

6. REVIEW OF ORGANISATION STRUCTURES

Introduction

- 6.1 The Pay Research Bureau is responsible, among others, for the review of pay and grading structures in the Public Sector comprising the Civil Service, Parastatal Bodies, Local Authorities, the Rodrigues Regional Assembly and the Private Secondary Schools.
- 6.2 As is the practice in every general review, for the sake of improved efficiency and effectiveness, the Bureau invites and examines proposals for restructuring from both the official and the staff side.
- 6.3 This review is no different from previous ones where many submissions have been received in connection with new grading structures. Some organisations even made representations for an overall restructuring. We equally received proposals from individuals to the effect that organisation structures should provide more opportunities for their career progression.

Past PRB Recommendations

- 6.4 In the 2008 Report, through its recommendations, the Bureau encouraged organisations to move towards flatter structures. Wherever this was implemented, longer salary scales were provided for improved career earnings.
- 6.5 Along similar lines, based on survey findings and submission of parties, the Bureau, in its 2013 PRB Report, advocated flatter and IT supported structures with polyvalent grades for greater flexibility. Merging of grades was recommended where it was found to be consistent with the functional needs and requirements of the organisation. Emphasis was also laid on the responsibility of the Supervising Officer as regards creation of grades. Guidelines for the creation of grades were enunciated and a conceptual framework for organisation design recommended.

EOAC Recommendations

- 6.6 The Errors, Omissions and Anomalies Committee Report recommended the setting up of a Public Sector Re-engineering Bureau under the purview of the Ministry of Civil Service and Administrative Reforms, to, *inter-alia*, develop the necessary management and operational organigram to promulgate on optimal structure for the delivery of services in the Public Sector.
- 6.7 It equally recommended that the Office of Public Sector Governance ensures that Reform Cells be initiated in all Parastatal Bodies and Local Authorities to review individual structures, human resource utilisation and their scope of activities.

Proposals of Management

- 6.8 In January 2015, the Bureau issued a Circular to all Heads of Ministries/Departments/Organisations inviting proposals for any re-engineering/structural change including, among others, layering, merging of grades, multi-skilling, creation of additional levels, redefinition of job specification, job enlargement, job-enrichment and restyling of posts which would enable their organisation to have a fit-for-purpose structure to deliver on their mandate more efficiently and effectively.
- 6.9 During Consultative meetings that were subsequently held with the Management of the different organisations, the Director, PRB invited the Chief Executives/those acting in that capacity to expatiate on the roles, mission, vision, and organisational strategy and objectives. He requested them to enunciate on the evolution of the activities and future orientation of the organisation. At the very outset of each meeting, parties were informed that grades would not be created for the mere sake of giving promotion. It is only on the basis of functional needs and organisational requirements that such requests would be considered. It was also emphasised that grades are created only when they bring added value to the mandate of the organisation, that is, produce more and better results, deliver higher levels of efficiency and effectiveness and meet customer expectations.

Submissions of the Staff

- 6.10 Most representations made from the staff side pertained to, among others, restructuring of cadres, creation of additional levels for promotional prospects, in some cases merging of levels for career earnings, whilst in others the demerging of combined grades to restore seniority and supervision. Requests for new job appellations were also received to be more attuned with the duties being performed.

Survey on Organisational Structures

- 6.11 A survey questionnaire was administered to all Heads of Public Sector organisations requesting them to submit their suggestions on how to improve organisational structures for a more responsive service. Of those who replied, 53% proposed to renew schemes of service of grades to redefine job responsibilities and about 40% suggested the creation of polyvalent grades to perform more than one function.

Observations and Recommendations

- 6.12 We have carried out an in-depth analysis on the existing organisational structures and their functioning as well as on each and every written/oral submission received. The following was noted:
- (i) Organisational review was almost synonymous to the creation of grades and restyling of existing positions. Structures enable an organisation to determine where jobs should be placed in a hierarchy, to define pay

levels and the scope for pay progression and provide the basis on which relativities can be managed. Excessive bureaucracy with work being checked and rechecked by staff at successive grades leading to monotony and inefficiency.

