master Salary Conversion Table.

Recommendation 42

16.2.121 We recommend that officers, appointed to act or assigned duties for a period exceeding one year, in a post carrying a monthly salary of Rs 119500 and above and for which actingship or assignment of duties is made on the basis of seniority or selection by the relevant Service Commissions or Board against vacancies or temporary vacancies which would become permanent or vice an officer in a substantive capacity who proceeds on leave with/without pay or on mission may, subject to the approval of the HPC, exceptionally be granted

either

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

or

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

16.2.122 We recommend that officers appointed to act or assigned duties in post carrying a monthly salary of Rs 119500 and above be exceptionally granted either the use of an organisation car along with the services of a driver, if available, or a driver's allowance during their period of actingship, irrespective of the number of days they are on actingship or assignment of higher duties.

Recommendation 43

16.2.123 We recommend that officers, appointed to act or assigned duties for a period exceeding one year in a position of an Accounting/Responsible Officer carrying a monthly salary of Rs 110125 and for which actingship or assignment of duties is made on the basis of seniority or selection by the relevant Service Commissions or Board against vacancies or temporary vacancies which would become permanent or vice an officer in a substantive capacity who proceeds

on leave with pay/without pay or on mission may, subject to the approval of the HPC, exceptionally be granted

either

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

or

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

Recommendation 44

16.2.124 We recommend that the HPC should, on a case-to-case basis, continue to look into, the extension of the recommendation at paragraph 16.2.123 to an officer acting in a grade carrying a monthly salary of at least Rs 119500 though not in an Accounting/Responsible position.

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

16.2.125 Provisions exist for officers assigned the duties of the post of Secretary to the President and Secretary, Public and Disciplined Forces Service Commissions and subsequently appointed in an acting capacity to a grade carrying the benefit of an official car to retain the official car or to take advantage of a car from the pool, pending their substantive appointment. They may also opt for a monthly car allowance in lieu of the official car. These officers may seek the approval of the HPC to request the services of a driver or claim for an allowance thereof. These benefits are also reckoned at the time of retirement of those officers for pension purposes. These provisions are being upheld.

Recommendation 45

16.2.126 We recommend that:

- (i) officers assigned the duties of the post of Secretary to the President and Secretary, Public and Disciplined Forces Service Commissions who are subsequently appointed in an acting capacity in a grade carrying the benefit of a chauffeur-driven/ official car, may be allowed to retain the official car or be provided with a car from the pool until their substantive appointment or may opt for a monthly car allowance in lieu thereof. Such officers would also be eligible for a driver's allowance in lieu of the services of a driver or may seek the approval of the High Powered Committee for the services of a driver;**
- (ii) officers who have opted for the payment of a monthly car allowance in lieu of an official car while, being assigned the duties of the post of Secretary to the President and Secretary, Public and Disciplined Forces Service Commissions may continue to draw this allowance until their substantive appointment; and**

- (iii) officers retiring during the period of assignment of duties in the capacity of Secretary to the President or Secretary, Public and Disciplined Forces Service Commissions would be eligible for the monetary benefits of the private use of the official car for pension purposes, even if they have opted for the payment of the car allowance in lieu of the official car.

Self-Driven Official Car

Change in Entitlement

Recommendation 46

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

Car/Travelling Benefits during Pre-Retirement Leave

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

16.2.128 Officers allocated a chauffeur/self-driven government car are presently authorised to retain the car while on pre-retirement leave and are paid the full monthly fuel allowance during this period. Similarly, they continue to opt for a monthly car allowance in lieu of the official car during the pre-retirement leave along with the fuel allowance. We are maintaining these provisions.

Recommendation 47

16.2.129 We recommend that:

- (i) beneficiaries of a chauffeur/self-driven government car, may during their pre-retirement leave, either continue to retain their car and be paid the monthly fuel allowance or opt for the payment of a monthly car allowance in lieu of the chauffeur/self-driven government car along with the fuel allowance;
- (ii) beneficiaries of an official car who on pre-retirement leave opt for a monthly car allowance in lieu of the official car would also be eligible for a driver's allowance in lieu of the services of a driver;
- (iii) beneficiaries of an official car who opt, while proceeding on leave prior to retirement, for the payment of a driver's allowance in lieu of the services of a driver would benefit from same during their pre-retirement leave;
- (iv) beneficiaries of an official car as well as officers who have opted for a monthly car allowance in lieu of the official car while proceeding on retirement at the age of 55 or above, may

either

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

or

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

- (v) the duty free certificate issued to officers eligible for 100% duty exemption on a car, on retiring at the age of 55 or above, should remain valid as from the date they proceed on pre-retirement leave up to six months after the effective date of their retirement;**
- (vi) an officer who opts for a monthly car allowance in lieu of the official car would also be eligible for the fuel allowance and a driver's allowance in lieu of the services of a driver; and**
- (vii) in case of interdiction, the official car allocated to a beneficiary should be returned to the pool/organisation and the latter be paid the monetary value of the private use of the car during the period of interdiction.**

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

16.2.130 An officer, who at the time of retirement, has already purchased the chauffeur-driven/official car allocated to him or a new duty-free car in lieu thereof and is subsequently employed on a new contract which qualifies him for another chauffeur-driven/official car or a new duty-free car is authorised to purchase the second official/duty free car only after a period of five years have elapsed as from the date of first registration of the last official car. We are maintaining the existing provisions.

Recommendation 48

16.2.131 We recommend that:

- (i) (a) contract officers appointed in the capacity of Responsible and Accounting Officer against established posts may be granted the benefit of a chauffeur-driven car and other car benefits as per terms and conditions at paragraph 16.2.102 as appropriate or may opt for the payment of a monthly car allowance in lieu of the official car;**
- (b) the beneficiary who opts for the use of the official car would not be allowed to purchase the car allocated to him at the expiry of the**

contract unless he has served for a continuous period of five years in that capacity;

- (c) in case the contract officer opts to purchase a duty-exempted car in lieu of a chauffeur-driven car, he would be allowed to take advantage of loan facilities subject to provisions at paragraph 16.2.64;
- (ii) an officer who at the time of retirement purchased the official car allocated to him or a new duty-free car in lieu thereof and who is subsequently employed on a new contract at a level qualifying him for another official car or a new duty-free car in lieu thereof may

either

purchase another official car or the new duty-free car only after a period of five years has elapsed from the date the new duty free car or the official car previously purchased, at the time of retirement, was first registered

or

opt for the payment of a monthly car allowance in lieu of the official car. Such officer would also be eligible for fuel allowance and a driver's allowance; and

- (iii) a Contract Officer appointed in an executive capacity against an established post but not in a Responsible and Accounting position may be granted the respective car benefits as applicable for corresponding grades in the service, except for loan facilities which shall be as per provisions at paragraphs 16.2.45 and 16.2.64.

Travelling to home-based staff posted in our missions

Recommendation 49

16.2.132 We recommend that home-based staff posted in our missions should continue to be entitled to travelling facilities along the same lines as their counterparts serving in Mauritius, depending on the monthly salary drawn, as hereunder:

- (i) the same travelling benefits as applicable to officers in Mauritius, should be granted to home-based staff posted in our overseas missions except for those drawing a monthly salary of Rs119500 and above, payable in hard currency at a fixed rate of exchange;
- (ii) officers drawing a monthly salary of Rs 119500 and above, other than Ambassadors, High Commissioners and Permanent Representatives should, on posting to a mission, be allowed to use the official car and in case no official car is available for this category of officer, incumbent may be allowed to opt for the payment of a car allowance as provided at paragraph 16.2.102(i) of Chapter 16.2 of this Volume; and

- (iii) Ambassadors, High Commissioners, Permanent Representatives and officers drawing a monthly salary of Rs 119500 and above, be provided with an official car without driver while on leave in Mauritius. The officer could, however, be provided with the services of a driver, upon request, to attend official and related functions only.**

Section V – Other Recommendations

Travel Grant and Loan Facilities

16.2.133 Currently, a monthly travel grant of Rs 7250 is being allocated to Advisers/Officers on contract drawing salary in a range of Rs 42325 and up to Rs 56450. Furthermore, those employed in the capacity of professionals are eligible for the purchase of a 100% duty exempted car with engine capacity 1500 cc plus a monthly travelling allowance in line with the grades under Annex 1 to this Chapter. We are maintaining these provisions and reviewing the salary range accordingly in line with the Master Salary Conversion Table.

Recommendation 50

16.2.134 We recommend that Advisers/Officers on contract employment not entitled to 100% duty exemption on a car, but drawing a monthly salary in the range of Rs 47675 and up to Rs 62700 would be eligible for a monthly travel grant of Rs 7500 and should use their car for official purposes whenever required.

16.2.135 We also recommend that Advisers/Officers employed in the capacity of professionals as listed at Annex I to this Chapter, would be eligible for 100% duty exemption on a car together with loan facilities on terms and conditions specified at paragraph 16.2.64 and a travelling allowance as at paragraph 16.2.68 (No. 2).

Reimbursement of Excise Duty by Advisers/Officers on Contract Employment

16.2.136 Advisers/Officers employed on contract who benefit from duty exemption on car, are required to refund excise duty on a *pro-rata* basis in the circumstance the contract is terminated or expires within a period of 4 years as from the date of purchase of the duty exempted car. However, as per existing provisions, the onus to inform the Adviser/Officer of same, rest upon the Supervising Officer of the Ministry/Department at the time of offer of the contract of employment.

16.2.137 As regards retired public officers who are employed on contract and who have benefited from duty exemption on a car, they are not allowed to purchase another duty free car within a period of five or seven years as from the date of the last purchase of the duty exempted car. Furthermore, they are required to reimburse proportionate duty in case the car is sold within four years as from the date it was last purchased.

Recommendation 51

16.2.138 We recommend that:

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

- (ii) the Supervising Officer of the Ministry/Department should, in writing, inform:
 - (a) the Advisers/Officers on contract employment of the provisions regarding the repayment of outstanding loans and excise duty at the time of the offer of contract of employment; and
 - (b) the Customs Department of the Mauritius Revenue Authority of the termination and/or expiry of contract of each beneficiary for the purpose of recovery of excise duty, if any.
- (iii) a retired public officer who has benefited from duty exemption on a car and subsequently qualifies for same, by virtue of employment on contract, would not be allowed to purchase another duty free car within a period of five or seven years, whichever is applicable, as from the date the officer last purchased the duty exempted car; and
- (iv) a contract officer who has benefited from duty exemption on a car should, in line with the recommendation at paragraph 16.2.20 (c), pay proportionate duty if same is sold within four years as from the date of its purchase.

Excise Duty Rebate Scheme

16.2.139 The Ministry of Finance, Economic Planning and Development (MOFEPD) has, in its 2021/2022 Budget, extended the excise duty rebate scheme on motor vehicles for a further period of one year. Under this scheme, a 40% rebate on the excise duty payable is granted on motor cars of up to 1000 cc while a 30% rebate is granted on the purchase of a motorcar of engine capacity above 1000 cc. Furthermore, the 5% excise duty payable on electric vans of up to 180kW used solely for the transportation of goods has been waived. Concurrently, provision has also been made for the beneficiary of a duty exempted car to be allowed to benefit from another duty exempted car within a period of four years, provided that he reimburses the full amount of duty and taxes exempted on the current motor vehicle. **After studying the implication of this provision on the existing car benefits scheme for Public Officers, the MOFEPD may consider the advisability of issuing a set of guidelines for implementation purposes.**

Other Related Provisions

Recommendation 52

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

Recommendation 53

16.2.141 We recommend that beneficiaries who would have been eligible for car benefits on 01 January 2022 but with the publication of the 2021 Report, would not be eligible for same, should be granted this benefit on a personal basis.

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

Accountant/Senior Accountant

Agricultural Engineer

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

Architect/Senior Architect

Assistant Accountant General

Assistant Curator of Vacant Estates

Attorney (RRA)

Auditor

Ayurvedic Medical Officer/Senior Ayurvedic Medical Officer

Barrister, National Human Rights Commission

Biomedical Engineer/Senior Biomedical Engineer (Health) (New Grade)

Biomedical Engineer/Senior Biomedical Engineer (Health)
formerly Biomedical Engineer (Health)

Chief Officer

Co-operative Auditor

Curator of Vacant Estates

Dental Surgeon/Senior Dental Surgeon

Deputy Project Manager

District Magistrate

Electrical Engineer/Senior Electrical Engineer

Engineer

Engineer (Airworthiness – Air Frame/Power Plant)

Engineer (Communication, Navigation and Surveillance)

Engineer/Senior Engineer (Civil)

ANNEX I (Contd.)

Engineer/Senior Engineer, Energy Efficiency

Engineer/Senior Engineer (Planning/Maintenance)

Engineer/Senior Engineer (Project/Planning)

Financial and Governance Analyst/Senior Financial and Governance Analyst
(Personal to the Financial and Management Analyst and Senior Financial and Management Analyst in post as at 30.06.08)

Geotechnical Specialist

Government Valuer

Judicial Research Officer (Personal)

Lead Architect

Lead Biomedical Engineer (Health) (New Grade)

Lead Electrical Engineer

Lead Engineer

Lead Engineer (Planning/Maintenance)

Lead Engineer (Project/Planning)

Lead Engineer, Energy Efficiency (New Grade)

Lead Government Valuer

Lead Mechanical Engineer

Lead Quantity Surveyor

Lead Sanitary Engineer

Legal Officer (RRA)

Mechanical Engineer/Senior Mechanical Engineer

Medical and Health Officer/Senior Medical and Health Officer

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

Pharmacist/Senior Pharmacist (Personal)

Pharmacist/Senior Pharmacist (Roster Day and Night) (New Grade)

Principal Agricultural Engineer

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

ANNEX I (Contd.)

Principal Auditor

Principal Co-operative Auditor

Principal Pharmacist

Project Manager

Project Manager (National Development Unit)

Project Officer (Ministry of Environment, Solid Waste Management and Climate Change)

Project Officer/Senior Project Officer (National Development Unit)

Quantity Surveyor/Senior Quantity Surveyor

Sanitary Engineer/Senior Sanitary Engineer

Senior Agricultural Engineer

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

Senior Auditor

Senior Co-operative Auditor

Senior District Magistrate

Senior Engineer (Airworthiness – Air Frame/Power Plant)

Senior Engineer (Communication, Navigation and Surveillance)

Senior Government Valuer

Senior State Attorney

Senior State Counsel

Senior Town and Country Planning Officer

State Attorney

State Counsel

Telecommunication Engineer/Senior Telecommunication Engineer

Town and Country Planning Officer

Trainee Police Medical Officer

Veterinary Officer

Veterinary Officer (Competent Authority)

ANNEX I (Contd.)**PARASTATAL AND OTHER STATUTORY BODIES**

Accountant (drawing salary in the scale the maximum of which is not less than Rs 62700 a month)

Internal Auditor (drawing salary in a scale the maximum of which is not less than Rs 62700 a month)

Accountant/Senior Accountant

Senior Accountant

Chief Internal Auditor

Senior Internal Auditor

Internal Auditor/Senior Internal Auditor

Agricultural Marketing Board

Electrical Engineer/Senior Electrical Engineer

formerly Electrical Engineer

Beach Authority

Project Officer

Technical Manager

Central Water Authority

Executive Engineer/Senior Executive Engineer

Executive Engineer/Senior Executive Engineer (Electrical)

Mechanical Engineer/Senior Mechanical Engineer

Financial Reporting Council

Assistant Technical Executive

Gambling Regulatory Authority

Administrative and Human Resource Manager

Land Drainage Authority

Assistant Director

ANNEX I (Contd.)

Mauritius Cane Industry Authority

Operations Manager (Agricultural Mechanisation)

Workshop Manager

Mauritius Qualifications Authority

Finance Manager (New Grade)

Road Development Authority

Assistant Divisional Manager (Civil Engineering)

Senior Manager (Civil Engineering)

Manager (Civil Engineering)

State Trading Corporation

Assistant Financial Manager

Town and Country Planning Board

Planning Officer/Senior Planning Officer

Trust Fund for Specialised Medical Care (Cardiac Centre)

Pharmacist/Senior Pharmacist

Specialised Registered Medical Officer

Trainee Specialised Registered Medical Officer

ANNEX I (Contd.)

LOCAL AUTHORITIES

Accountant (drawing salary in a scale the maximum of which is not less than Rs 62700 a month)

Accountant/Senior Accountant

Attorney

Barrister

Civil Engineer

Head, Land Use and Planning Department

Head, Public Infrastructure Department

Internal Auditor/Senior Internal Auditor
formerly Internal Auditor

Internal Auditor/Senior Internal Auditor (possessing the ACCA Final or equivalent) (Personal to officer in post as at 30.06.08) *formerly Internal Auditor (possessing the ACCA Final or equivalent) (Personal to officer in post as at 30.06.08)*

Mechanical Engineer/Senior Mechanical Engineer

Planning and Development Officer

Principal Accountant

ANNEX II

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

CIVIL SERVICE

MINISTRY/DEPARTMENT	GRADE
The Judiciary	Chief Court Usher Principal Court Usher Senior Court Usher Court Usher
National Assembly	Clerk Assistant, National Assembly Hansard Editor Manager, Parliamentary Digital Services <i>formerly Parliamentary ICT Manager</i>
Ombudsman's Office	Senior Investigations Officer, Ombudsman's Office
Office of the Electoral Commissioner	Principal Electoral Officer Senior Electoral Officer Electoral Officer
Prime Minister's Office, Ministry of Defence, Home Affairs, and External Communications, and Ministry for Rodrigues, Outer Islands and Territorial Integrity	Principal Co-ordinator, Security Matters Co-ordinator, Security Matters Assistant Permanent Secretary Public Relations and Welfare Officer
Reform Institutions	Assistant Commissioner of Probation and After Care Principal Probation Officer Senior Probation Officer Probation Officer
Government Information Service	Senior Information Officer Information Officer Head, Audio-Visual Production Officer Cadre <i>formerly Head, Audio-Visual Production Officer</i> Principal Audio-Visual Production Officer Senior Audio-Visual Production Officer

ANNEX II (Contd)

MINISTRY/DEPARTMENT	GRADE
Department of Civil Aviation	Maintenance Superintendent Maintenance Supervisor (Communication, Navigation and Surveillance) Senior Maintenance Officer (Communication, Navigation and Surveillance) Station Officer
Pay Research Bureau	Survey Officer
Mauritius Police Force	Chief Catering Administrator
Mauritius Prisons Service	Prisons Psychologist/Senior Prisons Psychologist <i>formerly Prisons Psychologist</i>
Forensic Science Laboratory	Forensic Scientist/Senior Forensic Scientist Principal Forensic Technologist Chief Forensic Technologist
Civil Status Division	Deputy Registrar of Civil Status Principal Civil Status Officer
Deputy Prime Minister's Office, Ministry of Housing and Land Use Planning and Tourism	
Survey Division	Senior Surveyor Surveyor
Planning Division	Principal Technical Design Officer Senior Development Control Officer Development Control Officer
Valuation Department	Chief Property Valuation Inspector Principal Property Valuation Inspector Senior Property Valuation Inspector
Ministry of Tourism	Senior Tourism Planning Executive <i>formerly Senior Tourism Planner</i> Tourism Planning Executive <i>formerly Tourism Planner</i> Organiser, Leisure Events <i>formerly Leisure Events Organiser</i> Senior Leisure Events Officer Leisure Events Officer Tourism Enforcement Officer

ANNEX II (Contd)

MINISTRY/DEPARTMENT	GRADE
Vice Prime Minister's Office Ministry of Education, Tertiary Education, Science and Technology	Music Organiser
	Physical Education Organiser
	Senior School Inspector
	School Inspector
	Senior Supervisor Oriental Languages
	Supervisor Oriental Languages
	Assistant Supervisor Oriental Languages
	Supervisor (The Arts)
	Assistant Supervisor (The Arts)
	Senior Educational Social Worker
	Principal ICT Technician
	ICT Technician/Senior ICT Technician
	Inspector, Specialised Schools/Day Care Centres
	Senior Educational Psychologist
	Educational Psychologist
Educational Social Worker	
Quality Assurance Officer	
Vice Prime Minister's Office, Ministry of Local Government and Disaster Risk Management	Chief Inspector
	Senior Inspector
Mauritius Fire and Rescue Service	Deputy Chief Fire Officer
Mauritius Meteorological Services	Meteorologist/Senior Meteorologist
Ministry of Land Transport and Light Rail, and Foreign Affairs, Regional Integration and International Trade	
National Land Transport Authority	Chief Road Transport Inspector
	Principal Road Transport Inspector
	Senior Road Transport Inspector (Roster)
	Road Transport Inspector (Roster)
	Assistant Transport Planner
	Principal Traffic Warden (Roster)
	Senior Traffic Warden (Roster)
	Traffic Warden (Roster)
Traffic Management and Road Safety Unit	Traffic Census Officer
	Senior Traffic Census Officer

ANNEX II (Contd)

MINISTRY/DEPARTMENT	GRADE
Foreign Affairs, Regional Integration and International Trade	Second Secretary
Ministry of Finance, Economic Planning and Development	Analyst/Senior Analyst Senior Analyst (Personal) Assistant Manager, Financial Operations (Personal to officers in post as at 31.12.15) Assistant Manager, Financial Operations Assistant Manager, Procurement and Supply (Personal to officers in post as at 31.12.15) Assistant Manager, Procurement and Supply Assistant Manager, Internal Control (Personal to officers in post as at 31.12.15) Assistant Manager, Internal Control Deputy Official Receiver Official Receiver
Ministry of Energy and Public Utilities	
Water Resources Unit	Senior Hydrological Officer Hydrological Officer Senior Inspector Technical Officer
Ministry of Social Integration, Social Security and National Solidarity	Head, Disability Empowerment Unit Head, Technical Unit <i>formerly Coordinator</i> Principal Disability Empowerment Officer Disability Empowerment Officer/Senior Disability Empowerment Officer Senior Organising Officer, Recreation Centre Assistant Commissioner, Social Security Principal Social Security Officer Senior Social Security Officer

ANNEX II (Contd)

MINISTRY/DEPARTMENT	GRADE
Ministry of Industrial Development, SMEs and Cooperatives	
Industry Development Division	Senior Industrial Analyst <i>formerly Senior Analyst (Industry)</i> Industrial Analyst <i>formerly Analyst (Industry)</i>
Assay Office	Assistant Director, Assay Office Technical Officer/Senior Technical Officer (Assay Office) Gemmologist Scientific Officer (Assay) <i>formerly Scientific Officer (Assay and Gemmology)</i>
Cooperatives Division	Divisional Co-operative Officer Principal Co-operative Officer Senior Co-operative Officer Co-operative Officer Senior Co-operative Development Officer Co-operative Development Officer
Ministry of Environment, Solid Waste Management and Climate Change	
Department of Environment	Scientific Officer (Environment) Environment Officer/Senior Environment Officer Chief Inspector Senior Inspector
Solid Waste Management Division	Principal Technical Enforcement Officer Senior Technical Enforcement Officer Technical Enforcement Officer Technical Officer Principal Project Officer Project Officer/Senior Project Officer
Ministry of Financial Services and Good Governance	Financial and Governance Analyst/Senior Financial and Governance Analyst

ANNEX II (Contd)

MINISTRY/DEPARTMENT	GRADE
Attorney General's Office, Ministry of Agro-Industry and Food Security	
Agricultural Services	Senior Agricultural Analyst Senior Agricultural Superintendent Agricultural Superintendent Senior Scientific Officer Scientific Officer Senior Technical Officer Senior Laboratory Technologist Laboratory Technologist Transport Superintendent
Forestry Services	Assistant Conservator of Forest/Senior Assistant Conservator of Forest Divisional Forest Officer Chief Forest Conservation and Enforcement Officer
National Parks and Conservation Service	Technical Officer/Senior Technical Officer (Conservation) Senior Scientific Officer (Conservation) Scientific Officer (Conservation)
Ministry of Youth Empowerment, Sports and Recreation	Assistant Director of Youth Affairs Principal Youth Officer Senior Youth Officer Senior Youth Officer (Personal) Youth Officer Senior Sports Officer Sports Officer

ANNEX II (Contd)

MINISTRY/DEPARTMENT	GRADE
Ministry of National Infrastructure and Community Development	
National Infrastructure Division	
Engineering Section	Superintendent of Works
Quantity Surveying Section	Chief Inspector of Works
Architect Section	Senior Inspector of Works
	Principal Materials Testing Officer
	Principal Technical and Mechanical Officer
	Senior Technical and Mechanical Officer
	Technical and Mechanical Officer
	Principal Technical Officer (Civil Engineering)
	Senior Technical Officer (Civil Engineering)
	Technical Officer (Civil Engineering)
	Technical Officer
	Assistant Quantity Surveyor
	Senior Materials Testing Officer
	Materials Testing Officer
	Technical Officer (Electrical and Electronics)
	Chief Technician (Quantity Surveying)
	Principal Technician (Quantity Surveying)
	Senior Technician (Quantity Surveying)
	Chief Technical Design Officer
	Principal Technical Design Officer
	Landscape Architect
National Development Unit	Project Assistant
	Senior Regional Development Officer
	Regional Development Officer
	Assistant Citizen's Advice Bureau Coordinator
	Citizen's Advice Bureau Coordinator
Energy Services Division	Chief Inspector
	Principal Inspector
	Senior Inspector
	Chief Technician
	Principal Technician
	Senior Technician

ANNEX II (Contd)

MINISTRY/DEPARTMENT	GRADE
Ministry of Information Technology, Communication and Innovation	
Central Information Systems Division	Senior Systems Analyst Systems Analyst
Ministry of Labour, Human Resource Development and Training	
Labour and Industrial Relations	Principal Labour and Industrial Relations Officer Senior Labour and Industrial Relations Officer Labour and Industrial Relations Officer
Employment Service	Deputy Director, Employment Service Chief Employment Officer Senior Employment Officer Deputy Director, National Employment Department Chief Employment Coordinator Senior Employment Counselling Officer
National Remuneration Board	Senior Remuneration Analyst Remuneration Analyst
Occupational Safety and Health Inspectorate	Divisional Occupational Safety and Health Officer Principal Occupational Safety and Health Officer Occupational Safety and Health Officer/Senior Occupational Safety and Health Officer
Registry of Associations	Principal Inspector of Associations Senior Inspector of Associations Inspector of Associations
Careers Guidance Service	Senior Careers Counsellor Careers Counsellor

ANNEX II (Contd)

MINISTRY/DEPARTMENT	GRADE
Ministry of Commerce and Consumer Protection	
Consumer Protection and Market Surveillance Unit	Principal Consumer Affairs Officer Senior Consumer Affairs Officer Consumer Affairs Officer
Commerce Division	Legal Metrologist Senior Technical Officer (Legal Metrology) Technical Officer (Legal Metrology) (Personal) Senior Commercial Officer Commercial Officer
Ministry of Health and Wellness	Chief Pharmacy Technician Coordinator (Operations Support Services) Chief Medical Imaging Technologist Principal Medical Social Worker Chief Medical Laboratory Technologist Medical Social Worker/Senior Medical Social Worker Deputy Director, Public Health and Food Safety Nutritionist/Senior Nutritionist Lead Health Analyst Principal Public Health and Food Safety Inspector Senior Public Health and Food Safety Inspector Principal Health Surveillance Officer Senior Nurse Educator Occupational Therapist/Senior Occupational Therapist Physiotherapist/Senior Physiotherapist Principal Health Information, Education and Communication Officer Senior Health Information, Education and Communication Officer Health Information, Education and Communication Officer Senior Public Health Nursing Officer Senior Health Engineering Officer Health Engineering Officer Health Promotion Coordinator Speech Therapist and Audiologist/Senior Speech Therapist and Audiologist

ANNEX II (Contd)

MINISTRY/DEPARTMENT	GRADE
Ministry of Health and Wellness (Contd.)	Clinical Psychologist
	Clinical Scientist/Senior Clinical Scientist (Biochemistry)
	Clinical Scientist/Senior Clinical Scientist (Virology)
	Principal Public Health Nursing Officer
	Regional Health Services Administrator
	Principal Biomedical Engineering Technician
	Senior Biomedical Engineering Technician
	Blood Donor Coordinator
	Scientific Officer/Senior Scientific Officer, Vector Biology and Control Division
	Senior Specialised Nurse
	Haemodialysis Supervisor
	Specialised Nurse
	Specialised Nurse (Diabetes)
	Specialised Nurse (Diabetes Foot Care)
	Senior Specialised Nurse (Diabetes)
	Senior Specialised Nurse (Diabetes Foot Care) (New Grade)
	Nursing Supervisor
	Ministry of Blue Economy, Marine Resources, Fisheries and Shipping
Deputy Controller, Fisheries Protection Service	
Assistant Controller, Fisheries Protection Service	
Principal Fisheries Protection Officer	
Principal Technical Officer (Fisheries)	
Senior Technical Officer (Fisheries)	
Technical Officer (Fisheries)	
Scientific Officer/Senior Scientific Officer (Fisheries)	

ANNEX II (Contd)

MINISTRY/DEPARTMENT	GRADE
Ministry of Gender Equality and Family Welfare	Senior Organising Officer, Women's Centre (Personal)
	Head, Home Economics Unit (Personal)
	Senior Home Economics Officer
	Home Economics Officer
	Psychologist/Senior Psychologist
	Family Counselling Officer
	Co-ordinator
	Senior Family Welfare and Protection Officer
	Family Welfare and Protection Officer
	Senior Child Welfare Officer (Personal)
Social Welfare Division	Deputy Social Welfare Commissioner
	Principal Social Welfare Officer
	Senior Social Welfare Officer
	Social Welfare Officer
Ministry of Arts and Cultural Heritage	Chief Arts Officer
	Principal Arts Officer
	Senior Arts Officer
	Arts Officer
	Senior Culture Officer
	Culture Officer
	Theatre Manager
Coordinator, CELPAC	
Film Classification Board	Secretary, Film Classification Board
National Archives Department	Conservator (Personal to the officer in post as at 31.12.20)
Ministry of Public Service, Administrative and Institutional Reforms	Assistant Manager, Human Resources (Personal to officers in post as at 31.12.15)
	Assistant Manager, Human Resources
	Director, Safety and Health Unit
	Assistant Director, Safety and Health Unit
	Principal Safety and Health Officer
	Safety and Health Officer/Senior Safety and Health Officer

ANNEX II (Contd.)**RODRIGUES REGIONAL ASSEMBLY**

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

DEPARTMENT	GRADE
Office of the Clerk	Deputy Clerk, Regional Assembly
Chief Commissioner's Office	
Central Administration	Administrative Officer
	Analyst/Senior Analyst, Rodrigues Regional Assembly <i>formerly Analyst, Rodrigues Regional Assembly</i> <i>Senior Analyst, Rodrigues Regional Assembly</i>
	Assistant Manager, Financial Operations
	Assistant Manager, Financial Operations (Personal to officers in post as at 31.12.15)
	Assistant Manager, Human resources (Personal to officers in post as at 31.12.15)
	Assistant Manager, Human Resources
	Safety and Health Officer/Senior Safety and Health Officer
Transport	Head, Transport
Management of State Lands	Senior Surveyor
	Surveyor

ANNEX II (Contd.)

DEPARTMENT	GRADE
Tourism Development	Tourism Enforcement Officer
Education	Senior School Inspector School Inspector
Deputy Chief Commissioner's Office	
Public Infrastructure Water Resources Unit Mechanical Workshop	Chief Inspector of Works Senior Inspector of Works Technical Officer
Land Transport Services (National Land Transport Authority)	Senior Road Transport Inspector (Roster) Road Transport Inspector (Roster)
Commission for Women's Affairs, Family Welfare, Child Development, Industrial Development, Information and Communication Technology, Vocational Training, Cooperatives, Trade, Commerce and Licensing and Prisons and Reforms Institutions	
Women's Affairs, Family Welfare and Child Development	Family Welfare and Protection Officer
Industrial Development and Handicraft Department	Industrial Analyst <i>formerly Analyst (Industry)</i> Senior Industrial Analyst <i>formerly Senior Analyst (Industry)</i>
Information and Communication Technology Department	Systems Analyst
Human Resource Development Centre	Head, Human Resource Development Centre Co-ordinator, Human Resource Development Centre

ANNEX II (Contd.)

DEPARTMENT	GRADE
Promotion and Development of Co-operatives	Officer-in-Charge, Cooperatives
	Assistant Officer-in-Charge, Cooperatives
	Senior Cooperative Officer
	Cooperative Officer
Probation and Social Rehabilitation Division	Senior Probation Officer
	Probation Officer
Commission for Health, Community Development, Fire Services, Meteorological Services, Judicial Services and Civil Status	
Medical and Health (Administration)	Nutritionist/Senior Nutritionist
	Head Catering Unit
	Principal Inspector (Health and Food Safety)
	Senior Inspector (Health and Food Safety)
	Nursing Supervisor
	Social Welfare Officer
Promotion of Community Development Civil Status Division	Officer-in-Charge, Civil Status
Commission for Social Security, Housing, Labour and Industrial Relations, Employment and Consumer Protection	
Social Security	Principal Social Security Officer
	Senior Social Security Officer

ANNEX II (Contd.)

DEPARTMENT	GRADE
Labour and Industrial Relations	Labour and Industrial Relations Officer
	Inspector of Associations
	Occupational Safety and Health Officer/Senior Occupational Safety and Health Officer
Employment Division	Head, Employment Service
	Senior Employment Officer
Consumer Protection Division	Officer-in-Charge, Consumer Affairs
	Senior Consumer Affairs Officer
	Consumer Affairs Officer
Commission for Agriculture, Environment, Fisheries, Marine Parks and Forestry	
Agricultural Research and Extension Services	Scientific Officer/Senior Scientific Officer
	Agricultural Superintendent
	Senior Technical Officer (Agriculture)
	Technical Officer (Agriculture)
Environment Division	Environment Officer
	Environment Enforcement Officer
Department of Fisheries	Controller, Fisheries Protection Service (Rodrigues)
	Deputy Controller, Fisheries Protection Service (Rodrigues)
	Assistant Controller, Fisheries Protection Service (Rodrigues)
	Scientific Officer (Fisheries)
	Principal Fisheries Protection Officer

ANNEX II (Contd.)**DEPARTMENT****GRADE**

**Commission for Youth and Sports, Arts and
Culture, Library Services, Museum, Archives,
Historical Sites and Buildings**

Youth Division

Head, Youth Services

Principal Youth Officer

Senior Youth Officer (Personal)

Senior Youth Officer

Youth Officer

Sports Division

Sports Officer

Arts and Culture Department

Arts Officer (Rodrigues)

Culture Officer

Senior Culture Officer

ANNEX II (Contd.)**List of grades eligible for loan to purchase a 70 % duty exempted car
for official travelling****PARASTATAL AND OTHER STATUTORY BODIES**

ORGANISATION	GRADE
Aapravasi Ghat Trust Fund	World Heritage Site Manager
Agricultural Marketing Board	Head Operations Officer Seeds Officer
Beach Authority	Senior Beach Enforcement Officer Beach Enforcement Officer Senior Beach Works Inspector Beach Works Inspector Technical Officer (Civil)
Central Water Authority	Chief Works Officer Meter Reading Supervisor Safety and Health Officer/Senior Safety and Health Officer Scientific Officer (Biochemistry) Senior Inspector Senior Internal Control Officer Senior Scientific Officer (Biochemistry) Superintendent, Anti-Fraud Unit Surveyor Technical Officer/Senior Technical Officer Technical Officer/Senior Technical Officer (Laboratory)

ANNEX II (Contd.)

ORGANISATION	GRADE
Employees Welfare Fund	Project and Welfare Manager <i>formerly Project Manager</i>
Food and Agricultural Research and Extension Institute	Manager, Finance Biometrician/Senior Biometrician Maintenance Officer Research Scientist/Senior Research Scientist Assistant Research Scientist Business Development Manager Senior Extension Officer (Personal) Extension Officer (Personal) Extension Officer/Senior Extension Officer Station/Laboratory Manager
Irrigation Authority	Divisional Irrigation Operation Officer Irrigation Operation Officer Safety and Health Officer/Senior Safety and Health Officer Senior Technical Officer (Civil) Technical Officer (Civil)
Manufacturing Sector Workers Welfare Fund	Programme Welfare Officer
Mauritius Film Development Corporation	Project and Programme Officer Senior Project and Programme Officer

ANNEX II (Contd.)**ORGANISATION****GRADE****Mauritius Cane Industry
Authority**

Area Superintendent

LAMU/Nursery Co-ordinator (Personal to
incumbent of Ex-Farmers' Service
Corporation as at 30.06.08)Technical Officer/Senior Technical Officer
(Research)Operations Officer (Agricultural
Mechanisation)Operations Superintendent (Agricultural
Mechanisation)Sugar Technologist/Senior Sugar
TechnologistTechnical and Mechanical Officer/Senior
Technical and Mechanical OfficerTechnical Officer/Senior Technical Officer
(Extension)**Mauritius Institute of Training and
Development**Assistant Manager (Personal to incumbent
of Ex-IVTB as at 30.06.08)Coordinator (Personal to incumbent
of Ex-IVTB as at 30.06.08)Curriculum Officer (Personal to incumbent
of Ex-IVTB as at 30.06.08)Psychologist (Personal to incumbent
of Ex-IVTB as at 30.06.08)Safety and Health Officer/Senior Safety and
Health Officer (Personal to incumbent
of Ex-IVTB as at 30.06.08)

ANNEX II (Contd.)

ORGANISATION	GRADE
Mahatma Gandhi Institute	Head, Gandhian Basic School
	Lecturer
Mauritius Broadcasting Corporation	Chief Broadcast Technologist (Personal)
	Chief Technical Producer (Roster)
	News Editor/Senior News Editor (Roster)
	News Editor/Senior News Editor (Roster) (Personal)
	Producer/Senior Producer (Roster)
Mauritius Examinations Syndicate	Examinations Officer
Mauritius Institute of Education	Chief Technician
	Lecturer
	Safety and Health Officer/Senior Safety and Health Officer
Mauritius Institute of Health	Research Officer/Senior Research Officer
Mauritius Museums Council	Conservator
	Curator
Mauritius Standards Bureau	Financial Manager
	Manager
	Quality Officer
Mauritius Oceanography Institute	Associate Research Scientist
	Principal Research Scientist
	Research Scientist
	Technical Assistant/Senior Technical Assistant
National Children's Council	Coordinator
	Council Secretary

ANNEX II (Contd.)

ORGANISATION	GRADE
National Computer Board	Business Analyst/IT Consultant/Research Officer (Personal to officers in post as at 31.12.15)
	Project Supervisor
National Transport Corporation	NTC Regional Manager
	Senior Traffic Controller
	Technical and Mechanical Officer/Senior Technical and Mechanical Officer
	Traffic Controller
National Women's Council	Supervisor, Women's Association
Open University of Mauritius	Academic Media Coordinator (Personal)
	Head, Audio-Visual Production
	Head, Engineering and Technology Services
	Lecturer
	Marketing and Development Officer (Personal)
	Senior Academic Media Coordinator
	Educational Social Worker
Private Secondary Education Authority	Inspector (Personal)
	Quality Assurance Officer
	Safety and Health Officer/Senior Safety and Health Officer
	Supervisor/Senior Supervisor
Rabindranath Tagore Institute	Lecturer

ANNEX II (Contd.)

ORGANISATION	GRADE
Road Development Authority	Chief Inspector of Works
	Chief Technical Design Officer
	Materials Testing Officer
	Principal Technical Design Officer
	Principal Technical Officer (Civil Engineering)
	Safety and Health Officer/Senior Safety and Health Officer
	Senior Inspector of Works
	Senior Technical Officer (Civil Engineering)
	Senior Technical Officer (Materials Testing Laboratory)
	Superintendent of Works
	Surveyor
	Technical Officer (Civil Engineering)
	Technical Officer (Materials Testing Laboratory)
Small Farmers Welfare Fund	Programme Welfare Officer
	Technical Officer
Sugar Insurance Fund Board	Area Manager
	Field/Operations Supervisor
	Land Surveyor
	Manager, Finance

ANNEX II (Contd.)

ORGANISATION	GRADE
Sugar Industry Labour Welfare Fund	Commissioner, Community Development
	Principal Community Development Officer
	Senior Community Development Officer
	Senior Inspector
	Inspector
	Safety and Health Officer/Senior Safety and Health Officer
	Supervisor, Dressmaking and Related Craft
Ex-Tertiary Education Commission	Deputy Financial Controller
Ex-Tea Board	Technical Officer
Ex-Tobacco Board	Senior Tobacco Officer
	Tobacco Officer
Tourism Authority	Assistant Examiner
	Principal Tourism Enforcement Officer
	Senior Tourism Enforcement Officer
	Tourism Enforcement Officer
Tourism Employees Welfare Fund	Programme Welfare Officer
Town and Country Planning Board	Administrative Manager
	Chief Planning Inspector
	Senior Planning Inspector
	Planning Inspector
Université des Mascareignes	Lecturer
University of Mauritius	Lecturer
University of Technology, Mauritius	Lecturer

ANNEX II (Contd.)

ORGANISATION	GRADE
Vallée D'Osterlog Endemic Garden Foundation	Technical Officer
Wastewater Management Authority	Chief Works Inspector
	Land Surveyor
	Principal Technical Design Officer
	Safety and Health Officer/ Senior Safety and Health Officer
	Scientific Officer
	Senior Technical Officer (Mechanical and Electrical)
	Senior Technical Officer (Civil)
	Senior Works Inspector
	Technical Officer (Civil)
	Technical Officer (Mechanical and Electrical)

ANNEX II (Contd.)

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

LOCAL AUTHORITIES

CITY AND MUNICIPAL COUNCILS

DISTRICT COUNCILS

Assistant Chief Executive

Building Inspector

Chief Building Inspector

Chief Health Inspector

Chief Inspector of Works

Chief Welfare Officer

Deputy Chief Executive

Deputy Chief Health Inspector

Deputy Superintendent of Parks and Gardens

Engineering Assistant

Financial Operations Officer (Personal to incumbent in post as at 30.06.08)

Land Surveyor

Planning and Development Inspector

Principal Health Inspector

Principal Welfare Officer

Safety and Health Officer/Senior Safety and Health Officer

Senior Building Inspector

Senior Health Inspector

Senior Inspector of Works

Senior Usher/Prosecutor (Personal)

Superintendent of Parks and Gardens

Treasurer

ANNEX III**List of grades eligible for loan to purchase an
autocycle/motorcycle for official travelling****CIVIL SERVICE**

MINISTRY/DEPARTMENT	GRADE
Prime Minister's Office, Ministry of Defence, Home Affairs and External Communications, Rodrigues, Outer Islands and territorial Integrity	Mauritius Police Force
	Inspector of Police
	Band Inspector
	Woman Police Inspector
	Sub-Inspector of Police
	Band Sub-Inspector
	Woman Sub-Inspector of Police <i>formerly Woman Police Sub-Inspector</i>
	Police Sergeant
	Band Sergeant
	Woman Police Sergeant
	Police Corporal
	Band Corporal
	Woman Police Corporal
	Police Constable
	Band Constable
	Woman Police Constable
	Cadet Officer (Communication Engineer)
	Cadet Officer (Electrical and Mechanical Engineer)
Cadet Officer (Graduate)	
Cook (Roster)	

ANNEX III (Contd.)

DEPARTMENT	GRADE
Mauritius Prison Service	Principal Woman Prisons Officer
	Principal Prisons Officer
	Woman Prisons Officer/Senior Woman Prisons Officer
	Prisons Officer/Senior Prisons Officer
	Cook (Roster)
Rehabilitation Youth Centre	Principal Officer, Rehabilitation Youth Centre
	Senior Officer, Rehabilitation Youth Centre
	Officer, Rehabilitation Youth Centre
	Principal Woman Officer, Rehabilitation Youth Centre
	Senior Woman Officer, Rehabilitation Youth Centre
Ministry of Housing and Land Use Planning	Woman Officer, Rehabilitation Youth Centre
Valuation Department	Property Valuation Inspector
Ministry of Local Government and Disaster Risk Management	Inspector
	Assistant Inspector of Works
Mauritius Fire and Rescue Service	Firefighter
	Sub Fire Officer <i>formerly Sub-Officer</i>
	Station Fire Officer <i>formerly Station Officer</i>

ANNEX III (Contd.)

DEPARTMENT	GRADE
Ministry of Finance, Economic Planning and Development	
Statistics Mauritius	Statistical Officer/Senior Statistical Officer <i>formerly Statistical Officer</i> <i>Senior Statistical Officer</i>
Ministry of Energy and Public Utilities	
Water Resources Unit	Gauge Reader
Ministry of Social Integration, Social Security, and National Solidarity	Higher Social Security Officer
Mauritius Maritime Training Academy	Petty Officer
Attorney General's Office, Ministry of Agro-Industry and Food Security	
Agricultural Services	Hatchery Operator
Forestry Services	Principal Forest Conservation and Enforcement Officer Senior Forest Conservation and Enforcement Officer Forest Conservation and Enforcement Officer
National Parks and Conservation Service	Senior Park Ranger Park Ranger Assistant Park Ranger
Ministry of Youth Empowerment, Sports and Recreation	Coach Senior Coach Foreman Swimming Pool Attendant (Roster)

ANNEX III (Contd.)

DEPARTMENT	GRADE
Ministry of National Infrastructure and Community Development	Assistant Inspector of Works
	Inspector of Works
	Chief Tradesman
	Field Supervisor
	Senior Field Supervisor
	Foreman
	Chief Electrician
Energy Services Division	Chief Plant Mechanic
	Foreman
	Inspector (Personal)
	Employment Officer (Personal to incumbent in post as at 31.12.20)
Ministry of Labour, Human Resource Development and Training	Employment Counselling Officer
	Ambulance Care Attendant (shift)
Ministry of Health and Wellness	Assistant Supervisor, Rodent Control
	Supervisor, Rodent Control
	Senior Supervisor, Rodent Control
	Community Health Development Motivator
	Community Health Rehabilitation Officer
	Cook (Roster)
	Health Surveillance Officer

ANNEX III (Contd.)**DEPARTMENT****GRADE****Ministry of Health and Wellness
(Contd.)**Hospital Executive Assistant (on
shift)

Insecticide Sprayer Operator

Mortuary Attendant (on roster)

Motivator

Public Health and Food Safety
Inspector

Rodent Control Attendant

Senior Health Surveillance
Officer

Senior Statistical Officer

Statistical Officer

Time Keeper (Health)

Ward Assistant (Male and
Female)**Ministry of Blue Economy, Marine
Resources, Fisheries and Shipping**Senior Fisheries Protection
Officer

Fisheries Protection Officer

ANNEX III (Contd.)

