



REPUBLIC OF MAURITIUS

# **NATIONAL AUDIT OFFICE**

## **PERFORMANCE AUDIT REPORT**

### **ENHANCING THE REGISTRATION AND LICENSING SERVICES OF THE NATIONAL LAND TRANSPORT AUTHORITY**

**National Land Transport Authority**

**Ministry of Land Transport**

**JUNE 2025**

## FOREWORD BY THE DIRECTOR OF AUDIT

Section 16 (1A) of the Finance and Audit Act makes provision for the Director of Audit to carry out performance audit and report on the extent to which a Ministry, Department or Division is applying its resources and carrying out its operations economically, efficiently and effectively.

I am pleased to send to the Honourable Prime Minister, Minister of Defence, Home Affairs and External Communications, Minister of Finance, Minister for Rodrigues and Outer Islands, this Performance Audit Report titled '*Enhancing the Registration and Licensing Services of the National Land Transport Authority*', to be tabled in the National Assembly.

The National Audit Office (NAO) carried out a performance audit to assess whether the National Land Transport Authority (NLTA), operating under the aegis of the Ministry of Land Transport, was ensuring the delivery of licensing and registration services in an effective and efficient manner to service users.

Over the past years, conducting transactions at NLTA necessitated long hours of waiting times. These delays not only inconvenienced the public but also undermine confidence in NLTA's ability to manage its registration and licensing activities.

The time spent waiting in queues represents a significant opportunity cost. This time could have been spent on productive activities, such as work, entrepreneurship, or other forms of economic engagement, which would have contributed to economic growth.

NAO identified performance gaps in NLTA's interventions to provide effective and efficient registration and licensing services. These included gaps in establishing an appropriate governance structure, the lack of suitable Key Performance Indicators to monitor performance and ensure accountability for results, and slow pace of digitalisation and innovation.

NAO has made a series of recommendations including the formulation of a Strategic Plan, and re-engineering of its structure which would involve a rethinking and redesigning of the existing system to improve its performance.

I take this opportunity to thank the Senior Chief Executive and the staff of the Ministry of Land Transport and the National Land Transport Authority for their collaboration.

I also wish to express my sincere thanks to my staff for their hard work and dedication.



**DR D. PALIGADU**  
Director of Audit  
National Audit Office  
Port-Louis

26 June 2025

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## **ABBREVIATIONS AND ACRONYMS**

EAB	Emmanuel Anquetil Building
IT	Information Technology
KPI	Key Performance Indicator
MLT	Ministry of Land Transport
MPL	Mauritius Post Ltd
MVL	Motor Vehicle Licence
NLTA	National Land Transport Authority
NTA	National Transport Authority
PC	Personal Computer
TOR	Terms of Reference

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## EXECUTIVE SUMMARY

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The National Land Transport Authority (NLTA), operating under the aegis of the Ministry of Land Transport (MLT), plays a crucial role in ensuring the smooth operation and regulation of the country's transportation system through management of motor vehicle registration and licensing activities.

The number of registered vehicles in Mauritius has been increasing at an average rate of 4.3 percent over the past 10 years, reaching a fleet size of 710,605 vehicles as at December 2024. This called for increasing inputs from NLTA in respect of registration and licensing services.

### *Why NAO carried out this audit*

During the past years, local media frequently reported that conducting transactions at the NLTA necessitated long hours of waiting times and often requiring multiple visits to complete certain transactions. These delays not only significantly inconvenience the public but also undermine confidence in the NLTA's ability to manage essential services.

The time spent waiting in queues represents a significant opportunity cost. This time could have been spent on productive activities, such as work, entrepreneurship, or other forms of economic engagement, which would have contributed to economic growth.

It is against this background that the National Audit Office carried out this Performance Audit titled '*Enhancing the Registration and Licensing Services of the National Land Transport Authority*'.

### *What NAO did*

NAO assessed whether the National Land Transport Authority was ensuring the delivery of licensing and registration services in an effective and efficient manner to service users. The governance structure supporting the provision of registration and licensing activities, and interventions to promote associated online services were examined.

Relevant methodologies were used to gather and analyse data, understand the audit area, along with obtaining sufficient, relevant and reliable audit evidence to support the conclusion and recommendations.

### *What NAO found*

Our findings relate to the audit scope which covered the period January 2019 to April 2025 and was supplemented with relevant information prior to January 2019.