- (ii) Public sector organisations are predominantly organised by functions with a hierarchy of personnel.
- (iii) Bureaucratic pathologies still exist such as weakness in the implementation of programmes, use of outdated information technology, insufficient attention on deliverables, performance management and results and overlapping of responsibility.
- (iv) Operational requirements of certain organisations make it necessary for structure to be multi-layered.
- (v) In professional hierarchies, cadre structures vary for similar range of salaries.
- (vi) Few structures are lean and flat.
- (vii) More emphasis is placed on careerism instead of productivity and commitment reinforcing the importance of promotion as the only means of progression.
- (viii) In many parastatal organisations (irrespective of their size and scope of activities), there is a tendency to align on the structures obtainable in the Civil Service and in some cases without justification.
- (ix) Physical aspects of organisation such as space, environment and ergonomics are at times overlooked.
- (x) In many instances request was made for the creation of promotional grades to relieve stagnation or to provide additional monetary gains for those nearing retirement.
- (xi) There is a general understaffing with respect to existing workload across public sector organisations.
- (xii) Budget constraints set limits to the filling and/or creation of posts.
- (xiii) In some organisations, the structure was not utilising every piece of equipment to facilitate the existing processes.

6.13 The reasons put forward by organisations for restructuring include: to sustain the current needs of the service and to be able to meet future challenges; to set up a more productive human resources strategy to rationalise the system of staffing in various departments; to cope with new challenges and in view of the increase scope of responsibilities and the increase in the annual budget; expansion of activities; the impact of IT on work processes; to be more responsive to customer needs; natural constraints on finance and the need to work smarter rather than harder; and to be able to quickly turn strategies into

action and take rapid decisions to respond to the new imperatives of the evolving sector.

- 6.14 Demands were made for the review of grading structures in Support Cadres. Apparently, the demerging of grades by the EOAC in such cadres for the purpose of restoring control and supervision has led to several claims from the staff side. Whereas, on the one hand, for the sake of supervision, a new level has been supposedly restored, paradoxically on the other hand it is also noted that the level has been made evanescent. This had led to frustration and demotivation among staff of the lower rungs. The moreso as established internal salary relativities have been seriously disturbed.
- 6.15 The challenge posed was not only to restore the relativity but also to come up with a grading structure commensurate with the different levels of responsibilities required to discharge an effective and efficient service and which is also supportive of the career aspirations of the employees. Recommendations in this regard have been made where appropriate under the respective literature of the relevant organisations.
- 6.16 For this review, in accordance with our theme of Transformation, we tend to subscribe with the UNDP which states in its Report on Public Administration Sector Study in Bangladesh (2007) that in order to better serve the citizens and enable appropriate economic and socio-cultural development, the Civil Service needs to evolve: from being “hierarchical, centralized, and bureaucratic” into being “efficient, empowered, creative and responsive”; and “stakeholder-oriented, transparent and accountable”.
- 6.17 The Bureau therefore reaffirms its previous recommendations for flatter and IT supported structures with polyvalent grades, wherever this can be done, for greater flexibility. We believe that there is need for more accountable organisations where: the structure supports the vision and is designed to achieve the set objectives; there is clarity of roles and accountabilities within processes in terms of who are responsible for what to avoid confusion and to increase efficiency and transparency; the structure has the adequate number of levels of responsibilities with minimum reporting line to facilitate decision taking and to achieve results; there is empowerment of employees to be innovative and take decisions commensurate with their responsibilities and orientation is more on the service and the client/public.**
- 6.18 **We consider that each head of organisation should periodically review the mission, vision and strategy of his organisation. This should be done to:**
- (i) evaluate organisational performance against the set objectives;**

- (ii) check and ensure consistency between mission, vision and strategy; and
- (iii) ensure that the organisational structure is still fit for purpose.

6.19 In the light of such reviews, a restructuring exercise may be envisaged to maintain the momentum of the organisation, if need be.

6.20 Management should pay special attention to the ergonomics of the workplace, that is, layout and provision of basic office supplies and equipment;

6.21 Organisations should establish and nurture cooperative working relationships among people and group to perform activities in a more customer satisfying manner.