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

RODRIGUES REGIONAL ASSEMBLY

GRADE

Agricultural Assistant
Ambulance Care Attendant (Shift)
Assistant Inspector of Works
Chief Forest Conservation and Enforcement Officer
Chief Tradesman
Coach
Community Health Rehabilitation Officer
Cook (Roster)
Employment Officer
Field Assistant
Field Supervisor
Firefighter
Fisheries Protection Officer
Foreman
Forest Conservation and Enforcement Officer
Higher Social Security Officer
Hydrological Technician
Insecticide Sprayer Operator
Inspector of Works
Mortuary Attendant (Roster)
Principal Forest Conservation and Enforcement Officer
Principal Prisons Officer
Prisons Officer Grade I (Personal)

ANNEX III (Contd.)

GRADE

Prisons Officer/Senior Prisons Officer

Inspector (Health and Food Safety)

Senior Coach

Senior Field Supervisor

Senior Fisheries Protection Officer

Senior Forest Conservation and Enforcement Officer

Senior Statistical Officer

Station Fire Officer
formerly Station Officer

Statistical Officer

Sub Fire Officer
formerly Sub-Officer

Woman Prisons Officer/Senior Woman Prisons Officer

ANNEX III (Contd.)**List of grades eligible for loan to purchase an
autocycle/motorcycle for official travelling****PARASTATAL AND OTHER STATUTORY BODIES**

ORGANISATION	GRADE
Central Water Authority	Assistant Inspector (Personal)
	Assistant Inspector (Roster – Day and Night)
	Chief Tradesman (Personal)
	Inspector
	Inspector (Roster – Day and Night)
Food and Agricultural Research and Extension Institute	Senior Extension Assistant
	Extension Assistant
Irrigation Authority	Driver (Roster)
	Field Officer/Senior Field Officer
	Field Supervisor (Roster)
	Irrigueur (Roster)
	Social Facilitator
	Supervisor (Irrigation) (Roster)
Mauritius Cane Industry Authority	Agricultural Machinery Operator
	Agricultural Machinery Operator (Personal)
	Technical Assistant/Senior Technical Assistant

ANNEX III (Contd.)

ORGANISATION	GRADE
Road Development Authority	Assistant Inspector of Works
	Inspector of Works
	Chief Tradesman
	Senior Field Supervisor
	Field Supervisor
	Foreman
Sugar Insurance Fund Board	Field Officer/Senior Field Officer
Sugar Industry Labour Welfare Fund	Community Development Officer
Wastewater Management Authority	Assistant Works Inspector
	Works Inspector
	Head Operative

ANNEX III (Contd.)

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

LOCAL AUTHORITIES

CITY AND MUNICIPAL COUNCILS

DISTRICT COUNCILS

GRADE

Assistant Building Inspector

Assistant Inspector of Works

Building Inspector

Cadastral Officer

Chief Controller of Works

Field Supervisor

Field Supervisor (Scavenging)

Financial Operations Officer/Senior Financial Operations Officer
formerly Tax Controller

Foreman

Gangman (Scavenging)

Groundsman

Health Inspector

Inspector of Works

Overseer

Overseer (Drains and Works)

Overseer (Parks and Gardens)

Planning and Development Assistant

Senior Overseer

ANNEX III (Contd.)

GRADE

Senior Welfare Officer

Supervisor (Lighting Section)

Supervisor (Lighting Section) (Personal)

Supervisor (Lighting)

Supervisor Infant School

Usher/Prosecutor/ Senior Usher/Prosecutor

Welfare Officer

Workshop Supervisor



16.3 PASSAGE BENEFIT SCHEME

- 16.3.1 The passage benefit scheme which was initially designed for the travel of expatriates from Mauritius to their country of residence has undergone a mutation over successive Reports. At present, the scheme has been overarched to enable reimbursement for expenses in relation to a wide spectrum of uses.
- 16.3.2 Presently, besides travelling and travelling related expenses for beneficiaries and their immediate family members, the total amount accrued for passage benefit may also be used for the payment of School Certificate and Higher School Certificate examination fees; for recreational stay at inland hotels and resorts; and for cost incurred for medical interventions. Following the outbreak of the COVID-19 Pandemic, the criteria were further subtilised to allow beneficiaries to use their passage benefits to cover the cost of quarantine for themselves and immediate members of the family comprising spouse, their parents and children, irrespective of their age. We are extending the scope of this benefit to beneficiaries' siblings, father-in-law and mother-in-law as well. New provision has also been made to allow encashment of passage benefit for the purpose of house renovation and/or construction.
- 16.3.3 The eligibility criteria for earning passage benefit was reviewed in PRB Report 2016 for more leniency. Currently, officers appointed on a permanent and pensionable establishment earn passage benefit at a rate of 5% of their annual gross salary, provided that they draw a minimum monthly salary of Rs 25525 or reckon at least five years' service.
- 16.3.4 In fact, passage benefit is earned for the period of effective service. Officers, therefore, do not earn passage benefit during probationary period, vacation leave, vacation leave taken as casual leave or reckoned for late arrivals or taken either at a stretch or on and off in case of demise of a near relative or to look after the family around the time of one's child birth, sick leave in excess of 21 working days in a calendar year, maternity leave, adoption leave, parental leave, study leave with or without pay, injury leave, interdiction period, accumulated sick leave taken prior to retirement and leave without pay.
- 16.3.5 For purposes other than travel, beneficiaries are allowed to cash up to 90% of their accumulated passage benefit, provided that the balance standing to their credit is not less than Rs 10000. If both spouses are public officials, they are allowed to cash their passage benefit as long as the accrued joint balance to their credit stands at not less than Rs 20000. However, this condition is not applicable when the beneficiaries use the amount accrued to their balance for payment of School Certificate or Higher School Certificate examinations fees, that is, the balance standing to their credit may be less than Rs 10000.

- 16.3.6 In view of the adverse effect that the COVID-19 Pandemic has had on the country's economy, the option which was provided to beneficiaries to allow them to cash up to 90% of their accumulated passage benefit upon satisfying certain conditions, has been frozen until further notice from the concerned authority. This announcement was made in the Budget Speech 2020/2021 whereby it was decreed that encashment of passage benefits will be limited to travelling abroad and local tourism, meeting medical expenses and for educational purposes.
- 16.3.7 During meeting held in the context of this review exercise, the Federations requested that:
- (i) the eligibility criteria for earning passage benefit be reviewed to allow officers to earn passage benefit from the day of assumption of duty in the public sector; and
 - (ii) officers be allowed to cash in the totality of their accumulated passage benefit for personal usage and emergency cases, regardless of the balance standing to their credit.
- 16.3.8 After examining the various representations received, we are providing those which we find meritorious. Further, in view of present day exigencies, especially with outbreak of the COVID-19 Pandemic, we are improving the existing recommendations by broadening the grounds on which beneficiaries can claim cash refund for passage benefits.

Recommendation 1

16.3.9 We recommend that:

- (a) officers on permanent and pensionable establishment drawing a minimum monthly salary of Rs 27400 or reckoning at least five years' service should earn passage benefit at the rate of 5% of the gross salaries annually; and**
- (b) officers should not earn passage benefit during probationary period, vacation leave, vacation leave taken as casual leave or reckoned for late arrivals or taken at a stretch or on and off in case of demise of a near relative or to look after the family around the time of one's child birth, sick leave in excess of 21 working days in any calendar year, maternity leave, adoption leave, parental leave, study leave with or without pay, injury leave, interdiction period, accumulated sick leave taken prior to retirement, and leave without pay.**

Recommendation 2

16.3.10 We also recommend that beneficiaries should be allowed to make use of their accumulated passage benefit:

- (i) for travel purposes for themselves and for the immediate members of their families namely spouse, brother, sister, parents, father-in-law, mother-in-law and dependent children below 21 years as well as for their dependent**

children aged up to 30 years' old who are following a full time course in a tertiary institution either locally or abroad;

- (ii) to cover expenditures made during travel other than for their air tickets or cash wholly or in part the balance of their accumulated passage benefit at the time of travel;
- (iii) for personal medical treatment or for their immediate family members namely spouse, brother, sister, mother, mother-in-law, father, father-in-law and children irrespective of their age, either locally or abroad;
- (iv) for the purpose of renovation/construction of their primary residence;
- (v) to pay for cost of quarantine for themselves and immediate members of their family comprising spouse, brother, sister, mother, mother-in-law, father, father-in-law and children, irrespective of their age.

Recommendation 3

16.3.11 We further recommend that:

- (i) officers be allowed to use their accumulated passage benefit provided that the minimum balance to their credit stands at Rs 10000. If both spouses are civil servants, they should be allowed to use their passage benefit provided they have jointly accumulated an aggregate of not less than Rs 20000;
- (ii) officers, including those serving in our mission abroad, be allowed to cash from their accumulated passage benefit, part or the whole amount of expenses incurred in relation to vacation spent at hotels/inland recreational resorts upon production of documentary evidence and provided that the accumulated passage benefit standing to their credit is not less than Rs 10000;
- (iii) officers be allowed to use their accumulated passage benefit to pay the fees in connection to School Certificate, Higher School Certificate examinations or vocational training of their wards as well as for the payment of university fees for themselves and for their wards, either locally or abroad even if the balance standing to their credit is less than Rs 10000;
- (iv) officers be allowed to cash up to 90% of their accumulated passage benefit for any other purpose other than travel provided that the balance standing to their credit is not less than Rs 10000. While, the remaining 10% would be kept as the balance standing to their credit;
- (v) officers working during their pre-retirement leave should be allowed to earn passage benefit at the same rate as per recommendation at paragraph 16.3.9(a);

- (vi) officers who resign from public service should be paid *in toto* the accumulated passage benefit standing to their credit;
- (vii) at the time of retirement, officers should be paid the full amount of the passage benefit standing to their credit; and
- (viii) on the death of a beneficiary, the outstanding accumulated passage benefit should be paid *in toto* to their heirs.

16.4 LEAVE

Introduction

- 16.4.1 Leave forms part of the employees' benefits in the remuneration package. It can be defined as an authorised period of absence of an employee from his/her place of work and is, among others, a break from duty for recreational and recuperation activities, for attending personal and religious obligations, for continuous learning and development purposes, for promoting good physical and mental health and improving a work-life balance.
- 16.4.2 There are various types of leaves namely casual leave, vacation leave, sick leave, leave without pay, study leave with and without pay, maternity and paternity leave, adoption leave, annual leave, injury leave and family responsibility leave.
- 16.4.3 In the context of this review, stakeholders made several representations to enhance the existing provisions of leave. The Bureau has considered all the issues and is of the view that the current provisions are mostly in line with what obtain internationally.
- 16.4.4 However, we are reviewing certain provisions, whenever possible, to render it more implementable for all public officers.

Casual Leave

- 16.4.5 Employees, on permanent and pensionable establishment, after completing 12 months' continuous service or after being appointed in a substantive capacity are eligible to casual leave or authorised paid absence from work. Casual leave is meant to cover brief absences in foreseen and unforeseen circumstances for attending to personal matters, among others, including religious obligations.
- 16.4.6 During consultation with Federations, representations were made mainly for an increase in the casual leave entitlement and for the refund of unutilised casual leave to all public officers. The Bureau was also requested to advise on the eligibility of teaching personnel to avail up to five days taken on and off from the accumulated vacation leave, upon exhaustion of the 11 days' casual leave.
- 16.4.7 The Bureau received no submission from the Ministry of Public Service, Administrative and Institutional Reforms (MPSAIR) on casual leave for this Report. However, on an *ad hoc* basis, the Bureau's advice was sought on the leave which may be taken on and off from the accumulated vacation leave. The gist of the issue, detailed under the Chapter dealing with the Vice -Prime Minister's Office, Ministry of Education, Tertiary Education, Science and Technology in Volume 2 Part I of this Report, was whether the leave which may be taken on and off from the accumulated vacation leave, after exhaustion of the casual leave is considered as casual leave or vacation leave. The MPSAIR initially ruled out that the vacation leave taken on and off is and remains, to all intents and purposes, vacation leave and thereafter requested for the Bureau's concurrence on its stand.

- 16.4.8 After an in-depth analysis of the aforementioned request of the Vice-Prime Minister's Office, Ministry of Education, Tertiary Education, Science and Technology, it was observed that (i) officers do not earn passage benefits during both vacation leave and vacation leave taken as casual leave; and (ii) no accrual of leave is permitted during both vacation leave and vacation leave taken as casual leave. In the light of the foregoing, the Bureau considers that the stand of the MPSAIR that vacation leave taken on and off, after exhaustion of casual leave, remains vacation leave, is appropriate.
- 16.4.9 With regard to the requests received from the different Federations, the Bureau considers that, in view of the various types and quantum of leave already available to employees, the leave entitlements in the Public Service are, by any standard, generous when compared internationally. Therefore, the existing leave regime in the public sector is still effective. We recommend accordingly.

Recommendation 1

16.4.10 We recommend that:

- (i) the quantum of casual leave should continue to be 11 working days in each calendar year;**
- (ii) an employee who has exhausted all his casual leave may, subject to the exigencies of service, be allowed in any calendar year, to take up to five days from his total accumulated vacation leave which may be taken either at a stretch or on and off;**
- (iii) an employee may, in addition to the provision at (ii) above, be authorised to take up to five days out of his vacation leave either at a stretch or on and off in case of the demise of a near relative (father, mother, brother, sister, husband, wife, son, daughter, father-in-law, mother-in-law) or to look after the family around the time of his child's birth; and**
- (iv) to the extent it is possible, Supervising Officers should continue to monitor the application and approval of casual leave, which should be granted subject to prior approval. In cases of application for casual leave taken without prior approval on ground of unforeseen circumstances, Supervising Officers should satisfy themselves of the reasonableness of the ground prior to approving such leave, otherwise it should be considered as unauthorized leave.**

16.4.11 Notwithstanding the recommendation at paragraph 16.4.10 above, the Bureau recommends that the following provisions for the grant of casual leave should be adhered to:

- (i) an employee on appointment in a substantive capacity, whether directly or after a period of temporary service of less than one year, is eligible for casual leave on a *pro-rata* basis in the year of appointment;**
- (ii) on being appointed in a substantive capacity, an employee who has served in a casual/temporary capacity for a period of more than a year is eligible**

for the full quantum of casual leave less annual leave already taken since the beginning of the year;

- (iii) an employee, serving for a period of less than a complete calendar year for any of the following reasons: leave prior to retirement/resignation; leave with/without pay; injury leave; and interdiction, is eligible to the full quantum of casual leave for the calendar year;
- (iv) an employee, who is absent from duty for a complete calendar year for any of the following reasons: leave prior to retirement/resignation; leave with/without pay; injury leave; and interdiction, is not eligible for casual leave for the calendar year;
- (v) casual leave should be taken in the calendar year it falls due and is normally non-accumulative. However, an employee who, owing to the exigencies of the service, cannot be granted part or the whole of his casual leave entitlement it falls due, may be allowed by his Supervising Officer to carry over such leave to the following year, provided that the quantum of his casual leave in any particular year does not exceed his entitlement for two years; and
- (vi) casual leave may be spent locally or overseas and can be combined with vacation leave only in cases where by taking either casual or vacation leave alone, the number of days required cannot be made up. This provision shall mandatorily be subject to the approval of the Supervising Officer.

Casual Leave on Saturday for employees working on a six-day week basis

16.4.12 Casual Leave taken on a Saturday by an employee working on a six-day week basis was previously counted as a full day leave although he works only for half a day. This provision was amended in the 2008 PRB Report such that absences on a Saturday for such category of employees was reckoned as half a day's casual leave. The 2013 and 2016 PRB Reports maintained this provision as it was considered fair and reasonable.

Recommendation 2

16.4.13 We reiterate that absences on a Saturday for employees working on a six-day week basis and scheduled to work up to a maximum of four hours on a Saturday should continue to be reckoned as half a day's casual leave.

Annual Leave entitlement for employees not holding substantive appointment including Trainee Educators (Primary and Secondary) and Part-time employees

16.4.14 Presently, employees not holding a substantive appointment as well as Trainees other than Trainee Educators (Primary and Secondary) are, after completing one year's service, entitled to Annual Leave in lieu of casual and vacation leave as follows:

- (i) 14 working days for those working five days a week; and

(ii) 16 working days for those working six days a week.

16.4.15 Trainee Educators (Primary and Secondary) are entitled to 10 working days of Annual Leave after the first year of training.

16.4.16 Part-time employees are presently governed by the following provisions regarding Annual Leave entitlement:

(i) 14 working days where the part-time work covers five days or more in a week and incumbent has been in continuous employment for a period of 12 consecutive months;

(ii) the quantum of annual leave is pro-rated where the part-time work covers less than five days a week and incumbent has been in continuous employment for a period of 12 consecutive months; and

(iii) a day of leave is reckoned as the day or part thereof the officer is expected to be on duty.

16.4.17 All of the above provisions governing Annual Leave entitlement for each category of employees are still valid and should continue.

Vacation Leave

16.4.18 Vacation leave is a paid leave granted to employees on permanent and pensionable establishment for the purpose of rest, relaxation and attendance to personal obligations, among others. It is based on the foundation that periodic breaks from work are beneficial to the well-being of employees, a key factor for improving performance.

16.4.19 Vacation leave may also be granted for convalescence purpose to an officer on termination of his approved medical leave.

Conditions governing Vacation Leave

16.4.20 Vacation leave is earned by virtue of the employee's effective service from the day of his substantive appointment, irrespective of the capacity in which he is employed. It is calculated on a *pro-rata* basis in respect of the actual period served. It is normally accumulative and is not granted in advance. It can also be spent either locally or abroad.

16.4.21 The minimum period of vacation leave which can be granted to an employee is seven days and this should be taken at a stretch, except where it is granted as casual leave when it can be taken at a stretch or on and off, subject to a maximum of five working days annually. Vacation leave can be combined with casual leave whenever the number of days' leave required, either casual or vacation, is not sufficient.

16.4.22 Vacation leave is not earned during any of the following periods: vacation leave, vacation leave taken as casual leave, sick leave in excess of 21 working days in any calendar year, accumulated sick leave taken as leave prior to retirement, leave

without pay, study leave with/without pay, leave taken for revision and examination purposes, maternity leave, adoption leave, paternity leave, injury leave and interdiction.

Vacation Leave Earning Rate and Ceiling

- 16.4.23 For the past PRB Reports, the Unions/Federations have been submitting the same request on vacation leave, the most common one being an increase in its earning rate per annum. A comparison made with what obtains in the Private Sector and countries with similar historical background as Mauritius reveals that the quantum of vacation leave granted to public officers is far more reasonable.
- 16.4.24 Additionally, the vacation leave in the Public Sector is cumulative, subject to a maximum of 210 days whereas in the Private Sector, as introduced in the Workers' Rights Act 2019, the employee who remains in continuous employment with the same employer for a period of at least five consecutive years would be entitled to vacation leave of not more than 30 days. However, such leave, if not taken, is not cumulative.
- 16.4.25 Against these backdrops, the Bureau reiterates that the vacation leave earning rate and ceiling are over generous and maintains its stand as recommended in the ensuing paragraph.

Recommendation 3

16.4.26 We recommend that:

- (i) **the annual vacation leave earning rate and the maximum leave that can be accumulated for employees on the permanent and pensionable establishment should be as per the following table:**

Length of service (in years)	Leave Earning Rate per Annum (in days)	Maximum leave that can be accumulated (in days)
Up to 5	25	105
5+ to 10	30	140
10+ to 15	35	175
Over 15	35	210

- (ii) **Teachers of the Pre-Primary schools, Educators (Primary) and Educators (Secondary) should not earn vacation leave during school holidays except for those periods when they are officially in attendance. Additionally, their vacation leave entitlement should continue to be governed by the appropriate provisions made in the Chapter dealing with the Vice Prime Minister's Office, Ministry of Education, Tertiary Education, Science and Technology in Volume 2 Part I of this Report;**

- (iii) **the maximum vacation leave that can be used as casual leave should be five days to cater for absences in case of the demise of a near relative (father, mother, brother, sister, husband, wife, son, daughter, father-in-law, mother-in-law) or to look after the family around the time of a child's birth, notwithstanding the conditions related to the purpose and grant of vacation leave; and**
- (iv) **in case of demise of an officer holding a substantive appointment, the balance of vacation leave standing to the credit of the deceased officer should be refunded at the rate of 1/30 of the last monthly salary per day to the heirs.**

Length of Service

16.4.27 In determining eligibility for vacation leave, the length of service of an officer starts from the date he joins the Public Service and begins to be paid from public funds irrespective of the capacity in which he joins. Periods of break or leave without pay or secondment to outside bodies or organisations, (for example, with or without approved service status) are discounted from the length of service qualifying for vacation leave. Since this provision is serving its purpose, we consider that it should be maintained. We are recommending accordingly.

Recommendation 4

16.4.28 We recommend that any period of break or leave without pay or secondment to outside bodies or organisations with or without approved status should continue to be discounted from the length of service qualifying for vacation leave.

Planning of vacation leave

16.4.29 Research shows that leave from work is essential for recuperative purpose and for the good health of employees. The Bureau, therefore, considers that officers should be encouraged to take periodic breaks from work. The grant of such leave must, however, be planned in advance so that the organisation has the right number of staff for the smooth functioning of its day-to-day activities and to enable it to deliver on its mandate.

16.4.30 To this end, it is mandatory that a "Vacation Leave Scheduling Programme" be established at the beginning of each calendar year. This would enable the organisation to make appropriate arrangements for the release of employees to better balancing employees' needs with workplace demand as well as allow Management to make proper arrangement for a substitute or any other arrangement to ensure continuous service delivery.

Recommendation 5

16.4.31 We recommend that:

- (i) **employees should be allowed to take periodic breaks from their work and enjoy their vacation leave, as far as possible, every year; and**
- (ii) **Supervising Officers and Heads of Departments should mandatorily carry out an HR Planning exercise and establish a "Vacation Leave Scheduling Programme" at the beginning of each calendar year to ensure that the right number of staff has been retained to continue providing services to the public and avoiding conflicting situations among the workforce.**

Accumulation of Vacation Leave above authorised ceiling

16.4.32 Earning of vacation leave ceases when an officer has accumulated vacation leave up to his prescribed ceiling. Every year, there are cases where some officers are not able to take their vacation leave. They are authorised to earn and accumulate vacation leave above the normal maximum ceiling in either of the following specific areas:

(a) Sensitive and Critical/Essential Areas

Where the services provided by grades with a small establishment size (one or two) are of vital importance involving either formulation of policy at the highest level or member of personnel responsible for the security of the country or of essential services where the release of the incumbent (s) would cause serious disruption of work.

(b) Scarcity Areas/Skills in Short Supply

Grades, requiring professional or technical qualifications, which have registered a vacancy rate of 20% and above for a continuous period of 1½ years or more and where despite several recruitment attempts, the vacancies have not been filled.

(c) Exigencies of Service

Where the exigencies of service do not permit the release of the incumbent(s) and the remaining labour force would not be able to fully cope or deliver during the absence of the officer(s).

16.4.33 The above exceptions prevent disruption of the smooth running of the organisation, the moreso, employees in these specific areas do not forego their leave. Since the existing provisions are appropriate, we are not bringing any amendments at this stage.

Recommendation 6

16.4.34 We recommend that:

- (i) **an employee should, as far as possible, apply for vacation leave before reaching his normal maximum entitlement, as such leave is meant to be taken during the year;**

- (ii) an employee who qualifies by virtue of paragraph 16.4.32 above should only be authorised to earn and accumulate vacation leave over and above his normal entitlement provided that:
- (a) he has made a written application for leave and on reasonable grounds, he has not been released by the Supervising/Responsible Officer or the Authorities due to exigencies of the service; and
 - (b) he has been notified in writing that, due to exigencies of the service, his request for leave has not been acceded to and of the date when he could be granted such leave.
- (iii) the recommendation at subparagraph 16.4.34(ii) above should be subject to the approval of the MPSAIR;
- (iv) any accumulated vacation leave over and above the normal maximum entitlement should be kept in a separate account known as "Beyond Ceiling Vacation Leave Account". The maximum vacation leave which may be accumulated over and above the vacation leave ceiling should not exceed 50% of the maximum accumulated vacation leave entitlement for the incumbent. Such leave should either:
- (a) be taken as leave prior to retirement or earlier; or
 - (b) be cashed at the time of retirement at the rate of 1/30 of the last monthly salary per day, provided the officer would retire on the day he would normally have proceeded on pre-retirement leave, as mentioned in the Circular Note No. 25 of 2018 of the then Ministry of Civil Service and Administrative Reforms; and
- (v) an employee who has accumulated vacation leave beyond the authorised ceiling and who subsequently proceeds on vacation leave should take all his accumulated vacation leave under the normal scheme prior to taking his accumulated vacation leave beyond ceiling from his "Beyond Ceiling Vacation Leave Account".

Sick Leave

- 16.4.35 Paid sick leave is a significant benefit granted to employees when they are not well so as to enable them to manage their health and seek treatment, without sacrificing wages or job security. Sick Leave is presently given solely in case of absence on grounds of illness.
- 16.4.36 For this Report, the Bureau has examined the uses of sick leave against those obtained elsewhere and in line with societal changes. It is observed that in most developed countries, employees may take sick leave, on grounds of, among others, illness, convalescence, medical appointments and other health purposes. Since there is an increasing prevalence of non-communicable diseases in the mauritian society, there have been changes in everyday life of employees. The moreso, the rise in the number of working parents has a direct impact on social life in general.

16.4.37 In the above context, we consider that officers may be allowed to avail of sick leave for other uses as well, such as to attend medical appointments/routine health checks. It is against this background that the recommendations regarding the uses of sick leave have been reviewed.

Recommendation 7

16.4.38 We recommend that sick leave should be granted to eligible officers on the following grounds:

- (i) when the officers are sick and need to recuperate; and**
- (ii) to attend medical appointments and routine health checks.**

16.4.39 In general, absence to be reckoned as sick leave is considered as such only after being sanctioned by the Supervising Officer. It is the duty of the employee to inform his immediate supervisor, as far as possible, on the same day in the morning in case he would not attend duty due to sick leave. Upon resumption of duty, he should submit an application for sick leave. In the event the officer has been absent for more than three consecutive working days, he must produce on the fourth day a medical certificate or documentary evidence, depending on the ground he has taken the sick leave.

16.4.40 With a view to avoiding any abuse of sick leave, a Supervising Officer who suspects malingering on the part of an employee, may require the latter to furnish a medical certificate or documentary evidence, whichever relevant, even for one day of absence. The Supervising Officer should, however, not make an abuse of this discretionary power.

Representations made by Federations/Unions

16.4.41 Representations were made by Unions/Federations in the context of this Report, namely the refund of all unutilised sick leave; refund of sick leave at the time of retirement should not be taxable; and refund of sick leave in bank to undergo surgical operations.

16.4.42 The Bureau carefully examined the representations anew and considered most of them as being not tenable, on the following grounds:

- (i) the refund of all unutilised sick leave would defeat the very purpose of granting sick leave which may lead to a growing problem of presenteeism at the workplace;
- (ii) the refund of sick leave being taxable emanates from Government's fiscal policy and, therefore, is the concern of the Mauritius Revenue Authority; and
- (iii) the fact that Government health services are provided free of charge, we did not find it justified to refund the balance of sick leave for undergoing surgical operations. However, the Bureau has come up with a new recommendation

allowing an officer to be refunded his accumulated sick leave prior to his retirement in an exceptional circumstance only.

The Bureau has, wherever deemed relevant, brought some clarifications to the extent possible regarding broad terms used in certain recommendations, as requested by the Unions/Federations.

Sick leave for officers holding a substantive appointment

16.4.43 No change has been brought to the provisions that govern sick leave for officers holding a substantive appointment. **These provisions are reproduced hereunder:**

- (i) a yearly entitlement of 21 working days' full pay sick leave;**
- (ii) a maximum of 110 days of unutilised sick leave may be accumulated in a bank of sick leave;**
- (iii) a maximum of 16 unutilised days out of the yearly entitlement of 21 working days is paid in cash at the rate of $\frac{1}{22}$ of monthly salary per day, provided the officer has accumulated the maximum of 110 days of sick leave in bank;**
- (iv) where an officer has exhausted all his sick leave that is, annual entitlement and bank, he is, in exceptional cases only, eligible not more than twice in his career for the grant of sick leave up to a maximum of six months on full pay followed by six months on half pay, inclusive of non-working days, on the recommendation of the Ministry of Health and Wellness. Such leave is not granted consecutively since it is considered as an 'advance' and is refunded on resumption of duty at the rate of 14 days a year. One day for each working day is refunded in case of sick leave on full pay and half day for each working day in case of sick leave on half pay. An officer is not allowed to cash or 'bank' sick leave until all leave advanced has been refunded. For the purpose of implementation, an officer would be eligible for the second advance only after he has fully refunded the first advance. Any unutilised sick leave at the end of the year is used to offset leave advanced;**
- (v) officers who opted to retain accumulated sick leave in excess of 90 days as at 30 June 1993 and who genuinely need additional sick leave (after exhaustion of their annual entitlement and "bank") are allowed on a case to case basis and upon the recommendation of the Ministry of Health and Wellness, to make use of the excess sick leave subject to the approval of the MPSAIR;**
- (vi) an officer who has been granted six months sick leave on full pay and is subsequently granted sick leave on half pay, may opt to use his accumulated vacation leave instead of sick leave on half pay;**

- (vii) on expiry of any period of leave (vacation, casual, study leave or without pay), any period of illness abroad is on no pay. However, any period of hospitalisation is reckoned against the officer's sick leave entitlement subject to the production of documentary medical evidence and approval of the Ministry of Health and Wellness and MPSAIR;
- (viii) in critical cases, an officer who is abroad and is not in a position to travel back due to convalescence, rehabilitation or any other genuine medical reasons and irrespective of whether he has been hospitalised or not, is granted sick leave against his entitlement, on a case to case basis, upon production of documentary medical evidence and approval of the Ministry of Health and Wellness and MPSAIR;
- (ix) consideration is given, on a case to case basis, to grant sick leave to officers on production of documentary medical evidence, as approved by the Ministry of Health and Wellness certifying that they should proceed abroad for medical treatment not available locally even though no hospitalisation is warranted and subject to the approval of the MPSAIR;
- (x) sick leave accumulated in bank may either be cashed in full on retirement, computed on the officer's retiring salary at the rate of $\frac{1}{22}$ of monthly salary per day or taken as leave prior to retirement, to be reckoned against working days;
- (xi) upon resignation from employment, officers are paid the total value (100%) of accumulated sick leave, if any; and
- (xii) in case of demise of an officer, the total value (100%) of accumulated sick leave is paid to the heir(s).

Sick Leave for officers not holding a substantive appointment

16.4.44 During the first year in service, an officer is not eligible for paid sick leave. The provisions that govern sick leave for officers who do not hold a substantive appointment after one year's continuous employment in service have remained unchanged. **These provisions are as follows:**

- (i) **annual entitlement of 12 working days on full pay;**
- (ii) **in case of prolonged illness and subject to production of medical certificate, 14 additional working days on full pay;**
- (iii) **in exceptional cases, further sick leave on half pay for a maximum period of 62 working days, upon production of medical evidence and recommendation of the Ministry of Health and Wellness;**
- (iv) **the paid sick leave in excess of the 12 working days is granted over a period of one calendar year and is considered as an advance, which is refunded at the rate of 14 days a year on the officer being appointed substantively;**

- (v) a maximum of six unutilised days of sick leave out of the annual entitlement of 12 working days is refunded in cash at the rate of $\frac{1}{22}$ of monthly salary per day.

Sick Leave for Part-Time Employees

Recommendation 8

16.4.45 We recommend that the provisions governing sick leave for officers employed on a part-time basis should be as hereunder:

- (i) a part-time employee who has been in continuous employment for 12 consecutive months but does not hold a substantive appointment and who puts in 40 hours of work weekly, is eligible for 12 working days' sick leave on full pay in a calendar year;
- (ii) a part-time employee who has been in continuous employment in the service for 12 consecutive months but does not hold a substantive appointment, and who puts in less than 40 hours of work weekly, is eligible for sick leave on a *pro-rata* basis depending on the number of hours of work per week based upon the principle of 12 working days' sick leave annually for a 40-hour working week;
- (iii) a part-time employee holding a substantive appointment and who puts in 40 hours of work weekly is eligible for 15 working days' sick leave annually. Those who put in less than 40 hours of work per week are eligible for sick leave on a *pro-rata* basis depending on the number of hours of work per week;
- (iv) a maximum of six days of unutilised sick leave, out of the annual entitlement of 12 working days, is refunded in cash each year at the rate of $\frac{1}{22}$ of the monthly salary per day; and
- (v) the refund of unutilised sick leave in respect of a part-time employee who puts in less than 40 hours of work weekly is computed on a *pro-rata* basis depending on the number of hours of work per week.

Sick Leave on Saturday for Employees working on a six-day week basis

Recommendation 9

16.4.46 We recommend that absence on account of sickness on a Saturday should continue to be reckoned as half-day sick leave for employees working on a six-day week basis and scheduled to work up to a maximum of four hours on a Saturday.

16.4.47 In the event a Supervising Officer or any officer acting on his behalf suspects malingering, he may require the employee to submit a Medical Certificate from a Government Medical Officer.

Sick Leave for officers employed on a Contractual Basis

16.4.48 The following provisions on sick leave are applicable to officers employed on a contractual basis and same remain unchanged:

- (i) **officers employed on contract are not eligible to sick leave during the first year of contract. However, this provision does not concern retired public officers under the purview of the PRB, who have been employed on contract or officers serving on contract against established posts; and**
- (ii) **after serving one year on contract, the officer is entitled to 21 days of sick leave per year. However, unutilised days of sick leave are not refunded in cash.**

Sick Leave in Specific Cases

16.4.49 The following provisions regarding the grant of sick leave remain applicable in certain cases, as below:

- (i) **officers appointed in a substantive capacity in the service whether directly or after a period of temporary service of less than one year are eligible for sick leave on a *pro-rata* basis in the year of appointment;**
- (ii) **officers serving in a casual/temporary capacity for more than a year, are, on being appointed substantively, eligible for the full quantum of sick leave less sick leave already taken since the beginning of the year;**
- (iii) **officers who are absent from duty for a period of less than a complete calendar year owing to leave prior to retirement/resignation, injury leave, leave with/without pay, or interdiction are eligible for the full quantum of sick leave for the year, whereas officers who are absent from duty for a complete calendar year for any of the reasons mentioned earlier are not eligible for sick leave for that calendar year;**
- (iv) **officers who have been absent from duty in a calendar year owing to resignation, injury leave, leave without pay or interdiction are refunded in cash any unutilised sick leave on a *pro-rata* basis in respect of the period actually served in that calendar year; and**
- (v) **officers who have been absent from duty in a calendar year owing to leave prior to retirement or leave with pay are refunded in cash unutilised days of sick leave as per paragraph 16.4.43 provided they have attended duty for at least 22 working days in the calendar year. In the event they have worked less than 22 working days in the calendar year, they should be refunded unutilised days of sick leave on a *pro-rata* basis in relation to the 22 working days for the period actually served in that calendar year [that is, $(\frac{16}{22} \times \text{no. of days actually worked}) \times \frac{1}{22} \times \text{salary}$].**

Refund of Sick Leave accumulated in bank prior to retirement

- 16.4.50 Sick leave accumulated in bank may either be cashed in full at the time of retirement or taken as leave prior to retirement. It has been reported that some officers on the verge of their retirement had to undergo treatment and/or surgical operation in a local private clinic or overseas and for that purpose they requested to avail of the balance of their accumulated sick leave in bank.
- 16.4.51 In such circumstances, these officers may be in urgent need of financial support to meet the costs of their immediate treatment. We are thus, providing for such refund as a means of financial assistance, exceptionally, in a case where the health condition of a sick officer is considered very critical and life threatening, and which necessitates immediate local or overseas treatment in a private clinic.

Recommendation 10**16.4.52 We recommend that:**

- (i) an officer may, exceptionally, prior to his retirement, be refunded in cash his balance of sick leave accumulated in bank, at the rate of $\frac{1}{22}$ of monthly salary per day, provided the officer's health condition is very critical and life threatening and where immediate treatment is required in a local private clinic or overseas subject to the production of medical documentary evidence and approval of the Ministry of Health and Wellness and MPSAIR;**
- (ii) upon refund of the balance of sick leave, the officer would no longer be eligible to accumulate his unutilised sick leave and subsequently not refunded any unutilised sick leave during the year; and**
- (iii) an officer should be refunded the full balance of accumulated sick leave.**

Monitoring of Sick Leave

- 16.4.53 The provisions meant to reinforce control on the use of sick leave and detect suspected cases of malingering remain as below:
- (i) Supervising Officers should develop and maintain proper control mechanisms at all levels;**
 - (ii) where a Supervising Officer considers that the sick leave record of an officer is unacceptable, he shall arrange for the officer to be examined by a medical board to determine the officer's fitness for further service;**
 - (iii) where an officer has been found unfit by a medical board, the Supervising Officer shall initiate action for his retirement on medical grounds in accordance with the regulations in force; and**
 - (iv) a Supervising Officer may initiate action for the retirement of an officer in the interest of the public service according to regulations in force, in the**

event the latter's record of sick leave continues to be unacceptable despite having been found fit by a medical board.

Refund of Sick Leave post Covid-19

- 16.4.54 Following the Covid-19 pandemic, in order to exercise tighter control on recurrent expenditure, it was announced in the budget speech 2020-2021 that exceptionally, there will be no cash refund for unutilised sick leave for the year 2020. These leaves will be accumulated in the sick leave bank.
- 16.4.55 Presently, at the time of retirement, besides their normal entitlement, employees are also paid the accumulated sick leave for year 2020. On one hand, the Ministry of Finance, Economic Planning and Development has expressed its inability to pay the unutilised sick leave in this difficult financial situation while on the other hand, retirees should not be deprived of their dues. Hence, a proper scheme needs to be designed to address this singular situation while at the same time meeting the employer's obligation.
- 16.4.56 Several proposals have been made and the Bureau critically analysed all to come up with proposed solutions in the form of recommendations. We consider that the unutilised sick leave in terms of monetary value, while the payment is deferred, should not be subject to substantial increase as it would defeat the purpose of designing the present scheme. We are also making provision for the usage mode of this scheme and also catering for similar situations that may arise in the future.

Recommendation 11

- 16.4.57 We recommend that the monetary value of untaken sick leave for year 2020 should be kept in a separate account and refunded to the beneficiary at the time of retirement or when the Government so deems fit, bearing in mind the financial soundness of the economy.**
- 16.4.58 We also recommend that the amount kept in the separate account, may be used by officers for medical expenses/treatment for themselves or immediate member(s) of their family.**
- 16.4.59 We further recommend that similar provisions as above may be applicable should a similar situation arise in the country or in case of a "force majeure".**

Maternity Leave

- 16.4.60 Maternity leave is an essential part of the conditions of service of a female employee in as much as besides allowing the officer to recover from childbirth and take care of the infant child, it also protects the employment of that officer. In cases where the officer needs to be away from work, she may take up to four weeks out of her maternity leave, prior to delivery. As regards pre-natal treatment, time off is generally granted against sick, casual, vacation or annual leave entitlement.
- 16.4.61 Following the ratification of the International Labour Organisation (ILO) convention on maternity leave by the Mauritian Government, this condition has known an

improvement from 12 weeks to 14 weeks leave and was reflected in the 2016 PRB Report. At that point in time, the provisions governing maternity leave were adequate. Nevertheless, further changes were brought to the existing recommendations through the issue of Circular Notes by the MPSAIR, in pursuance of budgetary provision, as follows:

- (i) Circular Note No 20 of 2018 provided for female officers reckoning less than 12 months' service to be granted maternity leave on full pay; and
- (ii) Circular Note No. 30 of 2019 provided for the restriction on maternity leave which was limited to three confinements to be removed. Further, female officers who were nursing their unweaned child were granted permission on the same basis as working mothers in the private sector, that is, for a period of 6 months as from date of birth.

16.4.62 Consequently, the said provisions have been strengthened and we are accordingly recommending for the applicability of same across the public sector.

Recommendation 12

16.4.63 We recommend that:

- (i) any female officer should, irrespective of the number of confinements, be entitled to 14 weeks' maternity leave on full pay;**
- (ii) in case an officer gives birth to a stillborn child, on production of medical certificate, the officer should be eligible for 14 weeks' leave on full pay;**
- (iii) for pre-natal treatment, an officer may take either earned sick/casual/annual or vacation leave; and**
- (iv) prior to childbirth, an officer may take up to a maximum of four weeks of maternity leave.**

16.4.64 We further recommend that the above provisions should also apply to female officers who are employed on contract.

Provision for birth of twins or more

16.4.65 A female public officer, who gives birth to twins or more in one confinement, is presently entitled to six weeks' special leave, over and above her normal maternity leave. This provision is being maintained.

Recommendation 13

16.4.66 We recommend that a female officer who gives birth to twins or more in one confinement should be granted six weeks' special leave in addition to her normal maternity leave entitlement.

Leave after Confinement

16.4.67 As per existing provisions, female public officers may, at the expiry of their maternity leave, in addition to vacation leave, opt for leave without pay up to a maximum of nine months or six months without pay followed by six months' leave on half pay, subject to exigencies of service. The essence of these provisions is to allow the female officers meet their family obligations while also catering for those who wish to have a long period of leave and at the same time not to lose contact with their work. Given the relevance of these options, particularly, in the present context, we are maintaining same and recommending accordingly.

Recommendation 14

16.4.68 We recommend that, subject to the exigencies of service, female public officers may, after their maternity leave, be granted vacation leave. Subsequently, they may, within a period of 12 months following the expiry of the maternity leave, be granted either:

- (a) a maximum of nine months' leave without pay; or**
- (b) six months' leave without pay followed by six months' leave on half pay computed on the basis of half the working time per day on half pay.**

Permission to nurse unweaned child

16.4.69 Subsequent to a decision taken by the Government, female public officers who are nursing their unweaned child are, with effect from 01 July 2019, granted permission for that purpose for a period of six months as from the date of birth or such longer period as may be recommended by a Medical Practitioner. Following representations received from several quarters to the effect that certain officers have made an abuse of the extended period of permission, we are reviewing this provision to avoid such occurrences in the future.

Recommendation 15

16.4.70 We recommend that:

- (i) A female officer who is nursing her unweaned child should be entitled to two permissions of half-hour or one permission of one hour every day at a time convenient to her with regard to the needs of the child; and**
- (ii) the permission should be for a period of six months from the date of confinement and should not be deducted from the number of hours of work of the officer. A further period of six months may be granted on production of a medical testimony from a Government Medical Practitioner.**

Paternity Leave

- 16.4.71 As per existing provisions, male officers are given priority of consideration to take vacation leave to attend to their wife following confinement. Specific considerations are also given to those who have to look after their newly born child on the demise of their wife after delivery.
- 16.4.72 We have, for this review, received numerous representations from the Federations for male officers to be granted paternity leave as provided in the private sector and for such leave to be disconnected from vacation leave.
- 16.4.73 After having scrupulously examined the leave entitlement in the public sector and that of the private sector, we are inclined to conclude that the leave granted to fathers in the public sector is far better than that prevailing in the private sector. Consequently, major changes are not warranted in this condition of service. However, as a consequence of recommendations made for female officers reckoning less than 12 months to be entitled to maternity leave on full pay, necessary adjustments are being brought to the provisions regarding grant of leave to male officers on the demise of their wife.

Recommendation 16

16.4.74 We recommend that:

- (i) male officers should be given priority to take vacation leave after confinement of their wife;**
- (ii) besides the normal casual leave entitlement, a male officer may, subject to exigencies of service, take up to 10 days from his accumulated vacation leave, which is inclusive of the normal five days accumulative leave taken at a stretch or on and off, around the time of child birth;**
- (iii) male officers should, on the demise of their working wife following the delivery of a non-still born child, be eligible to leave on full pay equivalent to the unused part of the maternity leave to which the deceased was entitled; and**
- (iv) male officers should, on the demise of their non-working wife following delivery of a non-still born child, be eligible to leave on full pay equivalent to the hypothetical unused part of the maternity leave computed as from the date of delivery.**

Adoption Leave

16.4.74 Adoption leave is granted to allow the adoptive parents a period of time for bonding and taking care of a child in a new family, following his/her adoption. The prime objective of this type of leave is to facilitate the adaptation of the child in his/her new environment. As from the moment of adoption, the parental rights and responsibilities are conferred upon the adoptive parents.

16.4.75 The Bureau has been apprised that the implementation of adoption leave is not consistent across the Public Sector and this gave rise to cases of abuse. We are, therefore, addressing this issue as well as reviewing the existing provisions in line with the Government's decision on maternity leave entitlement and the Circular Note No. 20 of 2018 issued by the MPSAIR.