## **Governance Structure**

- The Ministry adopted the strategic choice of revamping the ex-NTA from a regulatory body into an agile organisation capable of meeting new challenges in terms of adoption of technology in the field of transport, provision of a safe, reliable and integrated public transport services, and creation of a customer-centric regulatory body.
- However, this revamping was not accompanied by the formulation and implementation of a Strategic Plan that would have provided a close fit between strategy and structure, prioritisation and resource allocation, and how to measure performance and accountability.
- The Ministry did not consistently focus its attention on the need to set up in a timely manner an appropriate governance structure with the recruitment of suitably qualified personnel to do away with the traditional way of carrying activities within NLTA. It had adopted a fire-fighting approach rather than formulating and implementing a recruitment plan to create the appropriate structure.
- NLTA was acting both as a regulator and operator, and there were indications that it was 'stuck in the middle' since key projects that should have been completed over past years, were outstanding as of April 2025. Rather, significant time and resources were spent on attending to recurring operational issues.
- As of April 2025, due to prevalent gaps in its governance structure, NLTA was unable to address effectively all the challenges arising out of the momentum created by the integration of the expanding road and rail transport systems, and the expected deliverables of the NLTA Information Plan<sup>1</sup> 2017.
- There was slow pace of progress on digitalisation and innovation at NLTA. There were lapses in project management, non-replacement of the outdated IT system, and several key deliverables expected out of the recruitment of a Chief National Transport Commissioner were not realised.

## **Structure and Decentralisation of Services**

- In respect of the renewal of Motor Vehicle Licence, issue of Horsepower, issue of 'Certificat de Gage sans déplacement' and transfer of ownership of vehicle, initiatives were taken to decentralise through opening of sub-offices and providing these services online.
- Despite the initiatives to decentralise its services, service users were still queuing for services at the Head Office in Cassis, as well as at its sub-offices. They were required to attend in- person to effect certain type of transactions, which were often time-consuming

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<sup>1</sup> Commissioned by the Ministry, the Information Plan was submitted by Consultant Deloitte in March 2017.  
*Enhancing the Registration and Licensing Services of the National Land Transport Authority*

and could take several hours, particularly during peak periods, i.e. at start and end of each month.

- One of the causes for the queues was the time taken to locate and process the right data which led to staff spending substantial time hunting and waiting for data to perform the required tasks as data was kept in manual records.
- NLTA has not yet embarked on the E-Document Management System to reduce the volume of physical files. As of April 2025, there were some 99,000 files in the Registry Section of NLTA Head Office which have not been scanned, converted into a digital format and uploaded on its IT system. Had same been carried out, this would have resulted into easier and speedier access and retrieval of information and reducing the time of performing the transactions. Consequently, waiting times would have been substantially reduced.

### **Provision of Counter Services**

- The NLTA Head Office was housed in a rented building since January 2000. The lease agreement had already expired in January 2019 and was being renewed on a month-to-month basis. As per NLTA, this building was not meeting its requirements in terms of floor area, parking amenities, security, and health and safety issues.
- No parking facilities were available for service users on the premises of NLTA. Service users attending NLTA were compelled to look for parking spaces along public roads over a stretch of more than 300 metres, causing inconvenience in terms of accessibility. Also, of much concern was the security and traffic flow aspects arising out of parking along the public roads.

### **Revamping of Core IT System**

- As part of the Information Plan of 2017, there was an IT Strategic Plan accompanied by a proposal to improve NLTA's efficiency in service delivery and making information readily available to stakeholders. The proposal consisted of an IT Core System that could meet future digitalisation needs, including the digitalisation of the registration and licensing services.
- The risk for the system to crash was reported to be high by NLTA. The system was not initially designed to cater for online services. Moreover, over the years additional load was added. With the increasing number of new vehicles being registered, and access by increasing number of users, the performance of the system was unstable.
- The replacement of the obsolete system was still outstanding as of June 2025.

## **Low uptake of the online Motor Vehicle Licence renewal**

- Despite the assurance given by NLTA on the performance of the Online MVL system, following a sensitisation campaign and setting of a help desk, the uptake of this e-service was still very low. Online renewals accounted for only some 13 percent of total renewals during period August 2024 -April 2025.
- The low uptake was due to poor conceptualisation of the design of this e-service, as it did not include the right standard and guidelines, also it did not match with international benchmarks. A re-design of the e-service was envisaged by the Ministry to make it more user friendly.

