

Towards a New Performance Culture

(On Civil Servants)

“..... I want you to be part of the team that will lead our country in an ambitious programme of change, innovation and progress. You can be the catalyst for change, in terms of ideas, innovation and delivery.”

**Dr the Hon. Navinchandra Ramgoolam
13 August 2005**

We face a world of change with ever increasing opportunities if we can rise to the challenges. The future of the public sector depends on developing an ability to respond to inter-connected drivers - some predictable (poverty reduction, better education, ageing population, macro-economic stability) and others requiring preparedness (natural disasters, global food security, risks to energy supply).

To meet these challenges, the civil service needs to attract the Best and the Brightest minds to Government service with far more fluidity for moving between Government and the Private Sector, both domestic and international, as has been recognized and is being encouraged by the latest Pay Research Bureau (PRB) Report. Our institutions need to be flexible on formal qualifications and pre-set schemes of service to map recruits. Instead, the system needs to focus on identifying and promoting staff with an ability to THINK and SOLVE PROBLEMS and to enable them to use these talents. In a century where change is ever more rapid, trying to keep staff lined up with specified schemes of service - instead of a flexible work programme - only encourages a mismatch of skills and may promote both mediocrity and inadvertently reward poor performance, leaving the public poorly served.

The centerpiece to achieve the Prime Minister’s vision, as set out above, is to find recruits into the Civil Service who are imbued with the enthusiasm and interest as well as the flexibility to take on challenges which arise in the course of their assignment rather than focused on a strict link between what they have studied and the work at hand. In parallel, we will need to upgrade the skills of those already in the service and set up incentive systems to encourage a shift to concern for results and outputs and away from emphasis simply on activities.

This means reforming the system along the lines that have been opened up by the Pay Research Bureau Report to be flexible about the degree / qualification held, and pay more attention to the capacity to deliver. Changing the profile of our staff is an essential part of our efforts to promote performance and encourage excellence in Government as embedded in the Programme-Based Budget (PBB) and Performance Management System (PMS). We need to rapidly implement the active Human Resource Strategy advocated by the PRB and already being set in motion by the Ministry of Civil Service & Administrative Reforms (MCSAR). This is required to ensure that we actively push against the past tendency of the system to settle too often for average performance.

At the institutional level, we need a concerted effort by all organizations involved in Civil Service Human Resource Planning, including the Public Service Commission (PSC) and the Pay Research Bureau (PRB), to “*think across organisational boundaries*“, and to work as a team towards attainment of a common vision that would encompass -

- identification of opportunities for career development and growth;
- selection and promotion of staff with a demonstrated record of delivery of results;
- operation of an incentive system to improve the delivery and integration of government services;

- promotion of high standards of integrity and conduct of public officials, including in the selection, management and promotion of staff,
- strengthening of the professionalism and adaptability of the public sector by establishing clear links between performance and both monetary and non-monetary rewards; and
- promotion of high standards of integrity, governance, accountability, performance and conduct by all our institutions including independent reviews of performance as proposed in the PBB of several key Ministries including the Ministry of Finance and Economic Development and the Ministry of Civil Service and Administrative Reform which will need to jointly lead by example.

The basic ingredients of this approach are captured in the “**Whole of Government Strategy Map**” (WOG) that Government wants to introduce in Mauritius. The advantages of adopting the WOG are multiple -

- it helps in planning and execution as all Ministries work to attain a common set of goals (Vision of Government),
- cross-Ministry issues are addressed as a “networked” government to ensure a coordinated and effective delivery of services, and
- it helps Ministries to set their own projects and programmes (in the annual Programme-Based Budget) in the light of Government’s changing priorities.

WHOLE OF GOVERNMENT STRATEGY MAP

VISION

Opportunity : We create the optimal conditions for Mauritians to succeed and be the best they can be.

Rooted and Engaged Citizens : We foster a cohesive and harmonious society, based on respect, care and concern for fellow citizens.

Home : We give Mauritians an improved standard of living in a dynamic nation.

