

## **2. APPROACH AND METHODOLOGY**

### **Backdrop**

- 2.1 This is our 8<sup>th</sup> Report on Pay and Grading Structures and Conditions of Service in the Public Sector. Unlike the past PRB Reports, this Review was conducted in a very challenging and demanding context. Besides carrying out a triennial general review for the first time, the Bureau had to correct serious and disturbing shortcomings that arose out of the Errors, Omissions and Alleged Anomalies Committee (EOAC) Report. Indeed a formidable task was laying ahead of us.

### **Approach**

- 2.2 Despite operating within a reduced time frame, the Bureau adopted its customary approach based on extensive consultations in the preparation of this Report. Our wish was to gather maximum information and to remain open and transparent in our exchange of views with staff and management. With this in mind, we chalked out a work programme comprising a mix of communication approaches to accomplish our planned activities and events pertaining to the Review exercise.
- 2.3 As a prelude to the core meetings, preliminary ones were arranged with the main Federations. The objective was to reinforce relationship, meet their members and apprise them of the calendar of activities of the review exercise. We began on the 13<sup>th</sup> of March 2014, by meeting representatives of the Federation of Civil Service & Other Unions followed by those of the State Employees Federation and the Federation of Public Sector and Other Unions. Subsequently, we also met members of the following Federations namely: The Federation of Parastatal Bodies and Other Unions, All Civil Service and Other Employees Federation, the Mauritius Labour Congress, the Federation of Democratic Labour Unions, the Federation of Progressive Unions, the Independent Unions Federation and the Confederation Mauricienne des Travailleurs.
- 2.4 The next step was to collect fresh and relevant data to update existing records, conduct surveys (including interview of officers) and effect site visits. We therefore issued a Circular in March 2014 to all Heads of Ministries/ Departments/ Organisations, soliciting their assistance to submit data in both hard and soft copies. Among the information sought were the vision, mission, objectives, the customer charter, an updated organisation chart and an updated list of employees in all grades. We also requested the organisation to designate

an officer at senior level as contact person and facilitator to assist in the submission of the required information, and make arrangements for site visits, filling of job description questionnaires, conduct of surveys, etc. A target date was set for the submission of the required information. Unfortunately, many organisations did not respond within the given time frame and some organisations submitted their documentations after a period of three months and even more.

- 2.5 In May 2014, the Bureau issued another Circular inviting Federations to submit their views/observations and proposals on conditions of service prior to the holding of meetings with them which was scheduled for August 2014. In making their demands, they were requested to give their views/comments on general issues. The 16<sup>th</sup> of June 2014 was set as deadline for the submission of their memoranda. However, following a request from the Federation of Civil Service and Other Unions, the time limit was extended till the end of July 2014 though the Bureau remained flexible by even accepting representations after the extended time limit.
- 2.6 Meanwhile during the period April to July 2014, upon the invitation of Federations and Unions, officers of the Bureau attended workshops/work sessions to provide explanations and clarifications on past recommendations of the Bureau. A template for submitting representations was designed by the Bureau and submitted to the Federations for onward transmission to their affiliates.
- 2.7 The first meeting was held with the Federation of Civil Service & Other Unions in August 2014 to discuss their representations on the General Conditions of Service. Similar meetings ensued with other Federations namely the State Employees Federation, the Federation of Public Sector and Other Unions, the All Civil Service Employees and Other Unions Federations, the All Workers Trade Union Federation.
- 2.8 Once all the Federations have deposed on Conditions of Service, the Bureau started consultations with unions of the Parastatal Bodies in September 2014. In view of several requests for postponement, those meetings extended till December 2015.
- 2.9 In October 2014, the Bureau kick-started the interview exercise in respect of the Job Description writing for manual grades. An updated version of the Job Description Questionnaire was used for this purpose. To palliate the shortage of staff at technical level, we had recourse to experienced officers of the Human Resources Cadre to complete the interview exercise. Once filled, the Job

Description Questionnaires were forwarded to the relevant organisations for signature and vetting by the Supervisor. This exercise lasted for nine months ending in June 2015.