### ***What NAO concludes***

The formulation of an Information Plan in 2017 and the revamping of ex-NTA into NLTA were laudable initiatives towards providing efficient and effective services to all stakeholders

However, this revamping was not accompanied by the implementation of an appropriate governance structure. There were gaps in the existing governance structure, which did not support implementation of key components of the Information Plan, such as the timely replacement of the core obsolete IT system to support effective and efficient provision of the registration and licensing e-services.

Since 2018, NLTA was struggling to increase the uptake of the online Motor Vehicle Licence renewal in attempt to eliminate queuing at its Service Counters and complaints of poor services. As of April 2025, the uptake of this service was still low, that is a monthly average of only 13 percent of the total renewals.

As of March 2025 prices, replacement of the obsolete system was estimated at around less than 10 percent of the annual motor vehicle licence renewal fee collection, amounting to some Rs 1.7 billion. Timely replacement of this obsolete system would have provided a stable core system which would have expedited the provision of effective and efficient registration and licencing services, among other benefits.

In the event of the failure of the obsolete system, there are material risks of service disruption at national level, which would negatively impact collection of revenue, registration and licencing activities and effective enforcement of road traffic legislations.

As of June 2025, NAO is of the opinion that there is substantial room for improvement of the registration and licensing services to meet service users' expectations, in a cost-effective manner.

### *What NAO recommends*

The registration and licensing activities of NLTA are of national importance, which require the contribution of key stakeholders to bridge the gaps identified in areas of governance, funding and digitalisation.

NLTA should formulate a five-year Strategic Plan and associated Action Plan to provide visibility on how in the medium to long term, it will re-structure the way it is organised, deliver as per its mandate, use resources efficiently and ensure monitoring over its performance and accountability.

It is recommended that a High-Level Steering Committee be set up comprising Ministry of Land Transport, Ministry Information Technology, Communication and Innovation, Ministry of Public Service and Administrative Reforms, Ministry of Finance, Police Service and other relevant stakeholders to ensure a concerted approach to implement the Action Plan.

#### ***Key aspects that should be considered comprise the following:***

- This Plan should consider the re-structuring of NLTA into two distinct management teams comprising a strategic management team and an operational management team, all of them reporting to a Chief Commissioner.

The strategic management team should be properly staffed (with recourse to personnel possessing appropriate technical expertise and international experience) and be allocated the mandate of focussing on strategic issues (like transport planning and economics, Free Travel Scheme, Fleet Management System and Digitalisation) instead of spending time on routine operational tasks.

All operational issues could be handled at the level of the Road Transport Controller.

- This Plan should also consider devolving operational tasks to other entities to enable it to focus on its core regulatory and oversight roles. The privatisation of fitness centres was a laudable initiative of ex-NTA, enabling third parties to perform these tasks more efficiently and effectively and NTA keeping the oversight role.

NLTA should re-examine its business processes and consider non-core activities which can be devolved. One such activity that can be considered to be devolved to other entities (like the Police Department or Municipal Councils or private firms) are the Traffic Warden activities – like Paid Parking, Immobilisation of Vehicles and Parking Offences of the Road Traffic Regulations.

In cities like London, parking regulations are primarily enforced by local authorities<sup>2</sup>. These authorities employ Civil Enforcement Officers (CEOs) to patrol and issue Penalty Charge Notices (PCNs) for parking violations. Additionally, some enforcement is carried out through the use of CCTV cameras, both static and mobile.

- Also, involvement of the Ministry vis a vis the NLTA should be clearly defined, with the Ministry focussing on oversight, policy issues and taking under its purview of projects which NLTA cannot deliver upon.
- Investment into the replacement of the obsolete IT System should be among one of the highest priorities of NLTA.
- With a revamped core IT system, key data in manual files would be digitalised and uploaded online. The digitalised data available online would facilitate provision of services at counters across the island at post offices, through collaboration with Mauritius Post Ltd. This would eventually minimise the need for service users to be physical present at Head Office and sub-offices, and hence mitigate the problems of accessibility and inconvenient counter services.
- NLTA should add more e-services and enhance the extent of coverage of existing ones. For example, the online First Registration can be extended to more than the current eight motor vehicle dealers, which would materially reduce the need for counter services. Also, online payment of parking fines could be offered as an e-service.
- NLTA can explore the potential benefit to be derived from the network of post offices of the Mauritius Post Ltd in its attempt to decentralise its counter services. Through a collaborative arrangement, NLTA counter services can be delivered in post offices in the northern, western and southern parts of Mauritius. Collaboration for space to house Counter Services can be explored with District and Municipal Councils also.

