



Republic of Mauritius

Public Sector Business Transformation Strategy

Implementation Guidelines

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EXECUTIVE SUMMARY

Reform fixes the past; transformation is a positive vision that creates the future.

Why Transformation is Important Today!

In August 2015, less than a year after coming into power, the then Prime Minister set out Vision 2030. It is the Government's key policy document. He called for the private sector, the public sector and the population at large to team up with his Cabinet to help achieve the Vision. Towards this goal, he clearly stated that the Public Service must become more efficient, innovative and creative. The Prime Minister was thus setting the stage for Public Officers to become facilitators and enablers of national development and the transformation to a modern and prosperous country.

There is no doubt that given the right framework, the public sector can do things in a wholesale different way.

During the vast and wide array of transformation consultations held over the past sixteen months, Public Officers have started to describe the Public Sector as a business where shareholders are both the Public Officers and the citizenry. They questioned how this business concept could contribute to people-centric sustainable social and economic growth and the national development goals, just as the Prime Minister had outlined. Senior leaders have on the other hand asked how this business could improve the quality of life of citizens, improving prosperity, reducing inequality and ultimately propelling Mauritius towards a high-income economy.

The Mauritius Public Service touches the life of every citizen from cradle to grave. Its reach extends internationally. The foundation and impetus for moving towards a more strategic shift - that of public sector business transformation - is a must.

Success Lies Within The Implementation

Developing a strategy is one thing but implementation is quite another. It is where we make the words of the Strategy come to life. Implementation should not be the poor cousin to strategy. Implementation is where we show that the bottom line for transformation is about improving our quality of service so that the quality of life and customer experience of the public and our clients is improved.

Implementation will occur at the level of each Ministry, under the watchful attention of the Transformation Implementation Committees, and these Committees will be supported by the Public Sector Business Transformation Bureau.

Implementation is an ecosystem and requires convergence in thinking. There are **10 Implementation Pillars** to guide the process of effective transformation and implementation:

1. Growth and Development
2. Business Transformation
3. Innovation and Acceleration
4. Digital Transformation
5. Smart Process
6. Strong Governance and Institutional Arrangements
7. Performance
8. Capacity Building and Capability Development
9. Implementation
10. Public/Customer Satisfaction: The Bottom Line.

Each Pillar has corresponding actions and/or deliverables that serve as guidelines.

In toto, these 10 Pillars represent the indicators and benchmarks on which progress, performance and results will be monitored and measured.

PART 1:

The Business Imperative for Change

Public service reform has been part of the international landscape of government and administration since the early 1900s. It is not a new concept. It is affected by the wider political system, the economic climate, individual public administration systems and international influences and events. However the pace of change is becoming more urgent. There is an overriding desire to make things work better. Governments around the world, including the United Kingdom, Australia, New Zealand, Canada, Singapore, India, Rwanda, Botswana, Kenya and Small Island developing states have been facing extreme economic, political and administrative challenges in the last decade which have led to unprecedented public service reforms. These reforms have been influenced by global economic trends, specific fiscal situations, inefficient and slow-to-respond public service organisations, and more importantly because citizens demand that complex problems are resolved effectively: they want better results or outcomes.

This has started a movement in Public Sector institutions across the Commonwealth towards citizen-centred programme and service delivery. The Sustainable Development Goals, which as a country we are committed to implementing, set out objectives for sustained and inclusive economic growth and social development that sees citizens at the very heart. This is a new type of governance which creates shared partnerships and coalitions with people and organisations outside of government in creating, designing and influencing programmes and services with a strong focus on delivery, implementation and results.

Mauritius is not immune to these changes. The role and accountability matrix for the Mauritius Public Service is becoming more complex. The Public Service is shifting from dealing with single-focus issues to those that now require collaboration, horizontal and globalized thinking across different ministries, departments, agencies and organisations outside of government.

In Mauritius, citizens are more informed, better educated and their expectations are constantly shifting and growing. There are rising demands and expectations by citizens for more efficient, effective, quality and accessible services, including the need for greater citizen involvement and participation in design and delivery of public service programmes. The Mauritius Public Service touches the life of every citizen from cradle to grave. Legitimacy and support for our Public Service activity comes from the value it provides to our citizens and clients. It is inherent on us to continuously adapt, evolve and respond.

