

21. IMPLEMENTATION PROCESS AND POST REVIEW MECHANISM

21.1 The Pay Research Bureau is an independent and permanent institution for the review of Pay and Grading Structures and Conditions of Service in the Public Sector. For each of its previous Reports, there has always been a chapter regarding the implementation process and post review mechanism to ensure successful and consistent implementation of our recommendations and at the same time set the scene for the way forward.

Prevailing Environment

21.2 It is significant to note that we have emphasised, in our previous Reports, that a review of Pay and Grading Structures and Conditions of Service in the Public Sector has to be treated as an organic whole since all the recommendations contained therein are inextricably intertwined. Any piecemeal implementation regarding adjustment of salaries and review of organisation design is bound to cause distortion of salary relativity which is itself the basis of job evaluation. The conversion policy adopted following the EOAC Report further exacerbated the distortion.

21.3 It is also worth mentioning that in the process of salary administration, it is essential that following a major review exercise involving heavy financial costs, an appropriate time lag needs to be allowed to implement and assimilate the recommendations to measure the effectiveness and impact on the service delivery and efficiency of institutions.

21.4 As we move forward in the preparation of this Report and make recommendations for implementation, we have kept in mind the post review events following the 1993 PRB Report (the CSAT Award of 26 September 1993), the 1998 PRB Report (the *Adhoc* Committee Report (Heeralall) released in the year 2000), and the 2013 PRB Report (the EOAC Report released in May 2013 and the Committee Report released in February 2014) with a view to easing the tense industrial environment.

Implementation Costs

21.5 The unpredictability of the world economy and new challenges arising have rendered our economy vulnerable and may, in the long term, affect our resilience and macro-economic stability. The current global economic situation, therefore, commands fiscal discipline and close monitoring of public expenditure, the moreso that Government finances, although not alarming, are by no means comfortable. It is against this backdrop that we have carried out the present general pay review exercise within the limits of national affordability and social acceptability.

21.6 The gross additional annual financial implications on account of implementation of the various recommendations of this Report including pay and conditions of service sums up to be around Rs 3 billions.

Effective Date

21.7 The date of implementation of this Report would in principle be 01 January 2016 in line with the EOAC Report 2013 recommendation as approved by Government. Accordingly, recommendations relating to both pay and allowances, facilities, benefits and other conditions of service shall take effect simultaneously and prospectively unless specifically stated otherwise.

Conversion

21.8 **(i) The converted salaries effective from the date of implementation of this Report which is 01 January 2016 should be in accordance with the master salary conversion table at Annex of each volume of this Report and as explained in the ensuing paragraphs.**

- (a) The first row of the conversion table indicates the numerical position of the salary point in the master salary scale of the 2016 PRB Report as shown at the foot of the table.**
 - (b) The second row indicates the basic salary effective as from 01 January 2013.**
 - (c) The gross salaries as at 31 December 2015 inclusive of the extra remuneration, is at the third row of the conversion table.**
 - (d) The fourth row indicates the basic salaries payable as from 01 January 2016.**
- (ii) Conversion to the revised salaries should be effected after the grant of the normal annual increment due to officers on the 01 January 2016.**
- (iii) An officer whose salary point converts to a point in the master salary conversion table which is less than the initial salary recommended for his grade should draw the initial salary of his grade.**
- (iv) Where more than two salary points convert to the initial of a recommended salary scale, the conversion should be made in such a manner that only two salary points convert to one point in the recommended scale; for example, the first and second salary points shall convert to the first point, the third and fourth to the second point, and the fifth and sixth to the third point and so on and so forth. The corresponding converted salary shall be applicable as from 01 January 2016.**

- (v) Officers in Trainee grades, in post as at 31 December 2015, whose salary as at 01 January 2016 does not convert to a salary point in their salary scale should, on a personal basis, be granted the corresponding converted salary in the master salary scale.**
- (vi) Officers who, as at 31 December 2015, were already drawing more than the top of their salary scale as a result of the grant of long service increment(s) or movement in the master salary scale by virtue of a specific recommendation should convert in the normal manner either in their salary scale or in the master salary scale, on a personal basis.**
- (vii) Officers who have been granted flat salaries in this Report and whose conversion is not provided in the conversion table shall convert to the recommended flat salary for the grade.**
- (viii) Eligibility for the grant 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.**

Long Service Increment(s)