Recommendation 17

16.4.76 We recommend that:

- (i) **both male and female officers should, upon production of documentary evidence, be eligible to paid adoption leave which starts as from the date mentioned in the document for adoption;**
- (ii) **the quantum of adoption leave to be granted, should be as per the table below:**

Age of child adopted	Adoption leave granted
Up to 3 months	14 weeks
Above 3 months and up to 3 years	7 weeks
Above 3 years and up to 11 years	3 weeks
Above 11 years and up to 18 years	1 week

- (iii) **adoptive parents in the public sector may jointly take adoption leave in which case, the aggregate amount of leave granted should not exceed the amount prescribed as per the above table; and**
- (iv) **even if more than one child is being adopted at the same time, only one period of adoption leave should be granted.**

Study Leave with Pay

- 16.4.77 Study Leave with pay is granted to an officer holding a substantive appointment and who has been nominated to follow an in-service training under an approved scheme or for an open scholarship considered as in-service training, provided that the course forms part of the priority field of study.
- 16.4.78 For this review exercise, we did not receive any proposal regarding study leave with pay from the Federations and MPSAIR. However, we received claims from other quarters for the Bureau to look at the whole issue holistically following significant changes in the educational landscape and from a financial perspective so as to ensure a more judicious use of tax payers' money.
- 16.4.79 During consultations, we have been apprised that the priority fields of study is determined by the Higher Education Commission. However, different lists are being used to determine whether an officer should be eligible to study leave with pay. In such a context, many officers who otherwise would not have been eligible, have been granted leave with pay. Furthermore, many officers have taken advantage of this condition of service for their own personal gain, without any benefit to their organisation and work unit, while in a few cases, the bond signing exercise has been circumvented.
- 16.4.80 According to Chesworth Report, the purpose of granting study leave with pay is to enable officers in the public sector to pursue study in specific fields so as to increase their usefulness to the service. Though we do not dispute the philosophy, the Bureau believes that with: the significant increase in the number of higher education institutions locally; the advent of free tertiary education as far as public universities are concerned; an excess of overqualified candidates in the market and public officers in the service; and the number of open scholarships for short award or postgraduate courses being offered by several donor agencies/countries, in fields not necessarily considered as priority; and given that much emphasis is being laid by Government on an efficient use of public funds, there is a need to revisit the grant of study leave with pay in a few specific cases only. We are, therefore, reviewing the scheme.

Recommendation 18

- 16.4.81 We recommend that the following parameters be considered for the grant of study leave with pay:**
- (i) officers holding a substantive appointment and who have been nominated for an in-service training or awarded an open scholarship should be granted study leave with pay, subject to core requirements of the cadre and exigencies of the service;**
 - (ii) in the case of an open scholarship, the officer should reckon at least two years' service in a substantive capacity and not subject to adverse reports or poor performance;**

- (iii) the field of training should be related to the officer's current employment or sphere of his work and in case of an open scholarship, the course should form part of the updated list of priority fields of study of the Higher Education Commission; and**
- (iv) officers should stand guided by the bonding policies as applicable in the Public Service.**

Recommendation 19

16.4.82 We further recommend that:

- (i) the period of leave begins from the day the course starts to the day the course/examination ends;**
- (ii) for courses being pursued overseas, an officer should be granted two additional days of paid leave for travelling each way from and to Mauritius;**
- (iii) an officer may apply for an extension of leave in the event he wishes to await the results of his examination prior to resuming duty. Such extension of leave may be reckoned against his earned vacation leave or leave without pay, depending on the specificity of the case; and**
- (iv) an officer who fails his examination may, on submission of relevant documentary evidence, be granted:**
 - (a) an extension of study leave on half pay up to a maximum of three months following the examination results;**
 - (b) vacation leave in lieu of the study leave on half pay following examinations results. In such case, the officer automatically forgoes the study leave on half pay;**
 - (c) a combination of vacation leave and study leave on half pay, in case the former is not adequate to cover the three months. The aggregate of leave should not be more than three months; and**
 - (d) any extension granted beyond the three months as per provision mentioned under (a), (b) and (c), shall be without pay.**

Leave Without Pay

16.4.83 Officers holding a substantive appointment are eligible for leave without pay for different purposes, subject to the exigencies of the service.

16.4.84 For this review exercise, the Federations proposed for: the grant of leave without pay for an initial period of three years for any purpose, subsequently renewable and to waive the eligibility period of 10 years, wherever relevant; and public officers who undertake pre-registration training in the public sector to be granted leave with pay.

- 16.4.85 The Bureau considers that with a view to limiting cases of abuse and demotivation/frustration, the proposal to grant leave without pay for an initial period of three years cannot be acceded to, on the ground that when officers are absent for extended periods, much hindrance is caused in the smooth running of activities. As regards the second request, the Bureau rightly acknowledges that same treatment should apply in cases of pupillage and pre-registration training in the public sector, the more so we have been apprised that the existing recommendation is causing prejudice to some officers undergoing pre-registration training. In this perspective, we have reviewed the recommendation concerned for parity of treatment to prevail, while keeping in mind a more judicious use of public funds.
- 16.4.86 Representations from other quarters consisted in: the grant of leave without pay to female officers for a period not exceeding one year to take care of the family and/or children, at least once in their career; and allowing officers to avail of leave without pay to undertake consultancy in international organisations for a period of less than six months.
- 16.4.87 While examining the proposal to grant leave without pay to female officers to take care of the family, the Bureau took into account the increasing number of women in the workplace caused by a rise in the dual earner families against a decrease in the number of traditional/extended families. According to research/studies, this way of life has given rise to many challenges in enabling officers to find the right balance between their work and family roles. Such situation is worsened in times of unexpected sickness of children/family members especially when the latter are special needs cases.
- 16.4.88 Moreover, with an increase in the aging population and high prevalence of Non-Communicable Diseases, officers are more and more called upon to take care of their elderly dependent parents, in need of medical care and attention. Consequently, the inability to take care of the family in such circumstances, due at times to a lack of social support at the workplace and within the family, often leads to work-related issues namely absenteeism, poor performance, anxiety, low morale and lack of motivation from the part of the concerned officers.
- 16.4.89 Against this backdrop, we are extending the period of 90 days which officers may take for personal reasons to enable them to take care of the family in such situations. Furthermore, we consider the request to allow officers to undertake consultancy services/work for periods of less than six months against the grant of leave without pay to be justified on grounds of international exposure, personal development and learning of best practices.
- 16.4.90 Proposal was also received for the extension of the period of leave without pay for more than two years for taking up employment in Parastatal and other Statutory Bodies with a view to allowing the officer to cover the training period until he/she is appointed in the new post.

- 16.4.91 With respect to the existing provision regarding the abovementioned proposal, the Bureau has observed that many cases have been referred to the High Powered Committee for an extension by several years of the leave without pay beyond the recommended maximum period of two years. We consider that in such cases, for the benefit of the service, the officer has to exercise a choice prior to the expiry of his two-year period of leave without pay as to whether he would resign from his substantive post and be employed in the new organisation or revert.
- 16.4.92 The MPSAIR on its side made several representations further to a few issues which cropped up during the implementation of certain recommendations. These, among others, comprise: defining "international organisation of which Mauritius is a member, foreign countries under a scheme approved by Government and member countries of regional organisations"; the possibility for a public officer to be granted leave without pay to accompany his/her spouse not for the duration of the initial contract but for that of a subsequent contract on the ground that the officer concerned may not be able on personal/professional reasons, to take the leave for the duration of the initial contract and to specify the duration of the contract; to mention in the case of leave without pay to run a business whether same should be registered under the officer's name for the latter to enjoy this benefit for an aggregate period of one year over a period of 10 years; granting an officer leave without pay for a period of two years for any purpose over a period of 10 years, so as to limit any abuse whereby officers may avail of almost 10 years of leave without pay for different purposes within the recommended period of 10 years, as per existing provisions; and granting leave without pay for placement training other than pre-registration and pupillage.
- 16.4.93 After duly examining the abovementioned requests, we have reviewed certain provisions to render them more explicit and in some cases more flexible, so as to ease implementation process and provided for the grant of leave without pay to another category of officer to take up employment in the Civil Service on a contractual basis. We equally made pertinent observations regarding a few specific issues. In addition, we have waived the recommendation regarding the grant of leave without pay to a female officer following child birth in cases where the officer has already benefitted from paid maternity leave on three occasions. This provision has outlived its utility following a government decision in 2019 to grant paid maternity leave to a female officer irrespective of the number of confinements.

Recommendation 20

16.4.94 We recommend that officers holding a substantive appointment should be eligible to the grant of leave without pay, subject to the exigencies of the service, as hereunder:

A. to take up employment in:

- (i) Parastatal and other Statutory Bodies as well as other institutions with approved service status for a maximum aggregate period of two years over a period of 10 years, to cover the probationary period of employment. In the event the officer is still not appointed in a**

substantive capacity at the end of the 24-month period on reasonable grounds, the leave without pay may be extended subject to the recommendation of the Responsible Officer and the approval of the MPSAIR;

- (ii) the private sector in Mauritius for a maximum aggregate of one year over a period of 10 years. In the event an officer has been granted such leave and takes up employment in a Mauritian Branch of an International Private/Multi-National Company he/she may, upon authorisation of the parent Ministry and the approval of the MPSAIR, be allowed to take advantage of the leave without pay or for part thereof, in the event of an overseas posting in the same company;
 - (iii) international and regional organisations of which Mauritius is a member; in foreign countries under a scheme approved by Government; and in member countries of regional organisations, for the duration of the initial contract not exceeding three years or an aggregate period of three years, over a period of 10 years. However, the period of leave without pay may be extended, subject to the approval of the High Powered Committee, for an aggregate period not exceeding five years, upon production of documentary evidence that contributions in respect of service provided abroad have been made and a pension is payable for continuous service.
- B. to conduct consultancy for short period of contract of not less than six months in international and regional organisations of which Mauritius is a member; in foreign countries under a scheme approved by the Government; and member countries of regional organisations, for a total period not exceeding two years over a period of 10 years. However, the Responsible Officer may approve the grant of leave without pay in cases where the period of contract is less than six months on not more than three occasions for a total period not exceeding two years over a period of 10 years.
- C. to accompany spouse, whether the latter is a public officer or not, proceeding on approved leave and employed in international and regional organisations of which Mauritius is a member; in foreign countries under Government approved schemes; and in member countries of regional organisations subject to the approval of the MPSAIR. The leave without pay should cover the duration of only one contract the spouse is required to serve, irrespective of whether it is the initial or a subsequent contract, offered by the same or a different employer.
- D. to explore the possibility of emigration for an aggregate period of one year over a period of 10 years.

- E. for other personal reasons for an aggregate period of 90 days over a period of 10 years, which can be taken either at a stretch or staggered. However, the aggregate period of 90 days may be extended further by 60 days, on a case to case basis, in the event the officer is called upon to provide medical care and assistance to his/her elderly dependent parent/close family member with a serious/critical health condition, subject to the production of documentary medical evidence and approval of the MPSAIR.**
- F. to run a business for an aggregate period of one year over a period of 10 years, except for officers performing in scarcity areas or where replacement is not easily available and retention of staff is difficult or where the officer has been provided a training at government's expense for a year or more. The grant of such leave is subject to the approval of the MPSAIR and the High Powered Committee.**
- G. to pursue higher studies on a full time basis for the duration of the course, up to a maximum of four years in aggregate and subject to the following conditions:**
 - (i) such leave is granted for a maximum period of one year initially;**
 - (ii) extension of the leave is considered at the end of each academic year, upon provision of documentary evidence of continued studies in the same field, subject to exigencies of service; and**
 - (iii) the aggregate period of four years should cover the period the officer is awaiting the examinations' results and the holding of the graduation ceremony.**
- H. (i) to undertake pupillage whether in the private or public sector or undergo pre-registration training, for an aggregate period of two years; and**
 - (ii) officers who, as per provisions of 2016 PRB Report, have been granted leave with pay for undertaking pupillage at the Attorney-General's Office, should continue with this arrangement on a personal basis, until the end of their training, provided that same does not exceed 24 months.**

Leave Without Pay to take up employment in the Civil Service on a contractual basis

16.4.95 The Bureau has been apprised that it is current practice for officers holding substantive appointment in the Civil Service to be offered positions on contractual basis in another Ministry/Department in the Civil Service itself to serve in another capacity or in positions related to his/her qualifications held. In such cases, the officers are granted leave without pay, upon approval of the MPSAIR and appropriate authorities. In this respect, the attention of the Bureau has been drawn to the fact that our recommendations do not provide for leave without pay in this particular circumstance, so that there was need to address same in this Report.

16.4.96 We have examined the claim in depth and hold that there is ground to extend the grant of leave without pay in such cases but that it should apply to a certain category of officers only where registration with a professional body/council is mandatory. This course of action would enable the tapping of their valuable expertise or the acquiring/enhancing of their professional expert experience. The rationale for restricting this benefit to a certain category of officers is to enable a more judicious use of resources and limit a proliferation of such cases. We are therefore recommending accordingly.

Recommendation 21

16.4.97 We recommend that:

- (i) **an officer of the Civil Service performing in a professional position where registration is required, may be granted leave without pay for taking up employment on a fixed term contract in another Ministry/Department for an aggregate period of two years over a period of 10 years; and**
- (ii) **an officer who is registered with a professional body/council but who does not necessarily hold a position in that field in the Civil Service, may be granted leave without pay to take up employment on a contractual basis in a field in which he/she holds the professional qualification, for an aggregate period of two years over a period of 10 years.**

General Observations

16.4.98 During consultations, Management of certain organisations as well as the MPSAIR remarked that the leave without pay scheme is generous and flexible and that same should be reviewed. We have been apprised that when an officer is on leave without pay for extended periods, much inconvenience is caused at the workplace in terms of: sharing the additional workload among staff; officers being assigned higher duties for long periods coupled with the inability to fill the temporary vacant post; and frustration among staff following the extension of the leave.

16.4.99 It is worth pointing out that approval/recommendation for leave without pay rests upon the Responsible Officer who is in a better position to gauge the situation and decide whether the officer may be released on the ground that his/her prolonged absence would not cause prejudice to any officer and disturb the smooth running of activities. **The Responsible Officer should, therefore, prior to granting leave without pay to officers, use due diligence while ensuring that there is no disruption in service delivery. Moreover, any request for leave without pay or extension of leave without pay should be submitted through the proper channel, that is, to the Responsible Officer of the organisation for his recommendation, after duly, taking into account, the exigencies of the service. The request may further be forwarded to the MPSAIR and HPC for approval depending on the specificity of the case.**

- 16.4.100 Submissions have been received that in certain cases, officers have been granted extended periods of leave without pay to take up employment in international/regional organisations and this practice is being perceived in some quarters as abusive. While we do not dispute that the rationale for granting leave for this purpose is to allow officers to gain international experience which ultimately would be beneficial to the public sector, we also acknowledge that there may be some kind of abuse in the continued extension of the leave. In such a situation, we view that where an officer aged 55 years or more, has already availed of an aggregate period of five years leave without pay to take up employment in international or regional organisations and intends to apply for further extension of the leave, **the MPSAIR may contemplate advising the officer to retire from the service so as to take up employment in the international/regional body.**
- 16.4.101 Moreover, we have been apprised that in some instances, a few officers who have availed of leave without pay for one purpose, for example, emigration, thereafter apply for an additional period of leave without pay for another purpose, such as pursuing further studies, without resuming duty in between the two periods, as recommended by the Bureau. We wish to point out that this specific provision was introduced with a view to limiting cases of abuse and approval of leave in such circumstance by the authorities concerned, constitutes in not only a derogation from our recommendation but defeats the very purpose of this provision.
- 16.4.102 In view of the above, we opine that **the MPSAIR may consider carrying out a survey on a periodic basis, on the grant of leave without pay to detect any case of abuse for the sake of limiting such practice in the public sector.**
- 16.4.103 In addition to the above mentioned general observations, we are making the following provisions with a view to facilitating the implementation of certain recommendations:
- (i) **the period of 10 years as mentioned at paragraph 16.4.94A(i), (ii), (iii), B, D, E and F is deemed to take effect on the first day the officer proceeds for the first time on leave without pay for that particular purpose;**
 - (ii) **an officer who has been granted leave without pay for one purpose should thereafter, not be granted extension of the leave for another purpose unless and until he/she resumes work at the expiry of the leave. A new request for leave without pay should thereafter be submitted;**
 - (iii) **for the purpose of implementation of the recommendation made at paragraph 16.4.94 A (iii), B and C, the MPSAIR should liaise with the Ministry of Foreign Affairs, Regional Integration and International Trade in view of determining the list of institutions/international/regional organisations, approved schemes and member countries concerned;**
 - (iv) **Supervising Officers should continue to ensure that officers who are on leave without pay, do resume duty at the expiry of their leave. Any request for extension of leave without pay should be submitted to the MPSAIR**

through their Management, at least one month before the expiry of the approved absence; and

- (v) much caution should be exercised in implementing our recommendations in the right and appropriate manner as the absence of an officer from the service has a bearing on several factors at the workplace and at times entails the additional disbursement of public funds.**

Injury Leave

- 16.4.104 Currently, injury leave on full pay is granted to an injured officer on duty, provided that the latter was acting in accordance with rules and regulations in force and the accident was not due to intentional negligence on his part. All cases requiring more than 30 days' injury leave or that need further investigation are presently referred to the Injuries Committee which is under the responsibility of the Ministry of Health and Wellness.
- 16.4.105 For this review, it has been represented that there is an increase in accidents that occur at workplace causing injury to employees during the actual discharge of their duties. Federations have, therefore, requested that injury leave should not be restricted to the workplace only but should also be extended to officers who are travelling officially.
- 16.4.106 According to the present provisions, injury leave is granted to an officer when he is injured while on duty. Therefore, an officer who is injured while travelling officially is considered as being on duty.
- 16.4.107 The Bureau is keeping a status quo on the existing provisions.

Recommendation 22

16.4.108 We recommend that:

- (i) an officer, holding a substantive appointment and injured on duty, should be granted injury leave on full pay, provided that he was acting in accordance with rules and regulations in force at the time of the accident and the accident was not due to his/her fault;**
- (ii) pending the findings of the Departmental Board, the officer be granted sick leave upon recommendation from a Government Medical Officer;**
- (iii) the Supervising Officer may approve injury leave up to a maximum of 30 days, subject to the findings of the Departmental Board;**
- (iv) all cases which require more than 30 days' injury leave should be referred to the Injuries Committee together with the necessary documents and comments as laid down in the existing regulations; and**

- (v) notwithstanding sub paragraph (iii) above, the Supervising Officer may refer to the Injuries Committee any case where, in his opinion, the circumstances of the injury require further investigation.

Injury Leave Entitlement for Employees not holding a Substantive Appointment

16.4.109 At present, an employee not holding a substantive appointment, is granted injury leave with pay up to a maximum of 15 days, although the latter has not completed one year's continuous service, provided that the procedures set out in the existing regulations and above recommendation are followed. Since the existing provisions for officers not holding a substantive appointment have not given rise to practical problems, we are maintaining them.

Recommendation 23

16.4.110 We recommend that employees, not holding a substantive appointment, should be eligible for injury leave with pay up to a maximum of 15 days, although they have not completed one year's continuous service, provided they are in compliance with the provisions of the existing regulations, and the procedures set out at paragraph 16.4.108 above are followed.

16.4.111 We further recommend that, notwithstanding provision at paragraph 16.4.108, for cases which require a longer period of recovery, the employee may be granted injury leave with pay for up to a maximum of 180 days (inclusive of injury leave as mentioned at paragraph 16.4.108), subject to the production of a Medical Certificate duly signed by a Police Medical Officer or a Government Medical Officer, as appropriate, and upon the recommendation of the Ministry of Health and Wellness.

Departmental Board

16.4.112 Following representations made to the Bureau regarding delay in the submission of the Departmental Board's Report, the Bureau recommended that the Departmental Board should submit its Report within a fortnight. This recommendation is being reiterated as there is need to reduce the undue hardship caused to the injured officer.

Recommendation 24

16.4.113 We recommend that the Departmental Board should continue to submit its Report within a fortnight and Supervising Officers should ensure that same is adhered to.

Family Responsibility Leave

16.4.114 In the last Report, we provided officers with a maximum of three consecutive days of urgent casual leave to look after the family. Since its introduction, many officers have taken advantage of this leave, which at the same time has contributed to a better worklife balance. We are, therefore, maintaining the recommendation.

Recommendation 25

16.4.115 We recommend that for the purpose of looking after the family, officers should be granted a maximum of three consecutive days of urgent casual leave.

16.4.116 We further recommend that in the event the officer has already availed of his casual leave entitlement, the days of absence should be reckoned against the five days of his accumulated vacation leave, as provided at paragraph 16.4.10 (ii) above.

16.5 WORKING WEEK, FLEXITIME, WORKERS ON SHIFT/ROSTER/STAGGERED HOURS AND OVERTIME

16.5.1 The main provisions governing the standard working week as well as the normal hours of attendance currently in force in the Public Sector; the flexible hours of attendance; and flexitime are, *inter alia*, dealt with in this Chapter. In addition, the pattern of working time for workers on shift, roster and staggered hours, overtime and other provisions governing hours of attendance are highlighted herein. In a bid to provide for a longer office coverage and combat tardiness in the Public Sector, we are also enhancing the provisions of the flexible hours of attendance and the flexible working arrangement scheme.

Working Week

16.5.2 An employee is required to operate on either a five-day week or a six-day week basis depending on the operational needs of the organisation. The specified number of hours per week prescribed for the different group of employees varies from 33¾ to 40 hours except for *Surveillant formerly Security Guard* who is required to put in 60 hours.

16.5.3 The existing provisions governing the standard working week for the Public Sector employees are as enumerated in the table below:

Group of Employees	Number of Hours per week
Workmen's Group and other manual grades	40 hours
<i>Surveillant formerly Security Guard</i>	60 hours
Employees working on shift	40 hours or a multiple of 40 hours, where the shift covers a cycle.
Employees working on roster and at staggered hours	Not less than 33¾ hours and not more than 40 hours as specified by Responsible Officers
Employees belonging to Disciplined Forces	As specified by Responsible Officers
All other officers	Between 33¾ hours and 40 hours as specified by the Responsible Officer

- 16.5.4 Any employee may be required to operate on a six-day week basis provided the normal working week is in accordance with provisions as specified in the table above.
- 16.5.5 Shift workers may be required to work on roster or at staggered hours, if the exigencies of the service so require.
- 16.5.6 For this review, no proposal has been made on the working hours of employees of the Public Sector. It is worth highlighting that the agreed hours of work in Public Sector Organisations differ from country to country. While in New Zealand, the total normal hours of work of an employee is up to a maximum of 40 hours weekly, in Singapore the contractual hours of work are up to 9 hours per day or 44 hours weekly and in South Africa, it varies from 40 hours a week with a statutory limitation of 45 hours per week. In comparison to what is obtainable in foreign jurisdiction, the Bureau considers that the present provisions on the standard working week are appropriate and require no amendment.

Recommendation 1

- 16.5.7 We recommend that the existing provisions governing the Standard Working Week in the Public Sector, as specified at paragraphs 16.5.3 to 16.5.5 above, should continue to prevail.**

Hours of Attendance for Public Sector Employees

- 16.5.8 Hours of work are an essential element in determining the terms and conditions of public sector employees. As highlighted earlier, the established pattern of work for full-time employees varies from 33¾ hours to 40 hours weekly except for the grade of *Surveillant formerly Security Guard*, which is invariably required to put in 60 hours weekly. The Responsible Officers of Ministries/Departments/Organisations are vested with the authority for setting the commencing and finishing time of work of officers working under their supervision, within the specified hours taking into account the operational needs of their organisations.
- 16.5.9 The normal hours of attendance for full-time employees other than those working on shift, roster and at staggered hours as well as for those working in essential services providing a 24-hour coverage are as spelt out hereunder:

Category	Days of Work	Duration
Officers working on a five-day week basis	Monday to Friday	0845 to 1600 hours (half hour for lunch)
Officers working on a six-day week basis	Monday to Friday	0900 to 1530 hours (half hour for lunch)
	Saturday	0900 hours to noon
Officers in the Workmen's Group and other manual grades putting in 40 hours weekly	Monday to Friday	0700 to 1515 hours (one hour for lunch)
	Saturday	0700 to 1045 hours

16.5.10 As the above provision is adequate, we are upholding same.

Recommendation 2

16.5.11 We recommend that Responsible Officers of Ministries/Departments/Organisations should continue to specify the working hours of officers working under their supervision taking into consideration the operational needs of their organisations.

Flexible Hours of Attendance and Flexible Working Arrangement

16.5.12 With a view to combatting tardiness in the Public Sector and based on findings of its previous surveys, the Bureau introduced the concept of flexible hours of attendance in its 2003 Report. The said pattern of attendance had proved to be an effective system to induce desired employee behaviour.

16.5.13 The Bureau, in its successive Reports, has also been advocating for the introduction of Flexitime in the Public Service subject to demand and proper consultations with the staff side; availability of resources; and approval of the Ministry of Public Service, Administrative and Institutional Reforms (MPSAIR). The main aim of this system is to allow employees to choose their individual working and finishing time subject to putting in the total hours required weekly. Such a system is viewed to be beneficial for both the employer and employee.

16.5.14 Since October 2015, the MPSAIR has implemented the Flexible Working Arrangement and spearheaded its introduction on a pilot basis in some 22 Ministries/Departments for officers working on a five-day week basis, excluding employees on shift and roster, officers of the Disciplined Forces and Educational Sector. The Ministry proposed a bandwidth ranging between 0800 hours to 1700 hours with the core hours being from 0945 hours to 1515 hours. The time slots were as follows:

(i) Officers other than Office Auxiliary/Senior Office Auxiliary

Slot 1	0800 hours to 1515 hours
Slot 2	0845 hours to 1600 hours
Slot 3	0900 hours to 1615 hours
Slot 4	0945 hours to 1700 hours

(ii) Office Auxiliary/Senior Office Auxiliary

Slot 1	0730 hours to 1600 hours
Slot 2	0800 hours to 1630 hours
Slot 3	0830 hours to 1700 hours

Stakeholders Submission

- 16.5.15 During consultations, stakeholders expressed that recommendations made in the 2016 PRB Report concerning Flexible Hours of Attendance are implemented on a piecemeal basis. They added that as the onus rests with the Responsible Officers, same was not implemented in a uniform manner.
- 16.5.16 Federations and Unions emphasised that the Flexible Working Arrangement Scheme proposed by the MPSAIR was not in line with the recommendations of the 2016 PRB Report as it created two categories of public officers in the Public Sector and parties concerned were not consulted prior to its implementation. They further averred that the proposals of the MPSAIR were more stringent and restrictive; the conditions of service of public officers have been worsened off; employees were unduly penalised for attending duty late in the morning and time-off/early departures were not offset against excess hours accumulated in bank; and the scheme which was introduced on a pilot basis, was different to what they opted for in the 2016 PRB Report.

MPSAIR Submission

- 16.5.17 In response to the COVID-19 Pandemic and in consonance with Government's strategy for a phased resumption of economic and other activities in the Public Sector, the Flexible Working Arrangement Scheme was extended in other Ministries/Departments/Organisations. A Circular Letter dated 04 May 2020 was, therefore, issued by the MPSAIR informing Ministries and Departments that flexitime should be introduced thereby mitigating the pressure on public transport and allowing public officers adopt social distancing measures. The arrival and departure time of employees were segregated in four slots except for incumbents in the Office Auxiliary/Senior Office Auxiliary Cadre where three slots were provided.
- 16.5.18 The MPSAIR has submitted that the feasibility of this Scheme had to be re-assessed following complaints from various stakeholders. Against this backdrop, a survey was carried out in organisations where the pilot testing of the Flexible Working Arrangement Scheme was implemented. One of the main observations of the Ministry was that the implementation of the two schemes namely, Flexible Hours of Attendance and Flexible Working Arrangement, was giving rise to resistance and dissatisfaction.
- 16.5.19 The main proposals of the MPSAIR, in the context of this review exercise, pertain to: maintaining the flexible working hours with a bandwidth ranging between 0815 hours to 1700 hours and the core working hours to be from 0945 hours to 1530 hours while for officers other than those belonging to the Workmen's Group, the slots be varied as follows: 0815 hours to 1530 hours; 0845 hours to 1600 hours; 0915 hours to 1630 hours; and 0945 hours to 1700 hours. They also proposed three slots for employees in the Office Auxiliary/Senior Office Auxiliary Cadre viz 0730 hours to 1600 hours; 0800 hours to 1630 hours and 0830 hours to 1700 hours.

16.5.20 The MPSAIR has also canvassed that:

- a non-cumulative bank system with an approved ceiling of 3 ½ hours per month be introduced which will lapse at the end of the month;
- time-off not exceeding one half-day per month be granted, provided the hours of lateness have already been offset against the balance of early arrivals/late departures;
- late arrivals up to a maximum of 30 minutes in the first and second time slots not to be considered as lateness;
- a tolerance margin of 15 minutes with respect to arrival and departure time for the four slots for officers other than Office Auxiliary/Senior Office Auxiliary Cadre be allowed, subject to exigencies of the service;
- officers not to be allowed to work for more than 30 minutes after the departure time of the slot chosen to reimburse late arrivals, except for senior officers who are neither eligible for overtime nor for extra duty allowance in lieu of overtime;
- persistent lateness of more than 30 minutes, absences during working time without authorisation and excess time taken for lunch to be deducted from leave entitlement; and
- Regulation 42(1) (c) of the Public Service Commission Regulations to be applied in case of regular defaulters; and late arrivals for reasons beyond individual control, such as heavy rainfall, major road accidents, unusual traffic jam, not to be considered as lateness, subject to the approval of the Supervising Officer.

Survey

16.5.21 The Bureau conducted a survey in the Public Sector to identify any practical difficulty and gauge the extent to which its recommendations are implementable regarding Flexible Hours of Attendance and Flexible Working Arrangement. The objectives of the survey were geared towards, providing remedial solutions to improve the attendance pattern of public officers for enhanced service delivery. It was issued on 10 February 2020 with the closing date for submission being 10 March 2020 which was, however, extended due to the COVID-19 Pandemic. Despite the additional time granted, the response rate for the Civil Service was 64.44% including RRA; 63.16% for Parastatal Bodies and 50% for Local Authorities.

Findings of Survey

16.5.22 The survey has revealed that: the use of electronic attendance system has been adopted by 81% of organisations; 86% of organisations operate on a five-day week basis, while 9% operate on a six-day week basis and 5% operate on both five-day and six-day week basis; records of late/early arrivals were kept and monitored by 86% of the organisations; and there was no evidence on the part of organisations surveyed as to whether Flexible Working Arrangement was effectively inducing desired employee behaviour.

16.5.23 The survey findings also revealed that most of the employees preferred the slot 0845–1600 hours under the Flexible Working Arrangement Scheme; the current provisions of Flexible Working Arrangement were considered to be stringent while those of the flexible hours of attendance were considered more favourable. Further, the majority of organisations were not in favour of rescheduling the opening hours of public offices in a staggered way on account of transport problems and security issues, amongst others.

Observations

16.5.24 All the representations have been examined by the Bureau. In line with the findings of the survey and considering the global incidence of the COVID-19 Pandemic, the major national developmental projects under way and the acute road congestion problem, the Bureau is of the view that both the Flexible Working Arrangement and the Flexible Hours of Attendance need to be harmonised.

16.5.25 We are, while upholding certain existing provisions, standardising/enhancing the provisions governing Flexible Hours of Attendance and Flexible Working Arrangement.

Recommendation 3

16.5.26 We recommend that, subject to the operational needs of the organisation, Responsible Officers of Ministries/Departments/Organisations should consider the advisability of implementing:

EITHER

(i) the Flexible Hours of Attendance as follows:

- (a) for officers operating on a five-day week basis (except for Supervising Officers in charge of Ministries and Heads of Ministries/Departments/Divisions, Officers of the Disciplined Forces, Educational Sector and employees working on shift, roster and staggered hours); and**
- (b) for officers operating on a six-day week basis (except for Supervising Officers in charge of Ministries and Heads of Ministries/Departments/Divisions, Officers of the Disciplined Forces, Educational Sector and employees working on shift, roster and at staggered hours).**

Flexible Hours of Attendance	
Officers operating on a five-day week basis	
Working Hours	Remarks
8.45 a.m -4.00 p.m (Core hours: 9.15 a.m to 3.45 p.m, with half an hour for lunch)	<p>Early arrival from 8.30 a.m up to 8.45 a.m be accumulated on a monthly basis.</p> <p>Arrival time between 8.45 am up to 9.15 a.m should not be considered as lateness provided the standard working week is adhered to.</p> <p>Late arrivals and lateness that is, arrival after 9.15 a.m may be reimbursed subject to the approval of the Responsible/ Supervising Officer by working up to 4.30 p.m.</p> <p>Departure time as from 3.45 p.m would be allowed, subject to exigencies of the service.</p>
Officers operating on six-day week basis	
Working Hours	Remarks
<p>Weekdays: 9.00 a.m -3.30 p.m (Core hours: 9.30 a.m to 3.15 p.m, with half an hour for lunch)</p> <p>Saturday: 9.00 a.m – Noon</p>	<p>Early arrival from 8.45 a.m up to 9.00 a.m be accumulated on a monthly basis.</p> <p>Arrival time between 9.00 am up to 9.30 a.m should not be considered as lateness provided the standard working week is adhered to.</p> <p>Late arrivals and lateness that is, arrival after 9.30 a.m may be reimbursed subject to the approval of the Responsible/ Supervising Officer by working up to 4.00 p.m.</p> <p>Departure time as from 3.15 p.m on week days and 11.45 a.m on Saturdays would be allowed, subject to exigencies of the service.</p>

OR

- (ii) the Flexible Working Arrangement for officers operating on a five-day week basis (except for Supervising Officers in charge of Ministries and Heads of Ministries/Departments/Divisions, Officers of the Disciplined Forces, Educational Sector and employees working on shift, roster and staggered hours). A bandwidth ranging between 8.15 a.m to 5.00 p.m with the core working hours being 9.45 a.m to 3.30 p.m, and the time slots are detailed in the table below:

Flexible Working Arrangement		
Officers other than employees of the Office Auxiliary Cadre		
Slot	Working Hours	Remarks
1.	8.15 a.m to 3.30 p.m	<p>Early arrival from 8.00 a.m up to 8.15 a.m be accumulated on a monthly basis.</p> <p>Arrival time between 8.15 a.m up to 8.45 a.m should not be considered as lateness provided the standard working week is adhered to.</p>

Flexible Working Arrangement		
		<p>Late arrivals and lateness that is, arrival after 8 45 a.m may be reimbursed subject to the approval of the Responsible/ Supervising Officer by working up to 4.00 p.m.</p> <p>Departure time as from 3.15 p.m would be allowed, subject to exigencies of the service.</p>
2.	8.45 a.m to 4.00 p.m.	<p>Early arrival from 8.30 a.m up to 8.45 a.m be accumulated on a monthly basis.</p> <p>Arrival time between 8.45 am up to 9.15 a.m should not be considered as lateness provided the standard working week is adhered to.</p> <p>Late arrivals and lateness that is, arrival after 9.15 a.m may be reimbursed subject to the approval of the Responsible/ Supervising Officer by working up to 4.30 p.m.</p> <p>Departure time as from 3.45 p.m would be allowed, subject to exigencies of the service.</p>
3.	9.15 a.m to 4.30 p.m	<p>Early arrival from 9.00 a.m up to 9.15 a.m be accumulated on a monthly basis.</p> <p>Arrival time between 9.15 a.m up to 9.45 a.m should not be considered as lateness provided the standard working week is adhered to.</p> <p>Late arrivals and lateness that is, arrival after 9.45 a.m may be reimbursed subject to the approval of the Responsible/Supervising Officer by working up to 5.00 p.m.</p> <p>Departure time as from 4.15 p.m would be allowed, subject to exigencies of the service.</p>
4.	9.45a.m to 5.00 p.m	<p>Early arrival from 9.30 a.m up to 9.45 a.m be accumulated on a monthly basis.</p> <p>Departure time as from 4.45 p.m would be allowed, subject to exigencies of the service.</p>
Office Auxiliary Cadre		
1.	7.30 a.m to 4.00 p.m	<p>Early arrival from 7.15 a.m up to 7.30 a.m be accumulated on a monthly basis.</p> <p>Arrival time between 7.30 am up to 8.00 a.m should not be considered as lateness provided the standard working week is adhered to.</p> <p>Late arrivals and lateness that is, arrival after 8.00 a.m may be reimbursed subject to the approval of the Responsible/Supervising Officer by working up to 4.30 p.m.</p>

Flexible Working Arrangement		
		Departure time as from 3.45 p.m would be allowed, subject to exigencies of the service.
2.	8.00 a.m to 4.30 p.m	<p>Early arrival from 7.45 a.m up to 8.00 a.m be accumulated on a monthly basis.</p> <p>Arrival time between 8.00 am up to 8.30 a.m should not be considered as lateness provided the standard working week is adhered to.</p> <p>Late arrivals and lateness that is, arrival after 8.30 a.m may be reimbursed subject to the approval of the Responsible/Supervising Officer by working up to 5.00 p.m.</p> <p>Departure time as from 4.15 p.m would be allowed, subject to exigencies of the service.</p>
3.	8.30 a.m to 5.00 p.m	<p>Early arrival from 8.15 a.m up to 8.30 a.m be accumulated on a monthly basis.</p> <p>Departure time as from 4.45 p.m would be allowed, subject to exigencies of the service.</p>

16.5.27 We also recommend that:

- (i) the option for a time slot should be made in consultation with the Head of Section and approved by the Responsible/Supervising Officer; and
- (ii) Responsible/Supervising Officers should at their discretion, and subject to being satisfied with the genuineness of a request, allow for change in time slot opted by an employee.

16.5.28 We further recommend that Organisations implementing the Flexible Hours of Attendance and the Flexible Working Arrangement should:

- (i) ensure that there is adequate office coverage during official hours (that is maintain core hours) so that customer service is not affected by the pattern of work attendance. Employees may work beyond the official hours if required by Management, subject to exigencies of the service;
- (ii) keep an account of late/early arrivals in respect of each officer on a daily basis in an Excess hours of attendance bank;
- (iii) allow the officers to accumulate early arrivals, not exceeding 15 minutes per day in the Excess hours of attendance bank on a monthly basis which will lapse automatically, if not availed of, after a period of three months.
- (iv) deduct, in the first instance, late arrivals from the Excess hours of attendance bank on a monthly basis. If the officer does not have any excess accumulated hours in bank, late arrivals should be deducted from either the officers' vacation leave entitlement or casual leave entitlement. The option to deduct late arrivals from either vacation or casual leave

entitlements should be exercised by officers at the beginning of each calendar year and is irrevocable; and

- (v) ensure that late arrivals are reimbursed within the same month, failing which same will be considered as lateness.

16.5.29 Other provisions governing Flexible Hours of Attendance and Flexible Working Arrangement should be as follows:

- A. Officers may be granted a maximum of 3½ hours per month against the corresponding excess hours accumulated in the Excess hours of attendance bank, subject to exigencies of the service, provided that the hours of lateness, if any, have already been offset.**
- B. Officers who opt to attend work more than the normal contractual weekly hours of work listed at paragraph 16.5.3, shall not be eligible for overtime, but shall be governed by the provisions as at paragraph E below.**
- C. Lateness cannot be reimbursed by provisions other than those specified at paragraph 16.5.26, except for senior officers who are neither eligible for overtime nor for extra duty allowance in lieu of overtime.**
- D. (i) Persistent lateness and absences without authorisation during working time and excess time taken for lunch should be deducted from vacation leave entitlement or casual leave entitlement as opted by the officer at the beginning of each year. Regulation 42(1) (c) of the PSC Regulations should be applied in case of regular defaulters/habitual late comers.**
 - (ii) For the sake of uniformity in the flexible pattern of work, habitual latecomers are characterised as those officers who:**
 - (a) attend work regularly 30 minutes after the scheduled arrival time; and**
 - (b) have opted for a particular time slot in the flexible pattern of work and attend work regularly at hours classified as lateness therein;**

for at least five days per month over a period of three consecutive months.
 - (iii) Lateness for reasons beyond individual control, for example, heavy rainfall, major road accidents, unusual traffic jam, etc., officially reported to a Supervising Officer where several officers are involved, may not be considered as lateness for that day, subject to his approval.**

- (iv) For officers not eligible for overtime payment and extra duty allowance and who are required to work regularly beyond 4.00 p.m., (on five-day week basis) and beyond 3.30 p.m. (on six-day week basis), attendance after 9.15 a.m. (on five-day week basis) and 9.30 a.m. (on six-day week basis) should not be considered as lateness, subject to the approval of the Responsible/Supervising Officer under the Flexible Hours of Attendance. This provision is also applicable to: officers who have opted for the time slots under the Flexible Working Arrangement; and officers who have been granted permission for homeworking based on completion of allocated assignments.
- E. The normal contractual weekly hours of work should remain unchanged. Officers working on a five-day week basis, that is, 8.45 a.m. to 4.00 p.m. (half an hour for lunch) and officers working on a six-day week basis, that is, 9.00 a.m. to 3.30 p.m. (half an hour for lunch) should be allowed to maintain the present pattern. This provision should also apply to officers mentioned at sub-paragraph B above.
- F. For officers required to provide a 24-hour service in the Health Sector, whether on shift or not, the normal attendance hours in force as at the eve of the publication of the 2021 Report, are maintained. Management shall continue to be responsible for the working hours of officers in the Health Sector.
- G. Management shall continue to be responsible for establishing the working hours of the teaching profession.
- H. Notwithstanding the above provisions, where flexible pattern of attendance is not feasible particularly on sites outside the capital, Management may continue to operate on the system prevailing prior to *01 January 2021*, subject to the approval of the Responsible/Supervising Officer. In such cases, lateness and absences during working time without authorisation would be deducted either from the officers' vacation leave entitlement or casual leave entitlement as opted by the officer at the beginning of each year. However, in case there is no improvement in the officer's record of late attendance and the excess time taken for lunch, the Responsible Officer may then initiate action, under Regulation 42(1)(c) of the PSC Regulations, for the duration of lateness to be deducted from the officer's salary.
- I. Officers working on shift, roster and at staggered hours should continue to work within the prescribed time. Period of late attendance, excess time taken for lunch and absences from offices without authorisation should be deducted from either the officers' vacation leave entitlement or casual leave entitlement opted by the officer at the beginning of each year. All cases of persistent lateness should be dealt with in accordance with Regulation 42(1)(c) of the PSC Regulations.

- J. The provisions of Flexible Pattern of Attendance are not applicable to the Workmen's Group (except for employees of the Office Auxiliary Cadre who are eligible for the Flexible Working Arrangement) and officers falling in this category should work within the prescribed hours. The Human Resource Section of Ministries/Department should devise a mechanism to monitor the Pattern of Attendance for the Workmen's Group posted at different sites of work. Lateness, in occasional cases, for employees belonging to the Workmen's Group, should be offset against early arrival while cases of persistent lateness should be dealt with in accordance with provision of sub-paragraph D above.**
- K. With a view to ensuring a close monitoring of the time of arrival and departure, as well as absence from office during office hours, Ministries/Departments/Organisations should expedite matters for the introduction of electronic attendance system wherever same has not been put in place so far.**
- L. The onus for deciding whether Flexible Pattern of Attendance would be applicable for officers working at staggered hours rests upon the Responsible/Supervising Officer.**

Homeworking

16.5.30 In accordance with the International Labour Organisation (ILO) Home Work convention, '*home work*' means work carried out by a person in his/her home or in other premises of his/her choice, other than the workplace of the employer. The Bureau, in its 2008 Report, introduced the modern concept of work from home such that Chief Executives of Ministries/Departments/Organisations may allow officers particularly at professional level and above to work from home where demand exists and resources permit for assignments that are project-based with verifiable performance indicators and for which there can be no disagreement on what is needed for the target to be achieved.

Foreign Jurisdiction

16.5.31 Based on the ILO 'Employers' guide on working from home', the COVID-19 Pandemic has severely affected public health and caused unprecedented disruptions to economies and labour markets. Government throughout the world have taken measures to address the spread of the Corona Virus and around 68% of the world's total workforce, including 81% of employers, have been subject to workplace closures.

16.5.32 As the crisis continues to evolve, public administrations are enacting immediate measures to help public officials perform as effectively as possible. Globally, they have transitioned rapidly to home-based work or Work from Home (WFH). This switch poses new challenges and novel constraints for millions of public officials across the globe, some of whom are working to fight the impacts of the COVID-19 Pandemic while others are continuing the normal work of government.

- 16.5.33 Other alternative modes of working pattern and concepts such as Skeleton Workforce, Staggered Working Hours and Four-day (compressed) Workweek are being explored by organisations to ensure Business Continuity.
- 16.5.34 A compressed workweek involves working hours being scheduled over fewer than normal working days, resulting in longer working days each week. The compressed workweek system usually extends the working day to beyond eight hours or daily prescribed hours, but reduces the number of consecutive days worked to less than five.
- 16.5.35 Amidst the COVID-19 Pandemic, certain countries have adopted compressed workweek as follows: Monday to Thursday, Tuesday to Friday, Monday to Tuesday and Thursday to Friday or a combination of the four-day workdays to ensure that there are employees reporting the whole week.

Work From Home in the Public Service

- 16.5.36 In Mauritius, Government implemented various degrees of stay-at-home orders and one of the most immediate challenges public officers faced was the inability to conduct business in person or on site. This compelled the MPSAIR to innovate and introduce new ways of working. Hence, it introduced a WFH Scheme, on a pilot basis, on 09 May 2020 as a crisis response measure with the intent of providing structural support to public administrations to ensure Business Continuity. The purpose was also to set aside traditional ways of collaborating and interacting within the Government, or with citizens and businesses.
- 16.5.37 In this context, a Work from Home Protocol has been developed by the UNDP Consultant, Price Waterhouse Coopers Limited, which aims to support the Government by laying the foundation for an enhanced public sector productivity by not only strengthening the public administration of today but also building resilience for tomorrow. During a WFH arrangement, the policies of the Government including the terms and conditions of employment as well as policies relating to safety and health, data protection and security are still applicable. According to Circular No. 32 of 2020 issued by the MPSAIR, all officers working from home are provided with appropriate IT equipment and granted a monthly cellphone and internet allowance. Besides, Ministries and Departments should consider procuring laptops with appropriate software and other equipment required in lieu of desktop PCs to enable the transition in a phased manner. Furthermore, since March 2021, the MPSAIR has, in line with the Sandbox Framework, put in place an online portal to encourage submission of proposals from Ministries/Departments as well as to facilitate the adoption of innovative technologies in the Public Service.
- 16.5.38 To oversee the effective implementation of the Work From Home across the Public Sector, a Steering Committee has been set up at the level of the MPSAIR under the Chairmanship of the Secretary for Public Service. Additionally, with a view to enabling Ministries/Departments to adapt to the "new normal" and to leverage on innovative technologies to ensure Business Continuity of Government services, the MPSAIR has, in collaboration, with the Civil Service College, Mauritius started the

training of Senior Officers on “Business Continuity Management” so as to equip them with the necessary tools and techniques to be able to undertake strategic business resilience in the event of any calamity/hazard.