Public service reform is not a new concept in Mauritius. The past ten to twelve years have seen various activities related to public service reform such as commitments to Occupational Safety and Health, a Code of Ethics for Public Officers, MUDA Free Public Service, ISO Standards, Customer and Citizens Charters, Public Service Excellence Awards, Human Resource Management Information

System, Electronic Attendance System, Central Registry System, a Government Online Centre to support e-Government initiatives and a new Performance Management System in place of the Annual Confidential Report. Individually, each of these initiatives resulted in change that strengthened and improved the overall system and internal operations. In the bigger picture, these activities are administrative-based and process-driven and almost exclusively focused on the Public Service itself rather than the role of the Public Service in social and economic growth and national development or public/client satisfaction.

There is consensus across the public sector, the private sector and academia that public sector reforms have not had a master plan. Reforms appear to be piecemeal and implementation has been inconsistent. The reform framework has not been holistic or cross-cutting in its approach. The Ministry of Public Service, Administrative and Institutional Reforms by its very name is seen to own reform and change across Government rather than reform and change residing within the purview of all public institutions. In some instances reform has been driven by academic theory which could not be applied in a real world setting or by examples from other jurisdictions without much regard for whether they were fit-for-purpose for Mauritius. The initiatives have not addressed the core of what needs to change, and have not set out a vision and path for positive transformation. Reform and re-engineering have not seen the collective results expected. The institutional framework in place does not support a modern, smart country. In other words, changes have occurred but transformation has not.

Development and Innovation

The Public Service has been the backbone of social and economic progress in Mauritius for decades. The Public Service has helped build our country, including our diversified economy, our educated population, and our diverse and community-minded society.

In fact, Public Service organisations across the globe have been and continue to be bright spots for development and world-changing progress. Public opinion frequently takes the view that the public sector is not innovative or responsive. And yet, two public sector organisations made game-changing discoveries which have been adapted by citizens everywhere. Two of the most profound innovations in the last 50 years are the internet, developed by Defense Advanced Research Projects Agency and the worldwide web, developed by CERN, the European Organization for Nuclear Research, both of which are public institutions.

In Mauritius, the public service continues to play a pivotal developmental role in the growth of the country, taking steps to keep pace with globalization and society's changing needs and demands through innovations in both services and programmes. But we can do more. We need to better

understand opportunities and problems, generate more useful ideas in a transparent and open manner, dramatically increase our use of technology, measure and test what works and what does not and relentlessly focus on implementation so that citizens see results. The decades to come will present us with new challenges and we need to stay ahead of the game if we want to prosper and grow.

Our aspiration is a world-class Public Service. To do this, we need to demonstrate that we can meet the needs of our citizens, provide strong leadership and strategic direction, maintain a highly capable workforce and operate efficiently at a consistently high standard.

Part 2:

Vision 2030 and the Government's Strategic Programme

Vision 2030 is the Government's key policy document. Vision 2030 states that the Public Service must become more efficient, innovative and creative and *“be active drivers in the nation building process... (with)... a new mindset that focuses on national targets rather than on routine administrative jobs only”*.

Vision 2030 sets the stage for public officers to become facilitators and enablers of national development and the transformation to a high-income, sustainable, innovative and inclusive economy with modern infrastructure, global connectivity and advanced skills and technology.

The National Budgets of 2015, 2016 and 2017 work in harmony with Vision 2030. They also set out expectations for continuous improvement in the Public Sector.

The 2015 Budget laid the foundation for Mauritius to propel itself towards the next phase of development that will be driven by innovation, and the 2016 Budget built on this by spelling out a number of measures to achieve major public sector reform.

The 2017 Budget and the accompanying Three Year Strategic Plan (2017/18 - 2019/20) clearly articulate the path, not only towards achieving Vision 2030, but also the strategic direction for continuous improvement in public sector performance and overall public sector business transformation.