- 2.10 As regards non-manual grades, Job Description Questionnaires were sent to officers by post. In both cases, i.e. Manual and non-Manual grades, representative samples of officers by grades were randomly selected using stratified sampling technique. Job Description Questionnaires were also issued to officers during consultative meetings whenever such request was made and on the need arising to cover all functions and new features of a job. All Job Description Questionnaires that were returned to the Bureau were carefully verified to identify possible omissions and ambiguities that required further clarifications.
- 2.11 In January 2015, the Bureau issued a Circular Letter to the Management of each organisation requesting for:
- (a) proposals of re-engineering/structural change including, *inter- alia*, delayering, merging of grades, multi-skilling, creation of additional levels, re-definition of job specification, job enlargement, job-enrichment and restyling of posts which would enable the respective organisation to have a fit-for-purpose structure to deliver on its mandate more efficiently and effectively;
  - (b) views and suggestions for improving existing conditions of service, the introduction of new conditions which may contribute to induce desired employee behaviour for enhanced service delivery and the satisfaction; and
  - (c) comments on general issues such as Pensions, Performance Management System, Performance Related Incentive Schemes, Training and Development, Recruitment and Retention of people of the right competencies, e-government, as well as other issues related to Reforms, etc.
- 2.12 Response to this circular letter was rather slow and several contacts had to be made with some organisations to obtain the required information.
- 2.13 In early February 2015, the Bureau held its first meeting with the top officials of the Ministry of Civil Service & Administrative Reforms to discuss on their proposals of conditions of service and reforms. In view of the number of issues that needed to be examined, subsequent meetings had to be scheduled in June 2015 and July 2015 respectively.

- 2.14 Upon invitation from the Rodrigues Regional Assembly, the Director, Pay Research Bureau and the Deputy Director proceeded to Rodrigues in March 2015 for a one day mission. During the course of their stay they met the Island Chief Executive (ICE) who was apprised of the calendar of activities and different stages involved in a general review process namely job description writing, site visits, meetings with different parties, staff associations, official side as well as individual employees. The ICE informed the PRB delegates that the RRA and the staff association would be submitting a joint memorandum for consideration by the Bureau and gave a brief description of the conduct of business of the RRA.
- 2.15 Meetings with the staff associations of the Civil Service began around mid-March. Remaining meetings with Parastatal Bodies, Local Authorities and the Private Secondary Schools were concurrently held. Even non-unionised staff who had expressed their wish to depone were invited to do so.
- 2.16 As per the established practice, the Bureau proceeded on its next mission to Rodrigues from 11 to 16 May 2015. Initially, on the 12 May 2015, an Acting Principal Job Analyst accompanied by a team of five Survey Officers started the interview of the selected job incumbents, wrote their job description and had them signed by job holders and where possible vetted and signed by their immediate supervisors and returned to the team. That exercise continued up to 15 May 2015. Those Job Description Questionnaires which could not be completed were despatched later to the Bureau.
- 2.17 The Director and the Acting Deputy Director went to Rodrigues in the evening of the 12 May 2015. On the next day, the Directorate assisted by the Acting Principal Job Analyst met the Island Chief Executive apprising him of the 4 days' visit programme. The delegation met the representatives of the Government Services Employees Association (GSEA) and heard two other staff Associations namely the RGEA and the RPSWU. During the latter meetings, the "Modus Operandi" of future submissions were discussed and agreed thereon.
- 2.18 On the 13<sup>th</sup> of May, the Director, HR and one Manager HR from the Ministry of Civil Service and Administrative Reforms (MCSAR) joined the PRB team. The Chief Commissioner received the Directorate and the Director, HR of the MCSAR in the early morning of the 14 May.
- 2.19 The Chief Commissioner apprised the delegation of the new policy orientation of the RRA and its main priorities. He invited the Director to give particular attention to some emerging and pending issues in the Next Review.

- 2.20 Consultative joint meetings were held as from the morning of 14 May which continued till 15<sup>th</sup> of May. Individual employees who expressed their wish to depone were also heard by the PRB delegation. Survey Officers after completing job description writings, joined and assisted the Directorate during the last part of meetings which ended usually after 6.00 to 7.00 p.m. During their stay, the Survey Officers conducted around 150 Job Description writings. Prior to the visit some 300 self-written description questionnaires were submitted to the RRA to be filled by officers.
- 2.21 In May 2015, the Bureau started meetings with the Management of Local Authorities. Representatives of the parent Ministry as well as those of the Ministry of Civil Service & Administrative Reforms attended all the meetings.
- 2.22 Consultations with the Management of Parastatal Bodies were scheduled as from June 2015. Representatives of relevant parent Ministry were invariably requested to attend. In many instances, scheduled meetings had to be postponed either because Board of Parastatal Bodies were not yet constituted or in view of the unavailability of the officers. This impacted severely on our tight time schedule we had to produce our Report. We also noted the absence of representatives of Parent Ministries in some of the meetings that were convened or there were representatives of the Ministries who could not assist properly the Management of Parastatal Bodies given that they were informed at the last hour to attend the meeting and they were not fully prepared in terms of documentation, policy and orientation.
- 2.23 The Bureau had to re-work all the time table of meetings to accommodate postponements. Nevertheless we kept on the momentum and provided for replacements wherever this could be reasonably done. Meanwhile officers of the Bureau proceeded to visit organisations to identify “*de visu*” working conditions of employees in certain grades who made requests for site visits. The data collected and observations made during these visits were analysed and discussed along with other representations.
- 2.24 In July 2015, the Bureau issued its first survey questionnaire on travelling by car to all public sector organisations concerned. The aim was to collect information on the extent of official travelling performed by officers who were at present not eligible for duty exemption on a car but were regularly performing field duty. Other surveys were subsequently administered covering issues which include Recruitment and Retention, Training and Development, Flexible Hours of Attendance and Performance Management System.