Survey

16.5.39 The Work from Home Scheme has become part of the “new normal” working culture required to ensure resilience and Business Continuity in the Public Service. For this Report, the Bureau has conducted a survey to gauge the effectiveness of the Scheme. The survey was rolled out on 14 December 2020 with the closing date set for 15 January 2021. The response rate has been 65.56% for the Civil Service including RRA; 42.11% for organisations classified as Parastatal Organisations and 83.33% for the Local Authorities.

Survey Findings

16.5.40 Out of 123 public sector organisations that have responded to the survey, 23 submitted a nil reply. The main findings of the survey are as follows:

- Some 26.3% are providing essential services, while 73.7% are classified as organisations not providing essential services.
- During the COVID-19 Pandemic, 73% of organisations classified as non-essential services, have resorted to home working.
- The 27% of organisations that could not adopt work from home are those providing essential services and requiring physical presence of employees.
- Some 21% of organisations have not submitted their views on whether they were willing to implement WFH as compared to 48% of organisations willing to adopt the concept and 31% not willing to do so.
- The reasons advanced by those not willing to adopt WFH concept were *inter-alia*, physical presence of officers required on site of work; need for face-to-face interactions for the delivery of services; no proper mechanism to gauge officer’s performance; no access to office software; and confidentiality of data.

16.5.41 The survey has also revealed the following:

- During the COVID-19 Pandemic, some officers of the Administrative Cadre, Technical Cadres and the General Services grades have been involved in home working for specific duties such as, issuing circulars, processing of Work Access Permits, preparation of regulations, preparation of budget, issue of important information/instruction emanating from Government and ensuring continuity of service delivery. Further, the concept of WFH could not be made applicable for employees in the Workmen’s Group.
- To ensure proper interaction among staff, the means of communication adopted by organisations which have implemented WFH were mostly through telephone, email and social media platform and monitoring of work by immediate supervisors.

- The benefits of WFH concept according to various organisations are, amongst others, ensuring continuity of service, saving in utility at organisational level, prevention of cross contamination in case of pandemic, flexibility in work organisation, saving in travelling cost and time and improved work-life balance. However, a few organisations have expressed their concern in monitoring the work of subordinates, monitoring confidentiality and safety of information/data, and privacy of social life and health hazards.
- As a means to consolidating the concept of WFH, other organisations suggested that there should be an established framework with all facilities such as appropriate training, communication facilities and utilities, implementation of a good system of performance monitoring, refund of cost borne by employees and rewarding employees performing well through WFH.

16.5.42 The Bureau considers that the concept of WFH has now become an integral part of the “new normal”. Further, with a view to ensuring Business Continuity in case of similar occurrences as the COVID-19 Pandemic, the Bureau while upholding the Work From Home Protocol of the MPSAIR, is making appropriate recommendations.

Recommendation 4

16.5.43 We recommend that, except for essential services, Responsible/Supervising Officers:

- (a) should, as part of their Business Continuity Plan in case of *force majeure*, make appropriate arrangements for the implementation of the Work From Home Protocol as per MPSAIR’s Circular Letter No. 14 of 2021, at the level of their Ministry/Department and Local Authorities/Parastatal Bodies/State Owned Enterprises falling under their purview;**
- (b) may, for assignments that are project-based with verifiable performance indicators and for which there can be no disagreement on what is needed for the target to be achieved, continue to allow officers particularly at the level of professional and above to Work from Home on certain assignment where demand exists and resources permit, provided the Work From Home Protocol is adhered to;**
- (c) may, in the event of a *force majeure*, consider the advisability of adopting the concept of four-day (compressed) workweek, provided the relevant working week of 33¾ or 40 hrs is complied with as stipulated at paragraph 16.5.3 of this Chapter. The four-day workweek should be a combination of any four-day workdays while ensuring that there are employees reporting the whole workweek; and**
- (d) should consider the gradual transition from desktop PCs to laptops, acquisition of relevant software and provision of necessary tools and equipment as well as training to staff as a readiness measure to ensure Business Continuity in case of *force majeure*.**

- 16.5.44 We further recommend that the Work From Home Steering Committee set up under the aegis of the MPSAIR should:**
- (a) in consultation with Responsible/Supervising Officers of organisations where the Work from Home Scheme has not been implemented, identify whether same could be rolled out in their institution as part of their Business Continuity Plan and provide appropriate guidance and advice thereon; and**
 - (b) in consultation with the PRB determine/review the quantum of telephone and internet allowances that need to be paid to eligible officers in the Work from Home Scheme.**

Definitions

- 16.5.45 **Shift work** is a flexible working arrangement for a 24-hour coverage where one employee replaces another or where different group of workers do the same job one after another and whereby workers normally work 40 hours weekly, or an average of 40 hours weekly in a cycle. These workers work in relays on a 24-hour basis including invariably night duty and work on Sundays and public holidays.
- 16.5.46 **Workers operating on a roster basis** do not work on a 24-hour basis but according to a structured pattern of work specifying the starting times and finishing times of turns of duty which may or may not include night duty. **Workers operating on roster (day)** are those whose turn of duty starts either at or after 4.00 a.m. or goes up to 8.00 p.m. **Workers operating on roster (day and night)** are those whose turn of duty may start either before 4.00 a.m. or extend beyond 8.00 p.m.
- 16.5.47 **Workers categorised as working at staggered hours** work normal hours but are called upon to work, on a regular basis, at irregular hours including Saturdays and Sundays against time-off during their normal working hours. It is a way of covering a longer day.
- 16.5.48 **Night work** means work which is performed during a period of not less than seven consecutive hours, including the interval from 11.00 p.m to 5.00 a.m.

Workers on Shift, Roster and Staggered Hours

- 16.5.49 Workers on shift, roster and staggered hours are governed by special provisions regarding, *inter alia*, work on public holidays and the different forms of compensation. These workers are granted additional compensation due to their pattern of work which is considered in salary determination. Further, Sunday is considered as a normal working day for employees working on shift, roster and staggered hours unless it coincides with a proclaimed public holiday.
- 16.5.50 As these provisions are appropriate, we consider that they should continue to prevail.

Recommendation 5

- 16.5.51** We recommend that Sunday should continue to be considered as a normal working day for employees working on shift, roster and staggered hours unless it coincides with a proclaimed public holiday.
- 16.5.52** We additionally recommend that workers operating on shift, roster and staggered hours should continue to be governed by the following provisions:
- A.** An additional day off should be given to workers on shift and workers employed on a roster basis whose day off coincides with a public holiday. Those who work on a public holiday should be granted two days off.
 - B.** Workers on shift and workers on roster who cannot be granted days off as per provision at paragraph 'A' above should be paid as follows:
 - (i) one day's pay for a day off coinciding with a public holiday; and
 - (ii) two days' pay for actually working a whole shift/roster on a public holiday.
 - C.** When a shift or roster covers part of a public holiday and part of a normal working day, officers working on that shift or roster should be granted:
 - (i) no compensation for working less than one hour on a public holiday;
 - (ii) half day off or half day's pay for working more than one hour and less than four hours on a public holiday;
 - (iii) one day's off or one day's pay for working more than four hours and less than eight hours on a public holiday or the officer may accrue one additional day of casual leave;
 - (iv) two days' off or two days' pay whenever they work eight hours or more on a public holiday or the officer may accrue two additional days of casual leave; and
 - (v) a maximum of three days off or three days' pay for working for a continuous period of 24 hours spread over two consecutive public holidays or the accrual of three additional days of casual leave.
 - D.** The maximum accrual of additional casual leave should be five days which should be availed within the same year. The computation for such leave accruals is kept separate from any other form of leave.
 - E.** Days off granted for work performed on a public holiday and in respect of days off coinciding with a public holiday should be considered as approved leave for the purpose of computation of overtime.

- F. Workers should be allowed to exchange shifts or rostered days off by mutual agreement and with the consent of their supervisors, provided that such an arrangement does not give any employee an entitlement to the payment of overtime.**
- G. The normal entitlement of sick/casual leave of all shift workers should be converted into the corresponding number of hours on the basis of one day being equal to eight hours' work. For absence on any shift, the exact number of hours the shift worker was scheduled to work should be deducted from his sick/casual leave entitlement. However, the officer may be given the option to reimburse by working additionally the number of hours in excess of the eight hours, in lieu.**
- H. Shift schedules must, as far as possible, ensure that:**
- (i) shift starts or ends at times which would be convenient to both Management and employees in the interest of the service;**
 - (ii) public transport is/would be available within a reasonable time; and**
 - (iii) unduly long shifts, without lying-in period be avoided.**
- I. For shift involving night work, the following measures must be ensured:**
- (i) two consecutive full time shifts should not be performed by the same shift workers, except in unavoidable circumstances;**
 - (ii) as far as possible, a rest period of at least 11 hours between two shifts should be guaranteed, except for disciplined forces; and**
 - (iii) employees do not permanently work on night shifts.**
- J. One day's pay in respect of workers on shift/roster/staggered hours should be equivalent to eight times the hourly rate.**

$$\text{Hourly rate} = \frac{\text{Annual salary for the financial year}}{52 \times 40}$$

Compensation for Shift Work/Roster/Staggered Hours

- 16.5.53 The compensation for workers operating on shift/roster/staggered hours has been made in their respective salary, unless otherwise specified. Management should ensure regular rotation of such categories of staff in a spirit of equity to all employees. As per existing provisions:
- (a) A night shift allowance is paid to all those shift workers who effectively perform night shift; that is, those effectively working the hours of 11.00 p.m up to 5.00 a.m.

- (b) For shift work performed at night, incumbents are granted a pay supplement.
- (c) Night shift workers are eligible for the following special provisions:
 - (i) employees not falling in areas of high turnover/scarcity who have completed 25 years on shift work may be given special consideration with respect to posting of day work, if available, subject to the exigencies of the service;
 - (ii) Shift workers aged 50 years or more, who have worked as night shift workers for 25 years or more may be given special consideration with respect to opportunities for voluntary early or phased retirement, subject to the exigencies of the service; and
 - (iii) Night shift workers drawing overtime allowances or any other allowance for work performed between 11.00 p.m. and 5.00 a.m. should not be paid the night shift allowance.

Recommendation 6

16.5.54 We recommend that the compensation measures as enunciated at the above paragraph should continue to prevail for officers operating on Shift Work/Roster/Staggered Hours.

Overtime

16.5.55 Employees who work beyond their normal working day are generally compensated for the extra hours either through overtime payment or compensatory time (equivalent time off).

General Principles

- 16.5.56 The general principles governing overtime in the public sector are as follows:
- (a) Overtime work should be kept to a minimum and should only be undertaken when unavoidable.
 - (b) Overtime work may be compensated by time-off in lieu of payment.
 - (c) Employees would not work overtime unless specifically requested to do so by their supervisors in the interest of the service.
 - (d) Senior officers of certain levels are not eligible for the payment of overtime.
 - (e) Overtime must be authorised in advance. Records should be kept of the work performed during an overtime period, that is, the actual times at which an officer commences and ceases to work overtime.

Eligibility for Overtime

- 16.5.57 Employees, except those in the grade of Surveillant *formerly Security Guard*, qualify for overtime allowance after having performed more than 40 hours' work in a week. Surveillant *formerly Security Guard* qualifies for overtime for work performed in excess of 60 hours.
- 16.5.58 Employees falling under the category of all other officers as specified in paragraph 16.5.3 and who normally put in less than 40 hours weekly are paid overtime allowance for any work done in excess of their normal hours between 33 ³/₄ and 40 hours, provided they work in excess of 40 hours in a week.
- 16.5.59 Employees who normally put in less than 40 hours weekly, and who work overtime for a continuous period of over one week, are paid for any work done in excess of their normal hours of work, provided they have worked an average of 40 hours a week during the period of overtime.

Overtime for Shift Work

- 16.5.60 The practice regarding overtime for shift workers is as follows:
- (a) a shift worker is not required to perform more than six days' work in a week;
 - (b) a shift worker is not entitled to overtime allowance for any work performed on Sundays and Public Holidays except where such work is performed in excess of the normal hours for the day or such work falls outside his shift;
 - (c) shift workers are paid overtime at approved rates for work in excess of 40 hours in a week, where the shift is of 40 hours weekly; and for work in excess of the appropriate multiple of 40 hours, where the shift covers a cycle; and
 - (d) employees in the grade of Surveillant *formerly Security Guard* are paid overtime at approved rates for work in excess of 60 hours in a week.

Overtime Rates and Computation of Overtime

- 16.5.61 Overtime allowance is based on the actual number of hours put in and the number of hours which the officer is deemed to have worked, as the case may be. A worker, on approved leave on any working day, is deemed to have put in eight hours of work or the number of hours he should have worked on that day, whichever is less.
- 16.5.62 A non-shift worker is deemed to have put in eight hours of work or the number of hours of work he should normally have worked, whichever is less, in respect of any Public Holiday falling on a weekday. According to a decision of the High Powered Committee, a shift worker, on approved leave on any shift, is deemed to have put in the number of hours he should normally have worked on that shift.
- 16.5.63 Where an officer performs the duties of a higher office, overtime allowance is computed on the basis of the total emoluments of the officer, inclusive of any acting or responsibility allowance drawn by him.

16.5.64 The computation of the hourly rate for overtime in respect of officers who are performing the duties of a higher office should be

$$\frac{\text{(Monthly Salary + Responsibility Allowance)} \times 12}{52 \times 33.75 \text{ or } 40 \text{ (as applicable)}}$$

16.5.65 The rates for payment of overtime are presently as follows:

Period	Hourly Rate
Between 6.00 a.m. and 11.00 p.m. on weekdays	1.5 times hourly rate
Between 11.00 p.m. and 6.00 a.m. on weekdays	twice hourly rate
On Sundays or Public Holidays and officially declared cyclone days	twice hourly rate

16.5.66 Hourly rates are calculated on the following basis:

- (a) For Workmen's Group including Surveillant *formerly Security Guard* and shift workers, workers on roster/staggered hours as well as officers who put in 40 hours of work weekly:

$$\frac{\text{Annual salary for the financial year}}{52 \times 40}$$

- (b) All other workers/officers

$$\frac{\text{Annual salary for the financial year}}{52 \times 33.75}$$

Recommendation 7

16.5.67 We recommend that all the provisions governing overtime be maintained.

16.5.68 We further recommend that the working week for computation of overtime should be as specified at paragraph 16.5.3.

Salary Ceiling for Overtime

16.5.69 At present, officers drawing less than Rs 42325 monthly are entitled to payment of overtime allowances.

16.5.70 Furthermore, officers drawing basic salary from Rs 42325 to Rs 56450 monthly, who are required to work beyond their normal working hours owing to the nature of their duties for the execution of urgent tasks or for completion of work which cannot be postponed, are paid the hours of overtime at 80% of the prescribed rate.

Recommendation 8

16.5.71 We recommend that officers drawing basic salary of less than Rs 47675 be eligible for the payment of overtime allowances.

16.5.72 We also recommend that officers drawing basic salary from Rs 47675 to Rs 62700 monthly, who are required to work beyond their normal working hours owing to the nature of their duties for the execution of urgent tasks or for completion of work which cannot be postponed, should be paid the hours of overtime at 80% of the prescribed rate.

Authority for Payment of Overtime

16.5.73 The authority for the approval and payment of overtime should continue to be as recommended in the ensuing paragraphs.

Recommendation 9

16.5.74 We recommend that Supervising Officers and Officers-in-Charge of Ministries/Departments should continue to approve the payment of overtime allowance at their own level, subject to availability of funds under the appropriate Vote item.

16.5.75 We further recommend that, in so doing, they should continue to ensure:

- (i) that such work is performed only when it is absolutely necessary, is cost-effective and is authorised in advance; and**
- (ii) strict monitoring of the work on an individual basis to prevent employees from resorting to excessive overtime.**

Overtime Allowance in the Disciplined Forces

16.5.76 Officers of the Disciplined Forces (Fire, Police, Prisons) are not eligible for overtime allowance but are paid a commuted allowance in connection with special assignments.

Recommendation 10

16.5.77 We recommend that officers of the Disciplined Forces (Fire, Police, Prisons) should continue to be paid a commuted allowance in connection with special assignments.

Additional Provisions governing Overtime

16.5.78 At present, officers who are called upon to put in beyond 33 ³/₄ hours and less than 40 hours weekly on a regular basis and who cannot be granted time-off for the extra hours put-in, are paid at the normal hourly rate provided that the officer puts in a minimum of five hours in excess of 33³/₄ hours weekly.

Recommendation 11

16.5.79 We recommend that officers who are called upon to put in beyond 33 ³/₄ hours and less than 40 hours weekly on a regular basis and who cannot be granted time-off for the extra hours put-in, be paid at the normal hourly rate provided that the officer puts in a minimum of five hours in excess of 33³/₄ hours

weekly. However, this provision would not apply to officers working on Shift/Roster/Staggered Hours.

Payment of Overtime to officers working at Staggered Hours

16.5.80 Specific provision exists for officers who are required, on a regular basis, to put in additional hours of work to cope with the demands of their jobs, for the grant, on application, of equivalent time-off for the extra hours put in. However, where it has not been possible for Management to grant time off to the officers within a period of four consecutive months, they are compensated at the normal hourly rate, subject to putting in a minimum of 15 extra hours in a month.

16.5.81 The fact that the above specific provision has been made in a few Ministries/Departments, staff side has represented that employees working at staggered hours are not being granted payment of overtime although they are regularly required to work in excess of 40 hours weekly and on public holidays. After examining the request, the Bureau considers that Management should stand guided by the provisions governing overtime and is recommending accordingly.

Recommendation 12

16.5.82 We recommend that, notwithstanding the specific provision which has been made in Volume 2 Part I of this Report in a few Ministries, officers working at staggered hours should be eligible for the payment of overtime, subject to satisfying the provision at paragraphs 16.5.57 and 16.5.65 above.

Compensation for work performed on Saturdays

16.5.83 Currently, officers operating on a five-day week basis, who would be called upon to work on Saturdays, are granted some form of compensation.

Recommendation 13

16.5.84 We again recommend that officers operating on a five-day week basis who are required to work on a Saturday, should, as far as practicable, be granted, in the ensuing week, time-off equivalent to the number of hours put in on that Saturday.

Attendance of duty after the lifting of a Cyclone Warning

Recommendation 14

16.5.85 We recommend that the protocol to be adhered to whenever a Cyclone Warning Class III or IV is issued by the Mauritius Meteorological Services, should continue to be as enunciated in the ensuing paragraphs:

- (i) after the lifting of a cyclone warning Class III or IV, and depending upon the time at which the official communiqué is issued by the Mauritius Meteorological Services, officers should attend duty as soon as the cyclone warning Class III or IV is officially lifted, provided this is done before 1000 hours, and on the assumption that public transport has resumed;**

- (ii) those officers who are required and bound to attend duty during a cyclone warning Class III or IV should continue to do so;**
- (iii) Heads of Ministries/Departments should closely monitor the situation once a cyclone warning is in force in the country and should take appropriate action to release their staff as soon as a cyclone warning Class III is officially issued during working hours; and**
- (iv) those officers who travel by their own car or by public transport to attend duty and who reside furthest from their place of work should be released first, followed by officers who live in the vicinity of the office and lastly, those who stay within walking distance of their workplace.**

Payment of Overtime for Workers on Shift/Roster on officially declared cyclone days

16.5.86 Presently workers on shift or roster, eligible for overtime, are remunerated at twice hourly rate for working on officially declared cyclone days and from the time cyclone warning Class III or IV is removed up to the time the next scheduled officers take over.

Recommendation 15

16.5.87 We recommend that workers on shift or roster, eligible for overtime, who continue to work after a cyclone warning Class III or IV is removed and until they are relieved, should be paid overtime at twice the hourly rate.

Control of Overtime

16.5.88 Overtime is occasionally necessary to get the job done but excessive overtime is hurtful to taxpayers. Every attempt should, therefore, be made to schedule workload so that the need for overtime is resorted to a minimum. However, situations may arise which make overtime unavoidable such as staff illness, special projects, and emergencies. Constant monitoring of overtime for work performed is the most cost-effective way to meet goals and responsibilities.

16.5.89 Public Sector Organisations have been apprised, through Circular Note No. 26 of 2019 of complaints on alleged malpractices pertaining to the payment of overtime in the Public Sector. The Independent Commission Against Corruption (ICAC) has drawn attention of Supervising Officers on allocation of overtime work to non-deserving staff, falsification of attendance records and payment of overtime claim without proper monitoring and control. Overtime practices have also been adversely reported by the National Audit Office.

16.5.90 With a view to ensuring fairness and consistency in the performance of extra hours of work and reinforcing organisational integrity in the Public Sector, the Bureau is making appropriate recommendations.

Recommendation 16**16.5.91 The Bureau recommends that:**

- (a) Public Sector Organisations should adopt the “Best Practice Guide on Overtime Management in Public Sector” developed by ICAC; and**
- (b) to control overtime, Management, subject to the concurrence of the MPSAIR, must:**
 - (i) arrange for work shifts/pattern of work to be changed in case of work of long or continuous duration that need to be completed after normal working hours;**
 - (ii) ensure that reports and records be improved to strengthen accountability of overtime use;**
 - (iii) develop procedures and standards for evaluating when an unscheduled absence in identified posts may require scheduling officers for overtime work;**
 - (iv) identify posts which may not need scheduling officers for overtime if workload is light; and**
 - (v) adequately monitor overtime on an individual basis to prevent employees from working excessive overtime.**

16.5.92 The Bureau further recommends that Management of Organisations should submit a quarterly return to the Ministry of Finance, Economic Planning and Development indicating the amount incurred for the payment of overtime.**Protocol/Work Arrangements in case of Heavy Rainfall Warnings**

16.5.93 With a view to avoiding chaotic situations in the Public Sector whenever a heavy/torrential rain warning is issued by the Mauritius Meteorological Services, the MPSAIR in consultation with all Ministries/Departments, particularly the National Disaster Risk Reduction and Management Centre, the Mauritius Meteorological Services and the National Land Transport Authority, has worked out a protocol on the subject and accordingly, issued a Circular.

16.5.94 According to the Circular Note No. 10 of 2017, the Protocol provides advice and practical guidelines on work arrangements in times of heavy rainfall/localised heavy rainfall and lays emphasis on the safety of employees and service continuity. The protocol is applicable to Ministries/Departments and Public Sector Organisations, except for those:

- operating in the essential services;
- on shift, roster and staggered hours;
- whose services are required during extreme weather conditions; and
- where such a protocol already exists, albeit with some specific components/requirements.

- 16.5.95 Following the issue of a communiqué, during working hours, by the authority concerned, for the release of employees, the MPSAIR will issue a circular/email to Ministries/Departments/Public Sector Organisations and/or inform them through direct phone calls. The ensuring guidelines should, therefore, be adhered to:
- (i) Supervising Officers should immediately take necessary actions on the basis of established arrangements for the release of their employees.
 - (ii) Employees should await for instructions from Supervising Officers of their respective Ministry/Department/Organisation before leaving the Office.
 - (iii) Ministries/Departments/Organisations should consider the staggered release of employees giving due consideration to the needs of individual employees and their release in stages according to the work requirements and established arrangements.
- 16.5.96 With a view to ensuring the safety of employees, consideration should also be given to the following factors:
- (i) employees with mobility problems such as pregnant women or physically handicapped employees should be allowed to leave on a priority basis;
 - (ii) employees who live or work in affected areas should be allowed to leave earlier;
 - (iii) given that certain transport services might cease to operate in adverse weather conditions, employees who rely on such transport facilities should also be given priority to leave; and
 - (iv) for all other employees, arrangement should be made for their staggered release, according to the distance to be travelled. Ministries/Departments/Organisations should liaise, as far as possible, with the National Land Transport Authority to ensure availability of public transport.

Recommendation 17

- 16.5.97 We recommend that Ministries/Departments/Public Sector Organisations should ensure that the procedures laid down in the Protocol on Heavy Rainfall, as enunciated above are complied with.**

16.6 TASK WORK IN THE PUBLIC SECTOR

- 16.6.1 Task Work is an assigned piece of work which is often meant to be completed within a set time frame. In some organisations, the operational function/activity requires certain grades to operate on a task basis, as determined by the Supervising Officer. To ease this mode of operation, specific guidelines have been established as outlined in the ensuing paragraphs:
- (a) (i) task work should be applicable where the task rates have been recommended by the Head of Division and approved by the Supervising Officer;
 - (ii) the daily task assigned should be measured and certified by the Supervisors before the workers are allowed to leave their sites of work; and
 - (iii) roll call should be made immediately after resumption of duty following lunch time.
 - (b) regular site visits should be effected by site Supervisors to ensure that the tasks are being carried out effectively and wherever warranted, corrective actions should be taken; and
 - (c) employees may be allowed to leave their sites of work on the following conditions:
 - (i) on completion of the allocated tasks subject to being controlled and certified by the Supervisors; and
 - (ii) they have been in attendance for a minimum number of hours which should be around 75% of the normal working hours of the corresponding grade not on task work.
- 16.6.2 As the guidelines are appropriate, the Bureau considers that no change is warranted at this stage.

Recommendation 1

- 16.6.3 We recommend that the above-mentioned guidelines governing Task Work should continue to prevail.**

Overtime for employees operating on Task Work Basis

- 16.6.4 As at date, a few Ministries/Departments have adopted the task work mode of operation for certain specific functions/activities which are performed mostly by employees in the Workmen's Group. It has, however, been reported that certain organisations are wrongly interpreting the provisions regarding hours of work of employees in the Workmen's Group and payment of overtime for those involved in task work.

- 16.6.5 During weekdays, these employees are allowed to leave their sites of work after completion of the allocated tasks, as certified by the Supervisors. However, whenever they are called upon to put in additional hours of work either during weekends or after normal working hours, they are required to complete the 40 hours of work in a week to be qualified for payment of overtime. The fact that the minimum number of hours of attendance of employees operating on task work should be around 75% of the normal working hours of the corresponding grade not on task work, staff unions have voiced out that the current practice is not in order as these employees are unjustifiably being penalised. They have, therefore, requested that the employees in the Workmen’s Group operating on a task basis be granted payment of overtime for all additional hours of work put in above 30 hours.

- 16.6.6 After examining the arguments put forward by the staff side, the Bureau views that this situation needs to be redressed to ensure the continuity of the task work mode of operation. We are recommending accordingly.

Recommendation 2

- 16.6.7 We recommend that employees of the Workmen’s Group operating on a task basis should, after completion of the daily task as certified by the site Supervisors, be paid at applicable overtime rate for all additional hours of work put in above 30 hours in a week.**



16.7 SPECIAL DUTY AND EXTRA DUTY ALLOWANCE

- 16.7.1 Senior Officers who are not eligible for the payment of overtime, are eligible to the payment of a Special Duty/Extra Duty Allowance wherever they are required to work regularly for long hours beyond their normal office hours owing to the nature of their duties, for the execution of urgent tasks or for the timely completion of specific assignments/reports. It is a fact that, generally, officers in this category do not look forward to the receipt of financial benefits/rewards for working beyond their normal working hours but are more concerned in fulfilling their commitments as per mandatory/administrative requirements. Hence, this allowance is granted as a means to compensate these officers for their sustained efforts and extra time devoted to the organisation, which may impact on their family/social life.
- 16.7.2 As per existing provision, senior officers up to the level of Deputy Permanent Secretary, who regularly put in a minimum of 25 excess hours of work per month, are paid a Special Duty/Extra Duty Allowance equivalent to three times the increment reached in their respective salary scale, on the approval of the Supervising Officer, subject to satisfying certain conditions.
- 16.7.3 In the context of this Report, during meetings with all the Federations of the Public Sector regarding conditions of service, the Bureau sought their views on the implementability of recommendations concerning Special Duty and Extra Duty Allowance. Until the publication of the Report, no major proposal/representation was received concerning these two issues.
- 16.7.4 With a view to sustaining enhanced service delivery, the Bureau considers that the payment of Special Duty/Extra Duty Allowance to officers, in positions which invariably require their full time availability to meet the exigencies of the service and resultantly are called upon to work extra hours beyond their normal working hours, is still justified.

Recommendation 1

- 16.7.5 We recommend that senior officers up to the level of Deputy Permanent Secretary who are not eligible for the payment of overtime and are regularly required to work unusually long hours beyond normal office hours for the completion of assignments/reports by set time frame as per mandatory/administrative requirements or specific nature of their duties, should be paid a monthly allowance equivalent to three times the increment reached in their respective salary scale subject to putting in a minimum of 25 excess hours per month, on the approval of their Supervising Officer.**

- 16.7.6 In its 2016 Report, the Bureau recommended the payment of a monthly allowance equivalent to two thirds of a month's salary to senior officers, who are not eligible for the payment of overtime/extra duty allowance or any other form of compensation for the additional hours of work put in for the completion of an assignment/report. Payment of this allowance was subject to satisfying of a set of criteria, namely, completion of an assignment/report by set time frame as per mandatory/administrative requirements; working unusually long hours over an extended period of at least three months; and putting in exceptional effort on a sustained basis; for the timely production of planned output.
- 16.7.7 After the publication of the 2016 PRB Report, the Ministry of Public Service, Administrative and Institutional Reforms highlighted some problems giving rise to the non-implementation of the above recommendation and the case was referred to the Commission for Conciliation and Mediation and thereafter to the High Powered Committee (HPC) for a decision. The HPC approved that the payment of the Special Duty/Extra Duty allowance should be effected for specific assignments/projects only and should be computed using the hourly rate for the duration of the assignment, subject to a maximum of one third of the officer's monthly salary.
- 16.7.8 The MPSAIR has submitted that the above-mentioned decision of the HPC should continue to be applicable and be reflected in this Report.
- 16.7.9 The Bureau considers that the payment of this allowance is still justified as an incentive to enable senior officers to complete urgent assignment within the scheduled time frame. We recommend accordingly, while taking on board the HPC's decision.

Recommendation 2

- 16.7.10 We recommend that senior officers, not eligible for the payment of overtime or extra duty allowance or any other form of compensation for additional hours of work put in for the completion of specific assignments/reports/projects, be paid a monthly allowance at hourly rate up to a maximum of one third of the officer's monthly salary for an assignment/report/project of a duration of not less than two weeks, subject to the approval of the MPSAIR.**

Scarcity Areas

Recommendation 3

- 16.7.11 We recommend that in areas of scarcity, where few officers have to share additional workload and responsibilities within a tight time frame due to an acute shortage of staff, they should be paid an *ad hoc* allowance equivalent to two increments at the point reached in their salary scale or to be read from the Master Salary Scale, as appropriate, for a defined period of time not exceeding six months.**



16.8 SALARY ON PROMOTION

- 16.8.1 Promotion implies upgrading of an employee to a higher post involving increase in rank; performance of higher duties; and assuming higher level of responsibilities. Generally, an increase in pay also accompanies promotion but it is not an essential ingredient. According to the PSC Regulations, promotion means the conferment upon a person in the Public Service of a public office to which is attached a higher salary or salary scale than that attached to the public office to which he was last substantively appointed or promoted.
- 16.8.2 Generally, there are two types of promotion namely class-to-class and grade-to-grade which are defined as follows:
- (i) "class-to-class promotion" means promotion from various grades 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.
- 16.8.3 As per existing provision, an officer, on being promoted, joins the initial or flat salary of the higher grade. Where the salary overlaps, the officer is granted a maximum of three increments subject to the top salary of the higher grade, whichever is higher, provided that his total emoluments is not more than the maximum salary of the higher grade.
- 16.8.4 The grant of an increase of salary to an officer, on promotion, should, as a matter of principle, not generally lead to pay adjustment for other officers and therefore, instances of promotion causing supersession requiring adjustment should be avoided. In specific cases where "class-to-class promotion" is made from various sources, situations may arise where officers appointed in the particular grade at a later date may draw a higher salary than officers who have been appointed earlier either from other source grades or from candidates outside the service. Such situations are normal in an overlapping structure and may arise without the grant of any increment on promotion. In such cases, the need for adjustment of the salary of the senior officer does not arise.
- 16.8.5 Representations have been received from various quarters to the effect that all promotions, both grade-to-grade and class-to-class, should be marked by an increase in salary subject to the top salary of the promotional grade. Even at the Standing Committee on Remuneration, representatives from the Ministry of Finance, Economic Planning and Development and the Ministry of Public Service, Administrative and Institutional Reforms submitted that the various provisions should be reviewed. The Bureau has examined the representations and considers that there is need to make some adjustments with a view to improving our recommendations and providing a harmonious industrial relationship for efficient and effective service delivery.

Recommendation 1**16.8.6 We recommend that:**

- (i) for Grade-to-Grade promotion, an officer should join the initial salary or flat salary of the higher grade or be granted a maximum of three increments worth at the incremental point reached in the lower grade (to be read from the Master Salary Scale) whichever is higher, provided the total emoluments of the officer should not be more than the maximum salary of the higher grade;**
- (ii) for Class-to-Class promotion, where appointment to the higher level is made from officers in various grades, these officers should draw the initial salary of the higher grade or receive one increment if they were drawing the same salary point as the initial or more; and**
- (iii) serving officers who have been appointed to a higher grade but were not eligible for any increment by virtue of provisions made in the 2016 PRB Report should, with effect from 01 January 2021, be granted one increment at the point reached in their respective salary scale, subject to the top salary of the scale.**

16.8.7 We additionally recommend that, where recruitment to a grade in the Workmen's Class, by virtue of the scheme of service or arrangement in force, is through open competition, the serving employees applying for the grade, should, on appointment, join the grade at the initial salary scale or receive one increment if they were drawing the same salary point as the initial or more.

16.8.8 We also recommend that, subject to the above paragraphs:

- (i) the salary of an officer, who is promoted after having benefitted from the grant of Long Service Increment, should be adjusted by the grant of an aggregate not exceeding three increments, inclusive of the previous increment/s obtained for long service prior to his promotion, subject to the maximum salary of the higher grade; and**
- (ii) an officer who has drawn the top salary for a year and has been allowed to move by either one or two or three increments in the Master Salary Scale after having consistently performed efficiently and effectively during the preceding two years, should, on promotion, be granted a maximum of three increments, inclusive of the previous increment/s earned for movement beyond top salary prior to his promotion, subject to the maximum salary of the higher grade.**

Standing Committee on Remuneration

16.8.9 The Standing Committee on Remuneration was set up in order to examine any relevant issue that may arise in the implementation of the provisions of "Salary on Promotion" and make appropriate recommendations. However, as salary is a matter of concern for the Bureau, **we are of the considered view that the said Committee should cease to exist and henceforth, all matters pertaining to "Salary on Promotion" should be referred to the Bureau, through the Ministry of Public Service, Administrative and Institutional Reforms.**



16.9 INCREMENTAL CREDIT AND HIGHER QUALIFICATION INCENTIVE

- 16.9.1 In the Public Sector, the salaries attached to most grades are in salary scales and some grades have a flat salary, that is, one salary point. The salary scales of the grades are segments of a Master Salary Scale. Normally an employee or officer joins the initial salary point of the salary scale of the grade. Movement thereon is incremental based on performance of work, behaviour/conduct and commitment to meet the standard of the performance agreement in the Performance Management System. The annual increment must be earned by an employee and is not as of right.
- 16.9.2 In the context of this review exercise, some Federations expressed that the current arrangement for the grant of an annual increment on the basis of performance give rise to frustration among employees and requested that the grant of annual increment should be automatic. Other Federations consider that the present arrangement is appropriate for an efficient public service. The Bureau holds that the current arrangement is valid and enforceable for efficiency of service.

Incremental Credit

- 16.9.3 Certain specific categories of employees are granted incremental credits up to a maximum of three as recognition for experience acquired under supervision prior to joining the service. In addition, provision exists for the grant of incremental credit to employees having completed temporary service in the same capacity prior to substantive appointment.

Incremental Credit for Experience

- 16.9.4 In the 2016 PRB Report, provision was made for the grant of one incremental credit for each year of experience subject to a maximum of three, as hereunder:
- (i) Specific categories of employees reckoning:
 - (a) post-registration experience of professionals such as in the case of Medical and Health Officer/Senior Medical and Health Officers and Dental Surgeon/Senior Dental Surgeons;
 - (b) experience after having obtained the right to practice from the appropriate registered professional body or Council as in the case of Architects, Engineers and others;
 - (c) post-qualification relevant experience acquired by other categories of graduates who may not normally require registration or authorisation before practice; and
 - (d) post-qualification experience in a recognised hospital for fully qualified nurses.

- (ii) public officers having acquired years of experience in a similar capacity who move from one institution to another where both are covered by the Pay Research Bureau and the officer joins at the initial point in the salary scale of the newly promoted/appointed grade.
- 16.9.5 Provision was also made for the grant of more than three incremental credits for relevant experience in areas of scarcity. In cases where an organisation encounters difficulty in the recruitment and retention of staff, incremental credit for experience acquired prior to joining the service beyond three increments was also allowed, subject to the approval of the Ministry of Public Service, Administrative and Institutional Reforms (MPSAIR).
- 16.9.6 In the context of this Report, Federations/Unions/Staff Associations have made no representations in respect of incremental credit for past experience.
- 16.9.7 The MPSAIR has, among others, submitted that the effective date of payment for incremental credit for past experience should be as from the date of application, instead of date of confirmation in view of the impact on funds due to back payment; and direct cases be approved under delegated power on the basis of the eligibility criteria for incremental credit for past experience.
- 16.9.8 The Standing Committee on Higher Qualification Incentive and Incremental Credit for Past Experience has observed that officers applied for the grant of Incremental Credit for Past Experience many years after their eligibility, which ultimately resulted in administrative inconvenience and earmarking of funds. To address the issue, provision was made in the Addendum Report to the 2016 PRB Report for the payment of Incremental Credit for Experience as from date of application.
- 16.9.9 The Bureau has also observed that though the provision for the grant of incremental credit for experience at paragraph 16.9.4(ii), was primarily meant for those employees satisfying the criteria laid at paragraph 16.9.4(i), there have been instances where the grant of such incremental credit have been extended to non-graduates. Taking into consideration that there is no dearth of qualified candidates for appointment/filling of vacancies for grades not requiring degree qualifications, the Bureau considers that there is need to restore the initial philosophy for the grant of incremental credit for experience. Further, the Bureau has studied the proposals of all stakeholders and is bringing changes wherever deemed appropriate.

Recommendation 1

16.9.10 We recommend that:

- (i) officers who fall under categories listed at paragraph 16.9.4 (i) (a) to (d), confirmed in service, and holding a substantive appointment in their current grade should, upon production of duly certified documentary evidence of experience acquired under supervision in a similar capacity either locally or internationally, under licensed private practice or in a legally recognised institution or firm, be eligible for one incremental credit**

for each year of experience acquired up to a maximum of three increments as from date of application;

- (ii) employees falling under the categories laid down at paragraph 16.9.4 (i) (a) to (d) employed in either the Civil Service or Parastatal and other Statutory Bodies or Local Authorities or Private Secondary Schools, reported upon by the Pay Research Bureau, who move from one institution where the Civil Service is considered as a single institution, to another where both are covered by the PRB should be eligible for one incremental credit, for each year of experience acquired in a similar capacity up to a maximum of three increments as from the date of application, provided the officer has been granted the initial salary in the salary scale of the newly promoted/appointed grade;
- (iii) where an organisation encounters difficulty in the recruitment and retention of staff, incremental credit for experience beyond three increments may be granted subject to the approval of the MPSAIR;
- (iv) the Standing Committee under the Chairmanship of the MPSAIR comprising representatives of the Ministry of Finance, Economic Planning and Development, the Mauritius Qualifications Authority, the Higher Education Commission, the Pay Research Bureau and, where necessary, the Ministry/Department/Organisation concerned, should continue to examine applications for incremental credit for experience acquired prior to joining the service and make awards as appropriate; and
- (v) notwithstanding the above provisions, incremental credit for experience acquired prior to joining the service should not be granted to employees:
 - (a) who have benefitted from a negotiated salary at entry representing more than three increments at initial of the salary scale of the grade concerned through any specific recommendations contained in other Volumes of this Report; and
 - (b) who have been recruited in grades where at least three years' post-qualification experience is a requirement for appointment thereto.

Incremental Credit for Temporary Service

- 16.9.11 Officers, whether on first appointment or not, are presently granted one incremental credit for each completed year of temporary service in the same capacity as for the substantive position, provided that certain conditions are satisfied.
- 16.9.12 In the context of this Report, no proposal/representation has been received from the staff side. On the other hand, the MPSAIR has submitted that all requests for incremental credit for temporary service are presently being dealt with at the level of the respective Ministry/Department. We are bringing no change to the current provisions.

Recommendation 2

16.9.13 We recommend that one incremental credit for each completed year of temporary service in the same capacity as for the substantive position should continue to be paid to employees whether on first appointment or not provided that:

- (i) their service is continuous;
- (ii) the adjusted salary is not higher than what the officer would have drawn had he been appointed in a substantive capacity on joining the grade concerned;
- (iii) in case of first appointment, eligible employees appointed on or after 01 January 2021 do not draw a higher salary than officers appointed in the same capacity before 01 January 2021 and having a similar period of service or more;
- (iv) such incremental credit is payable as from the date the officer is appointed substantively in the post or the date of confirmation, as applicable; and
- (v) where the temporary service, in the case of a confirmed officer, is less than one year, one incremental credit is payable as from the date the officer completes one year service in the grade or on 01 January, whichever is the earlier.

Incremental Credit for Actingship/Assignment of duties

16.9.14 Officers appointed to act/assign duties in a higher office and subsequently appointed to the same office, after a selection exercise and in cases when appointment takes effect as from the date of assumption of duty, are currently eligible to one incremental credit for each completed year of actingship/assignment of duties provided that such actingship/assignment of duties is continuous; the adjusted salary is not higher than what the officer would have drawn had he been appointed in a substantive capacity on the date he was appointed to act/assigned higher duties; and such incremental credit is payable as from the date the officer is appointed substantively in the post. **After thorough analysis, it has been found that the current provision is inequitable and fraught with implementation problems and is, therefore, being waived.**

Higher Qualification Incentive

16.9.15 In its 2016 Report, the Bureau recommended the payment of lump sum rates of Higher Qualification Incentive (HQI) for qualifications which are directly relevant to the performance of the duties of the grade and are higher than the qualifications specified in the scheme of service subject to satisfying the following conditions:

- (i) the additional qualifications are obtained following an examination and are duly recognised by the Mauritius Qualifications Authority or the Higher Education Commission;

- (ii) where different qualifications are laid down in a particular scheme of service, the highest one is taken as the basic qualification for the purpose of determining eligibility for payment of HQI;
 - (iii) only officers holding a substantive appointment are considered for the grant of HQI for additional qualifications;
 - (iv) officers who have already benefited from the payment of HQI for additional qualifications in one capacity are not to be granted HQI anew for the same qualifications in another capacity;
 - (v) the additional qualification is not a requirement for promotion/selection in the cadre; and
 - (vi) officers have not benefitted from the payment of HQI/Incremental credit for more than twice in their career.
- 16.9.16 In the context of this review exercise, the Federations have expressed that the payment of lump sum rate of HQI has led to frustrations and demotivation among public sector officers opting for higher studies. They have unanimously and vehemently requested for the reintroduction of the payment of incremental credit, as it was prior to the 2016 PRB Report.
- 16.9.17 The MPSAIR has submitted that since acquiring degree qualifications are being sponsored by the Government, no HQI should be granted for holders of bachelor level qualifications from universities receiving grants from the Government. Nevertheless, officers in service should be motivated to pursue further studies. They have also proposed that the approval for the payment of lump sum rate of HQI should be delegated to Supervising Officers of Ministries/Departments, provided that the request satisfies the eligibility criteria for HQI.
- 16.9.18 The rationale for the introduction of incremental credit was to address the need for public sector officers to acquire higher qualifications for better service delivery. Moreover, Responsible Officers were to ensure that the higher qualifications acquired by public sector officers were in line with the attainment of the organisational goal. Instead, it has been represented that officers have embarked on any course with a view to obtain increment and for career exploration. Moreover, the grant of incremental credit for higher qualifications has in subsequent reports led to supersession of salaries whereby junior officers following the grant of incremental credit, drew higher salaries than their senior who were granted a lump sum. In addition, establishment of several universities and free education at tertiary level have resulted on the availability of abundance of qualified candidates on the market.
- 16.9.19 During consultative meetings, it has been widely canvassed that the Bureau would be moving towards the gradual phasing out of HQI. We are therefore reviewing the existing provisions.

16.9.20 The Bureau considers that for judicious use of public funds and due to availability of qualified candidates, the need for HQI for acquisition of higher qualifications has to be prioritised. However, as a transition provision, public officers who are undergoing or would enrol for higher studies on or before **31 December 2021** would exceptionally be allowed to benefit from the grant of HQI. **We recommend that this scheme should lapse thereafter.**

Recommendation 3

16.9.21 **We recommend the payment of lump sum rates of Higher Qualification Incentive (HQI) as per the table below for qualifications which are directly relevant to the performance of the duties of the grade and are higher than the qualifications specified in the scheme of service of the grade and subject to satisfying all criteria listed at paragraph 16.9.15 above.**

Qualification	Amount (Rs)
Doctorate and above including specialist qualifications for medical profession.	30000
Master's Degree	20000
Bachelor Degree	16000

16.9.22 **We further recommend that the Standing Committee under the Chairmanship of the MPSAIR and comprising representatives of the Ministry of Finance, Economic Planning and Development, the Mauritius Qualifications Authority, the Higher Education Commission, the Pay Research Bureau and, where necessary, the Ministry/Department/Organisation concerned should continue to look into the award of HQI and consider all related cases of disputes. However, straightforward cases should be dealt with at the level of the MPSAIR.**

16.9.23 **We also recommend that:**

- (i) **an officer should not be eligible for HQI for more than twice in his or her career;**
- (ii) **an officer should not be granted lump sum rate for HQI for a second qualification pitched at same level; and**
- (iii) **no HQI should be granted for higher qualifications in the event that same is a requirement for promotion/selection in the cadre.**

16.9.24 **We additionally recommend that the provisions pertaining to HQI should also be applicable to Parastatal and Other Statutory Bodies and Local Authorities and straightforward cases should be dealt with at their level. However, the Standing Committee mentioned at paragraph 16.9.22 above should continue to consider cases of disputes in regard to Parastatal and Other Statutory Bodies and Local Authorities that are submitted through the respective parent Ministry.**

HQI for scarcity areas

Recommendation 4

16.9.25 The Bureau recommends that notwithstanding the above provisions, organisations may grant the payment of HQI as per table at paragraph 16.9.21 above for qualifications in scarcity areas, subject to recommendation of Responsible Officer and approval of the MPSAIR, to public officers who have enrolled in higher studies after 31 December 2021 provided the criteria at paragraph 16.9.23 are adhered to.