Security : We make Mauritius safe and stable

STRATEGIC OUTCOMES

SUSTAINABLE ECONOMIC GROWTH	INCREASING QUALITY OF LIFE	STRENGTHENING NATIONHOOD
<ul style="list-style-type: none"> . Macroeconomic Stability . Best for Business and Entrepreneurship . Robust Engines of Growth . Globally Competitive Workforce 	<ul style="list-style-type: none"> . Good, Affordable Healthcare . Affordable, Quality Public Housing . Financial Security . Food Security 	<ul style="list-style-type: none"> . Sovereign and Secure Mauritius . A Strong Mauritian Core . Strong National Identity and Resilience
<ul style="list-style-type: none"> . Lifelong Employability and Good Job Opportunities . Clean Environment . Safe and Secure Home 		
	<ul style="list-style-type: none"> . Preparedness for Crises . Strong Families . Racial and Religious Harmony . Caring and Inclusive Society 	
<ul style="list-style-type: none"> . Robust Infrastructure, Good Connectivity . Rule of Law . Quality Education . Congenial International Environment 		
PROCESSES	PEOPLE	FINANCE
<ul style="list-style-type: none"> . Accountability for Performance . Government in Time for the Future . Customer-centric Government . Consultative Government . Technological Support 	<ul style="list-style-type: none"> . Forward-looking Public Service Leadership . Incorruptible and Committed Public Officers . Public Service as Employer of Choice . Rational and Ethical Behaviour of citizens 	<ul style="list-style-type: none"> . Effective and Efficient Use of Resources . Optimally managed Public Debt . Fiscal Sustainability

Programme-Based Budget and Performance Management System

To achieve these broad objectives, two mutually supporting and consistent frameworks have been developed – the Performance Management System (PMS) led by the Ministry of Civil Service & Administrative Reforms (MCSAR) and the Programme-Based Budget (PBB) led by the Ministry of Finance & Economic Development (MoFED).

The **Programme-Based Budget** (PBB) – embedded in a 3-year Medium Term Expenditure Framework (MTEF) – is being introduced to change the focus of the budgetary process from an input-based annual activity to a results based multi-annual exercise. The PBB links funds appropriated by Ministries to the outputs that they produce in order to achieve agreed outcomes.

The purpose of the **Performance Management System** (PMS) is to inculcate a performance culture in the civil service, and a culture of “putting the society first”. In this regard, the PMS focuses on the effectiveness of a Ministry’s activities, and purports at getting the best results from its teams and officers through an agreed framework of planned goals, objectives and standards. It also aims at creating a new mindset, a common bond of ownership among employees, as well as an environment where all officers are empowered, motivated and inspired to excel in the delivery of services. PMS is **not** about working more; it is about doing things **better** with the same resources to gain and uphold public trust.

Aligning the PBB and PMS : The PBB and PMS are complementary and inter-dependent – while the PBB concentrates on the budget and sets organisational performance targets, the PMS cascades the performance focus of the PBB onto the performance of individual staff and groups. However, both systems aim to achieve the overall goals of Government, to improve service delivery, and to align the performance agenda to available resources.

The system and processes that have been developed for the PBB are fully compliant with those developed for the PMS. The synergy between the PBB and PMS is illustrated in the chart below -

**ALIGNING THE PBB AND THE PMS
(PERFORMANCE PLANNING AND MEASUREMENT)**

GOVERNMENT VISION



Opportunity - Rooted and Engaged Citizens - Home - Security

NATIONAL DEVELOPMENT PLAN / MACRO ECONOMIC FRAMEWORK

- Strategic Outcomes
- International Commitments
- Enabling Environment

MINISTRY / DEPARTMENT

- Strategic Plan aligned to Vision
- Vision / Mission / Core Values
- Broad Objectives / Key Tasks
- Legal Frameworks to institutionalise PBB and PMS