This would greatly reduce the need for office spaces to house NLTA personnel, and hence lead towards a Digitalised Office requiring less administrative spaces.

- To ensure effective monitoring of performance of its e-services with a view to increase their uptake, performance metrics should be embedded in the designs of these e-services.

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<sup>2</sup> More details accessible at <https://www.cityoflondon.gov.uk/services/parking/parking-tickets/parking-enforcement#:~:text=Enforcement%20and%20penalty%20charge%20notices,report%20problems%20with%20parked%20vehicles>.

# CHAPTER ONE

## INTRODUCTION

*This Chapter provides a background of the subject matter examined and the motivating factors, as well as describes the audit approach.*

### 1.1 Background

The National Land Transport Authority (NLTA), operating under the aegis of the Ministry of Land Transport (MLT), previously known as the Ministry of Land Transport and Light Rail, plays a crucial role in ensuring the smooth operation and regulation of the country's transportation system through management of motor vehicle registration and licensing activities.

The registration of motor vehicles with the NLTA is a comprehensive process that involves verifying each vehicle's compliance with safety and environmental standards. This process includes the initial registration for new vehicles, the re-registration for vehicles that change ownership, and the annual renewals required to keep the registration current. By maintaining a detailed and up-to-date database of all registered vehicles, NLTA supports effective law enforcement, policy planning, and road safety initiatives.

Road taxes, commonly referred to as motor vehicle licenses or road fund licenses, are annual fees that vehicle owners must pay to legally operate their vehicles on public roads. These taxes are calculated based on several criteria comprising vehicle type, engine capacity, and intended use. NLTA is responsible for the assessment, collection, and management of these payments whilst ensuring compliance with regulations.

The number of registered vehicles in Mauritius has been increasing at an average rate of 4.3 percent over the past 10 years, reaching a fleet size of 710,605 vehicles as at December 2024. This calls for increasing inputs from NLTA in respect of registration and licensing services.

### 1.2 Audit Motivation

During past years, local media frequently reported that conducting transactions at the NLTA necessitated long hours of waiting time and often requiring multiple visits to complete certain transactions. These delays not only cause inconvenience to members of the public but also undermine confidence in the NLTA's ability to manage essential services.

When citizens face long wait times in public service offices, they spend more time queuing and less time working or engaging in other economic activities. The time spent waiting in queues represents a significant opportunity cost. This time could have been spent on productive activities, such as work, entrepreneurship, or other forms of economic engagement, which would have contributed to economic growth.

Long wait times also affect businesses in government entities. These entities need to spend excessive time dealing with public services which is more likely lead to both delays and increased costs of operations. This translates to lower productivity and a decline in overall economic output.

NLTA aims to provide fully online motor vehicle registration and licensing system which will enable service users to renew licences, register vehicles and transfer ownership digitally, reducing paperwork and office visits. However, in its previous Annual Audit Reports, NAO highlighted instances of weaknesses in NLTA's governance and operation of its digitalised system which could compromise its transition to providing fully online services.

It is against this background that the National Audit Office carried out this Performance Audit titled '*Enhancing the Registration and Licensing Services of the National Land Transport Authority*'.

### **1.3 Audit Objective**

The audit assessed whether the National Land Transport Authority was ensuring the delivery of licensing and registration services in an effective and efficient manner to service users.

The governance structure supporting the provision of registration and licensing activities, and interventions to promote associated online services were examined.

The audit was designed by formulating two audit questions and the answers to these questions supported the conclusion against the objective. The audit questions are as follows:

- Was there an effective governance structure at NLTA to support licensing and registration services?
- Did the NLTA manage to develop and increase the adoption of effective and efficient online registration and licensing services by citizens?