- 2.25 In August 2015, the Bureau wrote to Heads of organisations requesting them to ensure that required documentation in terms of new/additional/missing information, latest statistics as well as other relevant information sought during meetings or through correspondence, be submitted to the Bureau within a month's time at latest.
- 2.26 Despite the earnest effort of the Bureau to complete the Report on time, some Ministries/Departments including Federations of Unions kept on requesting for postponement of scheduled meetings causing immense disruption in the work flow and set time plan. Consequently, the Bureau took the decision to schedule those meetings beyond 1600 hours during weekdays and Saturdays to avoid further delays in its work plan. Parties were informed accordingly. A correspondence was issued to that effect in September 2015 to all those concerned.
- 2.27 In spite of the above measures taken by the Bureau, requests were still being made by Ministries/Departments for postponement of scheduled meetings. The attention of the Secretary to the Cabinet and Head of the Civil Service was drawn to that effect and subsequently he issued a circular to all Supervising Officers of Ministries/Departments urging them to attend all the meetings scheduled by the PRB; he also informed that, in the event they failed to attend the meetings, the Bureau would proceed without their views.
- 2.28 During meetings, all stakeholders were apprised on the main theme of the Report, the state of the economy, growth prospects and the rate of inflation. Members were invited to support the PRB in its endeavour to put in place the concept of transformation based on a series of innovative measures and techniques such as HR Planning, elements conducive to a performing environment, safe and healthy workplace, a modern and sophisticated IT infrastructure, continuous training and development to ensure upgrading of skills and competencies, establishing succession plan for career path, among others.

## **METHODOLOGY**

- 2.29 All the duly signed and vetted Job Description Questionnaires that were returned to the Bureau were scrutinised to update our point rating evaluation scheme. In cases where job descriptions were not available for whatever reasons, we drew information from the existing Job Description Questionnaires, the schemes of service and submissions of unions and management on the tasks performed by officers in the grades concerned.

- 2.30 On the basis of the updated job evaluation schemes, Benchmark entry grades as well as Benchmark hierarchies were reassessed. Salaries of Benchmark grades were then determined and used as anchorage to set the salary of all the other entry grades (manual and non-manual). Grades with comparable levels of responsibility were grouped for grading purposes.
- 2.31 The element of work on shift/roster/staggered hours which does not apply to all grades in the public sector has been taken into consideration and integrated in the recommended salary scales where applicable.
- 2.32 A Master Salary Scale has been devised as hereunder:  
**Rs 8000 x 205 - 8820 x 230 - 10200 x 250 - 11450 x 260 - 14050 x 275 - 15150 x 300 - 15750 x 325 - 17700 x 375 - 19575 x 475 - 21950 x 625 - 23200 x 775 - 32500 x 925 - 37125 x 1225 - 40800 x 1525 - 49950 x 1625 - 62950 x 1850 - 68500 x 1950 - 74350 x 2825 - 80000 x 3000 - 95000**
- 2.33 All recommended salary scales of the different grades are segments of the above master salary scale.

### **Presentation of the Report**

- 2.34 The Report is presented in two Volumes. Volume 1 of the Report deals with General Background and Related Issues and Conditions of Service. Volume 2 is apportioned in four parts as follows:-
- 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
- 2.35 In Volume 2 – Part I, the Bureau sets down the pay and grading structures, specific conditions of service and organisational redesign of Ministries, Departments and Other Service entities in the Civil Service.
- 2.36 Recommendations pertaining to Parastatal Bodies are laid down in Volume 2 – Part II.
- 2.37 The Report on Local Authorities (Volume 2 – Part III) contains recommendations for grades in the Municipal and District Councils as well as Village Councils.
- 2.38 Grades in the Rodrigues Regional Assembly (RRA) are covered by recommendations made in Volume 2 – Part IV.

- 2.39 As regards salary coding, we are using an eight digit code. The first set of two digits indicates job classification based on the nature of work. The middle and last sets of three digits indicate the initial and top salaries of the grade respectively and these represent relevant salary points in the Master Salary Scale.
- 2.40 For flat salaries, the code for the initial salary is "000". Acronyms with numerical annotations have been used as salary codes for grades in the Parastatal Bodies and Local Authorities. All salary schedules have been presented in descending order except for Parastatal Bodies.

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