16.10 ACTING AND RESPONSIBILITY ALLOWANCES

- 16.10.1 The practice of making acting appointments and granting acting allowance is common in the Public Sector. As such, there is need to maintain the acting mechanism since it remains an important management tool to assess an officer's suitability for substantive promotion, particularly in the case of long-term acting. Even in the case of short-term acting arrangements, it provides opportunities for officers to try out their potential to perform duties at a higher rank for staff development purpose.
- 16.10.2 An acting appointment is a non-substantive appointment in which an officer is appointed to undertake the duties of a vacant post. Acting appointments are administrative arrangements made at the discretion of Management. It is not obligatory that acting appointment must be made whenever a post is vacant. On the contrary, an acting appointment may be resorted to whenever there is operational need and where the duties of a vacant post must be undertaken by another officer.
- 16.10.3 For this review, the main representations received relate to a review of our recommendations in respect of the grant of acting allowance as such an allowance should be granted to recognise the additional duties and responsibilities shouldered by the officers who undertake such acting appointment over a long period of time. Request has also been made to the effect that all officers who are appointed to act or assigned duties in higher positions be eligible to all the benefits attached to the higher post after a continued period of actingship of at least four months.
- 16.10.4 After examining the submission, we are, in this Report bringing minimal change to the existing provisions.

Acting Allowance

Recommendation 1

- 16.10.5 We recommend that the quantum of acting allowance to be paid, irrespective of a grade-to-grade or class-to-class situation, should represent the difference between the initial or flat salary of the higher post and the substantive salary of the officer, provided the allowance is not less than three increments worth at the incremental point reached in the substantive post. In case of overlapping of salary scales, the allowance should be equivalent to three increments worth at the incremental point reached in the substantive post provided the total emoluments of the officer should not be more than the maximum salary of the higher post.**

Responsibility Allowance

16.10.6 A responsibility allowance is paid to an officer who is assigned, for administrative convenience, the duties of a higher post and where the latter grade is normally filled by selection from among serving officers and/or from among candidates outside the service.

Recommendation 2

16.10.7 We recommend that the appointee should be paid a responsibility allowance as per the following conditions:

- (i) the allowance is equivalent to the acting allowance when he is fully qualified to act in the higher post;**
- (ii) when he is not fully qualified to act in the higher post, the allowance is equivalent to 80% of the acting allowance; and**
- (iii) when appointment to a higher office is made by selection and no additional qualification is required, whether in terms of academic or technical qualification or experience or in terms of physical requirements, the allowance is equivalent to the acting allowance.**

Qualifying Periods/Specific Provisions

16.10.8 At present, acting or responsibility allowance is paid to an officer who has acted in the higher office for a continuous period of at least seven days except for an officer who has acted in an Accounting/Responsible Officer position where the actingship is payable for even a period of three consecutive days or more. The MPSAIR has submitted that when an officer who is performing higher duties has proceeded on leave for a period of absence not exceeding seven days at a stretch, he would continue to be paid the acting or responsibility allowance. This, therefore, entails double payment of the allowance. The MPSAIR has requested that the qualifying period for eligibility for payment of the allowance should be reviewed for an officer performing higher duties such that he should not be paid the allowance for any absence of seven days at a stretch. We are recommending accordingly.

Recommendation 3

16.10.9 We recommend that the qualifying period/specific provisions governing Acting and Responsibility Allowance should be as follows:

- (i) Acting or Responsibility allowance is paid to an officer who acts in the higher office for a continuous period of seven days, that is, the assignment should be for at least seven continuous days, inclusive of Saturdays, Sundays and Public Holidays except for those who act in an Accounting/Responsible Officer position where the actingship is payable even if the period of actingship is less than seven days;**
- (ii) no Acting or Responsibility Allowance is paid to an officer, performing higher duties, for any period of absence of seven days at a stretch;**

- (iii) where an officer who is acting in a higher office proceeds on official mission overseas, he is paid a special allowance equivalent to the Acting Allowance he would have drawn had he not gone on mission;
- (iv) an officer, who is acting in an Accounting/Responsible Officer position for a period of at least three consecutive days or more but less than seven days, is paid 80% of the normal Acting/Responsibility Allowance payable for the period in the normal circumstances. No formal actingship or payment is made for a period of less than three days; and
- (v) an officer, who has been appointed to act or assigned duties in an Accounting/Responsible Officer position by the relevant Service Commission or Board *vice* permanent vacancies or *vice* temporary vacancies which would eventually become permanent, should be eligible for all benefits attached to the post after a continued period of actingship of at least four months except Car Benefits which should be in line with paragraph 16.2.121 of Volume 1 of this Report.

Responsibility Allowance to Employees in the Workmen's Group

- 16.10.10 In line with government policy to cater for people at the lower echelon, there is need to make special provisions in order to adapt to their needs.
- 16.10.11 Representations have been received to the fact that employees other than the Workmen's Group are eligible to the equivalent of 80% of the acting allowance in case an appointee is not fully qualified to act in the higher post whereas for employees of the Workmen's Group, this is not the case. Hence, for equity and fairness, the 80% of the acting allowance should be equally applicable to the employees of the Workmen's Group.
- 16.10.12 The Bureau considers that some special measures are essential in order to decrease the gap between low income earners and high income earners. Further, the quantum payable as Responsibility Allowance to employees in the Workmen's Group is meagre and a further reduction of same might not motivate employees to shoulder higher responsibility. Thus, we are continuing with the present arrangement.

Recommendation 4

16.10.13 We recommend that the Responsibility Allowance payable to employees in the Workmen's Group should be computed:

- (i) on the same basis as for acting allowance even if the employee is not fully qualified;
- (ii) for the full period of actingship (inclusive of Saturdays, Sundays and Public Holidays) whenever the period of actingship exceeds such continuous days; and
- (iii) on the basis of the actual number of days worked in case the actingship is less than seven days.

16.11 MEAL ALLOWANCE

- 16.11.1 An employee who is unexpectedly retained on duty after a normal day's work for at least three hours beyond the normal working hours or who is required to be on duty during cyclonic conditions is currently provided with a meal, where catering facilities are available, or paid a meal allowance of Rs 130 for each meal.
- 16.11.2 Notwithstanding the above, the Chief Executive of an organisation is allowed, subject to availability of funds, to grant a meal or a meal allowance to employees retained for at least three hours of work beyond their normal working hours for urgent work or for the timely completion of an assignment or project although they have been given advance notice.
- 16.11.3 However, as per the current provisions, an employee who is scheduled to work according to a roster, shift or staggered hours or often who regularly has to put in extra hours of work is not granted a meal or paid a meal allowance. Where operational needs require an employee to work on shift, or roster basis, or at staggered hours, the organisation should, to the extent it is practical, provide employees access to appliances such as refrigerator, electric kettle and microwave/hot plate.
- 16.11.4 During consultations with Federations and Unions in the context of this review exercise, several proposals have been made to the effect that the quantum of meal allowance is inadequate and should be reviewed; the provisions pertaining to meal allowance should be extended to all categories of employees including those working on shift, or roster basis, or at staggered hours, whenever their services are required after their normal scheduled working hours; the qualifying hours for meal allowance for employees in the Workmen's Group be reviewed; and the provision of meals or payment of meal allowance should not be subject to the availability of funds. In addition, they represented that employees, though given advance notice to perform extra hours should be provided with a meal or meal allowance; and in line with the then Employment Rights Act, the provisions pertaining to meal allowance should be applied to all categories of employees if incumbents would be required to work more than two hours after their normal working hours.
- 16.11.5 The Bureau has perused the Workers' Rights Act (WRA) and is of the view that the provision of the Act has been crafted in line with the different working patterns and long sectoral hours of work in the Private Sector which is not of equitable value to those obtainable in the Public Service.
- 16.11.6 Further, researches on what obtain with regard the grant of meal or meal allowance in foreign countries, have revealed that the quantum of meal allowance varies from organisation to organisation and from country to country depending on their contract of employment and conditions of service.
- 16.11.7 Upon analysis of the submissions of all parties, the Bureau considers that there should be certain flexibility on the part of the Management to grant a meal or meal

allowance whenever employees are required to work beyond normal working hours although they have been given advance notice.

16.11.8 In view of the above, we consider that the existing provisions are still valid and are being maintained, while revising the quantum.

Recommendation 1

16.11.9 We recommend that employees who:

(a) are unexpectedly retained on duty after a normal day's work for at least three hours beyond their normal working hours; and

(b) are required to work during cyclonic conditions,

should either be provided with meals where catering facilities are available or paid a Meal Allowance of Rs 150 for each meal. For the purpose of the payment of meal allowance during cyclonic conditions, the official issuance of cyclone warning class III and IV should be considered.

16.11.10 We further recommend that notwithstanding the above provisions, a Supervising Officer of an organisation may grant a meal or a meal allowance of Rs 150 for each meal to officers although they have been given advance notice and retained beyond their normal working hours for urgent work or for the timely completion of an assignment or project which is of a longer duration of at least one month and require officers to continuously work for at least three hours beyond their normal working hours.

16.11.11 The recommendations at paragraphs 16.11.9 and 16.11.10 above are not applicable to an employee who is scheduled to work according to a roster or shift or at staggered hours or to an officer who regularly has to perform overtime.

16.11.12 We also recommend that where operational needs require employees to work on shift or roster basis, or at staggered hours, the organisation should, to the extent it is practical, provide appliances such as refrigerator, electric kettle and microwave/hot plate for use by them.

16.12 SUBSISTENCE ALLOWANCE

- 16.12.1 At present, officers proceeding on short official visits from Mauritius to Rodrigues and *vice versa*, are paid Subsistence Allowance of Rs 1155 per night when Board and Lodging are not provided and Rs 525 per night where Lodging is provided but the officers have to make their own arrangements for meals.
- 16.12.2 The payment of the Subsistence Allowance is also applicable to officers proceeding on short official visits to Agalega and St. Brandon from Mauritius. Rodriguan Officers who attend short training in Mauritius and are not provided with Board and Lodging are also paid Subsistence Allowance at the rate of Rs 1155.
- 16.12.3 However, currently, there is no provision to cater for officers on short official visits, who are provided with Lodging on Half-Board and have to make their own arrangements for at least one meal.
- 16.12.4 While revising the quantum of the allowance, the Bureau is extending the payment of same to officers who are provided with Lodging on Half-Board.

Recommendation 1

16.12.5 We recommend that officers who proceed on:

(a) short training from Rodrigues to Mauritius;

OR

(b) short official visits from Mauritius to Rodrigues and the Outer Islands and *vice versa*, in their normal course of duties/ assignments, to attend training/workshop/seminars, court cases or be on attachment;

should be paid a Subsistence Allowance as hereunder:

- (i) Rs 1250 per night when Board and Lodging are not provided;
- (ii) Rs 575 per night if Lodging is provided and officers make their own arrangements for meals; and
- (iii) Rs 300 per night if Lodging is provided on Half- Board and officers have to make arrangements for at least one meal.

16.13 OUT OF POCKET ALLOWANCE

- 16.13.1 Officers who perform short official visits either for part of a day or stay overnight on any island forming part of the Republic of Mauritius are eligible for the payment of an "Out of Pocket Allowance" to cover for daily incidental expenses excluding meals. This allowance is also payable to officers who travel by sea on official visits to Agalega and St. Brandon for the number of days they stay on board from and to Mauritius.
- 16.13.2 At present, the "Out of Pocket Allowance" is payable at the rate of Rs 190 daily and for payment purposes, a part of a day is considered as a whole day.
- 16.13.3 For this review exercise, no representation has been made by the Federation and Management.
- 16.13.4 We are maintaining the current provision which is appropriate and are reviewing the quantum of the Allowance.

Recommendation 1

- 16.13.5 We recommend the payment of an "Out of Pocket Allowance" of Rs 200 daily to officers who:**
- (i) go on official visits either for part of a day or on short official visits to any of the islands forming part of the Republic of Mauritius; and**
 - (ii) travel by sea on official visits to Agalega and St. Brandon for the number of days they stay on board from and to Mauritius.**



16.14 UNIFORMS

Uniform and Uniform Allowances

Present Position

- 16.14.1 Uniforms are granted to eligible officers mainly for exercising authority or identification purposes; because of tradition or international etiquette; and where the nature of duties causes a rapid wear and tear of clothing.
- 16.14.2 Officers of Disciplined and Semi-Disciplined forces as well as some other organisations are entitled to the free issue of items of uniforms yearly due to their specificity and the need for compliance with international norms and requirements.
- 16.14.3 Certain other categories of employee benefit from cash allowances (including cardigan every alternate year) for the purchase of all items of uniforms and for payment of tailoring fees due to the nature of their duties.
- 16.14.4 Beneficiaries of Uniform Allowances are classified under three categories based on the nature of the duties performed. The categorisation of grades currently entitled to uniforms is vested upon the Responsible Officer. The latter in consultation with parties determines which grades should fall in a particular category. The three categories are described as hereunder:

Category	Description
I	Nature of duties warrants a means of identification/authority and eligible officers are required to wear uniforms on duty.
II	Nature of duties requires eligible officers to wear uniforms, as and when the need arises.
III	Nature of duties causes excessive wear and tear of clothing. Officers under this category are eligible for a rapid wear and tear allowance.

- 16.14.5 Eligible officers on the establishment of the Rodrigues Regional Assembly benefit from an additional allowance apart from the cash allowances paid for normal entitlement due to the working environment, specificity and topography of the island.
- 16.14.6 Moreover, eligible officers who are appointed on a probationary or on a temporary/casual capacity also benefit from uniform allowance after having served for an initial period of six months.

16.14.7 At present, the revised quantum of uniform allowances for each category of beneficiaries (excluding an allowance of Rs 955 for the provision of cardigan to eligible officers) as from 01 January 2021 is as per the table below. In arriving at the quantum of different uniform allowances and Wear and Tear allowance, the Bureau has taken into account the increase in the costs of items of uniform for the period January to December 2020, as determined by Statistics Mauritius.

Uniforms Allowances – effective from 01 January 2021		
Category	Allowance excluding Cardigan	Additional Allowances (Rodrigues)
I	4955	1595
II	4640	1505
III	4495	1465

16.14.8 In this Report, we are upholding the existing provisions for the determination of payment of uniform allowances and eligibility criteria as hereunder:

- (i) the quantum of uniform allowance for subsequent years should continue to be adjusted on the basis of the changes in the prices of all relevant items of uniform as determined by Statistics Mauritius for the preceding year and also considering whether cardigans are due in the year or not;**
- (ii) the Standing Committee on Uniforms chaired by the Ministry of Public Service, Administrative and Institutional Reforms (MPSAIR) and comprising representatives of the Ministry of Finance, Economic Planning and Development and the Pay Research Bureau, should continue to determine the eligibility for the grant of uniforms to new grades, decide on the provision of boots and new items of protective clothing and equipment, and devise such regulations or principles that may be necessary to deal with the issue of uniforms; and**
- (iii) where it is considered that officers in a new grade or in a grade other than those already eligible, should wear uniform to exercise authority or on the grounds of tradition and/or international etiquette, the Responsible Officer should seek the approval from the Standing Committee on Uniforms. Subsequently, the Responsible Officer should arrange for timely supply of all items of uniforms to such eligible officers in a cost-effective manner.**

Protective Clothing/Protective Equipment

- 16.14.9 **Protective Clothing/Protective Equipment** are provided to eligible officers who are exposed to potential occupational health and safety risks in their workplaces.
- 16.14.10 The Standing Committee on Uniforms determines the eligibility of protective item/equipment to be granted to eligible officers on the basis of the recommendations of the assessment exercise carried out by the officers of the Occupational Safety and Health Unit of the MPSAIR.
- 16.14.11 According to the Occupational Safety and Health Act, where any process carried out at a place of work is likely to cause bodily injury and such bodily injury cannot be prevented by other means, an employer is required to provide suitable and appropriate personal protective equipment and clothing so as to protect the employee from the risk of injury. Compliance with the law includes:
- taking into account the ergonomic requirements and the state of health of the eligible officers who are required to wear the personal protective equipment;
 - ensuring that the personal protective equipment is capable to fit the wearer correctly;
 - ensuring that the risk to which the eligible officers are exposed to, is effectively prevented or adequately controlled; and
 - maintaining or replacing when required, any personal protective equipment provided to any person at work.

Recommendation 1

16.14.12 We recommend that the above measures should be taken into account while providing personal protective items to eligible employees including those in the Workmen's Group.

16.14.13 We further recommend that:

- (i) the MPSAIR in consultation with relevant Ministries/Departments/Organisations should, on the advice tendered by officers of the Safety and Health Unit, decide on the provision of boots and new/additional items of protective clothing/equipment to eligible officers/new grades;**
- (ii) cases which cannot be resolved at the level of the MPSAIR should be dealt with by the Standing Committee on Uniforms;**
- (iii) officers whose nature of work requires the wearing of items of protective clothing and equipment should, promptly, be provided with such items, that are of quality and suitable to protect themselves from the exposed health and safety hazards;**

- (iv) **Responsible Officers should continue to make necessary arrangements for the timely issue of appropriate items of protective clothing/equipment to eligible officers who should wear/use them; and**
- (v) **every item of personal protective clothing/equipment should satisfy the basic safety and health requirements applicable to its respective class or type of personal protective equipment and comply with such standards as may be acceptable by the Mauritius Standards Bureau.**

Protective Clothing/Item to Temporary/Casual Staff

Recommendation 2

16.14.14 We also recommend that:

- (i) **where the nature of work of casual/temporary employees warrants the wearing of protective clothing/item to protect them from bodily injury, Supervising Officers should ensure that the protective clothing/item is as specified at paragraph 16.14.13(v) above and is issued promptly from date of assumption of duty of incumbent; and**
- (ii) **eligible officers, appointed on a probationary or on a temporary/casual basis, should continue to be entitled to the payment of uniform allowance after having served for an initial period of six months.**

Internal Audit System on wearing of uniform

16.14.15 In this Report, no further change is being brought to the existing procedures laid down in case of non-compliance by eligible officers who have to wear uniforms while on duty or protective clothing/item during the performance of their duties as enumerated, hereunder:

- (a) **the eligible officer concerned should be verbally cautioned for failing in his undertaking to wear uniforms/protective clothing/protective item;**
- (b) **in case of further non-compliance, the attention of the eligible officer concerned should be drawn in writing to this effect. The officer should equally be requested to abide, within a prescribed delay, by the undertaking which he has normally signed prior to the payment of the uniform allowance, failing which he may be liable to disciplinary action; and**
- (c) **in the event the officer still fails to abide by the written instructions within the given delay, payment of the uniform allowance should be stopped/withdrawn and the eligible officer concerned should, in such circumstance, be required to furnish written explanations following which appropriate action may be taken, as deemed necessary, by Management.**

16.15 FAMILY PROTECTION SCHEMES

- 16.15.1 Family Protection Schemes are contributory schemes which provide for a pension to the dependants of a contributor upon the latter's death. Presently, three such schemes are operational to cover public sector employees, namely:
- (i) The Civil Service Family Protection Scheme (CSFPS);
 - (ii) The Statutory Bodies Family Protection Fund (SBFPF); and
 - (iii) The Family Protection Scheme operated by the State Insurance Company of Mauritius Ltd (SICOM).
- 16.15.2 Following the proclamation of the Finance (Miscellaneous Provisions) Act No. 26 of 2012, the SICOM is now providing family protection schemes to all employees joining the public sector as from 01 January 2013. We are, hereunder, elaborating on the provisions governing each scheme.

Civil Service Family Protection Scheme (CSFPS)

- 16.15.3 A monthly pension is payable to the dependants of a deceased contributor, whether the latter died in service or after retirement. However, the payment ceases when dependants no more satisfy the eligibility criteria. It is worth noting that with the new provision in place since 01 January 2013, the CSFPS is not allowed to register new adherents. The profiles of contributors to that scheme are set down as hereunder:-
- (a) public officers who have attained the age of 18 and who are appointed to a pensionable office;
 - (b) public officers who have been transferred to approved services and who have elected to continue contributing to the scheme;
 - (c) members of the National Assembly during their period of legislative service; and
 - (d) officers of the Civil Service Family Protection Scheme Board.

Contribution

- 16.15.4 Regulations governing the CSFPS provide for the payment of a monthly contribution at the rate of 2% of an officer's gross salary. Those who joined service prior to 1 July 2008 may opt to cease contributing to the CSFPS on reaching the age of 60 while those who joined service as from 01 July 2008 would cease contributing on reaching the age of retirement or 65 whichever is the earlier. Public Officers also cease contributing to the CSFPS upon early retirement, resignation or dismissal from the public service and also when leaving the service on any other grounds.
- 16.15.5 In cases where no pension is payable, the contribution is refunded to the contributor or to his legal representative, with compound interest at the rate of 4% per annum, subject to certain conditions.

16.15.6 The prevailing provisions are considered to be still valid and are, therefore, hereunder reproduced for their continued application.

Recommendation 1

16.15.7 We recommend that the following provisions should continue to apply:-

- (i) The rate of contribution to the Civil Service Family Protection Scheme should be kept at 2% of monthly gross salary.**
- (ii) Public Officers in post as at 30 June 2008 may opt to stop contributing to the scheme on reaching 60 years of age, though still in service. In such case, the widows and orphans pension will be computed on the basis of the salary drawn at the time of the last contribution.**
- (iii) Public Officers should cease contributing to the scheme:**
 - (a) on reaching the age of 65; or**
 - (b) upon retirement, resignation or dismissal from the public service; or**
 - (c) when leaving the service on any other grounds.**
- (iv) The contributor or his legal representative should be refunded the contribution, together with compound interest at the rate of 4% per annum, provided no pension is payable. The conditions that determine eligibility for refund are as follows: -**
 - (a) At the time of leaving the public service, where:**
 - (i) the contributor has either not contracted civil marriage or is a widow/widower provided that the contributor has no:**
 - legitimate or legitimated child**
 - adopted child**
 - step child**
 - natural child or**
 - child whose filiation has been pronounced by a Court of Law.**
 - (ii) the contributor is a divorcee and has no child.**
 - (b) In case both husband and wife are contributors, the surviving spouse is refunded on the death of his/her spouse and he/she may opt (within 60 days of the event) not to continue contributing to the scheme.**
 - (c) Where contributors in post as at 30 June 2008 opt to cease to contribute at the age of 60 and no pension is payable.**

Pensions

- 16.15.8 The pension payable under this scheme depends on the number of beneficiaries and their relationship to the contributor. Another determinant in the amount of pension payable is the Basic Unreduced Pension (BUP), which is computed on the basis of the length of service and the annual pensionable emoluments. It should be noted that subsequent to the pension reforms in 2008, the mode of computation of the BUP has been reviewed. However, provision has also been made for existing contributors not to be worsened by the review.
- 16.15.9 The said provisions are still valid and considered to be important for the proper management of the scheme. We are, therefore, hereunder, elaborately reproducing the set of recommendations.

Recommendation 2**16.15.10 We recommend that:**

- (i) **the pension payable to beneficiaries should be as per the table below:**

Beneficiaries	Computation for Monthly Pension Payable
Spouse only	$\frac{1}{3} \times \frac{1}{12} \times \text{BUP}^*$
Spouse and child/children	$\frac{1}{2} \times \frac{1}{12} \times \text{BUP}$
One child but no spouse	$\frac{1}{4} \times \frac{1}{12} \times \text{BUP}$
More than one child but no spouse	$\frac{1}{2} \times \frac{1}{12} \times \text{BUP}$

***BUP- Basic Unreduced Pension**

- (ii) **the payment of pension to a surviving spouse should cease on the latter's death or remarriage.**
- (iii) **the pension payable to children should cease upon the last child reaching 18 years of age. In case the latter is receiving full time education, he should continue drawing the pension until such time he receives such education or attains the age of 21, whichever the earlier. The Board may also approve the payment of pension to a child beyond the age of 18 years and not receiving full time education, if the Board is satisfied that there are compassionate grounds for payment of such a pension.**
- (iv) **Upon the death of a beneficiary, a full month's pension is payable to his legal representative in respect of the month in which he passed away along with a gratuity of an equivalent amount.**

Recommendation 3

16.15.11 We also recommend that the pension payable to the beneficiary of an officer who has been acting in a higher capacity should be computed on the same salary used to compute the retiring pension.

16.15.12 The Basic Unreduced Pension is computed at the rate of 1/600th of annual pensionable emoluments on retirement for every month of pensionable service, subject to a maximum of 400/600th for those in post as at 30 June 2008. For those appointed as from 1 July 2008, the computation rate is 1/690th of the annual salary of the contributor when the latter ceases to be a member or at the time of demise, for each completed month of the contributory service subject to a maximum of 460/690th.

Pension for Members of the National Assembly

16.15.13 Members of the National Assembly are also covered by this protection scheme, the provisions of which are still relevant. We are, therefore, maintaining same.

Recommendation 4

16.15.14 We recommend that:

- (i) Members of the National Assembly in post as at 30 June 2008 may, "while in service", opt to stop contributing to the scheme on reaching 60 years of age. In that case, widows' and orphans' pension will be computed on the basis of the salary drawn at the time of the last contribution;**
- (ii) Members of the National Assembly should cease contributing to the scheme on reaching 65 years of age. However, on ceasing to be a member but have not yet reached 65 years of age, they may opt to cease contributing to the CSFPS or continue contributing at the rate of 4% of their last salary drawn, to enable longer period of contribution;**
- (iii) the annual salary in respect of a Member of the National Assembly should mean:
 - (a) the annual salary payable to a Member immediately before he ceases to be a Member of the National Assembly; or**
 - (b) the annual salary drawn in respect of any office established by the Constitution and held by him at any time while he was a Member, whichever is the higher.****

- 16.15.15 The pension payable to the Members of the National Assembly depends on their BUP and the rate of earnings is based on the same formula that is applicable to public officers. **Hence, the BUP for Members of National Assembly should be computed on the basis, as provided at paragraph 16.15.10. Provision at paragraph 16.15.12 should also be applicable to them.**

Interest on Refund of Contribution

- 16.15.16 The mode of computation of interest paid on refund of contribution is appropriate and hence maintained.

Recommendation 5

- 16.15.17 We recommend that the computation of interest on refund of contribution up to the date the contributor is eligible for a refund should continue to prevail.**

Statutory Bodies Family Protection Fund

- 16.15.18 The Statutory Bodies Family Protection Fund (SBFPF) runs a protection scheme for the benefit of employees of Statutory Bodies. The contributors to this Fund belong to the Local Authorities, Sugar Industry Labour Welfare Fund, Town and Country Planning Board and the Statutory Bodies Family Protection Fund.
- 16.15.19 Besides the pension scheme, the SBFPF also administers a Housing Loan Scheme and grants short term personal loans of up to Rs 100,000 to its associates.
- 16.15.20 Following the proclamation of the Finance (Miscellaneous Provisions) Act No. 26 of 2012, employees joining the abovenamed organisations as from 01 January 2013 should join the Family Protection Scheme run by SICOM.
- 16.15.21 The present provisions governing the Fund are appropriate. We are, hereunder, reiterating these recommendations.

Recommendation 6

- 16.15.22 We recommend that:**

- (i) officers in post as at 30 June 2008 may, while in service, opt to cease to contribute to the Statutory Bodies Family Protection Fund on reaching 60 years of age. However, in that case, pension will be computed on the salary drawn at the time the member ceases to contribute to the scheme; and**
- (ii) in respect of public officers in post as at 30 June 2008, the Basic Unreduced Pension (BUP) would continue to be computed at the rate of 1/600th of the annual salary of a contributor at the date of death or at the date he ceases to be a public officer for each completed month of his contributory service (not exceeding 400 months).**
- (iii) existing members of the Statutory Bodies Family Protection Fund as at July 1988, who opt for a refund of contribution in lieu of retaining eligibility to**

family benefits, should continue to be refunded their contributions with compound interest at the rate of 4% per annum.

SICOM Family Protection Scheme

16.15.23 In accordance with the Finance (Miscellaneous Provisions) Act No. 26 of 2012, all employees joining the public sector since 01 January 2013 are contributing to the SICOM Family Protection Scheme which provides for the payment of a lump sum on the death of the employee/member. This Scheme is also opened to private companies and corporate bodies for full-time and permanent employees.

Recommendation 7

16.15.24 We recommend that the SICOM Ltd should continue to align the SICOM Family Protection Scheme, to the extent possible, with the Civil Service Family Protection Scheme and the Statutory Bodies Family Protection Scheme.

16.16 RISK, INSURANCE AND COMPENSATION

- 16.16.1 A safe and healthy work environment is the constitutional right of every worker, as well as a basic requirement for a productive and efficient workforce. Employers have the responsibility to ensure that workers have decent work by having a safe, healthy and risk-free workplace.
- 16.16.2 According to the International Labour Organisation (ILO), the economic burden of poor occupational safety and health practices is estimated at 3.94 per cent of global Gross Domestic Product each year, without forgetting the 2.78 million deaths and 374 million non-fatal work-related injuries per year due to occupational hazards. This also glaringly indicates the intangible cost of human suffering caused by work-related accidents and diseases.
- 16.16.3 During consultative meetings, the Federations have claimed that employees are still working in unsafe conditions despite the provisions laid down in the previous PRB Reports. We have studied the request and consider that effective implementation of recommendations rests with Management/Employer. Furthermore, as announced in the Government Programme 2020-2024, the Ministry of Public Service, Administrative and Institutional Reforms (MPSAIR) has already set up the Occupational Safety and Health Committee in all Ministries and Departments to look into safety and health matters.
- 16.16.4 To ensure decent work for all workers, we are, once again, laying emphasis on the obligations of both employers and employees as well as on other concomitant factors. Besides, while harping for a safe, healthy and risk-free working environment, the Bureau has incorporated new elements and various measures to cope with unprecedented events like the Covid-19 Pandemic. We have also reviewed the *modus operandi* of the risk assessment exercise in favour of a more decentralised approach such that same would, henceforth, be carried out by the Departmental Safety and Health Committee instead of the Risk Assessment Committee. The Bureau is also advocating '**Prevent now rather than pay later**' as well as paving the way for the setting up of a Risk Insurance Scheme in lieu of a risk allowance. We are holding on the provisions for an appropriate compensation in case of occupational accidents. As regards the Government Medical Insurance Scheme, the Bureau has been apprised that the project has been put on hold.

DUTIES AND RESPONSIBILITIES

- 16.16.5 In view of their significance in the Public Sector, the Bureau is again stressing on the duties and obligations of both employers and employees, which are clearly spelt out in Part II of the Occupational Safety and Health Act 2005. With the emergence of the unprecedented Covid-19 Pandemic and following requests received from various quarters regarding equal opportunities, safe, healthy and productive working environment, the Bureau considers that there is need to address these issues with a view to ensuring a future-fit Public Sector.

Management's Responsibility

- 16.16.6 The Occupational Safety and Health Act 2005 provides that it is the obligation of Employer/Management to provide a safe workplace, protective clothing and equipment, health surveillance and training.
- 16.16.7 In the wake of the Covid-19 Pandemic, Management is also required to ensure a Covid-Safe Workplace so as to protect employees from any risk of infection as well as to maintain the safe and stable functioning of its operations. Such measures include, among others: conducting risk assessment; carrying regular temperature checks for officers and visitors at the entrance of the workplace; maintaining social distancing; cleaning, hygiene and handwashing; ensuring proper ventilation; implementing the Work From Home Scheme and the Flexible Working Hours, subject to satisfying the necessary conditions; suspension of the use of the Electronic Time Readers; and keeping the employees abreast of the Protocol/Standard Operating Procedures to be followed in the event of a suspected case of Covid-19 infection.

Safe Workplace

- 16.16.8 One of the prime responsibility of Management is to provide and maintain a safe workplace with regard to machine and equipment as well as processes and appropriate measures for the protection of employees are taken accordingly.
- 16.16.9 Raising a family is a cherished goal for many working people. In this regard, pregnant working women need to be protected during maternity from any risks to their health or that of their babies. In line with the ILO's Maternity Protection Convention, 2000, the Bureau views that a safe workplace should be a precondition for safeguarding the health of expectant mothers and that employers should ensure their safety.
- 16.16.10 The right of everyone to a world of work free from threatening disruptive behaviour is also a prerequisite for a safe workplace. The Code of Ethics for Public Officers clearly emphasises on the fact that, all officers, at all levels, have the obligation to treat their colleagues with courtesy and respect and not to cause any distress that would affect their physical and psychological states, dignity, family and social environment. **In this regard, the Bureau considers that the responsibility for ethical behaviour for a safe workplace lies with every public officer and holds that it is the duty of each one to ensure the appropriate and conducive work environment.**

Protective Clothing/Protective Equipment

- 16.16.11 Where protectionary measures do not suffice to completely eliminate certain risks, Management/Employer provides protective clothing and equipment to employees, purposively to eradicate, control and reduce injury and adverse health effects. It is also the responsibility of officers who are eligible for protective clothing/equipment to wear/use same while on duty.

16.16.12 Currently, the Standing Committee on Uniforms determines the eligibility for protective clothing and equipment on the basis of the recommendations of the Occupational Safety and Health Unit of the MPSAIR. To that end, authority has been devolved on relevant organisations to deal with this issue. We are, thus, upholding the present provisions.

Recommendation 1

16.16.13 We recommend that:

- (i) **the Standing Committee on Uniforms under the Chairmanship of the MPSAIR and comprising representatives of the Ministry of Finance, Economic Planning and Development and the Pay Research Bureau should be pursued;**
- (ii) **the Standing Committee on Uniforms should continue to determine the eligibility for protective clothing/equipment subject to paragraph 16.14.8 of this Volume; and**
- (iii) **in order to ensure the proper usage of protective clothing/equipment, Management should continue to provide general and specific instructions (both oral and written) to employees.**

Health Surveillance

16.16.14 Health surveillance is a system of ongoing health checks, meant to protect individual employees by the early detection of work-related adverse effect on health. Management, therefore, has the statutory obligations to ensure that regular occupational safety and health audits are carried out by a Safety and Health Officer/Senior Safety and Health Officer in order to identify risks associated with safety and health. **Where employees run the risk of contracting occupational diseases, they should be placed under a Health Surveillance Programme. Appropriate recommendations have been made under relevant Ministries/Departments/Organisations.**

Employee/Worker Responsibilities

16.16.15 Employees are the direct beneficiaries of a safe workplace and as such also have certain duties and responsibilities in maintaining same. Section 14 of the Occupational Safety and Health Act 2005 clearly lays down the duties of employees with regard to having a risk-free workplace.

16.16.16 The investigations, in respect of causes of accidents, carried out by the Occupational Safety and Health Unit, have revealed that, accidents continue to occur due to the negligence of employees. In that regard, we are re-emphasising on the importance of the measures of protection as mentioned below:

Employees/Workers should:

- (1) cooperate with their employer in the discharge of any duty or requirement imposed on the employer;

- (2) comply with all safety instructions including those concerning the correct use of safety devices and protective equipment;
- (3) ensure that their actions or omissions do not present any hazard to their fellow colleagues or for themselves; and
- (4) report cases of accidents/incidents forthwith.

16.16.17 With the Covid-19 Pandemic, employees are, now, required to maintain physical distancing as well as appropriate hygiene and safety practices to ensure the continued safety and wellbeing of the workplace. Furthermore, in case any employee experiences any symptom of Covid-19, he/she should immediately follow the Protocol/Standard Operating Procedures.

Departmental Safety and Health Committee

16.16.18 The establishment of a Departmental Safety and Health Committee is set forth in the Occupational Safety and Health Act 2005. The composition and functions of the Committee are also spelt out in the Act. The guidelines on the proceedings of meetings of Safety and Health Committees are also provided therein. **Management should, therefore, ensure that the Committee is fully operational and carries out its functions in accordance with the provisions laid down in the Act.**

16.16.19 Moreover, the Departmental Safety and Health Committee is, by virtue of section 21 of the Act and the provisions of Circular Letter No. 4 of the MPSAIR dated 14 January 2011, required to bring forth projects pertaining to upgrading works which could be financed through the Enhancement of Work Environment Programme (EWEP). The EWEP has been mounted and organised by the MPSAIR to assist Ministries and Departments in carrying out safety and health improvements for a conducive and safe workplace.

16.16.20 In our previous Report, in addition to the statutory obligations of employers and employees, we highlighted on the outcomes pertaining to the working sessions held with representatives of the Occupational Safety and Health Unit of the MPSAIR. The aim was to take cognizance as to whether the provisions were fulfilling their desired objectives for a risk-free workplace. In the circumstances, we are reiterating the provisions.

Recommendation 2

16.16.21 We recommend that Management/Employer should imperatively ensure that:

- (i) measures recommended by officers of the Occupational Safety and Health Unit are implemented without delay;**
- (ii) all employees should invariably wear/use Protective Clothing/Equipment as provided to them;**
- (iii) all accidents/incidents are reported to the Occupational Safety and Health Unit of the MPSAIR within the prescribed time frame; and**

- (iv) the Departmental Safety and Health Committee of their respective Ministries/Departments/Organisations performs its functions in accordance with the provisions of the Occupational Safety and Health Act 2005.**

Risk Assessment

16.16.22 Safety and Health Officers have the duty to identify risks, assess the need for preventive measures and advise the employer on appropriate measures and course of action to be implemented in order to minimise the risk. However, where the measures and course of action require specialised and professional service, it is up to Management to make the necessary arrangements. We are recommending along these lines.

Recommendation 3

16.16.23 We recommend that Management/Employer should arrange for the assistance of competent authorities whose recommended measures and techniques would help to minimise risk whenever a situation warrants it.

16.16.24 We additionally recommend that Management/Employer should:

- (i) ensure that abstracts or notices indicating hazards are effectively posted in accordance with the law; and**
- (ii) take expedient actions on the advice, report or recommendations of Safety and Health Officers regarding a course of action relating to safety and health.**

Compensation for Risk

16.16.25 Risk varies in degree and may be present in some jobs. It may be prevented through pre-emptive measures.

16.16.26 The element of normal risk is captured in the job evaluation exercise and is reflected in the respective salaries where all officers in a certain grade are faced with the same level of risk. In cases where the degree of risk is based on postings, only that extent of risk that is prevailing in the different postings is reflected in the salary. Moreover, officers are additionally compensated by way of risk allowance where the level of risk is relatively higher in certain postings. For instance, in the Health Sector, only officers posted in specific units such as SAMU, AIDS Units, among others, are paid a risk allowance.

16.16.27 As the level of risk varies according to the specificity of an organisation, the risk element has been dealt with under relevant Chapters for Ministries/Departments/Organisations.

16.16.28 The Bureau has been apprised that the task devolving on the Risk Assessment Committee is cumbersome and that the said Committee is not functioning properly. Hence, the MPSAIR has requested that the Risk Assessment Committee be abolished.

16.16.29 According to our records, some 224 requests for the payment of a Risk Allowance have been received for this review exercise, as depicted below:

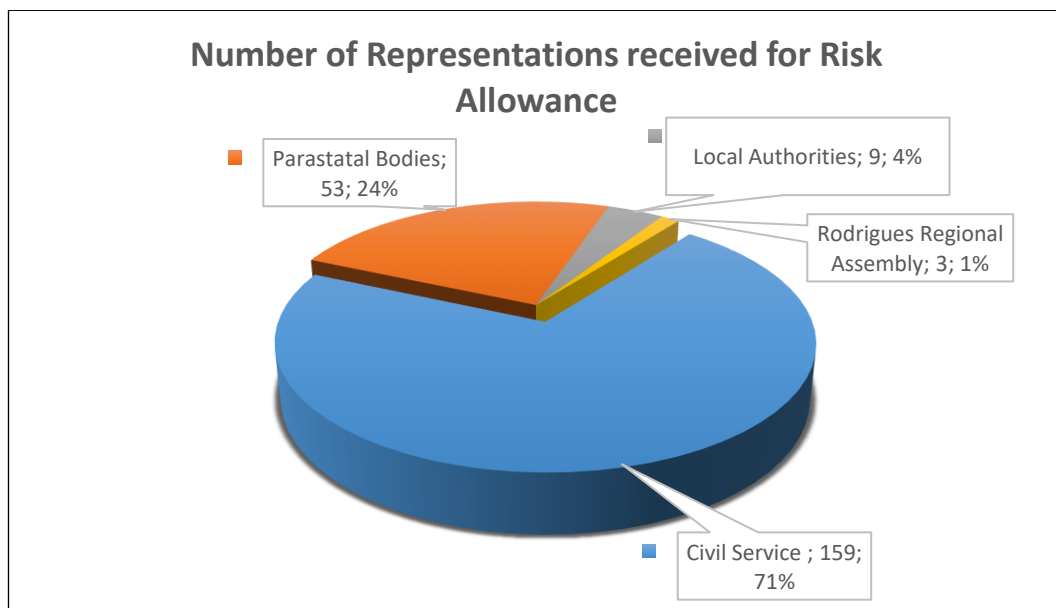


Figure 1: Request for the payment of a Risk Allowance

16.16.30 A glance at Figure 1 reveals that the number of requests received speaks for itself and evokes the reasonableness for a mechanism to assess the level of risk. In the face of such a situation, the Bureau has come up with a more pragmatic and decentralised approach to carry out risk assessment and is recommending accordingly.

Recommendation 4

16.16.31 We recommend that the Risk Assessment Committee should be abolished.

16.16.32 We further recommend that the Departmental Safety and Health Committee:

- (i) should, henceforth, look into cases pertaining to risk and conduct risk assessments;**
- (ii) should re-assess those cases where incumbents are granted a risk allowance, save for officers of the Disciplined Forces, so as to determine the continued eligibility of each grade for the payment of a risk allowance;**
- (iii) may convene any other professional who is deemed to possess the relevant qualification/competence/expertise to enable it to achieve its set objectives; and**
- (iv) should submit its findings, through the Director, Safety and Health of the MPSAIR, to the PRB, for appropriate recommendations.**

16.16.33 In so doing, the Departmental Safety and Health Committee may consider the following set of criteria while conducting a risk assessment:

- (i) the nature of the duties;

- (ii) the degree of risk or physical hardship to which an employee is exposed in the performance of his duties;
- (iii) the duration and likelihood of occurrence of a risky situation; and
- (iv) the degree of control over the risk while ensuring that all necessary health and safety measures (including protective clothing and equipment) have been taken.

“Prevent now rather than pay later”

16.16.34 Potential hazards are rampant in every workplace and may give rise to serious concern including loss of life. Victims of accidents at work are the ones who, primarily, suffer injuries which may sometimes be fatal. Such injuries/accidents may also affect their personal and social lives and reduce their source of income in cases of permanent incapacity. Employers also face collateral losses in respect of high compensation costs to workers, high insurance premium, low productivity, damages to equipment and infrastructure, disruption of work processes, re-training and so on.

16.16.35 However, workplace hazards can be prevented through the combined efforts of all stakeholders including employers and employees. It is better to create a risk free workplace now than to have to bear consequences of all kinds later. In this regard, the Bureau holds the view that it is better to **“prevent now rather than pay later”** and is making appropriate recommendations thereto.

Recommendation 5

16.16.36 We recommend that the Occupational Safety and Health Unit considers the advisability of making the necessary arrangements for:

- (i) the advocacy of a safer workplace and a healthier workforce;**
- (ii) the development of effective healthy work programs focussing on primary prevention;**
- (iii) the dissemination of appropriate information pertaining to hazards and risks;**
- (iv) the sensitisation, counselling, education and training related to prevention of hazards;**
- (v) encouraging Ministries/Departments/Organisations to develop their Safety and Health Policy Statement; and**
- (vi) ensuring the proper implementation of the Occupational Safety and Health Management System in Ministries/Departments/Organisations.**

16.16.37 We further recommend that the Ministry of Finance, Economic Planning and Development, in consultation with the MPSAIR, considers the advisability of setting up a Risk Insurance Scheme which will provide coverage to those incumbents in grades identified by the Departmental Safety and Health Committee.

16.16.38 We also recommend that all eligible officers, who as at the eve of the publication of this Report are drawing a risk allowance, should be given the option to join the Risk Insurance Scheme. However, on joining the Scheme, the payment of the risk allowance should lapse.

16.16.39 We additionally recommend that all officers who would be eligible, as from the date of the publication of this Report, to the payment of a risk allowance should join the Risk Insurance Scheme when it becomes operational. However, pending its setting up, these officers should be paid the risk allowance.

Compensation in respect of Occupational Accidents

16.16.40 Compensation, in respect of occupational accidents, to manual workers and non-manual workers whose salary does not exceed Rs 72000 annually is catered by the Workmen's Compensation Act. While, as employer, the Government assumes responsibility for the occupational risks for public sector employees who draw more than Rs 72000 yearly, including the disciplined forces. It also caters for compensation for occupational accidents on the same basis pursuant to the Workmen's Compensation Act.

16.16.41 Compensation is paid to:

- (i) a public officer in the event of permanent incapacity due to personal injury sustained out of and in the course of duties; and
- (ii) the officer's dependents where there are fatal injuries or death by accident arising out of and in the course of duties.