### **1.4 Audit Scope**

The audit focused on the registration and licensing of motor vehicles activities of NLTA, including aspects of governance structure supporting the delivery of these services. The interventions of the MLT, referred as the Ministry, in providing the strategic direction for the improvement of NLTA's customer services was also assessed. The geographical coverage was limited to the Island of Mauritius.

The audit covered the period January 2019 to April 2025 and was supplemented with relevant information prior to January 2019.



## **1.5 Audit Approach**

The audit was conducted in accordance with the International Standards of Supreme Audit Institutions (ISSAI) 3000 Performance Auditing Standard of the International Organisation of Supreme Audit Institutions (INTOSAI). A combination of two approaches was used to determine the nature of the examination to be carried out, and is described as follows:

- a system-oriented approach to examine the governance and management system at NLTA in relation to the provision of registration and licensing services.
- a result-oriented approach to assess whether the objective of providing effective and efficient online services have been achieved.

The measurement of effectiveness was based on to what extent the objectives have been met and the prevalence of conditions necessary to ensure the achievement of these objectives.

## **1.6 Audit Methodology**

Different methodologies were used to gather and analyse data, understand the audit area, along with obtaining sufficient, relevant and reliable audit evidence that supports the conclusion and recommendations.

Data was gathered mainly from files and documents. This was complemented by interviews, site visits and a survey to confirm information in files and to ascertain and assess processes being carried out. Quantitative and qualitative data obtained from interviews, document reviews and visits were compiled and analysed, to provide competent evidence to support the conclusion and recommendations.

Trend analysis was used to identify and interpret the impact of interventions over the examined period. Benchmarking was also carried out and content analysis was extensively used.

### ***1.6.1 Documents reviewed***

Information relating to legislations, policies, strategies, structures, methodologies, protocols, projects and processes was collected through reviews of files, documents and databases available at NLTA and MLT.

### ***1.6.2 Personnel interviewed***

Key personnel posted at NLTA, Ministry, Mauritius Post Ltd and Mauritius Police Service were interviewed. The interviews were conducted to obtain information and confirm the evidence obtained from documents reviewed and to obtain explanations where information was not available in the reviewed documents.

## **1.7 Assessment Criteria**

The main criteria used as a basis for evaluating the evidence collected, developing audit findings, and reaching a conclusion on the audit objective and the related audit questions, were extracted from:

- Guidelines on Providing Quality Counter/Customer Services of the Ministry of Public Service and Administrative and Reforms;
- National Budgets; and
- Road Traffic Act.

Details on the audit criteria used are in the relevant paragraphs of the Report.

## **1.8 Data Validation Process**

NLTA and MLT were provided with the Report to comment on its factual accuracy, the conclusion drawn based on the findings and the implications of the recommendations.

## **1.9 Structure of the Performance Audit Report**

The remaining part of the Report covers the following:

- Chapter Two describes the audit area, the processes, structures, roles and responsibilities of key players and relevant stakeholders;
- Chapter Three presents the audit findings and recommendations based on the two specific audit questions; and
- Chapter Four provides the audit conclusion and key recommendation.

## **CHAPTER TWO**

### **DESCRIPTION OF THE AUDIT AREA**

*This Chapter describes the audit area, structures, roles and responsibilities of key players involved in the registration and licensing activities.*

#### **2.1 General**

NLTA is a public body operating under the aegis of the Ministry of Land Transport. It is a regulatory body for Land Transport and Light Rail. It was established under the Road Traffic Act 1980 and subsequently amended under the NLTA Act No. 16 of 2019. It comprises the Road Transport Division which is responsible for Land Transport matters; and the Light Rail Division which is responsible for Light Rail matters.

The following posts were created in the 2019/2020 Budget Estimates: (i) Chief National Transport Commissioner as Head of NLTA (ii) Light Rail Commissioner (iii) Deputy Light Rail Commissioner

#### **2.2 Policy and Legal Framework**

The registration and licensing of motor vehicles under the National Land Transport Authority (NLTA) are governed by the Road Traffic Act, which outlines the legal framework for regulating land transport in Mauritius.

This Act provides NLTA with the authority to oversee the registration, licensing, and inspection of all motor vehicles, ensuring compliance with safety, environmental, and roadworthiness standards. It sets out the procedures and requirements for vehicle owners, including the initial registration of new vehicles, annual licensing renewals, and the transfer of ownership through re-registration.