PART 3:

Public Sector Business Transformation Strategy

During the past two years, Government has been transforming its business to keep pace globally and achieve Vision 2030. It must now transform the Public Service to become adaptive, responsive, high-performing and accountable facilitators of its aims and objectives.


The service delivery interface between citizens and Government needs to shift from performing activities to providing services that keep pace with the way society is evolving. A dynamic and innovative public sector should deliver quality service that wraps around the client, citizen and end-user in a way that is efficient, transparent, fair and equitable as well as affordable.

Public sector business transformation is not about piecemeal administrative reforms. This is an outdated model that will not fit the bill for Mauritius or enable Mauritius to leapfrog into a high-income economy. Public Sector Business Transformation Strategy is a whole-of-government approach that emphasizes a collective response to the business of government and themes of national importance, creating a joint ownership model for implementation, action and results. It reflects the Government's need to continuously evolve, innovate and transform in order to respond to and anticipate the needs of its citizens as well its local and global clients.

It also recognizes the need to strengthen the institutional capacity and effectiveness of public sector organisations and public officers so that the Public Service as a whole becomes adaptive, responsive, high-performing and accountable facilitators of national development. It creates a new model of the Mauritius Public Service that is one entity, aligned to a common purpose, vision, goals, belonging and behaviours.

Institutions and organisations will need to coordinate and collaborate when dealing with issues and initiatives of national importance so that the very best decisions are made. It means having shorter decision cycles to be competitive, spur economic growth, address global trends and respond to our citizens' needs. Ministries, Departments and Agencies will need to change the way they think and act, how they view their roles, how they share information, how they innovate and bring continuous improvements, how they manage risks, and how they pool together resources to reduce overlap and duplication and better serve their clients. It means becoming smarter about how we use and allocate the resources we have.

An enabling environment is crucial to changing behaviour and mindsets regarding the role, purpose and function of the Public Service to be more of a facilitator and business thinker. To that end, we are committed to providing support in developing capacity and knowledge across the Public Service, connecting and inspiring the brilliant talent within our ranks. Public officers will be supported by a capacity and capability development plan that aligns strategic human resource management, talent



development and training with the Government's long term business goals so that together we can move quickly to adapt and respond to emerging opportunities.

Public sector business transformation needs to inspire a new ethos where public institutions operate in an environment of integrity, transparency and principles so that dynamic and innovative people can deliver quality public services.

PART 4:

The Transformation Implementation Plan

“Implementation should never be seen as the poor cousin of policy or strategy development”... Martin Parkinson, Secretary of the Department of the Prime Minister and Cabinet, Government of Australia.

The Transformation Implementation Plan is a bright, positive vision that also takes the tough decisions. It reminds all of us that transformation is jointly owned: it cuts across all our institutions, organisations and individuals. It does not live in one specific Ministry or organisation. Implementation also seeks to build capacity by expanding on local successes, local champions, showcase studies and home grown solutions through adaptive implementation, so that the systems in place are stronger and work better.

The Plan is divided into three segments: (i) 6 - 12 months; (ii) 12 - 18 months; and (iii) 18 - 24 months. As with all significant modernisation and change initiatives, it is important to remember that the path to transformation requires patience, conviction and adequate resourcing to see it through.

A high-level overview of the Transformation Implementation Plan is below.

I. **Six to Twelve Months: Bold Decisions and Small Inclusive Gestures**

- The Cabinet of Ministers endorses the Strategy
- The High Powered Committee on Public Sector Business Transformation is set up and supporting working groups, counterpart teams and high level advisory teams begin actions
- Cabinet Office has strengthened policy making and implementation/monitoring frameworks
- The Public Service Bill is introduced in the National Assembly
- The Ministry of the Civil Service is revamped into the Ministry of the Public Service with the following actions:
 - A Public Sector Business Transformation Bureau is created
 - Human Resource mandate and functions are refocused into: HR Strategy to support the Head of the Public Service; HR Policy, Programmes and Planning; HR Operations in order to support Strategic Human Resource Management across the Public Service.
- The Pay Research Bureau and the Public Service Commission are reviewed to align with strategic human resource management
- There is participatory decision-making in each Ministry
- Leadership and Mentoring Dialogues held under the aegis of the Head of the Public Service are in place

- A communications programme regarding the Strategy and Implementation plan is developed and implemented to market and reach out to a vast array of public officers, stakeholders and clients (both local and global).