- 21.9 Long Service Increment(s) (LSI) are additional increments, over and above the top of a salary scale, read from the master salary scale that are granted to officers who have stayed in a single grade for at least 24 years and have reached the top salary of their respective salary scale. The first increment under this provision becomes due only after an officer has stagnated at the top of his/her salary scale for two years. Subsequently, the officer becomes eligible for a second and final increment after having stagnated at the next salary point above the top of his/her salary scale for another two years.
- 21.10 The philosophy of this specific provision of LSI is to provide for some compensation, in terms of career earnings, to an officer in a grade which has comparatively lower or no career prospects. The number of additional increments has purposely been limited to two because the officer is not getting a promotion which is generally marked by an increase equivalent to three increments.
- 21.11 In the context of this review exercise, representations have been made to the effect that many officers who were eligible for LSI with the 2013 PRB Report were no longer eligible for same with the EOAC Report. There is a second category of officers who have been paid one LSI prior to the 2013 PRB Report and a second one in January 2013, but the second increment had to be refunded with the implementation of the EOAC Report. A third category of representation relates to officers who were paid one LSI prior to the 2013 PRB

Report and the second one could not be paid following the implementation of the EOAC Report. This situation arose because payment of the second increment has been deferred due to the elongated scales recommended in the EOAC Report. For the same reason, some officers have had to refund the second increment which was already paid in January 2013 prior to the implementation of the EOAC Report.

21.12 An analysis of the situations regarding the LSI as enunciated in the above paragraph indicates that they have occurred mainly due to the review of the periodicity of the PRB Report from five to three years and the extension of all salary scales, without transitional provisions, by the EOAC. These categories of officers have claimed that they have been made worse off with the EOAC Report which has not considered LSI as an acquired right.

21.13 We have made an in-depth study of the whole issue in the context of this review exercise and are making appropriate provision based both on the reinstatement of five year periodicity of the PRB Report and the new policy adopted for salary scales.

21.14 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 62950 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 i.e. movement by one additional salary point to be read from the master salary scale, when he/she satisfies all the following three conditions:

- (a) he/she reckons 24 years' service in a single grade;**
- (b) he/she reaches the top salary of the revised salary scale; and**
- (c) he/she stagnates on the top of the revised 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 in respect of the merged grades or the restyled grades or the merged and restyled grades should be considered for the implementation of paragraph (i) above.

(iii) The salary point immediately before the Qualification Bar (QB) in a scale shall be considered as the top salary in respect of an officer, who does not possess the required qualification to cross the QB for the implementation of paragraph (i) above.

- (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.

Payment of Allowances

- 21.15 All previous authority for the payment of allowances, other than those specifically mentioned in the Chapter dealing with the different Ministries/Departments/Organisations, should lapse with the implementation of this Report. Allowances not covered in this Report but which may still be justified would be revised by the Bureau upon submission from the Ministry of Civil Service and Administrative Reforms through the proper channel (Ministries/Departments/Organisations, Parent Ministry wherever applicable and Ministry of Civil Service and Administrative Reforms).

Option

- 21.16 Option is a post review activity related to implementation of the Report and falls under the responsibility of the Ministry of Civil Service and Administrative Reforms.
- 21.17 It is understood that acceptance of the revised emoluments and the terms and conditions of service contained in this Report implies that any related emoluments or allowances cannot be the subject of an industrial dispute, in conformity with the Employment Rights Act.
- 21.18 Employees, who, following the implementation of the 2008 PRB Report opted for the revised salaries and conditions of employment but did not opt for the new contributory pension scheme, should be eligible to a monthly pay equivalent to 92% of their revised basic salaries. For all such cases, the salary drawn after the grant of the normal annual increment due on 01 January 2016 should first be hypothetically recomputed to its 100% equivalent which will then convert to its corresponding salary point in the master salary conversion table. The employees would then be eligible to 92% of this salary point.
- 21.19 Employees of the Public Sector who do not opt for the revised salaries and conditions of service contained in this Report should be paid the salary compensation as set out in the Extra Remuneration Act effective from 01 January 2016.