16.16.42 Considering the importance of the existing measures, we are perpetuating same.

Recommendation 6

16.16.43 We recommend that the following provisions in respect of compensation with regard to occupational accidents be sustained:

- (i) Workers, be it manual or non-manual, whose annual earnings do not exceed Rs 72000 should continue to be compensated according to the Workmen's Compensation Act;**
- (ii) non-manual workers whose earnings are in excess of Rs 72000 a year and members of the Disciplined Forces who sustain permanent incapacity as a result of injury arising out of and in the course of duties, or who contract an occupational disease under conditions specified in section 37 and as listed in the Second Schedule of the Workmen's Compensation Act, be paid a compensation as per rate specified in the First Schedule or under section 7 of the Workmen's Compensation Act up to a maximum of Rs 1.3 million over and above any gratuity or pension covered under the Pension Regulations; and**

- (iii) non-manual employees whose earnings are at a rate in excess of Rs 72000 a year and for members of the Disciplined Forces who sustain fatal injuries arising out of and in the course of duties, or who contract a fatal occupational disease under conditions specified in section 37 and which is listed in the Second Schedule of the Workmen's Compensation Act, a compensation of six years' salary at the rate of the deceased last salary drawn before the accident, subject to a maximum of Rs 2 million be paid to the heirs over and above any gratuity covered under the Pension Regulations.

16.16.44 We additionally recommend that:

- (i) the Ministry of Labour, Human Resource Development and Training takes action to amend the Second Schedule of the Workmen's Compensation Act to include new occupational diseases; and
- (ii) the High Powered Committee may, following amendments to the National Pensions Act, review the ceiling at paragraph 16.16.43 (ii) and (iii) and make such other related recommendations as appropriate.

16.16.45 We further recommend that:

- (i) requests for payment of compensation under paragraph 16.16.43 (ii) and (iii) should be made to the MPSAIR; and
- (ii) the recommendations made at paragraph 16.16.43 (ii) and (iii) in respect of those employees whose earnings are above Rs 72000 annually and who are not governed by the Workmen's Compensation Act be implemented administratively, pending amendments to the relevant legislation.



16.17 FUNERAL GRANT

- 16.17.1 Funeral Grant is a one-off payment to the heir or to the nearest relative who has borne the funeral expenses of an officer, who passed away while still in service and who held a substantive appointment or reckoned at least one year's continuous service. A full month's salary is also paid for the month in which the officer passes away. This practice should continue as it is a form of financial assistance to the demised officer's heir or nearest relative.
- 16.17.2 The Workers' Rights Act 2019 provides that a worker who has been in continuous employment with the same employer for not less than 12 consecutive months, should be eligible for a Death Grant. Similarly in the public sector, the heir or near relative of demised officers are granted Funeral Grant.
- 16.17.3 For this Report, representations have been received from the Federations to the effect that the employer should make arrangement with the SICOM or any other similar institution to design a scheme in agreement with private funeral services companies to organise the funeral of serving officers who pass away while still in service. They also requested for the scheme to be made portable after retirement against a monthly contribution.
- 16.17.4 The Bureau has made an in-depth study regarding funeral schemes and Funeral Grant at local level and in foreign public services. Since the Mauritian social set up comprises multi-ethnic groups with specific/different funeral rites leading to varying funeral expenses, it would not be practical to come up with a standardised funeral scheme. To this end, a specific funeral scheme for the public sector cannot be envisaged and the Bureau, therefore, considers that the existing provision is appropriate.

Recommendation 1

- 16.17.5 We recommend that where an officer, holding a substantive appointment or reckoning at least one year's continuous service, passes away while still in service, a funeral grant of Rs 10000 should be paid to the deceased officer's heir or near relative (father, mother, brother, sister, husband, wife, son, daughter, father-in-law, mother-in-law) who has borne the funeral expenses in addition to the payment of a full month's salary in respect of the month in which the officer passed away as recommended in this Volume under the Chapter on Retirement and Retirement Benefits.**



16.18 COMMUNICATION FACILITIES

- 16.18.1 The use of communication technologies is an important means for an officer in delivering more effectively. They enable a better interaction among staff and other stakeholders, while offering high customer service that meets desired expectations.
- 16.18.2 To keep abreast, the Bureau provides for the grant of different types of communication facilities to eligible officers of the public sector. Over successive Reports, the recommendations have been improved in line with advancements in communication technologies.
- 16.18.3 The different forms of communication facilities provided in the public sector with regard to mobile phone and fixed telephone include: fixed telephone at residence along with free rental and unlimited/limited call entitlement; free use of mobile phone; mobile phone with unlimited/limited call entitlement; prepaid cards; free rental on mobile phones; and roaming facilities on mobile phones.
- 16.18.4 A few senior officers are equally eligible for fax facilities at their residence owing to their posting or specific nature of their responsibilities. As regards internet facilities, more and more officers are being provided access to same at their place of work, while in addition, a certain category of officers is being paid a monthly internet allowance of Rs 500 to access the internet at their residence, subject to satisfying a few criteria.
- 16.18.5 The grant of the abovementioned facilities rests upon the Responsible Officer of the Ministry/Department/Organisation, based on the officers' status, nature of work and posting.

Survey on Communication Facilities

- 16.18.6 The Bureau conducted a survey on the grant of communication facilities in the public sector with a view to taking cognizance of the implementation of our recommendations made in this respect and identifying any related shortcomings.
- 16.18.7 An overall response rate of 57.9% was recorded. We observed that: almost all organisations avail of communication facilities to ensure an effective service delivery in the Public Sector; many officers make use of their own mobile phone in the course of their duties against payment of prepaid mobile phone cards ranging from Rs 100 to Rs 2800 per month; mostly officers forming part of Directorate or top management or those at senior/principal professional levels are granted mobile phone by virtue of their status; and given that provision of communication facilities devolves upon Management, the ceiling of refund of calls varies both organisationwise and gradewise, whereas in some cases, no ceiling is applicable.
- 16.18.8 As regards fax facilities at residence, we noted that a few officers, mostly at Directorate level, take advantage of fixed telephone and fax facilities at their residence.

- 16.18.9 Around 5.4% of officers are being paid a monthly internet allowance and it is observed that most officers are being paid Rs 500, as approved by the Ministry of Public Service, Administrative and Institutional Reforms (MPSAIR). However, in certain quarters, some officers are being paid a higher quantum based on their status, the maximum being Rs 3600, whereas a few are subject to a lower quantum than that approved by the MPSAIR.
- 16.18.10 Postpaid and prepaid cards for use of mobile phones are allocated to officers who are required to remain available after office hours for official work. In cases where expenses related to mobile phone calls are paid on a monthly basis, users are requested to confirm whether calls have been restricted to professional use so as to limit any abuse, or otherwise, they are required to reimburse calls made on a personal basis.
- 16.18.11 Among the comments inserted in the survey questionnaires, the Bureau has been requested to provide clear guidelines for determining the eligibility criteria for the grant of communication facilities as well as stipulating the obligations of users having been granted telecommunication equipment. Moreover, we have been apprised that in various instances, despite that the Responsible and Accounting Officer of Departments/Organisations are regularly called upon to continuously attend to correspondence/queries after normal working hours as well as undertaking research work at home, they are not eligible for internet allowance as per the existing criteria.
- 16.18.12 We deem it relevant to underline that we have taken on board the results of the survey prior to arriving at the recommendations.

Representations Made and Observations of the Bureau

- 16.18.13 For this Report, the main representations made by the Federations/Unions consisted in: enabling all officers, including Educators, to have access to free Wi-Fi at their place of work; granting interest free loans to employees to purchase a computer or laptop; and providing IT/communication facilities to all employees, irrespective of their positions in the organisation. The MPSAIR on its side, viewed that there was no longer the need to grant fax facilities at the place of residence of officers concerned on the ground that new technologies are available and related allowances are being paid to senior public officials.
- 16.18.14 The Bureau has equally been requested to look into the provision of communication facilities anew, following claims received from several quarters, regarding the quantum payable as internet allowance and its extension to officers operating at lower levels; and the payment of a mobile data allowance for accessing the internet when the eligible officers are far from the office and their residence.

- 16.18.15 After careful examination of the requests made by the different stakeholders, we are making the following observations:
- (i) while the Bureau does not dispute the fact that officers should have access to the internet at their place of work, the mode of access that is, either by cable or Wi-Fi, however, depends on the policy of the Ministry of Information Technology, Communication and Innovation and is at the discretion of Management. We have been informed that access to internet facilities depends on the accessibility policy of each organisation, based on the nature of its activities and need for internet access.
 - (ii) granting IT/communication facilities to all employees, irrespective of their positions in the organisation, would not be sensible as the provision of these facilities are linked to the nature of duties performed and at times according to the level of responsibilities being shouldered;
 - (iii) concerning the payment of a "mobile data" allowance to access the internet while being outside the office or far from residence, we opine that there is some merit in the request; and
 - (iv) the present recommendation regarding provision of fax facilities to senior public officers is being maintained as according to our survey findings, there are still a few officers who are availing of this facility.
- 16.18.16 We also consider that most of the existing provisions still hold good, while those governing the grant of internet facilities and payment of internet allowance warrant a review. We have recommended in that direction.

Mobile Phone and Fixed Telephone Facilities

Recommendation 1

16.18.17 We recommend that the grant of facilities with respect to the provision of a mobile phone and fixed telephone, as hereunder, should continue to be devolved on Management of Ministries/Departments/Organisations, based on the officers' status, nature of work and posting:

- **Fixed telephone at residence along with free rental and unlimited/limited call entitlement;**
- **Free use of mobile phone;**
- **Mobile phone with unlimited/limited call entitlement;**
- **Prepaid cards**
- **Free rental on mobile phones**
- **Roaming facilities on mobile phones**

Fax Facilities

Recommendation 2

16.18.18 We recommend that:

- (i) fax facilities should continue to be provided at the workplace; and**
- (ii) senior public officers at the level of Permanent Secretary and above should be eligible for the grant of fax facilities at their residence based on the nature of their duties and by virtue of their posting, subject to the approval of the MPSAIR.**

Internet Facilities and Internet Allowance

16.18.19 Internet facilities are provided to a significant number of employees at their workplace. In addition, a monthly internet allowance of Rs 500 is payable to a certain category of officers, whose grades are listed in the MPSAIR's Circular Note No. 5 of 2009 for accessing the internet, subject to satisfying a few conditions as provided in our last Report. Further to requests made to the High Powered Committee (HPC) for rendering other grades eligible for the allowance, the Committee decided that the Bureau should look into the whole issue of communication facilities and examine proposals with respect to the grant of an allowance for accessing the internet through mobile phones.

16.18.20 Pursuant to the above, we carried out a fresh study on the subject and equally took into account the findings of the survey on the issue of internet allowance as well as any shortcoming arising out of the implementation of the related recommendation made in our last Report. We observed that a certain category of officers who effectively make use of the internet on a regular basis for official purposes, after office hours, were not included in the list attached to the Circular Note of the MPSAIR.

16.18.21 The Bureau also considered the evolution in the rates charged by the different companies for accessing the internet and the increasing reliance/dependence on mobile telephones to carry out official work, while being away from the workplace. In the light of these findings, we are revising the quantum of internet allowance whereby a component for "mobile data" has been included.

Internet Facilities

Recommendation 3

16.18.22 We recommend that internet facilities should continue to be provided at the workplace with the prior authority of the MPSAIR.

16.18.23 We also recommend that a monthly internet allowance should continue to be paid to officers, as per the MPSAIR's Circular Note, as subsequently amended, at a revised rate of Rs 800.

16.18.24 We further recommend that the MPSAIR should look into any request pertaining to the inclusion of additional grades in the list of eligible officers for the payment of the internet allowance.

16.18.25 In the context of this Report, Federations and union members pointed out that the list of officers eligible for the internet allowance as per the Circular Note of the MPSAIR is too restrictive, thereby debarring many officers operating at lower levels who effectively use the internet for official purpose after normal working hours, to avail of this benefit. After taking into account the grievances expressed by our different stakeholders and the findings of the study carried out on this subject, as mentioned earlier, we are reviewing the eligibility criteria for the payment of the internet allowance.

Recommendation 4

16.18.26 We recommend that the monthly internet allowance of Rs 800 may be paid, depending on the availability of funds and upon recommendation of their Management, to officers in grades requiring a degree or higher and whose nature of duties require them to regularly interact with international organisations, after normal working hours OR carry out meaningful research away from the office according to an established programme of work OR access a server located at the office outside normal working hours while being away from their workplace, for meeting deadlines/tight schedules, subject to prior authority being obtained from the MPSAIR.

16.18.27 For an effective implementation of the above recommendation, Management should ensure, from the officers concerned, the production of outputs/results and their accomplishments in respect of the work carried out while being away from the office.

16.18.28 The Bureau has taken cognizance that in the wake of the Work from Home Scheme set up by the MPSAIR, officers who are required to work from home are eligible to the payment of a monthly Cell Phone Allowance and/or Internet Allowance at a rate of Rs 300 for each allowance. Hence, it would not be appropriate for an officer to be paid both an allowance as per the Work from Home Scheme and at the same time an Internet Allowance as recommended by the Bureau.

Recommendation 5

16.18.29 We recommend that an officer who is eligible for the payment of an internet allowance and also for payment of a cell phone allowance and/or internet allowance under the Work from Home Scheme as provided under the Chapter Working Week, Flexitime, Workers on Shift/Roster/Staggered Hours and Overtime, should be paid the higher allowance under one regime only.

Consistent Implementation of our Recommendation

16.18.30 The Bureau has equally been apprised during the consultative meetings held with different stakeholders, that in certain organisations a few officers are being paid internet allowance at a higher rate than that approved by the MPSAIR as per its Circular Note. This information has also been captured in our survey. **We wish to point out that this is an implementation issue which should be dealt with by the MPSAIR. The latter should, therefore, ensure the adoption of a consistent course of action across the public sector.**

Parastatal Bodies and Local Authorities

Recommendation 6

16.18.31 We recommend that policies and guidelines adopted in the Public Sector for the grant of communication facilities should equally be applicable in the Parastatal Bodies and Local Authorities.

Control Mechanism

16.18.32 The provision of communication facilities to public officers is to allow them to use information and communication technologies in the performance of their duties, for an improved service delivery. The real challenge, however, rests in how effectively these facilities are being used. It is, therefore, of central importance that adequate control measures be put in place by the organisation to ensure that these facilities are being used efficiently, effectively and responsibly so as to prevent any misuse or abusive use.

16.18.33 We deem it equally pertinent to point out that officers should be responsible and cautious in the proper utilisation of the various communication facilities during the performance of their duties with a view to carrying out Government's responsibilities diligently, as public funds are being disbursed in that respect.

Recommendation 7

16.18.34 We recommend that Management should continue to maintain and update their control measures with respect to the use of communication facilities so as to limit/prevent cases of misuse/ abusive use.

Effective Implementation of Recommendations

16.18.35 During consultations, the Bureau was apprised that in many quarters, Management was reluctant to implement the recommendations made in respect of communication facilities, thereby leading to frustration among employees and causing impediments in the smooth running of activities. **We are, therefore, urging Management to take remedial measures.**

16.18.36 We also view that Management and the MPSAIR should ensure that recommendations are being implemented in a uniform and consistent manner in all quarters on grounds of fairness and equity.



16.19 FOREIGN SERVICE ALLOWANCE AND OTHER RELATED ALLOWANCES

- 16.19.1 Home-based staff serving in our diplomatic missions abroad are paid Foreign Service Allowance (FSA) in addition to their monthly salary to defray costs associated with a higher cost of living index and to partly enable them to adapt to the living conditions in the respective country of posting. In addition to the grant of FSA, diplomatic staff are also paid Other Related Allowances to cater for expenses incurred on essential items which are not included in the computation of the FSA. The quantum, however, varies according to the rank of the officer and the country of posting.
- 16.19.2 In the context of this review exercise, both Management and the staff side have made representations, among others, for: the payment of FSA and Other Related Allowances in hard currency; a review of FSA and other related allowances on a regular basis; the grant of a spouse allowance to diplomatic officers consistent with international practice; payment of the difference in entertainment allowance to officers acting as Chargé d'Affaires until the posting of an Ambassador; and broadening of the definition of school fees such that mandatory school activities forming part of the school curriculum be considered as an integral part of the fees. In addition, they requested that Ambassadors/High Commissioners be provided a car with driver during their visit in Mauritius; the specification of the time frame within which an officer may be allowed to benefit from compassionate passages to attend funeral/rituals of close relatives; refund of medical fees and payment of warm clothing allowance to be extended to dependents of unmarried career diplomats; review of the quantum of hardship allowance; and provision of enhanced conditions of service to home-based staff.
- 16.19.3 The Union on its side has submitted, *inter-alia*, that: periodic adjustment of FSA be carried out on a yearly basis taking into account the UN Indices or Mercer's Report; the policy regarding refund of medical fees to be reviewed; a daily subsistence allowance be paid to diplomatic officers; and air passages for children aged above 20 years be refunded.
- 16.19.4 One Federation apprised the Bureau that the payment of entertainment allowance to diplomatic staff constitutes an international abuse of taxpayers' money, as these officers are already earning a salary out of which they can meet expenses related to entertainment. The Federation equally viewed that the Bureau has been overgenerous in recommending the grant of an array of pecuniary benefits to diplomatic staff including Foreign Service Allowance; refund of school fees incurred in children's education; service allowance; refund of medical expenses; payment of a warm clothing allowance, amongst others, coupled with the fact that these allowances are not subject to taxation.
- 16.19.5 The Ministry of Public Service, Administrative and Institutional Reforms (MPSAIR) which is equally responsible for the Chairmanship of the Foreign Service Committee (FSC) in making its submissions with regard to conditions of service, has proposed to: consider waiving the provision for the FSC to ratify the decision of the Supervising

Officer of the Ministry of Foreign Affairs, Regional Integration and International Trade concerning the review of the ceiling of rent and utilities up to a maximum of 30% given same is already approved at the level of the Ministry; grant compassionate passage within a fortnight as from the date of the funeral and when the funeral takes place in Mauritius; and consider the possibility of explicitly recommending that the FSA would be payable to officers who are on casual/annual or vacation leave only during the period of their posting in a foreign country.

- 16.19.6 In examining the proposals of parties concerned, we equally took note of the pertinent observations made by the Director of Audit, in its Report for the financial year 2019 to 2020, with regard to the payment of FSA and Other Related Allowances. While both Management and the staff side were apprised of the outcome of their demands and proposals which could not be retained during the consultative meetings, we are making a few observations deemed relevant in the ensuing paragraphs.
- 16.19.7 The Bureau considers that the adoption of a fixed exchange rate mechanism should continue, as it allows for the maintenance of a more constant conversion value irrespective of any appreciation or devaluation of the currency during the period of a review in the country of posting; and the rate recommended by the Bureau is an enhanced one which already caters for a certain extent of fluctuation.
- 16.19.8 Prior to the publication of this Report, the Secretary for Foreign Affairs referred a few cases to the FSC for consideration. Those which either constituted a major departure from our recommendations or were outside the terms of reference of the FSC, were referred to the High Powered Committee (HPC). Following decisions taken by these two instances, certain recommendations have been reviewed, namely those regarding payment of FSA and Other Related Allowances in hard currency; and when the officers are on leave; increase in rent and utilities beyond the prescribed ceiling to be looked into by the Foreign Service Committee; eligibility period to benefit from compassionate passages; and provision of an official car to Ambassadors/High Commissioners/Permanent Representatives while on leave in Mauritius.
- 16.19.9 In addition, further to a few representations made which are considered to be justified, we have provided for new recommendations or enhanced certain existing provisions. The Bureau has also waived a few provisions, which we consider have outlived their utility, as apprised by our stakeholders during consultation. A few requests which relate to internal issues need to be dealt with administratively at the level of the Ministry of Foreign Affairs, Regional Integration and International Trade.

Determination of the Comparative Costliness Index by Statistics Mauritius

- 16.19.10 With a view to determining the revised quantum for Foreign Service Allowance and Other Related Allowances, the Bureau sought the assistance of Statistics Mauritius to compute the Comparative Costliness Index (CCI) in all missions so as to measure how much more it costs to a Mauritian national posted in a mission in a foreign city to maintain the pattern of expenditure of somebody in Mauritius. After consulting parties concerned, Statistics Mauritius issued a circular letter along with a

questionnaire to all heads of missions regarding the price collection exercise to be carried out in February 2020 by home-based staff. For this purpose, the basket of goods and services derived from the 2017 Household Budget Survey was used and items which are separately compensated by the Mauritian Government (cost borne by the State) or by the provisions of our Report, have not been accounted for in the basket. However, due to the international crisis triggered by the Covid-19 Pandemic, the price collection exercise could not be carried out in certain missions. As a result, a new pricing exercise was effected in September 2020 in all our missions abroad.

- 16.19.11 The information obtained from the price collection survey conducted by officers of the different missions were analysed by Statistics Mauritius and any major departure from the Mauritian price level was queried at the concerned embassy. In so doing, only valid and confirmed prices have been used to compute the costliness index of the foreign city. Statistics Mauritius observed that prices submitted by a few embassies were on the high side as they were not collected from popular outlets. Moreover, as there is no quality assurance system for field supervision, it could not be ascertained that accurate data have been submitted for the calculation of CCI.

Foreign Service Allowance

- 16.19.12 In addition to the relative costliness of a basket of selected goods and services in Mauritius compared to one in the foreign cities concerned, as determined by Statistics Mauritius, the Bureau has taken on board, the FSA recommended in the last Report and the average exchange rate prior to the publication of the Report as main determinants before revising the FSA and Other Related Allowances.
- 16.19.13 Further to the aforementioned factors, the following yardsticks, amongst others, have equally been taken into consideration as an indicative measure:
- (i) the cumulative inflation rate of the country of posting since our last Report;
 - (ii) the Mercer's cost of living survey report in relation to the comparative costliness of the cities where the home-based staff are posted;
 - (iii) any fluctuation in the exchange rate in the country of posting since our last Report; and
 - (iv) indicators published by international organisations such as the United Nations Retail Price Index, the IMF World Economic Outlook Report and the UN Classification Index.
- 16.19.14 In light of the above, it can be safely inferred that the revision of the FSA and Other Related Allowances is not simply a matter of granting an increase of allowances. Furthermore, we have noted through the representations made and requests submitted to the FSC, that there is misperception on the philosophy of granting FSA. **We wish to point out that the FSA is meant to address any disparity in the cost of living between the country of posting and Mauritius and not in the standard of living, which is a different concept.** Nevertheless, the Bureau has catered for

some reasonable differences that may arise in the standard of living in determining the quantum of FSA.

- 16.19.15 Being given that certain embassies are located in different cities in the same country and that the cost of living and comparative costliness index vary from one city to another, the quantum of FSA for each city has been determined individually, in line with international practice. Moreover, in a bid to ensuring stability in the quantum payable as FSA, no downward adjustment has been effected to the existing amount although in certain missions, the newly calculated CCI was lower compared to the previous one.

Recommendation 1

16.19.16 We recommend that:

- (i) home-based staff should be paid FSA as per the quantum specified at Annex I of this Chapter, in a hard currency at a fixed rate of exchange as provided at Annex II of this Chapter;**
- (ii) the rate of exchange provided at Annex II of this Chapter should also be applicable for the payment of Other Related Allowances and monthly salary in a hard currency to home-based staff serving in our missions; and**
- (iii) where an officer is presently drawing salary, FSA, Rent and Utilities and Entertainment Allowance, wherever applicable, more than what he would draw in the aggregate with this Report, he should be allowed to continue to draw the higher amount on a personal basis, up to the time of a new posting. On a new posting, the new recommendations should apply in toto.**

Payment of FSA in specific circumstances

Recommendation 2

16.19.17 We recommend that:

- (i) officers who are on casual/annual or vacation leave outside the country of posting, should be paid FSA for up to one month;**
- (ii) home-based staff who are on casual/annual or vacation leave in Mauritius should not be eligible for the payment of FSA during that period; and**
- (iii) officers, married or unmarried, posted in our missions and who have been sponsored to follow a course of study outside the country of posting, should continue to be paid FSA for up to a period of four months, provided their accompanying dependent(s) stay(s) in the country of posting.**

High Inflation FSA Supplement

- 16.19.18 Provision was made in the 2016 PRB Report for the FSC to consider reviewing the FSA payable to home-based staff every two years or whenever there is an emergency in the country of posting, whichever the earlier. Both Management and the staff side requested for such an exercise to be conducted on a regular basis to address high increases in the cost of living in certain missions, triggered by inflationary pressures in the country of posting.
- 16.19.19 The Secretary for Foreign Affairs equally made a request to the FSC to consider a mid-term review of FSA payable in a few specific missions where several factors caused a significant erosion in purchasing power. The request was lengthily discussed at several meetings of the FSC where members stressed that a mid-term review of FSA would require a fresh computation of the CCI in all our missions regardless of requests for an *ad hoc* increase in a few postings only. They equally viewed that using the cumulative inflation rate as the only indicator would not suffice given the basket of goods used by international institutions and their corresponding weightage, is not comparable with the Mauritian basket.
- 16.19.20 After examining the submissions of parties concerned and the implementation problems/implications arising out of a mid-term review of FSA, we consider that there is need for an adjustment mechanism in-between overall reviews to cater for any significant erosion in purchasing power.

Recommendation 3

- 16.19.21 We recommend that the FSC should examine any request made for an adjustment of the quantum of FSA on ground of high inflation (>15%) in the country of posting and based on reliable data, consider the payment of a High Inflation FSA Supplement as a variable component to home-based staff posted in our overseas missions.**
- 16.19.22 We also recommend that the Ministry of Foreign Affairs, Regional Integration and International Trade should monitor, on a quarterly basis, any fluctuation in the rate of inflation in missions where the payment of a High Inflation FSA Supplement has been granted to home-based staff and submit a status report thereon to the FSC.**
- 16.19.23 We further recommend that the FSC should ensure that the payment of the High Inflation FSA Supplement ceases once the rate of inflation in the country of posting subsides (that is, drops below 15%), based on the status report submitted by the Ministry of Foreign Affairs, Regional Integration and International Trade.**

Consul

Recommendation 4

16.19.24 We recommend that the FSA and Other Related Allowances payable to the Consul, as set out at Annex V of this Chapter, should be effected in hard currency.

OTHER RELATED ALLOWANCES

16.19.25 After examining representations made regarding other related allowances, we have considered a few as meritorious. In this context, we have provided for appropriate recommendations and reviewed certain existing ones, while also taking into account decisions of the FSC and HPC since the last Report. These concern: the introduction of the payment of a Dependent Supplement Allowance; payment of entertainment allowance in a specific circumstance; eligibility for payment of Warm Clothing Allowance; review of the quantum of rent and utilities beyond the prescribed ceiling; a periodic evaluation to be carried out by the Ministry of Foreign Affairs, Regional Integration and International Trade to justify the continued payment of a Hardship Allowance in missions concerned; posting of diplomatic staff on a rotational basis; and review of the composition of the FSC.

Dependent Supplement Allowance

16.19.26 The staff side has represented that spouses accompanying diplomatic officers on missions abroad should be paid a spouse allowance as a compensation for the loss of income previously derived by the spouse, who has forgone his/her job, career prospects and associated benefits. During the consultative meeting, the Ministry of Foreign Affairs, Regional Integration and International Trade fully supported the payment of a spouse allowance as obtainable in foreign jurisdictions.

16.19.27 We have examined the request and consider that in general, should the need be felt, the spouse may find a job in the foreign country. We do, however, acknowledge that it may be difficult in some postings to find paid work or where certain restrictions on employment of non-nationals are applicable. We, therefore, consider that there is some merit in the request with a view to supporting the family of a diplomatic staff with one or more accompanying dependents. In this perspective, we are providing for some form of assistance to cater for part of the living expenses of the officer's accompanying dependent(s).

Recommendation 5

16.19.28 We recommend that diplomatic staff in our missions abroad be paid a monthly Dependent Supplement Allowance as per the table below, provided that the accompanying dependent/s is/are not engaged in paid employment in the country of posting and/or is/are not eligible for the payment of Foreign Service Allowance:

Eligible Officers	Monthly Dependent Supplement Allowance
Diplomatic staff with one accompanying dependent (including the spouse)	£150
Diplomatic staff with two or more accompanying dependent(s) (including the spouse)	£270

Rent and Utilities

16.19.29 As per existing provisions, Ambassadors, High Commissioners and Permanent Representatives are refunded full charges of rent and utilities while home-based staff are refunded the charges up to a prescribed ceiling to enable them to avail of a convenient accommodation in the country of posting. However, in certain missions where the officers are provided rent free accommodation, they are refunded 20% of the quantum of rent and utilities to meet the cost of utilities only, which comprises electricity, gas, water and telephone facilities. We consider the present provisions to be appropriate and are, therefore bringing no change thereto.

Recommendation 6

16.19.30 We recommend that, pending the acquisition of quarters by Government, wherever feasible, expenses related to Rent and Utilities should be refunded in hard currency at a fixed rate of exchange as set out at Annex II to this Chapter, as follows:

- (i) in toto to Ambassadors, High Commissioners and Permanent Representatives; and**
- (ii) up to a monthly ceiling to home-based staff of other grades according to broad salary levels as per Annex III of this Chapter.**

16.19.31 We also recommend that:

- (i) in the absence of strong reasonable grounds, any expenditure incurred above the prescribed ceiling of Rent and Utilities as specified at Annex III to this Chapter, should be borne in *toto* by the officer concerned;**
- (ii) officers reported upon in this review, other than local recruits, occupying their own house, should be paid 80% of the prescribed ceiling as per Annex III of this Chapter; and**
- (iii) home-based staff who are provided with rent free accommodation should be entitled to 20% of the quantum of Rent and Utilities as specified for their grade as per Annex III of this Chapter, in the event they are required to meet only the cost of utilities (electricity, gas, water and telephone facilities). In case any of the utilities mentioned above is provided free of charge along with accommodation, appropriate deduction should be made to the quantum of 20% for Rent and Utilities.**

16.19.32 The Supervising Officer of the Ministry of Foreign Affairs, Regional Integration and International Trade may presently, in urgent cases relating to new posting/renewal of lease agreement of home-based staff backed by strong reasonable grounds, review upward the quantum payable as rent and utilities up to a maximum of 30% beyond the prescribed ceiling. This increase, which is granted on a personal basis to the officer, is then ratified by the FSC at its next meeting. As regards cases where the increase in rent and utilities was beyond 30% of the prescribed ceiling, same were being looked into by the Secretary to Cabinet and Head of the Civil Service as per a Cabinet decision.

16.19.33 It is equally worth highlighting that the FSC noted with concern that more and more cases are being referred to the Committee for ratification. At times, though the justifications provided were not always being viewed as strong and reasonable by the FSC, the latter was left with no other alternative than to ratify decisions already approved by the Ministry of Foreign Affairs, Regional Integration and International Trade. The MPSAIR in the context of this Report, therefore, proposed for this specific provision to be waived.

16.19.34 We consider that it would be more appropriate for the FSC to look into all requests made in between general reviews regarding increases in rent and utilities beyond the prescribed ceiling, so as to avoid any element of subjectivity or conflict of interest that may arise on the part of the Ministry of Foreign Affairs, Regional Integration and International Trade. Moreover, given that the FSC examines, among others, requests for an increase in the quantum payable for rent and utilities on a case to case basis, any increase approved therefore, should be personal to the incumbent in post and cannot *de facto* be extended to other officers. We are making appropriate recommendations to that end.

Recommendation 7

16.19.35 We recommend that:

- (i) **the FSC should, henceforth, examine and consider a review of the quantum of Rent and Utilities beyond the prescribed ceiling as specified at Annex III of this Chapter, only in urgent cases which are related to a new posting/renewal of lease agreements of home-based staff. Such cases should be based on strong reasonable grounds and subject to the production of full documentary evidence by the Ministry of Foreign Affairs, Regional Integration and International Trade, ascertaining the reasonableness of the increase; and**
- (ii) **the increase in the quantum would apply to the officer concerned on a personal basis until such time he/she is subject to a new posting or in case of renewal of the lease agreement.**

Entertainment Allowance

16.19.36 At present, Ambassadors/High Commissioners/Permanent Representatives; Minister Counsellors/Deputy High Commissioners; First Secretaries and Second Secretaries posted in our diplomatic missions are paid an entertainment allowance as a means to foster healthy diplomatic relations and for reciprocating invitations with foreign diplomats.

16.19.37 Both Management and the staff side have made representation for the payment of the difference in entertainment allowance to the Chargé d’Affaires until the posting of an Ambassador on the ground that the former, in his capacity as Head of Mission, performs the same diplomatic, functional and representational duties as an Ambassador. After examining the request, we consider same to be meritorious.

Recommendation 8

16.19.38 We recommend that the payment of Entertainment Allowance should be made in hard currency to diplomatic staff as per Annex IV of this Chapter as from the date on which the officer effectively assumes duty in the country of posting.

16.19.39 We further recommend that the diplomatic officer serving as Chargé d’Affaires in our diplomatic missions overseas during the absence of an Ambassador, should be paid the same quantum of entertainment allowance as recommended for an Ambassador in that mission.

Refund of School Fees/Children’s Education

16.19.40 At present, home-based staff are refunded school fees inclusive of admission fees, contribution to land/building fund, society fees, registration fees and school endowment fund in respect of their dependent child/children aged between three and 20 years attending pre-primary, primary and secondary schools as well as for children up to three years attending nurseries and day care centres.

- 16.19.41 Both Management and Union made several representations with regard to school fees. These have been examined and it is observed that: the refund of school fees regarding education is primarily meant to allow the dependent child/children to acquire basic education that is, up to secondary level. It is up to the parents to decide whether their offsprings should attend a university in Mauritius, where tertiary education is dispensed free of charge or attend a foreign university at their own costs; and the refund of school fees is meant as a government contribution to home-based staff with a view to ensuring continuity in their children's education in systems more or less similar to what obtains locally in public schools.
- 16.19.42 The staff side has equally apprised the Bureau during the consultative meetings, that school fees should include mandatory fees in connection with books, library charges, sports activities, amongst others, given there are instances where an officer has no choice than to abide by the school policies and pay for compulsory programmes that take place outside the normal taught curriculum. The Ministry of Foreign Affairs, Regional Integration and International Trade on its side, viewed that an equivalent allowance in respect of tuition fees for international schools could be paid with an adjustment of 10% of contingency to cater for all other fees.
- 16.19.43 It is worth highlighting that a few cases relating to the payment of mandatory school activities forming an integral part of the school curriculum were equally referred to the FSC. After examination, the Committee observed that expenses incurred towards the purchase of books, transport and payment of outdoor activities, among others, were not refundable and it would be unfair to refund a lumped amount of the total fees to certain home-based staff only while others were being refunded strictly as per the provisions of the 2016 PRB Report. In this respect and based on information provided by Statistics Mauritius, the FSC decided that in cases where a breakdown of school fees could not be provided by the school authorities, the total fees be discounted to effect payment.
- 16.19.44 Against this backdrop, we consider the existing provisions governing the refund of school fees to be appropriate. Moreover, we are making a recommendation to cater for cases where a breakdown of mandatory school fees cannot be provided by the school authority.

Recommendation 9

16.19.45 We recommend that for home-based staff posted abroad, school fees, inclusive of admission fees, contribution to land/building fund, society fees, registration fees and school endowment fund should be refunded:

- (i) at the rate of 80% in respect of their dependent children, aged between three and 20 years old, attending pre-primary, primary and secondary schools, as well as for children up to three years, attending nurseries and day care centres; and**
- (ii) at the rate of 90% for dependent children aged between three to 20 years old attending pre-primary, primary and secondary schools, as well as for**

children up to three years, attending nurseries and day care centres in countries where the medium of teaching is neither English nor French and where the children have no alternative than to seek admission in international schools.

16.19.46 We further recommend that in cases where a breakdown of mandatory school fees with regard to books, library charges, sports activities, among others, cannot be provided by the school authority, the Foreign Service Committee should look into the rate at which the fees in respect of the non-refundable components would be discounted from the total fees, to determine the quantum of school fees to be refunded pursuant to recommendations of the preceding paragraph.

Service Allowance

Recommendation 10

16.19.47 We recommend that, as for all contractual employees, Ambassadors and/or High Commissioners employed on a contractual basis should continue to be paid a Service Allowance equivalent to two months' salary, in lieu of gratuity, on completion of 12 months' satisfactory service.

Refund of Medical Expenses

16.19.48 Currently, home-based staff posted in our overseas missions are refunded medical expenses at the rate of 90% provided the expenditure is supported by a medical certificate. In case of hospitalisation for surgical intervention, the totality of medical expenses are refunded in respect of the officer, his/her spouse and dependent children aged up to 20 years. Provision was equally made in the last Report for the FSC to study on the introduction of a Health Insurance Scheme in Mauritius to cover all home-based staff posted in overseas missions.

16.19.49 For this review exercise, the staff side has made representation to extend the refund of medical expenses to the dependent(s) of unmarried career diplomats who accompany them in missions abroad. The Ministry of Foreign Affairs, Regional Integration and International Trade has no objection to the request. Considering the genuineness of the case and views expressed by stakeholders concerned, we are extending this benefit for dependent(s) of unmarried diplomats.

16.19.50 Request was equally made for the refund of medical fees in *toto* for officers and their dependent(s) who stay in a hospital on the advice of a doctor without any surgery and refund of eye glasses and frames to diplomatic staff posted abroad. During the consultative meeting, the Bureau informed parties concerned that full refund of medical fees to home-based staff and their dependent(s) is meant only in case of hospitalisation due to surgical intervention owing to its high cost implications in the country of posting, particularly in the absence of a medical insurance cover. The Ministry of Foreign Affairs, Regional Integration and International Trade on its side informed that it would consider reviewing the protocol in consultation with the Ministry of Health and Wellness to include the list of items of medical expenses to

be refundable to home-based staff in their respective country of posting, in consonance with medical facilities available freely to citizens of Mauritius. As regards the introduction of a Health Insurance Scheme, we consider that same is not required given that home-based staff are already refunded medical expenses incurred.

Recommendation 11

16.19.51 We recommend that 90% of medical expenses, should continue to be refunded to home-based staff posted abroad subject to:

- (i) the production of duly signed and certified copies of medical certificates/prescription, invoices and receipts;**
- (ii) the claim being submitted on prescribed form, as determined by the Ministry of Foreign Affairs, Regional Integration and International Trade, duly signed by the officer making the claim and upon the recommendation of the Head of Mission; and**
- (iii) medical bills falling within the Protocol and Guidelines approved by the Government.**

16.19.52 We further recommend that in case of hospitalisation for surgical intervention, medical expenses incurred in respect thereof should be refunded, *in toto*, subject to the conditions set out in the above provision to an officer, his/her spouse, dependent children aged up to 20 years and accompanying dependent of unmarried career diplomats, upon their posting to overseas mission on a tour of service.

Warm Clothing Allowance

16.19.53 At present, a Warm Clothing Allowance is payable to Ambassadors/High Commissioners/Trade Advisers and home-based staff as well as their spouse and dependent children aged up to 20 years subject to set criteria.

16.19.54 The staff side has requested to extend the payment of the Warm Clothing Allowance to the dependent of unmarried career diplomats who accompany them in missions abroad such that they could avail of the same facilities as their fellow married colleagues. During consultation, the Ministry of Foreign Affairs, Regional Integration and International Trade fully supported the request of the diplomatic staff owing to the conditions prevailing in the country of posting. We have examined the case and consider that there is merit in the representation made.

16.19.55 Following research carried out on Warm Clothing Allowance, we are also aligning the existing recommendation to the criteria set for obtention of this allowance in foreign jurisdictions.

Recommendation 12

16.19.56 We recommend that a Warm Clothing Allowance equivalent to £ 290 should be paid only in missions where extreme winter conditions prevail, to:

- (i) the officer, his/her spouse and dependent children aged up to 20 years on first posting and on subsequent posting, as well as upon renewal of each tour of service and accompanying dependant of unmarried career diplomats, upon their posting to overseas mission on a tour of service; and
- (ii) Ambassadors/High Commissioners/Trade Advisers, accompanying spouse and dependent children aged up to 20 years on first posting and upon renewal of contract after a period of three years.

16.19.57 For the purpose of implementation of the above recommendation, a list of missions where the payment of Warm Clothing Allowance would apply is provided at Annex VI of this Chapter.

Transfer Grant**Recommendation 13**

16.19.58 We recommend that officers should be paid a transfer grant in hard currency, equivalent to 5% of the gross annual salary or an amount equivalent to £265, whichever is higher while proceeding to an overseas mission on a first posting or on return from overseas or on transfer from one mission to another.

Travelling Benefits**Recommendation 14**

16.19.59 We recommend that home-based staff posted in our missions should continue to be entitled to travelling facilities along the same lines as their counterparts serving in Mauritius, depending on the monthly salary drawn, as hereunder:

- (i) the same travelling benefits as applicable to officers in Mauritius, should be granted to home-based staff posted in our overseas missions except for those drawing a monthly salary of Rs119500 and above, payable in hard currency at a fixed rate of exchange;
- (ii) officers drawing a monthly salary of Rs 119500 and above, other than Ambassadors, High Commissioners and Permanent Representatives should, on posting to a mission, be allowed to use the official car and in case no official car is available for this category of officer, incumbent may be allowed to opt for the payment of a car allowance as provided at paragraph 16.2.102(i) in this Volume; and
- (iii) Ambassadors, High Commissioners, Permanent Representatives and officers drawing a monthly salary of Rs119500 and above, be provided with an official car without driver while on leave in Mauritius. The officer can, however, be provided with the services of a driver, upon request, to attend official and related functions only.

Baggage Allowance

Recommendation 15

16.19.60 We recommend that officers, while proceeding to overseas mission on a first posting or on return from overseas or on transfer from one mission to another, should be paid an all-inclusive amount equivalent to £295 as excess air baggage allowance. The officers should also be refunded the cost of transportation of either a 20 feet container of personal effects by sea, or the cost of transportation by sea of up to 10 cubic meters, inclusive of packaging and crating of personal effects, not exceeding four tons. However, officers choosing to carry their luggage by air, may opt to do so, but the cost would be limited to the cost of transport by sea. Any extra cost should be borne by the officer.

Subsistence Allowance

16.19.61 A subsistence allowance for a maximum of 15 days is paid to home-based staff posted abroad at short notice. We consider the present arrangement to be appropriate.

Recommendation 16

16.19.62 We recommend that home-based staff posted abroad at short notice should be paid a Subsistence Allowance for a maximum period of up to 15 days as from the date on which the officer effectively assumed duty in the country of posting. However, the beneficiary would not qualify for the payment of any other allowance during this period.

Air Passages in Specific Circumstances

16.19.63 Air Passages are provided to home-based staff's spouse and wholly dependent children up to the age of 20 in case they join the officer within a period of six months after the date of departure of the latter and the officer should make arrangement to return within a period of six months on termination/completion of the tour of service to benefit from air passages. In the case of unmarried career diplomats, a two-way air ticket is paid to either their father or mother or brother or sister.

16.19.64 After examining claims made by different stakeholders on this benefit, we are extending the provision allowing the dependent(s) of married home-based staff to make necessary arrangement to join the officer within a period of six months to the accompanying dependent of unmarried career diplomats.

Recommendation 17

16.19.65 We recommend that:

- (i) when an officer is posted overseas in one of our missions or in case of change in posting from one mission to another, air passages should be provided to the accompanying spouse/and wholly dependent children below the age of 21 in case they join the officer within a period of six months after the date of departure of the latter; and**

- (ii) **unmarried career diplomats, upon their posting to overseas mission on a tour of service or in case of change in posting from one mission to another, should continue to benefit from the payment of a two-way air ticket, for either their father or mother or brother or sister, in case they join the officer within a period of six months after the date of departure of the latter.**

16.19.66 We further recommend that the officer, married or unmarried, should make arrangement to return within a period of six months on termination/completion of the tour of service in order to benefit from air passages.

Compassionate Passages

- 16.19.67 Diplomatic staff and officers employed on contractual basis in our diplomatic missions overseas, as well as their accompanying dependent(s) are eligible for one compassionate passage during their tour of service or duration of the contractual employment upon the demise of the father or mother of either spouse or any child or a close relative (brother or sister of the officer or of the spouse), when the death occurs in Mauritius.
- 16.19.68 In the context of this review exercise, both Management and the staff side have represented that the existing provision does not mention as to whether the officer should expressly attend the funeral to be eligible for compassionate passage. To this effect, they requested the Bureau to spell out the time frame within which an officer may be allowed to attend the funeral/rituals of close relatives to benefit from compassionate passage.
- 16.19.69 During the consultative meetings, the Ministry of Foreign Affairs, Regional Integration and International Trade proposed that a time bar of one year be set as from the date of the funeral while the Ministry of Public Service, Administrative and Institutional Reforms argued that compassionate passage be granted for travel within a fortnight from the date of the funeral and when the funeral takes place in Mauritius.
- 16.19.70 This issue was equally discussed at the level of the FSC where it was observed that in some cases, the officers are not able to attend the funeral of their close relatives due to genuine reasons/constraints. Suggestion was, therefore, made for the Bureau to make a clear recommendation to the effect that Compassionate Passage could be granted within a period of 10 days as from the date of death to officers to attend the funeral or associated rituals.
- 16.19.71 We have examined the proposals of all parties and consider that there are justifications in the proposals made. We are, therefore, reviewing the existing recommendation and also including the decision of the HPC for the grant of compassionate passage when the death occurs outside Mauritius.

Recommendation 18**16.19.72 We recommend that:**

- (i) diplomatic staff and officers employed on a contractual basis in our diplomatic missions overseas as well as their accompanying dependent(s) be granted one compassionate passage during the tour of service/duration of the contractual employment in the event of the death of the father or mother of either spouse or their child or a close relative (brother or sister of the officer or of the spouse), when the death occurs in Mauritius or outside Mauritius, to attend the funeral or rituals associated with the death within a period of 15 days as from the date the death occurs;**
- (ii) where an officer serving in a mission proceeds on approved leave in a country other than Mauritius, that is, a third country, he should be paid compassionate passage for either the equivalent cost from the country of posting to Mauritius or from the third country to Mauritius, whichever is the lower;**

OR

where the officer concerned is, at the time of demise of a close relative, on official mission abroad that is, in a third country, the compassionate passage should be the equivalent cost from the third country to Mauritius and back to the country of posting; and

- (iii) where the officer is already on official mission or on approved leave in Mauritius at the time of the demise of a close relative, there should be no refund of compassionate passage.**

Implementation Issues

16.19.73 For the purpose of implementation of certain recommendations made in this Chapter, we are providing the following:

- (i) in respect of payment of Foreign Service Allowance and/or Other Related Allowances, in missions where the currency of the country of posting has been specified at Annex I, III, IV and V, their conversion in a hard currency should be looked into by the Ministry of Foreign Affairs, Regional Integration and International Trade;
- (ii) dependent of a married home-based staff refers to the officer's accompanying spouse; and child/children up to the age of 20 years if they are in full-time education; and
- (iii) an accompanying dependent of an unmarried career diplomat refers to the officer's father or mother or brother or sister.