II. Twelve to Eighteen Months: Systemic Changes

- New public sector management and accountability frameworks that facilitate work across boundaries and portfolios are created
- Dedicated pools of rapid response, subject matter expert cross-functional teams and internal consultants are created to help advise and guide transformation initiatives so that home-grown capacity and expertise is developed
- Non-structural changes for improved focus and coordination are enacted at all Ministries including delineating policy and operational decision-making and strengthening the technical - administrative interface and decision-making
- Strategic human resources is rolled-out across Government
- A rewards and incentives (both institutional and individual) pilot programme is in place
- A culture of performance responsibility and collective accountability begins to show.

III. Eighteen to Twenty-Four Months: Public Service 3.0

- Ministries, departments and agencies are executing strategic planning, strategic foresight, human resource planning, financial/resource planning and conducting impact evaluations
- Institutional and structural arrangements are complete
- There is citizen, private sector, NGO involvement in government design and delivery of programmes, so that the public and clients see that the transformation is real. One to two hallmark examples showing that transforming the Public Service has been for the social development and economic prosperity of Mauritius and the citizen/client experience
- There is centrally-pooled Open Data for informed decision-making, policy and programming, training and development, monitoring and impact evaluations. Open Data allows for transparency in process, performance and results (online tools and repositories and open access to decision-making empowering Public Officers as well as citizen/client engagement regarding continuous improvement)
- Research informs policy and decision-making

- A culture of passion, purpose and performance begins to show and an adaptive and responsive Public Service is developing.

All of these actions and initiatives are underpinned by three things:

1. Digital Transformation and Open Data;
2. Business Transformation (transparency, strategic alignment, efficiency, eliminating red tapism); and
3. Showcase studies and local champions for an adaptive and multiplier effect.

Implementation at the level of each Ministry will be overseen by a Transformation Implementation Committee. The Committee has a core set of deliverables and will be responsible for overseeing all major projects, transformation, reform or re-engineering initiatives.

The whole-of-Government public sector business transformation implementation will be supported and monitored by the Public Sector Business Transformation (PSBT) Bureau. The Bureau will act as a sharing and networking resource that will take a whole-of-government approach to identifying smart practices in service innovation and service delivery, taking stock of what is working well and what is not and what needs to change in order to be successful. It will highlight achievements and brainstorms solutions to complex or tricky problems.

The Bureau also will perform the role of a national coordinating and monitoring mechanism. To enable this responsibility, the Bureau will need to work through the Online Monitoring System that has been created at the request of the Prime Minister to “*effectively coordinate and monitor the timely and smooth implementation of the measures and the projects announced in the Budget Speech 2017-2018, and eliminate bottlenecks*”. It will need to intervene with Ministries as appropriate because delays, bad implementation or no implementation directly impacts on public/customer satisfaction and the bottom line.

PART 5:

The Implementation Pillars

The bottom line for transformation is about improving our quality of service so that the quality of life and customer experience of the public and our clients is improved. This is what all our transformation efforts have to impact and this is where all the benefits have to accrue. The end-result of everything we do is about positive impact on socio-economic growth and development and where we put citizens and clients at the heart of our policies, programmes, actions and activities.

Implementation is an ecosystem and requires convergence in thinking. There are 10 Implementation Pillars to guide the process of effective transformation and implementation. Each Pillar has corresponding actions and/or deliverables that serve as guidelines.

These 10 Pillars are the indicators and benchmarks on which progress, performance and results will be monitored and measured.