It also defines penalties for non-compliance, such as fines for unlicensed vehicles or failure to meet safety regulations. Through this legislation, the NLTA enforces standards that promote road safety, reduce environmental impact, and support the efficient management of the transport sector in Mauritius.

#### **2.3 Key Stakeholders of NLTA**

The key stakeholders are as follows:

### *Ministry of Land Transport*

The core function of the Ministry is to devise and implement policies for land transport and light rail management and road safety whilst also acting as a regulator for the public transport industry, through NLTA.

### *Service users*

Service users represent a key stakeholder of NLTA to whom it provides services which include mainly: registration and transfer of ownership of motor vehicles; licensing of public service and goods vehicles, renewal of motor vehicle licence fees and roadworthiness (fitness test) examination of motor vehicles. More details on the services are as per Appendix I.

### *Registrar General Department (RGD)*

There is interconnectivity with the Registrar General Department for the removal of “Certificat de gage” online for the sale of vehicles between individuals. The “Certificat de gage” is issued online and the data is provided to RGD to process the deed of sale.

### *Police Service*

The Police Service is responsible for enforcing traffic laws, including those related to vehicle registration and licensing, and collaborates with NLTA to ensure compliance with these laws.

### *Mauritius Post Ltd*

The Mauritius Post Limited (MPL) collaborates with NLTA primarily for the renewal of motor vehicle licenses. The MPL has been collecting revenue in respect of renewal of Motor Vehicle Licence on behalf of NLTA since year 2000, at some 100 post offices located across Mauritius

## **2.4 Registration and Licensing Activities**

According to the “National Land Transport Authority Act 2019”, one of the objects of the NLTA is to be responsible for the licensing and registration of motor vehicles, trailers and light rail vehicles. under the Road Traffic Act.

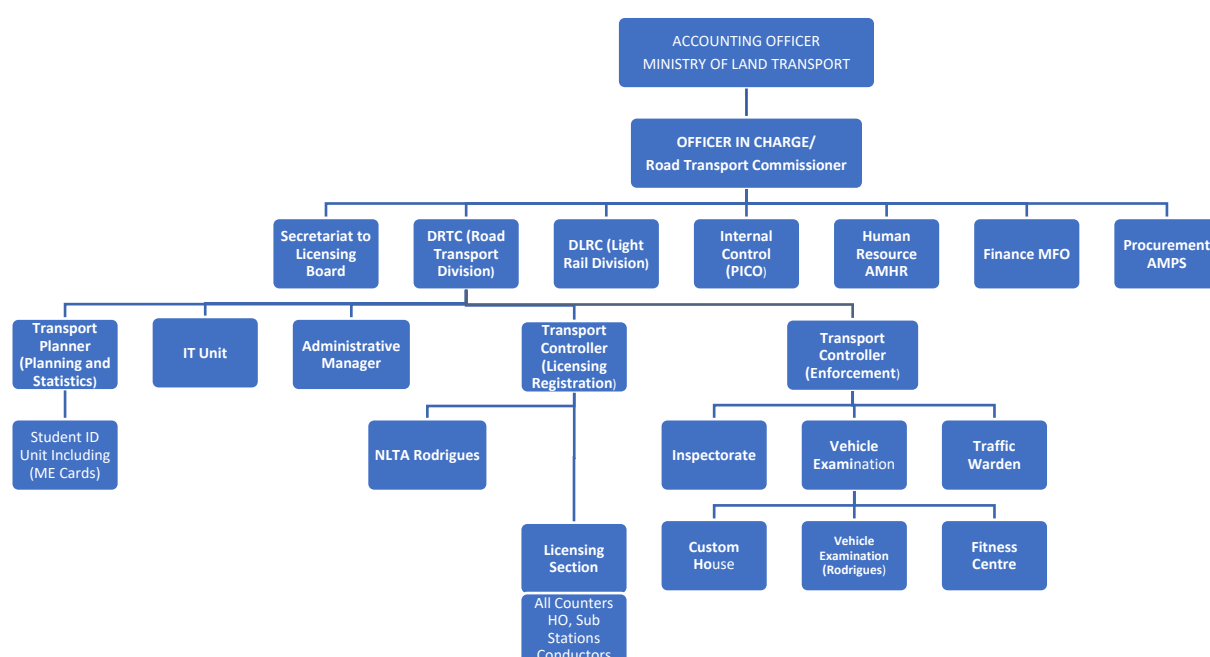
The Registration Section is responsible for registering motor vehicles and trailers and performing transactions directly related to keeping updated records of motor vehicles and ownership details.