Tour of Service

Recommendation 19

16.19.74 We recommend that:

- (i) a tour of service for Diplomatic Staff posted in our missions should continue to be for a period of three years. However, in exceptional circumstances, the tour of service may be extended for a maximum period of one year; and
- (ii) staff of the General Services should serve for only one tour of service and same may be of a shorter duration in countries where the conditions of living are difficult.

16.19.75 The fact that officers posted in overseas missions are fully aware when their tour of service would end, they may make all necessary arrangements regarding their return beforehand.

Posting of diplomatic staff on a rotational basis

16.19.76 During a meeting of the FSC, the Secretary for Foreign Affairs informed that the Ministry of Foreign Affairs, Regional Integration and International Trade encounters serious problems in the posting of officers in missions considered as hard postings, despite the payment of a hardship allowance.

16.19.77 The Bureau has to point out that the primary duty of diplomatic staff is to serve and represent Mauritius in all its Missions, irrespective of whether it is a hard posting or not. However, we also consider that to enable a proper functioning of the diplomatic service without causing frustration and demotivation among home-based staff and with a view to providing equal opportunities, a rotation of the latter in the different missions is of central importance.

Recommendation 20

16.19.78 We recommend that the Ministry of Foreign Affairs, Regional Integration and International Trade should implement a system of regular rotation of home-based staff in our different missions for parity of treatment.

Hardship Allowance

16.19.79 At present, staff posted in certain missions considered as hard postings are being paid a monthly Hardship Allowance of USD 1000, as approved by the HPC. According to Management, factors that would determine a mission as a hard posting include undesirable local conditions that cannot be prevented, mainly in the form of less favourable living conditions, lack of basic infrastructure and amenities, lack of personal security, poor health facilities, political instability, social unrest, adverse climatic and environmental conditions, amongst others. The rationale, therefore, for the payment of an extra compensation in the form of a hardship allowance is mainly to incentivise the officers to be mentally and financially equipped to face such difficult situations. It is worth highlighting that during a meeting of the FSC, the

Secretary for Foreign Affairs underlined that officers were reluctant to accept such postings.

16.19.80 While the Bureau fully acknowledges the rationale behind the payment of the allowance, we, however, hold the considered opinion that payment of the allowance is justified as long as these factors continue to prevail in these missions. Therefore, there is need for a periodic evaluation of the situation to determine whether payment of the allowance is still warranted, the moreso, all *ad hoc* allowances lapse with the publication of a new Report.

Recommendation 21

16.19.81 We recommend that:

- (i) the Ministry of Foreign Affairs, Regional Integration and International Trade should, on a yearly basis, reassess the degree of hardship in missions where a hardship allowance is payable and submit its findings to the FSC for consideration to justify its continued payment or otherwise; and**
- (ii) for the reassessment exercise, the Ministry of Foreign Affairs, Regional Integration and International Trade should devise a Rating Form on Hardship/Difficult Posting to be filled by home-based staff in the concerned missions to measure the relative degree of hardship in the city concerned.**

Foreign Service Committee

16.19.82 The FSC is required as per its terms of reference to examine and report, in between a general review, on matters related to conditions of service of officers posted in our overseas missions. As per present provisions, the FSC may co-opt a representative of the diplomatic class, whenever necessary.

16.19.83 We opine that since the representatives of the Ministry of Foreign Affairs, Regional Integration and International Trade form part of the Committee and are aware of the living conditions of home-based staff serving in our missions abroad, there is no justifiable ground to co-opt a representative of the diplomatic class, the moreso, the presence of a diplomatic staff in the Committee may lead to conflicts of interest thereby impeding the decision-taking process of the FSC.

Recommendation 22

16.19.84 We recommend that, whenever required, the Foreign Service Committee under the Chairmanship of the Secretary for Public Service of the Ministry of Public Service, Administrative and Institutional Reforms and comprising representatives of the Ministry of Foreign Affairs, Regional Integration and International Trade; the Ministry of Finance, Economic Planning and Development; Statistics Mauritius and the Pay Research Bureau, should continue to examine and report in-between general reviews, on matters related to conditions of service of officers posted in our overseas missions.

ANNEX I

FOREIGN SERVICE ALLOWANCE (FSA) PER MONTH (IN FOREIGN CURRENCY)

City	Currency	Ambassador/ High Commissioner/ Permanent Representative	Minister Counsellor/ Deputy High Commissioner	First Secretary	Second Secretary	Attaché (Administration) (Personal)	Office Management Executive/ Confidential Secretary	Office Management Assistant	Word Processing Operator
Addis Ababa	Birr	29,990	26,420	22,015	15,205	12,865	9,700	8,310	7,145
Antananarivo	Ariary	6,269,895	5,545,240	4,555,325	3,175,585	2,614,925	2,058,660	1,752,050	1,533,040
Beijing	Yuan	42,995	39,310	32,250	22,650	19,105	14,445	12,385	10,700
Berlin	Euro	5,570	5,100	4,185	2,925	2,400	1,885	1,615	1,390
Brussels	Euro	4,950	4,535	3,720	2,600	2,135	1,675	1,435	1,235
Cairo	Egyptian Pound	17,555	15,420	12,650	8,830	7,265	5,720	4,885	4,240
Canberra	Australian Dollar	8,615	7,870	6,465	4,510	3,710	2,905	2,495	2,150
Dubai	Dirham	24,495	22,445	18,410	12,875	10,580	8,295	7,100	6,110
Geneva	Swiss Franc	10,000	9,130	7,480	5,240	4,285	3,380	2,880	2,510
Islamabad	Pakistani Rupee	121,160	107,040	87,990	61,275	50,630	39,790	33,995	29,330
Jeddah	Riyal	20,000	18,325	15,035	10,510	8,640	6,775	5,800	4,990
Kuala Lumpur	Malaysian Ringgit	14,630	13,345	10,930	7,720	6,265	4,985	4,180	3,695
London	Pound Sterling	4,365	3,990	3,270	2,285	1,950	1,465	1,255	1,085
Maputo	MZN	80,440	73,480	60,330	42,070	34,580	27,250	23,200	20,135
Moscow	Russian Rouble	298,285	273,310	224,950	156,565	128,440	100,820	86,440	74,545
Mumbai	Indian Rupee	129,200	118,115	97,005	67,580	55,595	43,710	37,310	32,410
New Delhi	Indian Rupee	138,425	126,550	103,935	72,405	59,565	46,830	39,975	34,725
New York	US Dollar	6,650	6,085	4,990	3,475	2,875	2,250	1,925	1,540
Paris	Euro	6,185	5,650	4,645	3,240	2,670	2,120	1,790	1,555
Pretoria	Rand	25,425	23,230	19,065	13,295	10,960	8,605	7,340	6,380
Riyadh	Riyal	21,055	19,290	15,825	11,065	9,075	7,130	6,105	5,250
Washington	US Dollar	6,380	5,835	4,785	3,335	2,755	2,160	1,845	1,475

ANNEX II

CURRENCY AND RATE OF EXCHANGE OF THE COUNTRY OF POSTING

City	Currency	Unit	Rate of Exchange Year 2020 in Mauritian Rupees (Rs)
Addis Ababa	Birr	1	1.1063
Antananarivo	Ariary	100	1.0187
Beijing	Yuan	1	5.6982
Berlin	Euro	1	44.8887
Brussels	Euro	1	44.8887
Cairo	Egyptian Pound	1	2.4816
Canberra	Australian Dollar	1	27.1486
Dubai	Dirham	1	10.7060
Geneva	Swiss Franc	1	41.8408
Islamabad	Pakistani Rupee	1	0.2419
Kuala Lumpur	Malaysian Ringgit	1	9.3680
London	Pound Sterling	1	50.3898
Maputo	MZN	1	0.5613
Moscow	Russian Rouble	1	0.5364
New Delhi/ Mumbai	Indian Rupee	1	0.5307
Paris	Euro	1	44.8887
Pretoria	Rand	1	2.3599
Riyadh/Jeddah	Riyal	1	10.4762
Washington/ New York	US Dollar	1	39.3272

ANNEX III

CEILING OF RENT AND UTILITIES PER MONTH (IN FOREIGN CURRENCY)

City	Currency	Minister Counsellor/ Deputy High Commissioner/First Secretary	Second Secretary/ Attaché (Administration) (Personal)	Office Management Executive/ Confidential Secretary/ Office Management Assistant/ Word Processing Operator
Addis Ababa	Birr	17,335	12,795	11,760
Antananarivo	Ariary	1,809,310	1,036,240	657,930
Beijing	Yuan	111,240	64,825	41,325
Berlin	Euro	2,660	1,780	1,660
Brussels	Euro	3,500	2,275	1,745
Cairo	Egyptian Pound	5,095	3,295	2,545
Canberra	Australian Dollar	3,525	2,120	1,695
Dubai	Dirham	12,900	8,620	8,045
Geneva	Swiss Franc	7,050	4,230	3,385
Islamabad	Pakistani Rupee	86,535	59,785	37,760
Jeddah	Riyal	10,685	7,145	6,670
Kuala Lumpur	Malaysian Ringgit	5,645	3,525	2,820
London	Pound Sterling	1,975	1,270	1,060
Maputo	MZN	40,000	33,325	21,190
Moscow	Russian Rouble	89,040	59,485	55,435
New Delhi/ Mumbai	Indian Rupee	70,010	48,775	31,465
New York	US Dollar	5,770	4,040	2,880
Paris	Euro	3,870	2,370	1,935
Pretoria	Rand	12,730	8,235	5,985
Riyadh	Riyal	11,225	7,500	7,000
Washington	US Dollar	4,790	2,995	2,395

ANNEX IV**ENTERTAINMENT ALLOWANCE PER MONTH (IN FOREIGN CURRENCY)**

City	Currency	Ambassador/ High Commissioner/ Permanent Representative	Minister Counsellor/ Deputy High Commissioner	First Secretary	Second Secretary
Addis Ababa	Birr	4,535	1,815	1,355	910
Antananarivo	Ariary	793,080	316,980	238,670	159,115
Beijing	Yuan	7,250	2,820	2,030	1,365
Berlin	Euro	925	375	285	190
Brussels	Euro	800	315	245	155
Cairo	Egyptian Pound	2,790	1,120	830	560
Canberra	Australian Dollar	1,280	510	385	255
Dubai	Dirham	4,490	1,825	1,385	910
Geneva	Swiss Franc	1,580	635	475	315
Islamabad	Pakistani Rupee	25,355	10,190	7,705	5,095
Jeddah	Riyal	3,720	1,515	1,145	755
Kuala Lumpur	Malaysian Ringgit	2,505	1,005	760	495
London	Pound Sterling	625	255	190	125
Maputo	MZN	12,295	4,975	3,730	2,485
Moscow	Russian Rouble	30,955	12,430	9,325	6,215
New Delhi/ Mumbai	Indian Rupee	22,495	8,950	6,710	4,475
Paris	Euro	970	380	290	195
Pretoria	Rand	4,435	1,780	1,245	885
Riyadh	Riyal	3,905	1,590	1,205	795
Washington/ New York	US Dollar	995	395	300	200

ANNEX V**ALLOWANCES FOR CONSUL**

City	Currency	Foreign Service Allowance (FSA) per month (In Foreign Currency)	Ceiling of Rent and Utilities per month (In Foreign Currency)	Entertainment Allowance per month (In Foreign Currency)
Dubai	Dirham	18,410	12,900	1385
Jeddah	Riyal	15,035	10,685	1145
Mumbai	Indian Rupee	97,005	70,010	6,710

ANNEX VI

LIST OF MISSIONS – WARM CLOTHING ALLOWANCE

SN	City
1.	Beijing
2.	Berlin
3.	Brussels
4.	Canberra
5.	Geneva
6.	London
7.	Moscow
8.	New York
9.	Paris
10.	Washington



16.20 FORCE MAJEURE/PUBLIC EMERGENCY

- 16.20.1 The COVID-19 Pandemic has adversely affected economies worldwide causing a sudden and significant contraction in global output coupled with a steep increase in unemployment. The uniqueness of this health and economic crisis has prompted governments to take drastic and unprecedented measures which consisted, among others, in limiting/restricting/prohibiting transactions as well as movement of people within and beyond boundaries. As a result, these measures in some cases impacted on business operations in the form of non-execution of an obligation under a contract or the impossibility of executing an obligation.
- 16.20.2 This state of affairs which has put public budgets under strain, triggered the adoption of various strategies with a view to achieving the difficult balance between fiscal consolidation, protection of lives and livelihoods, service delivery and job restoration. In this context, governments around the world have embarked on strategies which attempt at generating sufficient savings to finance private transfers through a cut in public spending, including bringing down the public sector wage bill to a reasonable level. Hence, austerity packages were introduced, comprising, among others, employment cutbacks by stopping new hirings; cut in nominal public sector wages ranging from 4% to 50%; cuts in old age pension, with a higher rate for working pensioners; pay freeze for civil servants for the coming three years; reduced bonus in respect of earners of higher salaries; reduced working hours coupled with unpaid leave; and reduction of overtime pay.
- 16.20.3 It is worth mentioning that in addition to the adoption of austerity packages, furlough schemes came into force, which in some jurisdictions, also cover public sector employees as a measure to support employers who were severely affected by the pandemic. "Furlough" normally refers to temporary leave of absence from work owing to economic conditions affecting one company or matters affecting the whole country. Under such scheme, employees may either cease working completely or work for reduced hours. Government in turn provides its support by paying part of the furloughed employees' salaries, at times to the tune of 80%.
- 16.20.4 The Mauritian economy has also not been spared by the negative impact of this crisis, in terms of a drastic worsening of its financial state, which was exacerbated by the lockdowns. As a result, government took some measures to reduce public sector spending through: non-filling of vacant posts, except in a few cases deemed highly justified; high officials contributing a percentage of their salary to a solidarity fund; deferring certain recommendations of the Pay Research Bureau regarding a few benefits, namely refund of unutilised sick leave, payment of passage benefits; accrual of vacation leave; and limiting payment of overtime.

- 16.20.5 Against such a background, a few governments have declared COVID-19 as a *force majeure/public emergency* in case of non-execution of contractual obligations. Under English Law, *force majeure* refers to “when performance is hindered or prevented by strikes, lockout, riot, war, act of God, insurrection, civil disturbance, fire, interference by any government authority, or other cause beyond the reasonable control of the party affected”. According to the Code Civil Mauricien, there are three constituent elements of an event of *force majeure*, namely: it must be (i) *extérieur or étranger à la chose* (the event was external to/beyond the reasonable control of the party invoking the *force majeure*), (ii) *imprévisible* (a party to a contract could not have anticipated it at the time of concluding the contract) and (iii) *irrésistible* (its effects could not have been prevented by reasonable means). *Force majeure/public emergency* clauses are incorporated in contracts to provide **temporary** reprieve to a party from performing its obligations in the event performance becomes impracticable, particularly resulting from an event that the parties could not have anticipated or controlled.
- 16.20.6 In the above circumstances, the Bureau after consultations with Government holds that the doctrine of *force majeure/public emergency* may be invoked in the public sector where and when extraordinary circumstances occur as a result of which Government is unable to sustain any one or all of the agreed contractual terms or execute an obligation as per contractual terms (as per PRB recommendations), owing to an unforeseen event that has placed heavy pressure on public finance.
- 16.20.7 As a general rule, when invoking the doctrine of *force majeure/public emergency* government should be able to demonstrate that the event was unusual and beyond its control and that it has taken all reasonable steps and precautions to overcome or mitigate the event and its consequences and that the changed circumstances have caused difficulties/hardship to perform obligations which have become excessively onerous.

Recommendation 1

- 16.20.8 **We recommend that in case of *force majeure/public emergency*, except for the payment of the monthly salary, Government may, after consultation with the representatives of Federations, temporarily and exceptionally reconsider certain terms and conditions of service (for example, passage benefit, travelling, leave etc.) for employees concerned drawing a basic salary of Rs 25000 and above, for such periods deemed reasonable.**
- 16.20.9 **For the purpose of implementation of the above recommendation, an event of *force majeure/public emergency* is deemed to mean an unforeseen and unavoidable event beyond the reasonable control and contemplation of Government such as natural disasters, acts of God, pandemics or other extraordinary circumstances of the like.**

17. STATUTORY BOARDS AND COMMITTEES

- 17.1 Statutory Boards and Committees (SB & C) are established by an Act of Parliament and are generally controlled by Board of Directors nominated by the Minister in charge. It is a legal entity separated from the Civil Service and thus enjoys the prestige and power of a large Government department and the experience of Administrators together with the flexibility of a commercial enterprise, wherever relevant.
- 17.2 It was previously a common practice for eminent personalities and other professionals of the country to offer their contribution on a voluntary basis to serve on Boards and Committees based on their field of competence/expertise. In foreign jurisdictions, the practice generally follows the same trend on a *probono* basis. However, with time, a system of remuneration has been introduced to enable these persons to meet petty expenses in relation to their attendance at such Boards and Committees.
- 17.3 Currently, the fees payable to Chairpersons, Members and Secretaries of SB & C are not meant to be a full compensation for their contribution but as a token payment where their services and presence are required merely on a **part-time basis**. In pursuance of a Memorandum emanating from the Secretary to Cabinet and Head of the Civil Service conveying Cabinet's decision, **Board meetings including Sub-Committee meetings, of Parastatal Bodies and Government-owned Companies/Organisations, where the presence of the representatives of Ministries is deemed essential, should be convened after 1600 hours**. It is, therefore, understood that these provisions should continue to apply.

Categorisation of Statutory Boards and Committees

- 17.4 Prior to the 2003 PRB Report, Chairpersons, Members and Secretaries of SB & C were remunerated based on the category in which the organisation was classified. In view of implementation problems contained therein, the system was reviewed and a new formula was recommended to compensate the Chairpersons, Members and Secretaries of SB & C. The same formula was applied in subsequent Reports with improvements where deemed necessary.
- 17.5 However, in 2016, following representations made by members of certain SB & C, the HPC examined the issue and held that the system of Categorisation of SB & C should be reintroduced, taking into account the following factors:
- strategic importance;
 - regulatory function;
 - revenue-generating function; and
 - complexity of the job.

To that end, the matter was dealt with by the Standing Committee on Fees and Allowances and a Technical Committee set up under the chairmanship of the Bureau.

An exercise was eventually carried out to collect information concerning existing Boards and Committees, which served as a basis to set out the different criteria for classification.

- 17.6 During consultations with stakeholders, representations were made that members of the public do not show interest to occupy positions of Board Members or even Chairpersons, on the ground that the fees payable are not attractive enough. It has also been averred that difficulties are still being faced to attract professionals and those possessing certain specialised skills and competencies. For this Report, the Bureau has taken all these into consideration in framing our recommendations on the fees to be paid to Chairpersons, Members and Secretaries of SB & C.
- 17.7 Against this backdrop and after taking cognisance of relevant particulars regarding the SB & C, the Bureau has established a Framework for Categorisation based on a set of criteria and the Remuneration Structure to compensate the Chairperson, Members and Secretary under the different categories as elaborated in the ensuing paragraphs.

Classification of Statutory Boards and Committees

- 17.8 With a view to determining the criteria for Categorisation of SB & C, the Bureau considered several broad guidelines such as the importance, size, budget and status of the institution/organisation; impact on the state/economy and national importance in line with Government's programme/vision; terms of reference/functions of the Board; nature, volume and complexity of work devolving on the Board and any additional work requirements outside meetings; and roles, duties and level of responsibilities of the Chairperson and Members, among others. These pertinent specifications were given due consideration before arriving at the criteria set.

Criteria for Categorisation

- 17.9 To facilitate the Categorisation of SB & C, a set of criteria was required and it was based on the following:

Criterion Number	Criteria
1.	Size (budget and number of employees)/Size or Value of Assets.
2.	Complexity of operations and level of risks (impact on the economy if service is not provided, strategic importance and contribution to the economy/society).
3.	Criticality of functions (Regulatory, Executive or Advisory).
4.	Degree of knowledge and specialised skills required; level of responsibility and profile (contribution, expertise and experience) of Chairpersons and Members.
5.	Commitment required (frequency of meetings in a month time)
6.	Degree to which body is accountable/visible.

Categories of Statutory Boards and Committees and Remuneration of Part-Time Chairpersons

17.10 The SB & C would, henceforth, be classified in three categories, namely, A, B and C. The fees payable to the part-time Chairpersons will vary according to the category. A provision has also been made for Chairpersons who preside over SB & C on a sessional basis. We are, hereunder, providing for the monthly fees payable to Chairpersons in each category.

Recommendation 1

17.11 We recommend that the monthly fees payable to the Chairpersons of Statutory Boards and Committees should be as follows:

Category of SB & C	Monthly Fees (Rs)
A	34000
B	23800
C	10200
Sessional Basis	2550 per sitting subject to a maximum of Rs 10200 a month

Actingship as Chairperson

17.12 It has been reported that difficulties are encountered for the payment of actingship to a Vice-Chairperson whenever the Chairperson is unable to chair board meetings either for a full month or part of a month, due to personal reasons or for attending official mission for the board. The Bureau has taken note of the above and is, therefore, addressing these issues.

Recommendation 2

17.13 We recommend that a substantive Chairperson who is absent during a whole calendar month, should not be paid any fees, except if he is on official mission for the board. During that period, the Vice-Chairperson or any other Member who chairs the board meetings should be paid the full allowance payable to the Chairperson.

17.14 We also recommend that a Vice-Chairperson or any other Member who presides over board meetings held in a month in the absence of the substantive Chairperson (while the latter is in the country) should be paid an allowance equivalent to 50% of the monthly fees payable to the substantive Chairperson. Where the Chairperson has been replaced by more than one person and for only part of the month, the amount should be shared on a *pro-rata* basis.

17.15 We further recommend that in case the substantive Chairperson and the Vice-Chairperson have both presided over board meeting(s) held in a month when the substantive Chairperson, for only part of the month, is on leave abroad (for reasons other than official missions for the board), the Vice-Chairperson or any

other Member presiding the Committee should be paid an allowance calculated on a *pro-rata* basis.

Double Payment

- 17.16 In the last Report, the Bureau took note of the implementation problems regarding payment of fees when a Chairperson resigned from his office to take up the chairmanship in another organisation at any time in a month.
- 17.17 Moreover, very often, senior officers who are appointed as part-time Chairpersons of SB & C are transferred to other Ministries during a re-shufflement exercise and are replaced by another Chairperson. In the absence of relevant provisions to that effect, such cases have been reported to the Bureau. After due consideration, we are maintaining the existing provisions and in a bid to avoid double payment, we are addressing the issue of remuneration in case of transfer of Chairpersons.

Recommendation 3

- 17.18 We recommend that whenever a Chairperson resigns from his office and takes up the chairmanship of another organisation, he should be paid the fees on a *pro-rata* basis.**
- 17.19 We also recommend that whenever a Chairperson is transferred and replaced by another one, both should be paid the monthly fee on a *pro-rata* basis for the month the posting becomes effective.**
- 17.20 We further recommend that a Vice-Chairperson or any other Member who chairs board meetings when the substantive Chairperson is absent during a whole calendar month and is granted the full allowance payable to the substantive Chairperson, should not be eligible for payment for attendance as Member during the same month.**

Resignation of Chairperson

Recommendation 4

- 17.21 We recommend that, in case of resignation of a Chairperson and pending the appointment of a new Chairperson, the chairmanship should continue to be devolved upon the Vice-Chairperson, if any, or on any other Member designated by the board and the latter should be entitled to the full allowance prescribed.**
- 17.22 We also recommend that, in case the chairmanship is carried out on a rotational basis with the agreement of the board Members, the full monthly allowance normally payable to the Chairperson should continue to be apportioned among the acting Chairpersons.**

Fees for Members and Secretary of Boards

Recommendation 5

17.23 We recommend that the fees payable to the Members should be as follows:

Category of SB & C	Fees (Rs)
A	1350 per sitting
B	1240 per sitting
C	1125 per sitting

17.24 We also recommend that, except for ex-officio members, Members with professional/specialised skills, who have been appointed on the basis of their competencies and expertise and effectively contribute in the SB & C, should be paid an additional fee of 25% of the fees payable to Members per sitting depending on the category they belong to.

17.25 We further recommend that the fees payable to the Secretary should be as provided below:

Category of SB & C	Fees (Rs)
A	1530 per sitting
B	1430 per sitting
C	1350 per sitting

Sub-Committees

Recommendation 6

17.26 We recommend that:

- (i) a Member who sits in Sub-Committees should be paid fees as provided in the table hereunder:

Category of SB & C	Fees (Rs)	Subject to a maximum of (Rs)
A	1125 per sitting	4500
B	1070 per sitting	4280
C	1015 per sitting	4060

- (ii) a Member other than the Chairperson, who is called upon to chair Sub-Committees, should be paid an additional fee of Rs 320 per sitting, and the total fees payable per category are given below:

Category of SB & C	Fees for chairing Sub-Committees (Rs)	Subject to a maximum of (Rs)
A	1445 per sitting	5780
B	1390 per sitting	5560
C	1335 per sitting	5340

- (iii) the fees payable to officers acting as Secretary to Sub-Committees should be as follows:

Category of SB & C	Fees (Rs)	Subject to a maximum of (Rs)
A	850 per sitting	3400
B	805 per sitting	3220
C	765 per sitting	3060

- 17.27 We also recommend that Chairpersons should, as far as possible, not form part of Sub-Committees for the same Board.

Commuted Allowance

Recommendation 7

- 17.28 We recommend that Chairpersons and Members of Statutory Boards and Committees travelling by car to and from the place of meeting should be paid a commuted allowance of Rs 1500 monthly, based on a maximum of four sittings. However, whenever Chairpersons and Members attend to less than four sittings in a month, the commuted allowance should be *pro-rated* and these allowances should not be payable to Non-Executive Chairpersons who are beneficiaries of an official car or who do not have to travel exclusively to attend the meeting.

- 17.29 We also recommend that those travelling by bus should be paid a commuted allowance of Rs 75 per sitting or refunded the travelling expenses incurred.

Standing Committee

- 17.30 The Standing Committee on Fees and Allowances operating under the chairmanship of the Ministry of Public Service, Administrative and Institutional Reforms will, henceforth, categorise all Statutory Boards and Committees of organisations falling under the purview of PRB. It will also be required to deal with all new cases for the determination of fees payable and requests for determination of allowances payable to Chairpersons, Members and Secretaries appointed to sit on *ad hoc* Committees or Fact-Finding Committees or Courts of Investigation.

Recommendation 8

17.31 We recommend that:

- (i) the Standing Committee on Fees and Allowances under the chairmanship of the Ministry of Public Service, Administrative and Institutional Reforms comprising representatives of the Prime Minister's Office, Ministry of Finance, Economic Planning and Development and Pay Research Bureau should, henceforth, be required to categorise all Statutory Boards and Committees within a period of three months and submit same to the High Powered Committee for approval; and**
- (ii) pending the implementation of the Categorisation of SB & C, Members and Secretaries of Committees and Sub-Committees as well as Chairpersons should be granted an interim increase of 5% on the respective rate recommended in the 2016 PRB Report.**

17.32 We also recommend that the Standing Committee should continue to be responsible for the determination of allowances payable to Chairpersons, Members, Secretaries and other supporting staff of *ad hoc* Committees in line with approved criteria, as guidelines, and deal with specific cases as well.

17.33 We further recommend that the fees payable to Chairpersons, Members and Secretary of Commissions of Inquiry as set up by the President of the Republic and other similar Committees, be determined on a case to case basis by the High Powered Committee.

17.34 We additionally recommend that where fees being paid are higher than those prescribed in this Chapter, approval of the High Powered Committee should be sought.



18. REDUNDANCY MANAGEMENT

- 18.1 Managing redundancy can be a very challenging task as it involves dealing with an upsetting situation where employees are affected owing to the fact that their services are no longer needed. The latter may arise due to technological change, changes to functions of an organisation/department or other changes in work methods, or changes in the nature, extent or organisation of the functions of the entity. Redundancy, therefore, requires sensitive handling by the employer for a fair treatment of the redundant employees.
- 18.2 The Bureau provided, in its 1998 and 2003 Reports, for the setting up of a mechanism to manage redundancy as and when the need arises and made appropriate recommendations to the Government. In pursuance of our recommendations, a Redundancy Management Committee was established under the chairmanship of the Secretary for Public Service and comprising representatives of the Ministry of Finance, Economic Planning and Development, the then Ministry of Training, Skills Development, Employment and Productivity and the Pay Research Bureau, with the main objective of looking into the various problems arising out of redundancy. However, we have been apprised by the Ministry of Public Service, Administrative and Institutional Reforms (MPSAIR) that the Committee has ceased to exist since long.
- 18.3 Further to the unprecedented situation caused by the COVID-19 Pandemic, thereby impacting adversely on the social and economic landscape and considering the effects of globalisation whereby our country is more than ever compelled to be more productive and competitive, the Bureau holds the considered opinion that much emphasis should anew be laid on this subject. The Pandemic indeed took along on its toll the economy and labour market, whereby businesses were unable to operate effectively. The drastic reduction in overall activities has, as a result, caused the laying off of many employees and in some cases, companies had no other option than to close down. In the Civil Service, though losing job was not a major concern, Government was urged to take bold decisions in curtailing public sector expenditure, among others. Moreover, relevant legislations were amended to enable the private sector to, *inter alia*, better address any issue related to laying off of employees by providing wage assistance programme.
- 18.4 For the private sector, the Workers' Rights Act 2019 has made provision for the establishment of a Redundancy Board to look into cases of reduction of workforce and closure of enterprises for economic, financial, structural, technological or any other similar reasons. In principle, in the Public Sector, when a parastatal body ceases to operate, officers are given the option to either retire or be redeployed to another Parastatal Body/Ministry or to proceed on an early voluntary retirement. In addition, upon abolition of office and re-organisation in the public sector, an officer is granted an enhanced pension.

- 18.5 In foreign jurisdictions, redundancy management schemes exist to cater for Public Sector employees who have been made redundant. In the UK, there is a protocol on Civil Service Redundancy Principles that provides for redundancy management in the Civil Service. Furthermore, a Recruitment and Redeployment Working Group is responsible to identify immediate and future plans for recruitment and redeployment requirements. In Western Australia, the Public Sector Commission has established formal guidelines to address redeployment and redundancy issues encompassing the termination of employment of employees who are surplus to an agency's requirements or whose office, post or position has been abolished and alternative suitable employment cannot be found.
- 18.6 In the Mauritian public sector, the need for redundancy management mainly arises in case of defunctness of an organisation, whereby employees are most of the time subject to redeployment in other Organisations/Ministries/Departments. In this context and in the absence of a proper framework regarding the redeployment of the employees concerned, we are providing for general guidelines for a planned redundancy management scheme to ease the redeployment exercise and limit any industrial dispute that may arise thereof.

Recommendation 1

- 18.7 We recommend that the following guidelines may be adopted by Management of the Organisation/Department concerned and/or Ministry for dealing with redeployment in cases of redundancies due to the defunctness of organisations, among others:**
- (i) keeping all employees concerned informed throughout the process and to hold consultations by adopting an active and cooperative approach through collaborative arrangements with relevant trade unions/Federations, before any action is initiated, thereby ensuring harmonious industrial relations;**
 - (ii) finding suitable alternative employment in the public sector based on the positions held and level of responsibilities shouldered by the employees concerned in their previous job;**
 - (iii) identifying potential duties, priority to be accorded as far as possible to duties for which the employee is already qualified or would become qualified as a result of a top up training;**
 - (iv) giving opportunity to relevant Union(s)/Federation(s) as well as employees to put any views on proposed changes/redeployment before a decision is finalised; and**
 - (v) considering the retraining of the redeployed employees in their new organisation wherever the need is felt.**

- 18.8** The Bureau holds that Management of the Organisation/Department where the redeployed employees have been posted, should provide the necessary support to the latter. Such support may involve:
- (a) fair treatment of the employees concerned;**
 - (b) providing the employees with regular and meaningful work, in consonance with their skills and experience and schemes of service; and**
 - (c) providing appropriate training or retraining, where practicable on the job training and/or undertaking of an appropriate course to provide new skills or update existing skills.**



19. RODRIGUES AND THE OUTER ISLANDS

- 19.1 Specific conditions of service have been tailored to suit the needs of public officers of Mauritius who are on a tour of service in Rodrigues and the Outer Islands (Agalega and St. Brandon) and these conditions are highlighted in this Chapter. Similarly, public officers domiciled in Rodrigues when posted for a tour of service in Mauritius benefit from specific conditions.
- 19.2 Currently, it is binding on all public officers of Mauritius to serve on a tour of service in Rodrigues and the Outer Islands, as and when required.

Recommendation 1

- 19.3 We recommend that it should continue to be binding on all public officers domiciled in Mauritius to serve on a tour of service in Rodrigues and the Outer Islands - Agalega and St. Brandon, as and when required, notwithstanding their terms of employment.**

CONDITIONS OF SERVICE SPECIFIC FOR A TOUR OF SERVICE

- 19.4 With a view to ensuring a continued service delivery of various departments/outstations, public officers from the Civil Service and Parastatal Bodies of Mauritius are posted on a tour of service in Rodrigues and Outer Islands to serve in certain positions whereby professional and technical expertise is still required. Those officers:
- are paid a disturbance allowance so as to compensate them for their distant posting and disruption of their social life and also to meet household expenses;
 - benefit from rent-free accommodation or quarters;
 - are eligible for free passages; and
 - earn enhanced vacation leave.
- 19.5 On the other hand, public officers on the establishment of the Rodrigues Regional Assembly (RRA) are usually sent to Mauritius for training or placement purposes and even posted in Mauritius, though rarely. In the same way, officers from the RRA are compensated for their posting.

TOUR OF SERVICE IN RODRIGUES

- 19.6 A tour of service in Rodrigues is generally of 12 months' duration for which Mauritian officers are paid a monthly disturbance allowance of 25% of their respective gross salary (basic salary plus salary compensation at approved rates). However, there are cases where a tour of service is approved for a shorter period but not less than six months. The payment of the disturbance allowance is limited to three tours of service but in exceptional cases it may be for more than three tours of service subject to the approval of the Ministry of Public Service, Administrative and Institutional Reforms (MPSAIR).

19.7 For this review, there were no representations in respect of disturbance allowance from our stakeholders. Since the existing provisions are considered adequate, we are retaining same.

Recommendation 2

19.8 We recommend that:

- (i) the duration of a tour of service in Rodrigues should generally be of 12 months' duration;**
- (ii) the duration of a tour of service can be of shorter period but not less than six months for exceptional cases such as the non-availability of qualified staff in certain scarcity areas, subject to the approval of the MPSAIR;**
- (iii) payment of the monthly disturbance allowance should be 25% of gross salary for the duration of a tour;**
- (iv) payment of the disturbance allowance should, save in exceptional circumstances and subject to the approval of the MPSAIR, be limited to three tours of service only; and**
- (v) Mauritian officers posted in Rodrigues on a tour of service should continue to benefit from rent-free accommodation or quarters.**

Inducement Allowance

19.9 At present, an inducement allowance of 50% of monthly salary, in lieu of the disturbance allowance, is paid to professionals classified in scarcity areas when posted on a tour of service in Rodrigues. The categories of people entitled to the inducement allowance is determined and approved by the MPSAIR. Generally, the inducement allowance is paid to professionals/experts in the IT, health and legal fields.

19.10 Specialist/Senior Specialists, who are posted for short duration in Rodrigues, are accommodated in fully furnished rent-free quarters/houses and they are paid inducement allowance on a *pro-rata* basis for the duration of stay. Whenever public officers are provided with board and lodging in hotels for the duration of their tour, they are not eligible for the inducement allowance.

19.11 Certainly, inducing professionals in scarce supply should continue so as to allow a smooth service delivery in Rodrigues. Therefore, the Bureau considers that the provision of the inducement allowance should be maintained.

Recommendation 3

19.12 We recommend:

- (i) the payment of inducement allowance of 50% of the monthly salary to certain categories of professionals in scarce supply and posted on a tour of service in Rodrigues, subject to the approval of the MPSAIR;
- (ii) the payment of the inducement allowance of 50% of the monthly salary on a *pro-rata* basis to those Specialist/Senior Specialists posted for short duration in Rodrigues and who are accommodated in fully furnished rent-free quarters; and
- (iii) that the inducement allowance should not be payable to officers who, for one reason or another, are provided with board and lodging in hotels.

Officers Performing Duties in a Higher Capacity

19.13 Officers who are called upon to act in a higher capacity or are assigned duties of the higher post in the hierarchy are paid the disturbance allowance or inducement allowance which is computed on the basis of aggregate earnings (basic salary plus salary compensation at approved rates plus acting/responsibility allowance). It is considered fair to continue with this present mode of computation.

Recommendation 4

19.14 We recommend that the disturbance allowance or inducement allowance of officers who are called upon to act in a higher capacity or assigned duties of the higher level should be computed on the basis of aggregate earnings (basic salary, salary compensation at approved rates plus acting/responsibility allowance).

Other Conditions

19.15 An officer domiciled in Mauritius and posted to Rodrigues for a tour of service of a minimum period of 12 months is eligible for benefits regarding passages, transport and vacation leave as outlined below:

(a) Passages:

- (i) one free passage, to and from Rodrigues, for himself, his spouse and up to three dependent children below the age of 21; and two additional free tickets to Mauritius to married officers in case the tour of service is extended for another 12 months;
- (ii) one free return ticket from Rodrigues for medical treatment in Mauritius in respect of himself or any immediate member of his family, as at subparagraph (i) above, provided a Government Medical Officer certifies that such medical treatment is not available in Rodrigues and cannot safely be postponed until the end of his tour of service;

- (iii) two free return tickets from Rodrigues for medical treatment in Mauritius in respect of himself or any immediate member of his family, as at sub-paragraph (i) above, provided a Government Medical Officer certifies that such medical treatment is not available in Rodrigues and cannot safely be postponed until the end of his tour of service, and that the patient needs to be accompanied; and
- (iv) one additional free return ticket to Mauritius to single officers in case the tour of service is extended for another 12 months.

Note: The entitlement of free return tickets, under sub-paragraphs (i) and (iv) above, is limited to three tours of service only.

(b) Transport:

- (i) free transport by sea of his personal effects to the extent of six cubic metres; and
- (ii) free transport by sea of his car/jeep/motorcycle/bicycle subject to the approval of the Prime Minister's Office;

provided that the total volume of (i) and (ii) does not exceed 12 cubic metres.

(c) Enhanced Vacation Leave:

- (i) an officer domiciled in Mauritius, when posted to Rodrigues for a tour of service, earns during the period of his service there, vacation leave at the rate of 50% more than what he is eligible for in respect of that period;
- (ii) the additional leave granted under sub-paragraph (i) may be accumulated over and above his normal entitlement; and
- (iii) an officer on a tour of service in Rodrigues is not allowed to enjoy vacation leave, save in exceptional cases, subject to the approval of the Island Chief Executive.

Recommendation 5

19.16 We recommend that the special conditions at paragraph 19.15 in connection with passages, transport and vacation leave to which an officer who is domiciled in Mauritius and posted to Rodrigues is entitled to should be maintained.

19.17 We also recommend that an officer, on his return to Mauritius at the end of his tour of service, should be given priority of consideration to take his earned vacation leave.

TOUR OF SERVICE TO THE OUTER ISLANDS – AGALEGA AND ST. BRANDON

- 19.18 A tour of service to the Outer Islands (Agalega and St. Brandon) normally varies from four to six months as it depends on the movement of vessels to these islands. Unlike for a tour of service in Rodrigues, the monthly disturbance allowance payable to the Mauritian officers is 60% of their gross salary.
- 19.19 Mauritian officers serving in the Outer Islands presently benefit from enhanced vacation leave and pension benefits. In view of the difficult situation in which these officers serve in Agalega and St. Brandon, it is justified that these provisions should continue to prevail.

Recommendation 6**19.20 We recommend that:**

- (i) the monthly disturbance allowance of 60% of gross salary (basic salary plus salary compensation at approved rates) payable to officers on a tour of service in Agalega and St. Brandon should be maintained;**
- (ii) the monthly disturbance allowance payable to these officers be *pro-rated* with respect to the duration of their stay in these islands;**
- (iii) officers on a tour of service in Agalega and St. Brandon should continue to earn vacation leave at the rate of 50% in addition to what they are eligible for in respect of that period;**
- (iv) these officers, on their return to the main land at the end of their tour of service in Agalega and St. Brandon, should be given priority of consideration to take their earned vacation leave; and**
- (v) the period during which a Mauritian citizen serves as a public officer in Agalega or St. Brandon should be reckoned as pensionable service at the rate of two times.**

Special Conditions for Outer Islands

- 19.21 An officer who is posted to the Outer Islands, Agalega and St. Brandon, is eligible for one free passage for himself, his spouse and up to three dependent children below the age of 21 and rent-free government quarters.

Recommendation 7

- 19.22 We recommend that the special conditions in respect of passages and rent-free government quarters which an officer, who is posted to the Outer Islands is entitled to, be maintained.**

Special Provisions during a Pandemic

- 19.23 During the period COVID-19 Pandemic prevailed in Mauritius, the MPSAIR informed all Ministries/Departments through a circular to make special arrangement for officers proceeding on a tour of service to Rodrigues and the Outer Islands.

- 19.24 In accordance with the Circular, Supervising Officers have been requested to communicate to the MPSAIR the particulars of officers who have been scheduled to proceed to Rodrigues and/or the Outer Islands during the coming three months, to serve on a tour of service, indicating their expected date of departure, so that appropriate arrangements may be made with the Ministry of Health and Wellness for these officers to serve their mandatory quarantine period just before their planned departure.
- 19.25 Since the sanitary protocol would be of relevance, should a similar situation arise in the future, we are making appropriate provision to that effect.

Recommendation 8

- 19.26 We recommend that whenever officers scheduled to proceed on a tour of service to Rodrigues and the Outer Islands and have to serve a mandatory quarantine period just before their planned departure, their Supervising Officers should communicate to the MPSAIR their particulars at least three months in advance so that appropriate arrangements may be made with the Ministry of Health and Wellness for them to serve the said quarantine period.**

TOUR OF SERVICE IN MAURITIUS

- 19.27 Police Officers domiciled in Rodrigues when posted in Mauritius are presently paid a disturbance allowance of 25% of monthly salary and they are eligible for free tickets. This provision is considered appropriate.

Recommendation 9

- 19.28 We recommend that a disturbance allowance equivalent to 25% of monthly salary should continue to be paid to Rodriguan Police Officers posted on a tour of service in Mauritius.**
- 19.29 We further recommend that an officer domiciled in Rodrigues and posted to Mauritius should be eligible for:**
- (i) one free passage, to and from Mauritius, for himself, his spouse and up to three dependent children below the age of 21; and two additional free tickets to Rodrigues to married officers in case the tour of service is extended for another 12 months; and**
 - (ii) one additional free return ticket to Rodrigues to single officers in case the tour of service is extended for another 12 months.**

Allowance to Rodriguan Officers coming to Mauritius on Training

- 19.30 At present, Rodriguan officers coming to Mauritius on training are paid an allowance equivalent to 50% of the monthly salary for the duration of the course and provided with rent-free quarters.

19.31 However, when officers cannot be provided with quarters, they are paid an allowance of Rs 2600 monthly as an assistance towards payment of rent. Since this practice should be maintained, we are recommending for its continued payment and revising the quantum thereof.

Recommendation 10

19.32 We recommend that officers domiciled in Rodrigues and coming to Mauritius on training should continue to be paid an allowance equivalent to 50% of the monthly salary for the duration of the course together with rent-free quarters; and those officers who cannot be provided with quarters should be paid an allowance of Rs 2895 monthly as an assistance towards payment of rent.



20. IMPLEMENTATION PROCESS AND POST REVIEW MECHANISM

- 20.1. The main objective of this chapter is to ensure successful and consistent implementation of our recommendations and at the same time set the scene for the way forward.
- 20.2. The underlying philosophy of this Report is to facilitate service delivery, rendering it more effective so that it is responsive to present day needs and challenges. However, for the objectives of the Report to be met, one of the tenets would be a consistent application of recommendations of the Report by our stakeholders across the public sector through a well-established road map. To this end, we are providing a series of fundamental guidelines in this chapter.
- 20.3. Salary adjustments and reviews of organisation structure when effected in a piecemeal manner, certainly impact on the existing relativity, which is considered of utmost importance by Staff, Unions and Federations alike. In view of the importance attached to relativity, distortion of any kind should be avoided. Consequently, this Report should be treated as an organic whole given that the recommendations contained therein are inextricably intertwined.
- 20.4. Along the same lines, it is worth noting that when Ministries/Departments/Organisations create a grade on their establishment, they submit all necessary information through the proper channel, as established in our Customer Charter, for the Bureau to determine the salary thereof. In case all criteria are met, the Bureau sets the salary and communicates same to the stakeholder as per established practice. However, when information submitted is incomplete or inappropriate, we seek additional information and subsequently determine the salary. When justifications provided do not meet set criteria, the request is not acceded to. At times, meetings are also held to thrash out issues, following which we take considered decisions.
- 20.5. In certain instances, it has been observed that some organisations, instead of following the established procedure, create grades through the annual budget exercise. As the Budget is approved by the National Assembly, these organisations rely on this fact to deprive the Bureau the opportunity to seek clarifications and hold a dissenting view. In the circumstance, we have no other choice than to provide the salary grading though it may have repercussion within the cadre, the class or even across the public sector.
- 20.6. We consider this practice inappropriate, particularly, in view of the distortion in relativity that it may create. Our stakeholders then refer to these examples to claim for parity of treatment though they are not in accordance with the established rules, but are mere exceptions. Thus, we take a concerned note of this situation and **urge all Ministries/Departments/Organisations to follow the normal procedure as established in this Report.**

- 20.7. The Bureau, therefore, draws attention on the fact that it will provide salary grading only to those grades which have satisfied the technical requirements for the creation of grades as approved by the Standing Committee on the Creation of Grades.**

Applicability System of Recommendations

- 20.8. For previous reports, applicability of the recommendations contained therein has been based on the decision of employees exercised through an option form issued by the MPSAIR. This involved use/collection of more than 80000 forms in multiple copies and considerable administrative work falling upon officers of the Human Resource Management Cadre and General Services grades together with undue delay in the implementation of the Report. Furthermore, the Bureau has been informed that, generally, only a few employees do not opt for the Report.
- 20.9. In a bid not to delay the implementation of this Report and reduce public expenditure, both in terms of logistics and human resources, especially in the present context of the new world economic and sanitary order, the Bureau is recommending an alternative method of capturing the same information.