Pillar One: Growth and Development

Actions/Deliverables

- Growth enabler: all Ministries fall within one or more of the growth enabler or growth sectors outlined in the 3-Year Strategic Plan. Ministries' mandates, objectives and actions need to align with these growth and development expectations
- Strategies, priorities, deliverables and business converge to enhance the country's competitiveness in the international marketplace and contribute towards national development
- Sustainable Development, international commitments and global connectedness form part of each Ministry's policy development, planning, priority setting and execution
- Public Sector business, programme and service delivery solutions facilitate inclusive social and economic growth, keep pace with the way society is changing and are reflective of the diverse Nation we serve.

Pillar Two: Business Transformation

Actions/Deliverables

- Modernisation of business services is a priority as it directly contributes to growth and development (a real-life example of this is Economic Diplomacy as a growth enabler as outlined in the Three Year Strategic Plan)
- Business transformation anticipates, adapts and responds to evolving client needs, and Ministries listen to the diverse voices of the consumer and client

- Resources are strategically deployed to areas that will have the biggest impact for business transformation
- There is a mechanism to ensure business transformation investments make good economic sense
- Open and digital government initiatives are supported and resourced as a means of business transformation
- Ministries dedicate resources, time and effort in developing a new workplace culture/ethos that changes the mindset in Public Officers so that business transformation is successful.

Pillar Three: Innovation and Acceleration

Actions/Deliverables

- Institutional knowledge, data analytics, smart practices and shared information and knowledge are used for ideas generation, concept mapping and making the best decisions
- Time-to-market is improved so that products (including legal frameworks), services and programmes are developed quicker
- Invest in science, technology, research and innovation to accelerate growth and development
- Allow Public Officers to respond to challenges with greater flexibility and creativity which includes using pilot projects and allowing intelligent mistakes or the right to fail (Ministries can learn and innovate through learning)
- Connect knowledge and information by creating working groups to tackle cross-cutting issues and share smart practices/key learnings and improve networking between Ministries and Public Officers throughout Government
- Look for local showcase examples, such as the Public Service Excellence Awards, to adapt to the Ministry and workplace
- Continuous evolution and refinement that also celebrates success, critically reflects, adapts and applies the lessons learned, mobilizes, multiplies and extends the knowledge to use local successes for global impact.

Pillar Four: Digital Transformation

Actions/Deliverables

- Use technology as an accelerator for improved quality service, efficiency, productivity, performance and results, new behaviours and mindsets
- Use all available E-platforms (such as e-procurement), tools, apps and technology to drive customer-centric digital transformation and e-participation by the public and clients
- Be digitally curious
- Share more information between all Ministries in a Whole-of-Government approach that crosses borders, jurisdictions and mandates, resulting in shorter decision cycles
- Use centrally-pooled, accessible and re-usable data and information so that Public Officers can take decisions in a standardised and consistent manner, improving performance and results
- Dedicate resources, time and effort in developing a new workplace culture/ethos that changes the mindset of Public Officers so that digital transformation is successful.

Pillar Five: Smart Processes

Actions/Deliverables

- Simplify and automate business processes to be forward-thinking, rapid, responsive and efficient
- Ensure that the process chain, system or network adds value and results in shorter decision cycles
- Remove unnecessary or poorly designed regulations and develop mechanisms to minimize red tape
- Use objective-oriented systems and processes that reflect emerging trends and the needs of the public, clients and employees (process becomes goal-oriented, not task-oriented)
- Relentlessly focus on the highest and best use/optimization of process and resources to reduce overlap and duplication
- Continuously review business process to eliminate duplication and low value work so that scarce resources can be reallocated to high priority areas.

Pillar Six: Strong Governance and Institutional Arrangements

Actions/Deliverables

- Ensure the Ministry's mandate and governance structure is aligned with the new institutional and public sector management accountability arrangements that support innovation and public sector business transformation
- Implement nimble and adaptive structural reform, where necessary, to enable growth, development and innovation, business transformation and digital transformation
- Ensure appropriate oversight and guidance for good governance, compliance and rules; ethics and integrity; transparency and accountability
- Align governance, legal, operational and performance frameworks to support innovation and growth, business and digital transformation and collaboration across portfolios
- Identify non-structural ways to streamline the Ministry for improved focus and coordination. This includes delineating policy and operational decision-making, strengthening the collaboration in technical-administrative decision-making and making sure that, in principle and practice, decisions are made where they will be most effective
- Work in a whole-of-government manner to streamline the overall legal environment for business facilitation.