ORGANISATION'S PMS PROCESS	ALIGNMENT	ORGANISATION'S PBB PROCESS
<p align="center"><u>Ministry / Department Level</u></p> <ul style="list-style-type: none"> • Develop Vision, Mission, Core Values • Develop Strategic Plan • Prepare Annual Management Plan, including Performance Targets • Set Objectives and Key Result Areas (KRAs) • Develop Key Performance Indicators (KPIs) for each KRA 	<p align="center"></p> <ul style="list-style-type: none"> • The Organisation' annual performance would be measured by the PBB and the PMS • The Performance of the Head of the Organisation will be measured from the PBB and PMS and spelt out in the Performance Contract 	<p align="center"><u>Ministry / Department Level</u></p> <ul style="list-style-type: none"> • Develop Vision and Strategic Plan • Prepare the MTEF / PBB frameworks • Outline the Programmes, and set the Measurement of Outcomes • Outline the Sub-Programmes, and set the Specific Objectives
<p align="center"><u>Section / Unit Level</u></p> <ul style="list-style-type: none"> • Develop Section / Unit Plan • Prepare Operational / Action / Work Plan, including Performance Targets • Set Objectives and Key Result Areas (KRAs) • Develop Key Performance Indicators (KPIs) for each KRA 	<p align="center"></p>	<ul style="list-style-type: none"> • Quantify Outputs and set the Performance Indicators (PIs) • Outline the Activities (Tasks) • Quantify the Inputs (Human & Financial) • Other Inputs –Legislative Framework, Regulations, Manuals
<p align="center"><u>Individual Level</u></p> <ul style="list-style-type: none"> • Develop Work Plan • Develop Personal Development Plan • Draw Performance Agreement • Set Key Result Areas (KRAs) • Set Key Tasks for each KRA • Develop Performance Standards for each Key Task 		
<p align="center"><u>Reviews – Organisation, Section / Unit and Individual</u></p> <ul style="list-style-type: none"> • Mid-Term Review • Annual Performance Review 	<p align="center"><u>Monitoring and Evaluation</u></p> <ul style="list-style-type: none"> • Performance Audit • International Peer Review • Customer Satisfaction Survey 	<p align="center"><u>Monitoring</u></p> <ul style="list-style-type: none"> • Interim Performance Report (IPR) • Annual Performance Report (APR)
<ul style="list-style-type: none"> • Communication Plan to inform citizens / stakeholders of progress 		

Meeting the Resource Gap – The Service to Mauritius Scheme

In line with its reform agenda, Government has set up of a new scheme to bring new skills and dynamism in the civil service. The “Service to Mauritius Scheme” (STM), for skilled professionals, researchers and outstanding university students, has as objectives to -

- (i) attract the best and the brightest minds to spend some time in the public service;
- (ii) attract resources for a well defined task to deal with shortage of skills; and
- (iii) provide an opportunity for these candidates to get some hands-on work experience in the public sector.

Capacity Building – The Regional Multidisciplinary Centre of Excellence

Mauritius ambitions to establish a world class “Regional Multidisciplinary Centre of Excellence” (RMCE) that would provide a wide range of training opportunities in areas that are relevant to both the public and private sectors, e.g. management, strategic planning, marketing, risk management, performance budgeting, performance management, diplomacy, macro-modelling, etc. The RMCE would thus assist in creating a pool of high-calibre professionals that would meet the diverse needs of countries in the region.

To ensure the financial sustainability of the organisation, the collaboration of multilateral donors – the European Union (EU), the Commonwealth Secretariat, the Southern African Development Community (SADC), the Common Market for Eastern and Southern Africa (COMESA) – is being sought.

Work Improvement Frameworks

The Performance Management System (PMS) has emerged as the driving force for broader public sector reforms. To supplement the PMS, the Ministry of Civil Service and Administrative Reforms has introduced a series of initiatives which includes, amongst others, a Code of Ethics for Public Officers, a Muda Free Public Service Programme, ISO Certification, Customer / Citizen’s Charter, and Counter Services. Two new initiatives recently introduced are the **Mystery Shopping** and **Public Service Excellence Award**.

Mystery Shopping is a tool designed to give those organisations that render a service direct to the public an insight into their performance with regards to customer satisfaction, identify areas of weaknesses, and to take corrective measures with the least possible delay.

The Public Service Excellence Award aims to recognize and reward excellence and the spirit of innovation in developing a quality services in the quest for a performance-oriented and customer-centric public service.

Conclusion

Achieving **organisational excellence** is a never-ending journey. It calls for top management commitment, leadership, a positive mindset towards change and innovation, good communications, and the active engagement of all staff.

The management of the public sector is a priority for Government given its importance in fostering economic growth in a highly competitive environment. Accompanied by training and professional management, the public service can be orientated into a more dynamic, responsive and customer-

focused outlook that can help the private sector and the economy as a whole. Public employees deserve the same attention in training and development, as well as rewards, as do private sector employees, enshrined with the same accountability and appraisal of performance.

At **Appendices H, I and J** are three tables on Establishment, Funded Positions and Staff in Post in Central Government.