Recommendation 1

- 20.10. We recommend that the provisions of this Report should be applicable for all Public Sector employees working in organisations falling under the purview of the Bureau, who shall be deemed to have exercised an irrevocable option to be governed by the recommendations made in this Report. Those who do not wish to be governed by the recommendations of this Report should express their final irrevocable decision, in writing, to the MPSAIR within a period of three months from the date of publication of the Report. Such employees would not be eligible for the revised salary, benefits and related allowances, interim or otherwise, as from the effective date of implementation of this Report.**
- 20.11. We also recommend that:**
- (i) since option is a post review activity, the MPSAIR should continue to be responsible for the administration of the implementation of the Report;**
 - (ii) all employees who have, in writing, expressed their decision not to opt for the salaries and conditions of service recommended in this Report, should be granted the annual Additional Remuneration, commonly known as Salary Compensation, as per Government decision;**
 - (iii) employees who are deemed to have exercised an option for the revised emoluments and conditions of service recommended in this Report cannot consider any related emolument or allowance to be the subject of an industrial dispute, as stipulated in the Employment Relations Act; and**
 - (iv) for employees who, in the wake of the 2008 PRB Report, opted for the revised salaries and conditions of service but did not opt for the contributory pension scheme, their 2016 hypothetical salary (100%)**

should, first of all be converted in the Master Salary Conversion Table, following which they should be granted 92% of the converted salary.

Effective Date

- 20.12. The date of implementation of this Report is **01 January 2021**, in line with PRB 2016 recommendation and after consultations with Government.
- 20.13. The world economy has been severely impacted by the COVID-19 Pandemic from a weak and fragile situation to one of the worst-hit for decades. The Mauritian economy has not been spared and we indeed have great challenges ahead. This Report has been carried out against this backdrop and within the limits of national affordability and social acceptability.
- 20.14. Consequently, the implementation of the recommendations concerning emoluments is being phased over two years. Payment would, therefore, be staged as follows: from 01 January 2021 to 31 December 2021, the salary increases in excess of Rs 1000 would be effected at the discounted rate of 75%. Thereafter, with effect from 01 January 2022, payment would be effected in full. Our conversion table has, in principle, been worked out on this basis.
- 20.15. The gross additional annual financial implications on account of implementation of the recommendations contained in this Report, at one go, would be around Rs 4.3 billion. To reflect the difficult financial situation and falling pay in the private sector and also to ensure that the public sector is seen to be sharing the economic burden of COVID-19, we have gone for a fair and equitable pay review implemented in stages in the interest of all parties. With the phasing of the Report, the implementation costs for the year 2021 are estimated at around Rs 3.3 billion.
- 20.16. Generally, allowances have been reviewed. The different provisions are hereunder described: -
- (i) The implementation date for all allowances would be **01 January 2021**.
 - (ii) For the year 2021, conditions of service which are linked to salary (for example Passage Benefits, Overtime rate per hour, Salary on Promotion, Acting and Responsibility allowances, etc) should be computed on the basis of the converted basic salary as per Row 3 of the Master Salary Conversion Table.
 - (iii) Where the revised allowances are lower than what incumbents were drawing prior to the Report, they should retain the quantum of their previous allowances on a personal basis.
 - (iv) Eligibility to benefits linked to conditions of service (for example travelling allowances, passage benefits, overtime, etc) should be determined on the basis of the converted salary implementable as from 01 January 2022, as per Row 4.

Conversion

20.17. (i) The Master Salary Conversion Table is placed at the Annex of each volume of this Report and it is implementable as from 01 January 2021. For the sake of convenience and to facilitate implementation, the conversion effective as from 01 January 2022 has also been included in the conversion table. To ensure that the conversion exercise is properly effected, we are hereunder providing adequate information that would facilitate the understanding and interpretation of the data contained in the conversion table which comprises four rows and several columns.

(a) Row 1 provides the basic salary effective as from 01 January 2016 and payable as at 31 December 2020.

(b) Row 2 indicates the gross salaries as at 31 December 2020 which are arrived at by adding to the basic salaries, the corresponding Additional Remuneration commonly known as Salary Compensation.

(c) The salaries at Row 3 are the discounted converted basic salaries and are payable as from the effective date of this Report, that is, 01 January 2021.

(d) In Row 4, the cells contain the converted basic salaries in full, which are effective as from 01 January 2022.

(ii) Officers in post as at 31.12.2020 should, in the first instance, be granted the normal annual increment due. Thereafter the salaries should be converted to Row 3 for the 2021 salaries. The salary of officers who joined as from 01.01.2021 should convert directly to the salary indicated in Row 3. Thereafter, as from 01 January 2022, incumbents should move anew incrementally in their scale, then convert to salaries indicated in Row 4. However, the provision to move is subject to the top of the salary scale and the criteria imposed under the Performance Management System.

Officers who have joined as from 01 January 2021 up to the eve of publication of this Report should draw the converted salary of the salary point they are actually drawing on a personal basis.

(iii) Officers drawing the top salary as at 31.12.2020 whose salary scale has been extended on top, should, for year 2021, draw the converted salary as per Row 3 and move in the salary scale as from 2022 and then draw the converted salary as per Row 4.

(iv) When the converted salary of an officer is lower than the initial salary recommended for the grade, the latter should draw the initial salary.

(v) On the basis of principles set at (iv) above, in circumstance, where more than two different salaries would convert to the initial of a recommended salary scale, the first two salaries should convert to the

initial salary point, the two subsequent salaries should convert to the second salary point and so on and so forth.

- (vi) The salary of officers which, by virtue of Long Service Increment or movement in salary scale in pursuance of a specific recommendation, was already higher than the top salary of their scale as at 31 December 2020 should convert in accordance with the Master Salary Conversion Table.
- (vii) Officers, other than part-time employees, who have been granted flat salaries in this Report and where conversion is not provided in the Master Salary Conversion Table shall be eligible to a salary which should be computed according to the formula below:

$$A = B + (0.75 \times C)$$

where

A is the Discounted salary with effect from 01 January 2021

B is the Gross Salary as at December 2020 + Rs 1000 Interim increase

C is the Converted Salary as at January 2022 less B

As from 01 January 2022, they would draw their normal flat salary.

- (viii) For officers who have drawn the first increment under LSI or both increments and whose salary scale has been extended on top, the MPSAIR should write to the Bureau for appropriate implementation procedure.
- (ix) Eligibility for the matter of any salary compensation in the years after implementation of this Report should be determined after the grant of the normal annual increment due to officers on 01 January of each year such that a basic salary point has only one gross salary inclusive of salary compensation.

20.18. The retirement benefits of officers who have retired/shall retire during the period 01 January 2021 to 31 December 2021 should, except for the commuted lump sum, be computed on the basis of the converted salaries effective from 01 January 2021. Exceptionally, the commuted lump sum of the officers concerned should be computed on the converted salaries of 01 January 2022 as provided in Row 4 of the Master Salary Conversion Table.

20.19. For Trainee grades, an incumbent in post as at the eve of publication of the 2021 Report whose converted salary does not fall within his/her salary scale should retain the converted salary on a personal basis provided this salary is higher. Should the converted salary be lower than the recommended salary scale, the provision at paragraph 20.17 (iv) should apply. Thereafter, the incumbent should be allowed to move incrementally in the Master Salary Scale by the corresponding remaining number of salary points.

Remuneration for Part Time Workers

- 20.20. While determining the revised salaries for employees in part time positions, the Bureau took into account, among others, that incumbents in almost all quarters have been paid the full amount of the interim allowance of Rs 1000 monthly, since January 2020 as approved by the Ministry of Finance, Economic Planning and Development. We consider this increase to be disproportionate vis-à-vis employees working on a full time basis.
- 20.21. **As a result, we have brought necessary adjustments, based on the actual number of working hours, prior to arriving at the recommended rates. In so doing, the remuneration drawn by certain incumbents prior to the Report becoming effective, may prove to be higher than that recommended in this Report. In such cases, the incumbents should continue to draw the difference between what they are actually drawing and the revised salary as an allowance. This allowance should erode with the subsequent grant of salary compensation.**

Allowances

- 20.22. A wide variety of allowances is payable to public officers, some of which are provided for in the Report itself while others are granted on an *ad hoc* basis. **The MPSAIR, upon request for allowances from a Ministry/Department/Organisation, should process same and submit to the Bureau for determination of the allowance.**
- 20.23. On certain occasions, it has been observed that **the quantum of allowance has not been determined by the Bureau.** This is viewed with deep concern inasmuch as the methodology used is not necessarily in line with that of the Bureau for the conduct of such an exercise. Consequently, the outcome also is different, resulting in many of our stakeholders questioning certain inconsistencies. **So, it is imperative that requests for allowances be submitted to the Bureau for determination, with a view to ensuring consistency.**
- 20.24. As from the effective date of this Report, all salary scales as well as recommendations contained in the 2016 Report would become obsolete, so would the authorities in pursuance of which the allowances are paid. In the wake of this Report, provision for allowances as well as the procedure thereto related are elaborated in the ensuing paragraphs:
- (i) **Authority for all allowances should lapse on the date of the publication of this Report.**
 - (ii) **Provision for certain allowances have been made and existing allowances have been, as far as possible, revised and included in the Chapter of the relevant Ministry/ Department/Organisation, in this Report.**
 - (iii) **For allowances not covered by the Report but which are considered to be still relevant, the Ministry/Department/Organisation should submit their request for revision of same to the Bureau, through the MPSAIR.**

- (iv) **All requests concerning payment of allowances should be submitted to the MPSAIR for processing, following which, the latter will channel the processed requests to the Bureau together with its views and comments and eventually the Bureau shall determine the allowances.**

Long Service Increment

- 20.25. Granting additional increments under Long Service Increment (LSI) is fundamentally a provision meant to enhance earnings of those employees in grades/cadres where opportunities to climb to the next level are quite stringent or where such possibilities do not exist at all. This measure has proved to be quite useful and popular as well.
- 20.26. The present provisions governing this recommendation are that eligibility thereto is open to all grades, save entry grades or promotional entry grades requiring a degree and grades to which is attached a salary scale the maximum of which is not less than Rs 62950. Eligibility also includes the satisfying of the following conditions by applicants:
- (i) reckoning 24 years' service in a single grade; and
 - (ii) stagnating in the top of the revised salary scale for two years.
- 20.27. Implementation was made in accordance with a circular issued, based on the recommendation. Representations were received from Unions and Federations that the implementation of this recommendation is causing prejudice to certain employees and should, therefore, be reviewed. Consequently, we are making appropriate provisions which should be implemented **strictly in accordance with the recommendations.**
- 20.28. **All grades, other than entry grades or promotional entry grades requiring a degree and grades drawing salary in a scale the maximum of which is not less than Rs 69800 and above, would be eligible for LSI, subject to satisfying all the conditions, as explained in the ensuing paragraphs:**
- (i) **An officer would be eligible for the first increment of LSI that is movement by one increment to be read from the Master Salary Scale, when he/she satisfies the following two conditions:**
 - (a) **he/she reckons 22 years' service in a single grade; and**
 - (b) **he/she has drawn the top of the salary scale for two years.**

Thereafter, a second and final increment in respect of LSI would be payable to him/her after another period of two years.
 - (ii) **Where two or more grades have been (a) merged or (b) restyled to a single appellation or (c) merged and restyled, the aggregate number of years of service reckoned in the grades concerned should be considered for the implementation of paragraph (i) above.**
 - (iii) **For the implementation of paragraph (i) above, in the case an officer does not possess the required qualification to cross the Qualification Bar (QB) in**

a scale, the salary point immediately before the QB shall be deemed to be the top salary.

- (iv) For officers who have been re-deployed by virtue of a decision of Government, and required to perform similar duties under the same or different grade appellation, the aggregate number of years of service should be taken into consideration for the implementation of paragraph (i) above.**

Standing Committee on Implementation of PRB Recommendations

- 20.29. During the consultation exercises, many of our stakeholders pointed out that often provisions made in the Report are being misinterpreted or misunderstood by implementers thereby leading to strained industrial relations or at times even resulting in the loss of benefits to which employees were due or eligible. We were also apprised that occasionally, recommendations were being implemented in an inconsistent and non-uniform manner across organisations, thereby affecting officers in a few quarters.
- 20.30. In this regard, a Central Implementation and Monitoring Committee (CIMC) was set up under the Chairmanship of the MPSAIR in 2013, while the latter urged Ministries/Departments/Organisations to set up a Departmental Implementation and Monitoring Committee (DIMC) at their respective level, as a mechanism to address problems arising out of the implementation of our recommendations. These provisions were reiterated in our last Report, as the CIMC and DIMC were meant to act as effective tools in the implementation and monitoring of our recommendations. However, in the context of this Report, we have been apprised that many organisations have not set up a DIMC at their level though they were encountering difficulties in implementing our recommendations nor have they referred the matter to the CIMC for consideration. Alongside, Federations viewed that the CIMC was also not functioning as expected.
- 20.31. As a novel approach, the Bureau has, in the context of this Report, carried out a survey on recommendations made in the 2016 PRB/ Addendum Reports which have not been implemented. A summary of the survey findings is attached as an Annex at the end of this Chapter.
- 20.32. Considering the reported difficulties that have been encountered in the implementation of a few of our recommendations, we believe that there should be a mechanism to deal with these issues in a prompt manner. We are convinced that had the DIMC been set up as recommended by the Bureau and unresolved issues referred to the CIMC, the number of cases referred to the grievance handling institutions as the Conciliation Service at the MPSAIR, Commission for Conciliation and Mediation and Employment Relations Tribunal, among others, would have significantly decreased. As a replacement of the DIMC and CIMC, we are providing for another mechanism to deal with the foregoing issues.

Recommendation 2

20.33. We recommend the setting up of a Standing Committee on Implementation of PRB Recommendations at the level of the Ministry of Public Service, Administrative and Institutional Reforms, under the Chairmanship of the Secretary for Public Service, and comprising representatives of the Prime Minister's Office, Ministry of Finance, Economic Planning and Development, Pay Research Bureau and the Ministry/Department/Organisation concerned. The Standing Committee should, subsequent to the moratorium of 18 months provided for the implementation of this Report, proceed with a scrutiny of the recommendations not implemented so far. Thereafter, it should examine all such cases identified or submitted to it by Ministries/Departments/Organisations regarding non-implementation of recommendations made and ensure consistency across the public sector in the implementation of all recommendations of this Report.

Consistency in the Implementation of Recommendations

20.34. In connection with the preceding issue, we were equally apprised that in certain cases, Parastatal Bodies and their parent Ministry were implementing the same recommendation differently, while in a few others, the mode of implementation differed in the departments or zones or divisions of a same Ministry. In the same breath, we took note that the main implementing body of our recommendations adopted in a few cases, without prior consultation with the Bureau, a certain course of action which was inconsistent with the underlying philosophy of our provision. As a result, the recommendations were being applied inappropriately in the quarters concerned. We view this issue with much concern as an inconsistent implementation of our recommendations defeats the very purpose/rationale of their provision and is a major cause of bad precedents.

20.35. Against this backdrop, we consider that the MPSAIR as a privileged partner and pivotal implementing body, has a decisive role in ensuring that our recommendations are implemented in a fair, uniform and consistent manner across the public sector. In this respect, the Ministry may stand guided by the following with a view to addressing the problem under issue:

- (i) clarifications have to be sought from the Bureau when needed for a proper interpretation;
- (ii) circulars may be issued on a regular basis regarding the implementation of a particular recommendation;
- (iii) workshops may be held for HR Staff by the MPSAIR whereby implementation problems are identified and an agreed and uniform course of action is adopted;
- (iv) the HR Manual be updated without delay after the publication of a Report;
- (v) proper follow up be carried out on a regular basis to ensure that recommendations made in our Reports are implemented in a timely manner and rightly; and

- (vi) rotation of HR staff be carried out at reasonable regular intervals with a view to allowing them to familiarise with all aspects of their work and the different recommendations made in our Report.

- 20.36. In furtherance of the above, we advocate for the MPSAIR to make optimal use of the Desk Officer Concept and the Employment Relations Unit, set up in large Ministries, as provided in its Circular Letter No. 37 of 2020, with the objective of promoting harmonious industrial relations at work place among stakeholders.
- 20.37. The proposed measures are expected to contribute to a large extent in bringing consistency and uniformity in the implementation of our recommendations across the public sector.

Application/Interpretation of the Report

- 20.38. Once the Report is approved by Cabinet, it is incumbent upon the MPSAIR to ensure a proper implementation thereof. This involves, first of all, the issue of appropriate guidelines accompanied by instructions to Ministries/Departments/Parastatal Bodies/ Local Authorities and Rodrigues Regional Assembly. In cases where new regulations or legal provisions are essential for the effective implementation of our recommendations, the MPSAIR should also initiate procedures thereto related.
- 20.39. It is considered that this Report may contain certain genuine omissions or errors. However, these need to be promptly addressed so that prejudice is not caused to any of our stakeholders. Provision is also being made for implementation issues which constitute a departure from our recommendations.
- 20.40. In successive Reports when we invited for representations concerning genuine omissions or errors, it has been observed that many **new** requests were submitted. In several instances despite clearly explaining to the Unions/Federations the technical reasons for not acceding to their requests, yet they forwarded anew those same requests which were submitted for the Report.
- 20.41. Hence, for successful implementation of the Report, we have, hereunder elaborated on the steps that need to be followed:
- (a) The technical staff of the Bureau shall remain available to provide information pertaining to interpretation and/or implementation of this Report to any concerned party, including individual employees or representatives of Unions/Federations.
 - (b) Cases of genuine omission/errors should be submitted **through the MPSAIR** for consideration by the Bureau within three months as from the date of approval of the Report.
 - (c) The Bureau would then scrutinise all such cases and expeditiously provide its recommendations thereon by way of letter.
 - (d) Thereafter, all recommendations in respect of omissions/clarifications would be compiled as an addendum to the 2021 Report, within nine months from the date

of publication and shall be available on the website of the Bureau. The Addendum should be read in conjunction with the main Report.

- (e) **Except for salary revision**, implementation issues that necessitate a drastic change or that depart/diverge from the main recommendations, should be referred to the High Powered Committee, under the chairmanship of the Secretary to Cabinet and Head of the Civil Service.
- (f) Issues related to Salaries and Allowances may, even after the publication of the 2021 Report, be referred through the Ministries/Departments/Organisations, and Parent Ministry, where applicable, for consideration by the Bureau.
- (g) The proper monitoring and follow up in relation to the implementation of the recommendations of this Report should devolve on the seniormost officer of the HR Cadre in the Ministry/Department/Organisation.

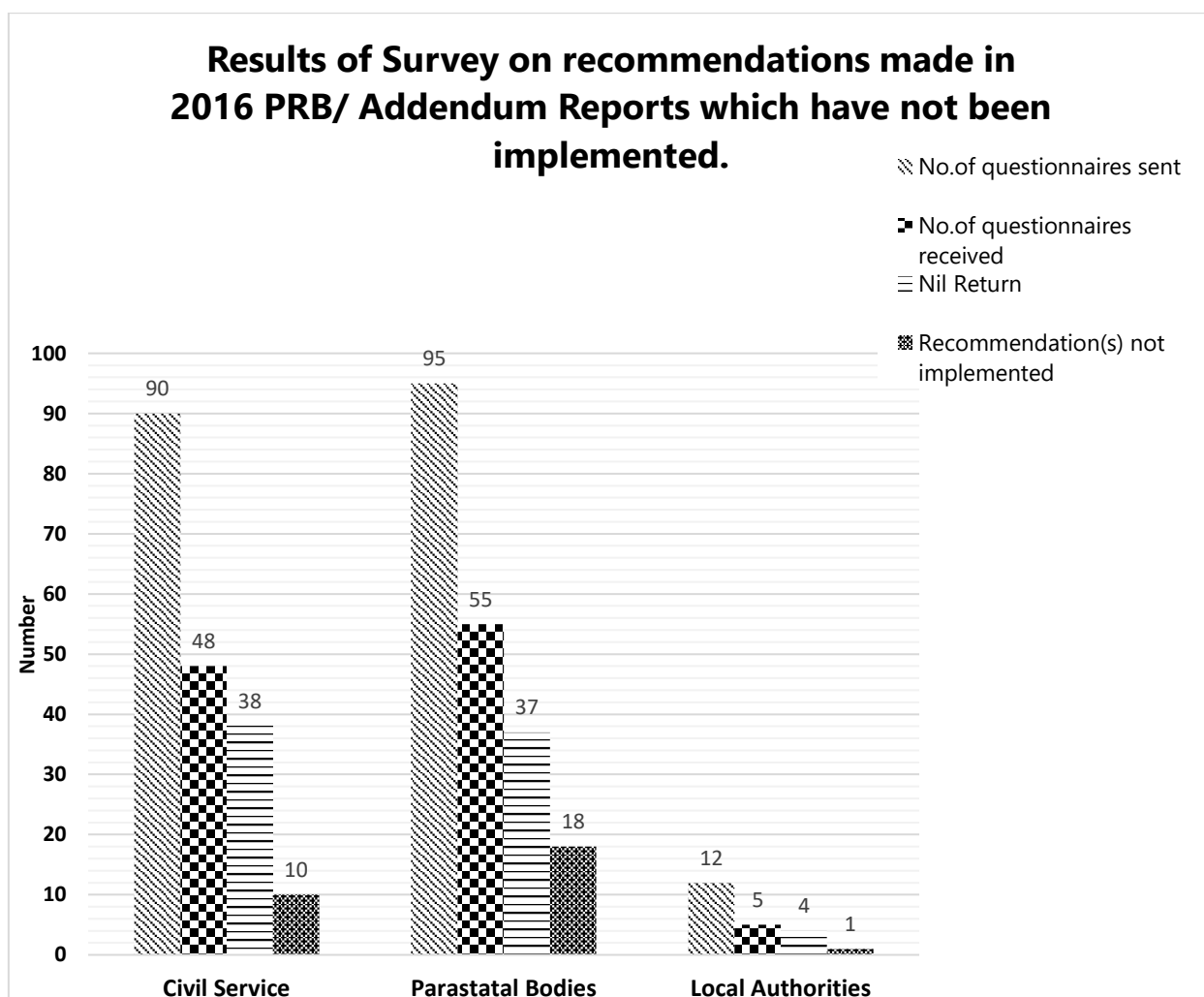
20.42. For the objectives of the Report to be successfully met, the recommendations contained therein should be implemented **within a period of not more than 18 months**. This implies that recommended changes concerning structure as well as conditions of service should be diligently attended to. Another measure to further strengthen the existing workforce is to fill in all vacant posts in a timely manner. All Ministries/Departments/Organisations are, therefore, required to abide by the set time frame.

ANNEX

Results of Survey on recommendations made in the 2016 PRB/Addendum Reports which have not been implemented

In the context of this review exercise, the Bureau received several representations that a number of recommendations enunciated in our previous Report have not been implemented. In this respect, a survey was carried out by the Bureau to take stock of the existing situation, identify impediments and seek views of stakeholders with regard to difficulties and problems encountered in the implementation of the Report.

The Survey Questionnaires were addressed to the Head of Ministries/Departments and Chief Executives of Parastatal Bodies and Local Authorities. The results of the survey are illustrated in the bar chart below. We assume that those who have not responded to the survey have implemented the recommendations of the 2016 PRB/ Addendum Reports.



CIVIL SERVICE			
SN	Department/ Ministry/ Organisation	Recommendation/s	Reason/s provided by organisation
1.	Government Printing Department	<p>Paragraph 14.3.12 of Volume 2 Part I</p> <p>Re: For appointment to the grade of Machine Minder/Senior Machine Minder (Roster) priority of consideration be given to Printing Assistants/Senior Printing Assistants (Roster) (PA/SPA) who have followed courses leading to NTC3 in Printing.</p>	<ul style="list-style-type: none"> • None of the incumbents possesses the SC requirement for the post of Machine Minder/Senior Machine Minder (Roster). • The amended Scheme of Service for the grade of Machine Minder/Senior Machine Minder (Roster) already prescribed on 4 October 2019, allows PA/SPAs who possess certain minimum qualification to postulate for the post of Machine Minder/Senior Machine Minder (Roster) through open competition with outside candidates.
2.(i)	Ministry of Social Integration, Social Security and National Solidarity (Social Security and National Solidarity Division)	<p>Paragraphs 34.12, 34.14, 34.16, 34.24, 34.26 and 34.28 of Volume 2 Part I</p> <p>Re: Setting up of the Quality Assurance and Inspection Division and the Elderly and Disability Department and the creation of grades falling under them.</p>	<ul style="list-style-type: none"> • It is not intended to create more divisions in the Ministry.
3.	Mauritius Police Force	<p>Paragraph 14.2.19 of Volume 2 Part I</p> <p>Re: A monthly Trade Pay of Rs 400 should be extended to Police Officers of the SMF and SSU who are regularly required to drive specialised vehicles for which a specific driving licence is a requirement.</p>	<ul style="list-style-type: none"> • Almost all Police Officers of the SMF and the SSU are paid a monthly driving allowance for driving Government vehicles. • The recommendation was not implemented as the Police Officers drive these vehicles only in exceptional circumstances.

CIVIL SERVICE			
SN	Department/ Ministry/ Organisation	Recommendation/s	Reason/s provided by organisation
4.	Ministry of National Infrastructure and Community Development (National Infrastructure Division)	<p>Paragraphs 21.7, 21.8 and 21.9 of Volume 2 Part I</p> <p>Re: Amendment to schemes of service in the fields of Engineering, Quantity Surveying and Architecture.</p>	Awaiting complete phasing out of the grades of Principal Architect and Principal Quantity Surveyor before amending the scheme of service with respect to "Qualification" requirement.
5.	Ministry of Public Service, Administrative and Institutional Reforms	<p>Paragraph 14.4 of Volume 1</p> <p>Re: Public Officers aged 50 years or more holding substantive appointment should be allowed to opt for part-time work for the rest of their career, subject to the exigencies of the service and to certain conditions.</p>	<ul style="list-style-type: none"> • For officers less than 50 years (eg MSO) - it became very difficult to devise an appropriate half day schedule - the work will devolve on other officers. • Furthermore, no application was received in respect of this recommendation.
		<p>Paragraph 8.10 of Volume 1</p> <p>Re: The Standing Committee on Performance/Productivity Related Reward (P/PRR) set up under the Chairmanship of the MCSAR and comprising representatives of the Ministry of Finance and Economic Development (MOFED) and the Pay Research Bureau</p>	<p>Complex & Financial Implication</p> <p>The implementation of the recommendations involve many practical difficulties.</p>
6.	Mauritius Prison Service	<p>Paragraph 14.5.43 of Volume 2 Part I</p> <p>Re: Creation of the grade of Prisons Health Records Clerk</p>	It was agreed that the post will be created on the establishment of the Ministry of Health and Wellness (2018/2019) and funds provided in the vote of the Mauritius Prison Service. Post has been abolished in Civil Establishment Order 2019.

CIVIL SERVICE			
SN	Department/ Ministry/ Organisation	Recommendation/s	Reason/s provided by organisation
7.	Ministry of Education, Tertiary Education, Science and Technology	Paragraph 22.79 of Volume 2 Part I Re: Appointment of Educator (Secondary), Educator (Secondary) (Physical Education) and Educator (Secondary) (Prevocational) in a substantive capacity.	The approval of the Cabinet was obtained to fill 129 funded vacancies (for a last time) on the basis of the existing scheme of service as the process of amendment to scheme of service is lengthy and may lead to shortage of Educators in the academic year. Scheme of service currently being amended.
		Paragraph 22.71 of Volume 2 Part I The appellation of the grade of ICT Support Officer to be reviewed to an appropriate one in consonance with its new duties and the mounting of an appropriate certificate course in Pedagogy for them.	Following discussion between stakeholders, the proposed scheme of service has now been submitted to the MPSAIR for consideration.
8.	Ministry of Information Technology, Communication and Innovation	Paragraph 19.14 of Volume 2 Part I Re: Designation of an officer of the CISD not below the grade of Systems Analyst as "Head, ICT" in a Ministry/Department/Organisation, where no Programme Manager, CIB is posted.	Implementation problem due to the fact that junior officers would draw a much higher allowance than senior officers.
		Paragraph 19.31 of Volume 2 Part I Re: Posting of Programme Managers, CIB and Lead Programme Managers, CIB in Ministries/Departments.	Programme Managers, CIB are posted full time to the Ministries and Departments having complex e-government projects and systems for the duration of the projects. Five additional posts created in the Budget 2019/2020 were advertised in September 2019. Thereafter, eight posts became vacant for different reasons.

PARASTATAL AND OTHER STATUTORY BODIES AND LOCAL AUTHORITIES			
SN	Department/ Ministry/ Organisation	Recommendation/s	Reason/s provided by organisation
1.	Mauritius Standards Bureau	Paragraph 45.12 of Volume 2 Part II Re: Creation of the grades of Computer Support Officer and Management Support Officer	No candidate was retained following selection exercise. Schemes of service are being reviewed.
2.	Mauritius Institute of Training and Development	Paragraph 7.32 of Volume I Re: Implementation of Performance Management System	The MITD was undergoing a full restructuring exercise.
3.	Food and Agricultural Research & Extension Institute (FAREI)	Paragraph 17.53 of Volume 2 Part II Re: Lead Allowance of Rs 2750 monthly to be paid to Research Scientist/Senior Research Scientists	Difficulties encountered in the implementation of the recommendation.
4.	Mauritius Oceanography Institute	Paragraph 41.30 of Volume 2 Part II Re: Continuous Professional Development at MOI for Principal Research Scientist, Research Scientist and Associate Research Scientist	The recommendation was not implemented because of lack of funds.
5.	Open University of Mauritius	Paragraph 62.6 of Volume 2 Part II Re: Creation of the grade of Public Relations Officer	The Scheme of Service is in the process of being prescribed.
		Paragraphs 18.17.4 and 18.17.7 of Volume 1 Re: Communication Facilities	Difficulties encountered in the implementation thereof as the grades/cadres at the University differ from those in the Civil Service.

PARASTATAL AND OTHER STATUTORY BODIES AND LOCAL AUTHORITIES			
SN	Department/ Ministry/ Organisation	Recommendation/s	Reason/s provided by organisation
6.	National Women's Council	Paragraph 18.5.24 of Volume I Re: Computerised attendance system	Lack of Funds
		Paragraph 18.5.33 of Volume I Re: Flexitime arrangement	Lack of Supervision
7.	Apravasi Ghat Trust Fund	Paragraph 1.7 of Volume 2 Part II Re: Creation of a grade of Stores Attendant	No funds were received from the Parent Ministry for this purpose.
8.	National Adoption Council	Paragraphs 49.6, 49.8, 49.10, 49.12 and 49.16 of Volume 2 Part II Re: Creation of the grades of Psychologist, Legal Officer, Welfare Officer and Shorthand Writer; and restyling of the grade of Secretary to Administrative Secretary	Waiting for the Proclamation of the new Adoption Bill.
9.	Rajiv Gandhi Science Centre Trust Fund	Paragraphs 67.8, 67.10, 67.21 and 67.29 of Volume 2 Part II Re: Recruitment of the grades of Deputy Director, Planetarium Manager, Exhibition Officer and Internal Control Officer	These recruitments have been kept in abeyance due to lack of funds.
		Paragraph 67.32 of Volume 2 Part II Re: Creation of the grade of Exhibit Fabricator	The scheme of service is under review.

PARASTATAL AND OTHER STATUTORY BODIES AND LOCAL AUTHORITIES			
SN	Department/ Ministry/ Organisation	Recommendation/s	Reason/s provided by organisation
10.	Human Resource Development Council	Paragraph 20.11 of Volume 2 Part II Re: Creation of the grade of Head, National Training Fund Unit	The draft scheme of service for the new grade of Head – National Training Fund Unit has been drafted but kept in abeyance, as per latest instructions.
		Paragraph 20.15 of Volume 2 Part II Re: Creation of the grade of Inspection and Monitoring Officer (Roster)	The post was advertised in September 2017 but was not filled, given that there was not enough fully qualified candidates.
11.	Central Water Authority	Paragraph 5.7 of Volume 2 Part II Re: Creation of grade of Administrative Assistant	The Scheme of Service has been drafted and is being finalised.
		Paragraph 5.10 of Volume 2 Part II Re: Chief Fraud Detection Officer	Scheme of Service approved by MPSAIR. Approval from Parent Ministry awaited for creation of the post on establishment.
12.	Agricultural Marketing Board	Paragraph 18.5.33 of Volume I Flexitime	Flexitime does not suit the work environment at the AMB. Only a minority of officers work from 08:45 to 16:00 hrs.
		Paragraph 18.13.4 of Volume I Re: Uniform Allowance	The AMB provides uniform on a yearly basis to all its eligible staff members.
13.	University of Mauritius	Paragraph 88.60 of Volume 2 Part II Re: Revamping of the whole structure at the Printing Department	Not yet completed
		Paragraph 88.18 of Volume 2 Part II	Lack of funds

PARASTATAL AND OTHER STATUTORY BODIES AND LOCAL AUTHORITIES			
SN	Department/ Ministry/ Organisation	Recommendation/s	Reason/s provided by organisation
		Re: Creation of the grade of Public Relations and Communication Officer	
		Paragraph 88.50 of Volume 2 Part II Re: Creation of the grade of Chief Security Officer	No agreement reached regarding qualifications requirement.
14.	University of Technology Mauritius	Paragraphs 89.14, 89.17 and 89.20 of Volume 2 Part II Re: Creation of grades of Computer Laboratory Attendant, Overseer and Maintenance Officer	Schemes of service not yet finalised
		Paragraph 89.31 of Volume 2 Part II Re: Sabbatical Leave Scheme	Sabbatical Leave Scheme has not been set up as no request has been received. Not finalised yet.
15.	Private Secondary Education Authority	Paragraph 64.8 of Volume 2 Part II Re: Creation of a grade of Human Resource Management Officer	The PSEA Employees Union has made representations on the Scheme of Service for the grade Human Resource Management Officer (HRMO). Parties have diverging views on certain duties.
		Paragraphs 64.18 and 64.23 of Volume 2 Part II Re: Creation of grades of Educational Psychologist and IT Technician	The schemes of service for the grades have not yet been finalised.
		Paragraph 64.16 of Volume 2 Part II Re: Creation of the grade Public Relations Officer	Recruitment exercise for the grade of Public Relations Officer is in progress.

PARASTATAL AND OTHER STATUTORY BODIES AND LOCAL AUTHORITIES			
SN	Department/ Ministry/ Organisation	Recommendation/s	Reason/s provided by organisation
16.	Mahatma Gandhi Institute	Paragraph 25.34A of Volume 2 Part II (Addendum Report) Re: Duty Free Facilities for Senior Lecturers	Senior Lecturers at the MGI have not completed 14 years in the post.
		Paragraph 25.9 of Volume 2 Part II Re: Creation of the grade of Senior Computer Laboratory Attendant	Request for the recruitment of Senior Computer Laboratory Attendant has already been sent to the parent Ministry for approval. Budget is being awaited to proceed further.

LOCAL AUTHORITY			
SN	Department/ Ministry/ Organisation	Recommendation	Reason
1.	District Council of Savanne	Paragraph 1.38 (iv) of Volume 2 Part III Re: Creation of the post of Chief Internal Control Officer	For the creation of the post of Chief Internal Control Officer the Ministry circulated among all local authorities a note to take stock of the number of posts that would be required. However, same was not recommended by the then Chief Executive.

21. OTHER PERTINENT ISSUES AND RECOMMENDATIONS

21.1 In this Chapter, we have focussed on remnant specific issues of pertinence which we wish to highlight. We have also made observations regarding a few impediments which we encountered while conducting this overall review exercise. The aim is to bring more understanding of some of our policies that have been adopted.

Gender Neutrality

21.2 The Bureau has, to the extent possible, ensured a gender neutral approach in framing its recommendations. Only in a few cases, mainly in the Disciplined Forces and Health Sector, certain appellations have been maintained to distinguish between male and female officers. There is, however, no disparity in salary between them. This distinction in appellations takes into account the specific needs of the service and allows for male and female officers to move along their respective hierarchy. It is noteworthy that such gender demarcation is in line with what obtains in foreign jurisdictions in similar quarters and is mainly due to gender requirements on workplaces and nature of duties.

Employees with Disabilities

21.3 In line with the United Nations Convention on the Rights of Persons with Disabilities, aimed at protecting the rights of disabled persons through the provision of just and favourable conditions of work, together with a safe and healthy work environment, we have provided improved conditions for this category of employees.

21.4 Furthermore, with the advent of the COVID-19 Pandemic, we believe that this category of employees should take advantage, where practicable, of the Work from Home Scheme. We have, therefore, recommended another measure in that direction, which may contribute to a betterment of their lives.

Recommendation 1

21.5 **We recommend that:**

- (i) **annual casual leave entitlement for employees with disabilities should be 12 days;**
- (ii) **employees with disabilities travelling by bus be allowed to reach and leave office with a flexibility of 15 minutes everyday subject to exigencies of the service;**
- (iii) **refund of travelling by bus to attend duty should be by the most practical route though not the most economical one;**
- (iv) **Government should continue investing in all office structures and amenities to render work environment user-friendly for employees with disabilities and to ensure them easy access to public buildings/work places;**

- (v) **Government should continue to act as facilitator in providing employment opportunities to persons with disabilities;**
- (vi) **to the extent possible, arrangements should be made for employees with disabilities to be posted near their place of residence;**
- (vii) **handicapping barriers should be removed so that employees with disabilities can easily be integrated in the main stream of the society and can also participate in all activities with the creation of an inclusive society and access to all available amenities and facilities; and**
- (viii) **employees with disabilities should, where practicable, be given priority of consideration under the Work from Home Scheme.**

Hospitality Allowance

21.6 By virtue of their functions and position they occupy, Senior Officers of the level of Permanent Secretary and above are currently paid a monthly allowance of Rs 7500 to cater for expenses incurred in staying connected with people, receiving and entertaining high officials and reciprocating invitations received. Since the rationale for granting the allowance still holds, we are maintaining its payment.

Recommendation 2

21.7 We recommend that officers of the level of Permanent Secretary and above should be paid a Hospitality Allowance of Rs 7500 per month.

Review of Salaries and Conditions of Employment by Private Consultants

21.8 The Bureau has noted that a few public sector organisations which are under the purview of the PRB had recourse to private consultants for a review of their salary and conditions of employment. Subsequently, the recommendations made in the private consultant's Report have been implemented after obtaining the approval of the Board and/or other relevant authorities concerned.

21.9 Our task is however, complicated when the same organisation has to revert to the Bureau for an overall review. This is so as private consultants and the PRB operate within different frameworks with varying parameters and along different lines. In fact, private consultants have a wider leeway in conducting a review exercise and may not necessarily take into account the same factors as the Bureau while determining the pay policy. As a result, the policies adopted often lead to, among others: unwarranted pay drifts; prevalence of structures and conditions not obtainable in our framework; equity issues; accelerated career path in certain cases for employees; and different cut points for eligibility to some benefits.

21.10 Against this backdrop, the Bureau finds itself in a difficult position when readjusting the higher salaries recommended by the private consultant in the PRB's framework, as the salary reconciliation exercise is far from being straightforward and which at times leads to dissatisfaction among the employees of the organisation concerned. This state of affairs is further exacerbated when a category of employees does not

opt to be governed by the PRB's recommendations while others are agreeable, thereby leading to the prevalence of two categories of officers. In a few cases, the parent Ministry has adopted certain pay policies contrary to those of the Bureau, which further renders the harmonisation of salaries difficult.

- 21.11 In view of the various impediments encountered with this practice, coupled with the element of unfairness vis-à-vis other employees in comparable organisations who are drawing a lesser salary and lower benefits while performing the same duties, **the Bureau holds the considered opinion that Ministries/Departments/Organisations should, as far as possible, refrain from having recourse to such practice. However, this observation does not preclude Government from tapping the services of private consultants in specific cases/circumstances.**

Personal Salaries

- 21.12 Federations and Staff Associations have drawn the attention of the Bureau on the principle of equal pay for equal work as stipulated at Section 26 of the Workers' Rights Act 2019. The point was raised during consultations with regard to the prevalence of two or more scales for the same grade that is, a personal salary scale which is higher compared to a lower future holder salary scale.

- 21.13 We wish to bring some clarifications on the existence of two or more salary scales for the same grade and the historical underlying philosophy for such course of action:

- (i) the Bureau determines the salary scales based on a systematic evaluation of the work performed and not according to personal attributes;
- (ii) the salaries recommended for all grades can be consulted by anybody as the Report is available on the Bureau's website;
- (iii) a demarcation in salary scales is done on account of the following reasons, among others:
 - (a) the pattern of work that is, normal working hours against working on shift, roster or staggered pattern of work or working on a part-time basis;
 - (b) where a salary is overgraded (out of line of adopted pay policy) and where it may have repercussion on grades within the cadre or the class by affecting internal relativity or across the public sector thereby impacting on external relativity;
 - (c) in case of a major restructuring involving a significant revamping of a cadre, whereby the salaries granted long time back no longer commensurate with the qualifications' requirements and duties;
 - (d) in case of redeployment, where an officer is granted a personal higher salary in line with what he/she was drawing in his/her defunct organisation;

- (e) in case of an organisation being made defunct and its functions are being taken over by a new or another entity, the salary scales of the grades obtainable at the defunct institution are placed on a personal basis, until same are established in the new organisation; and
 - (f) to safeguard the promotion path of officers in their cadre, as obtained at a particular point in time, following a re-engineering exercise; and
- (iv) the maintenance of two salary scales for the same grade, with the higher one on a personal basis, is a compensation strategy, which is equally adopted in foreign jurisdictions where an employee is considered as red circled.

Harmonious Industrial Relations at Workplace

- 21.14 The Bureau has observed that for this Report, a significant number of representations made by the Unions were in fact related to implementation issues, which needed to be addressed by Management and, therefore, not under our purview. During consultative meetings, we were apprised that in some organisations, the relationship between Unions and Management was rather strained. This situation has on several occasions been highlighted by the Ministry of Public Service, Administrative and Institutional Reforms (MPSAIR) through several circular letters addressed to Supervising Officers, to flag the importance of holding Departmental Meetings with Unions/Federations at regular intervals.
- 21.15 We view that this lack of harmonious industrial relations is to the disadvantage of both parties, which ultimately impacts adversely on the smooth running of activities at the organisation and prevents the prevalence of a conducive working environment. The absence of regular consultations between the two parties has reportedly been a cause of industrial disputes in some instances.
- 21.16 In this regard, we view that it is advisable for Management to hold meetings with representatives of Unions on a fairly regular basis to instil a culture of maintaining sound industrial relations for the benefit of the staff and the organisation. In the same breath, as advocated by the MPSAIR, optimal use of the Desk Officer Concept should be made.

Non-Implementation of Recommendations/Non-Filling of Funded Posts

- 21.17 In the context of this overall review, we have been apprised by Unions from almost all quarters that various recommendations made by the Bureau have not been implemented by Management, thereby causing much frustration among staff. To gauge the situation, we carried out, among others, a survey on recommendations which have not been implemented and the reasons thereof.
- 21.18 The findings of the survey have revealed that the non-implementation of our recommendations mainly consisted in: the non-filling of vacant/unfunded posts on a substantive basis; the non-payment of certain allowances; non-establishment of Standing Committees; and grades not created. The reasons provided for the non-implementation were, among others, lack of funds, misinterpretation of the

recommendations where diverse views were expressed; non-availability of qualified candidates; schemes of service not yet prescribed; and organisation undergoing a restructuring. With a view to addressing such problems, **the Bureau has provided at Chapter 20 in this Volume, for a mechanism in the form of a dedicated Standing Committee at the level of the MPSAIR to look into such issues.**

- 21.19 As regards the non-filling of vacant posts by Management on a substantive basis, we took note that in some quarters, officers have been assigned to perform the duties of the vacant positions, at times for long spells. While it stands to reason that this course of action may be appropriate to enable the organisation to function without much disruption, we consider that Management should, however, refrain from adopting this measure to cater for long term issues unless on reasonable grounds. In ensuring that there is no disruption in the running of activity at their Ministry/Department/Organisation, Management should consider the advisability of filling existing vacancies at the earliest.

Filling of Certain Top Positions

- 21.20 In the Public Sector, mainly in the Civil Service, there are a few top positions such as Financial Secretary, Secretary for Foreign Affairs, Secretary for Public Service, etc, for which the Bureau has specified the mode of appointment and terms regarding tenure of office. We also noted that for such levels, no scheme of service exists. Given the strategic importance of these levels, there is need for high calibre and competent officers possessing the relevant expertise, knowledge and skills as well as a leadership capability profile, to occupy these posts. In this context, we provided for the latter positions to be filled on an assignment or contractual basis, renewable upon the incumbents' sustained and effective performance.
- 21.21 However, our attention has been drawn to the fact that in one instance incumbents have been appointed directly in a substantive capacity. **Recommendations contained in our Reports are approved by the Cabinet and any derogation therefrom should obtain the prior approval of the High Powered Committee. Consequently, the relevant authorities involved in the process of filling vacancies in these positions should take into consideration our recommendations.**