Vehicle licensing is a mandatory requirement for all motor vehicles operating on public roads, showing the vehicles have met all regulatory standards, including the Motor vehicle Licence (Road Tax) required for all vehicles.

## 2.5 Staffing and Location of Offices/ Sub-Offices

Staff of NLTA falls into two categories: Technical and General Cadres. The Technical Cadre includes officers such as Transport Planners, Traffic Wardens, and Road Traffic Wardens, while the General Cadre consists of administrative personnel, including Higher Executive Officers, Confidential Secretaries, and other grades. At 30 June 2024, the number of personnel in post was 301. The organigram and location of Head Office and Sub-offices are as per Figure 1 and Table 1 respectively.

**Figure 1: Organigram of NLTA as of 30 June 2024**



*Source: Adapted from Annual Report 2023-24 of the then Ministry of Land Transport and Light Rail*

**Table 1: Location and date of operation of NLTA counters**

Counters	Location	Operating since
<b>Head Office</b>		
Cassis	Cassis, Port Louis	January 2000
<b>Sub Office</b>		
Flacq	Customer Service Centre, District Council, Flacq	June 2018
Port Louis, EAB	Ground floor, Emmanuel Anquetil Building, Port Louis	July 2021
Forest Side	Forest Side	February 2017

*Source: National Land Transport Authority*

Details of services provided at these locations are as per Appendix II

## 2.6 Revenues and Expenditures of NLTA

### Revenue

Details on the budgeted and actual revenues collected during period 2017-18 to 2023-24 are as per Table 2.

Revenue collected from motor vehicle licences includes amounts received through Mauritius Post Ltd. For the financial years 2022–23 and 2023–24, Mauritius Post Ltd collected Rs 1.409 billion and Rs 1.406 billion respectively, accounting for approximately 78 and 75 percent of the total revenue from road motor vehicle licences.

**Table 2: Details on revenues collected for financial years 2017-18 to 2023-24**

Revenue	2017-18 (Rs m)	2018-19 (Rs m)	2019-20 (Rs m)	2020-21 (Rs m)	2021-22 (Rs m)	2022-23 (Rs m)	2023-24 (Rs m)
<b>Road Motor Vehicle Licences</b>							
Budgeted	1,600	1,610	1,642	1,669	1,960	2,097	2,087
Actual	1,526	1,604	1,587	1,704	1,802	1,806	1,851
<b>Other Fees (Vehicle Fitness, transfer, name reservation etc)</b>							
Budgeted	222.5	246	252.6	176	278	326.6	339.6
Actual	240.2	260.7	183.8	280.5	310.5	338.1	370.4
<b>Total</b>	<b>1,766.2</b>	<b>1,864.7</b>	<b>1,770.8</b>	<b>1,984.5</b>	<b>2,112.5</b>	<b>2,144.1</b>	<b>2,221.4</b>

*Source-Treasury Annual Report*

### Recurrent Expenditures of NLTA for financial years 2017-18 to 2023-24

Details on recurrent expenditure are per Table 3.

**Table 3: Details on recurrent expenditures of NLTA for financial years 2017-18 to 2023-24**

Expenditure	2017-18 (Rs m)	2018-19 (Rs m)	2019-20 (Rs m)	2020-21 (Rs m)	2021-22 (Rs m)	2022-23 (Rs m)	2023-24 (Rs m)
Compensation of Employees	115	117	115	111	130	134	133
Goods and Services	59	65	56	54	47	49	57
<b>Sub-total</b>	<b>174</b>	<b>182</b>	<b>171</b>	<b>165</b>	<b>177</b>	<b>183</b>	<b>190</b>
Subsidies	1,308	1,297	1,273	1,280	1,319	1,673	2,133
<b>Total</b>	<b>1,482</b>	<b>1,479</b>	<b>1,444</b>	<b>1,445</b>	<b>1,496</b>	<b>1,856</b>	<b>2,322</b>

*Source-Treasury Annual Report*

Compensation of Employees represents payroll cost and the subsidies are primarily in respect of payment of Free Travel Scheme and Bus Modernisation Scheme.