Pillar Seven: Performance

Actions/Deliverables

- Ensure greater coordination and clarity on objectives, goals, roles and responsibilities and performance outcomes so that Ministries' and Public Officers' performance is aligned with Government's priorities and agenda
- Ensure all actions contribute towards more effective and efficient public institutions, well-managed public resources and result in improved productivity and shorter decision cycles
- Support integrated systems, working across boundaries and portfolios, multi-disciplinary teams and a whole-of-government approach to initiatives of national importance
- Create clear demarcation in the Ministry between strategic management, supervisory duties and operations
- Provide the right tools, resources (including ICT), equipment and physical environment to enhance efficiency, productivity and employee engagement and motivation

- Conduct capability reviews of programmes and services and create exit strategies for low-value activities.

Pillar Eight: Capacity Building and Capability Development

Actions/Deliverables

- Create an annual HR Plan that supports the Ministry's business transformation objectives and aligns with Vision 2030 on both skills and capacity so that projects are implemented successfully
- Conduct HR audits and organisational reviews to ensure the organisational model fits the Ministry's transformation plan
- Conduct annual training needs assessments and use this information to create an annual plan to develop capacity, capability and learning, with the Civil Service College, Mauritius as a delivery partner
- Ensure Public Officers are continuously adapting and developing new skills, capabilities and technical/behavioural competencies and motivate Public Officers to apply these new learnings and practices in the workplace
- Emphasize digital skills and competencies across all levels and cadres within the Ministry
- Encourage the mobility and movement of staff and the smart deployment of skills where they will have the highest impact.

Pillar Nine: Implementation

Actions/Deliverables

- Increase and enhance the Ministry's capacity to oversee and implement projects and programmes
- Integrate planning, design and implementation for projects, programmes and priorities so that the right people, funding, resources, logistics, infrastructure are in place and there is a shared responsibility for the risk, the outcome and the success
- Ensure appropriate project, fiscal and resource monitoring, control, compliance and oversight tools, processes and mechanisms are in place
- Report on results (performance, monitoring and evaluation) in an open and transparent manner. *"What gets measured gets done"*
- Evaluate lessons learned after implementation to improve results, impact future planning and enhance the Ministry's capacity and decision-making.

Pillar Ten: Public/Customer Satisfaction: The Bottom Line

Actions/Deliverables

- The client experience is improved and public services are efficient, transparent, equitable and inclusive
- Information is easily accessible to the public and clients on services provided by Government
- Citizens and clients are at the heart of policy development, programmes, services and actions
- The public and clients are consulted and involved in the design and delivery of programmes so that they can see that transformation is real and that it benefits them
- The public and clients are asked for their feedback, opinions and recommendations regarding their experiences interacting with Government on service delivery, customer care and feeling that their voice has been heard
- Quality of life is improved which contributes to national growth and development
- There is increased transparency in government decision-making.



Pillar 1 - Growth and Development

Pillar 2 - Business Transformation

Pillar 3 - Innovation and Acceleration

Pillar 4 - Digital Transformation

Pillar 5 - Smart Processes

Pillar 6 - Strong Governance and Institutional Arrangements

Pillar 7 - Performance

Pillar 8 - Capacity Building and Capability Development

Pillar 9 - Implementation

Pillar 10 - Public/Customer Satisfaction: The Bottom Line

PART 6: Conclusion

To quote the Three-Year Strategic Plan, *“Mauritius has undergone a complete transformation since independence”*.

The path to transformation requires patience, conviction and adequate resourcing to see it through. It will need a steady, sustained and thoughtful approach. Implementation must be realistic, practical and tactical to be successful.

As we approach the 50th Anniversary of the accession of our country to Independence and the 26th anniversary of its accession to the status of the Republic, and as we aim for high-income economy status by 2030, these Transformation Implementation Pillars will carry us forward in promoting the sustainable economic and social development of Mauritius and instill a culture of excellence in the Public Service.

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