Application/Interpretation of the Report

- 21.20 In general, the Bureau deals with its stakeholders through the MCSAR in respect of salary gradings, review of conditions of service, interpretations/clarifications, design/re-design of organisation structures and other related *ad hoc* cases. For this general review exercise which covers the Public Sector and the Private Secondary Schools, our large customer base encompasses around 180 organisations, 300 staff associations, 83000 public officers and 23000 public service pensioners. It is obvious that an exercise of this magnitude cannot be carried out without certain genuine omissions and particular issues involuntarily left out or excluded.
- 21.21 After the publication and approval of the Report, the HR Division of the Ministry of Civil Service and Administrative Reforms has the responsibility for the implementation of the recommendations, subject to appropriate legislation being enacted, where necessary. The Ministry then issues circulars to Supervising Officers of Ministries/Departments, Heads of Parastatal Bodies and Local Authorities, and the Island Chief Executive for the Rodrigues Regional Assembly to inform public officers of the General Recommendations for the signing of Option Forms.
- 21.22 As for the past seven Reports, we are maintaining the usual post review mechanism to deal with and/or look into cases of genuine omissions/errors and such other matters relating to interpretation/implementation problems. Additionally, we are making new arrangements to assist parties, including employees and staff associations, in the implementation phase.
- 21.23 The Bureau shall, after the publication of this Report, mobilise all its technical staff for a period of three months to receive and provide information to any concerned parties, including employees or union representatives, on any problem arising out of interpretation and/or implementation of this Report. A Communication Desk will be set up to assist employees/union representatives in the implementation issues.**
- 21.24 All cases considered to be genuine omissions/errors should continue to be channelled to the Bureau for consideration through the MCSAR within a time frame of three months as from the date of approval of the Report for implementation.**
- 21.25 The Bureau would subsequently, examine the cases submitted by the MCSAR as early as possible and would submit its recommendations for immediate action wherever expedient to facilitate implementation.**
- 21.26 All cases of omissions/clarifications, including those reported upon for immediate action, shall be compiled and integrated in a separate Addendum Report to the 2016 PRB Report to be published within a period**

of 12 months from the date of implementation of the 2016 PRB Report. The Addendum Report should be read along the main Reports.

- 21.27 Any issue emanating from the implementation of the recommendations of this Report and requiring a fundamental change or is a departure from the main recommendation would continue to be referred to the High Powered Committee, chaired by the Secretary to Cabinet and Head of the Civil Service for consideration and appropriate decisions/actions.**
- 21.28 After the publication of the Addendum Report of the 2016 PRB Report, any issue relating to salaries and allowances, except where a specific procedure has been spelt out, may be submitted to the Bureau through the appropriate channel i.e. through the Ministries/ Departments/Organisations, Parent Ministry wherever applicable and the MCSAR as indicated in the Customer Charter of the PRB.**
- 21.29 To ensure implementation of the recommendations of the 2016 PRB Report, all Ministries/Departments/Organisations should have a dedicated officer – the seniormost officer of the Human Resource Management cadre for monitoring and follow up action.**
- 21.30 Ministries/Departments/Organisations are urged to complete the implementation process of all recommendations contained in this Report, to the extent possible, in a given time frame not exceeding 24 months to enable them to have the full staff complement and the required work environment, including employee motivation, to meet their mandates. In case of any difficulty arising during the implementation process, organisations may seek the advice of the MCSAR in writing with copy to the Bureau.**
- 21.31 Following the publication of the 2013 PRB Report, the MCSAR through Circular No. 19 of 2012 informed public officers regarding the setting up of Central Implementation and Monitoring Committee (CIMC) at the level of the Ministry for the smooth and timely implementation of the recommendations of the Report. This Committee is chaired by the Senior Chief Executive of the MCSAR and has as members, representatives of the Prime Minister’s Office, Pay Research Bureau, Ministry of Finance and Economic Development and the Ministry of Civil Service and Administrative Reforms.**
- 21.32 At its first meeting on 24 April 2013, the CIMC took the decision, among others, that:**
- (v) a Departmental Implementation and Monitoring Committee (DIMC) be set up at the level of Ministries/Departments/Organisations forthwith with the Supervising Officer of the respective Ministries as Chairperson;**

- (vi) the DIMC should meet at least once a month and copy of the notes of meeting should be forwarded to the CIMC; and
- (vii) the CIMC will meet at least once a month to examine all pending implementation issues.

21.33 All the decisions of the CIMC were communicated to Supervising Officers in Charge of Ministries/Departments through Circular Letter No. 31 of 2013.

21.34 During consultations with all stakeholders, the Bureau has lengthily put emphasis on the importance and relevant role of the CIMC/DIMC for effective implementation of the PRB Reports. Members were apprised that they should put in place these mechanisms to address implementation issues in a timely and efficient manner.

21.35 All issues relating to implementation of the 2016 PRB Report should first be looked into by the DIMC which all Ministries/Departments/Organisations should set up at their level. Unresolved issues at this level should then be forwarded to the CIMC which has been set up at the MCSAR since the last Report.

21.36 The MCSAR, as the privileged partner of the Bureau, should continue to act as facilitator and accounting body to ensure that relevant recommendations of the Report are approved for implementation, and conditions of service are fully communicated and are efficiently and effectively implemented in a standard and consistent manner.