*Capital Expenditures of NLTA for financial years 2017-18 to 2023-24*

Details on the percentage of funds utilised against those budgeted for the financial years 2017-18 to 2023-24 in respect of Acquisition of IT Equipment, Computerisation/ Digitalisation of NLTA, Cashless Ticketing System and Passenger Information System are as per Table 4.

**Table 4: Details on capital expenditures of NLTA for financial years 2017-18 to 2023-24**

Expenditure	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23	2023-24
<b>Acquisition of IT Equipment</b>							
Budgeted (Rs m)	2	2	2	-	0.6	-	-
Actual (Rs m)	0.47	0.30	0.04	-	0.33	-	-
Percentage	24	15	2	-	56	-	-
<b>Computerisation/Digitalisation of NLTA</b>							
Budgeted (Rs m)	100	25	2.5	16.5	20	12	10
Actual (Rs m)	2.70	18.6	0.42	1.29	3.4	0.79	2.83
Percentage	3	74	17	8	17	7	28
<b>Servers /Expenditure for Cashless Ticketing System</b>							
Budgeted (Rs m)	-	20	-	24	24	20	20
Actual (Rs m)	-	-	-	-	-	-	-
Percentage	-	-	-	-	-	-	-
<b>Passenger Information System</b>							
Budgeted (Rs m)	-	-	10	2.4	2.2	0.8	-
Actual (Rs m)	-	-	9.79	0.27	2.19	0.76	-
Percentage	-	-	98	12	100	96	-

*Source-Treasury Annual Report*

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## CHAPTER THREE

### FINDINGS AND RECOMMENDATIONS

*This Chapter presents the audit findings and recommendations on the assessment of the National Land Transport Authority's interventions towards providing effective and efficient registration and licensing activities.*

#### **SECTION A: Effective governance structure at NLTA to support licensing and registration services.**

##### **A.1 What Governance Structure should have been in place**

- (i) The promulgation of the NLTA's Act in 2019, among other objectives, was to provide an appropriate governance structure and to have a proper organisational set up over land transport operations for both the Road and Light Rail Transport Divisions. The Ministry initiated the hiring of additional key personnel, with the appropriate academic qualification and with wide proven experience in the management of land transport to ensure that decision-taking is done in a systemic manner for efficient and effective service delivery.
- (ii) The following posts were created in the 2019/2020 Budget Estimates: Chief National Transport Commissioner, Light Rail Commissioner and Deputy Light Rail Commissioner. These posts were in addition to the existing post of the Road Transport Commissioner of the then NTA, which was already filled. The key roles and responsibilities of the Road Transport Commissioner was to design, formulate and implement government policies and plans for the development of the road transport sector.
- (iii) The Chief National Transport Commissioner would have been the Administrative Head of the new NLTA, and was expected to transform the regulatory body into an agile organisation capable of meeting new challenges in terms of adoption of technology in the field of transport, provision of a safe, reliable and integrated public transport services, and creation of a customer-centric regulatory body.
- (iv) In 2019, the Ministry prepared a Terms of Reference (TOR) to recruit a Chief National Transport Commissioner. The TOR included some of the key deliverables as follows:
  - Devise methodologies to upgrade the standard of the public transport sector;
  - Devise best practices relating to the licensing, registration and examination of vehicles;
  - Establish the institutional set up for the NLTA to monitor both light rail and road transport;
  - Establish key performance indicators to benchmark service level performance across the transport industry;

- Implement an Integrated Electronic Ticketing System in the transport industry; and
  - Plan, monitor and control budgeted resources, review and report on the revenue collection aspects of the Road Transport Division and the Light Rail Division.
- (v) NLTA also envisaged to implement an Information Plan which it commissioned in 2017. By leveraging Information Technology, this Plan was expected to establish an enterprise-wide integrated system that would enhance efficiency in transactions, effectiveness in control, transparency in operations, accountability at all levels, sustainability in the long run and convenience to stakeholders.

## **What is the current situation**

### *Governance structure not materialised*

- (i) Though a governance structure was elaborated by the parent Ministry, its implementation did not materialise. None of the abovementioned posts has been filled as of April 2025, except for the post of Deputy Light Rail Commissioner which was temporarily filled in December 2021 over a period of 24 months.
- In the absence of a Chief National Transport Commissioner, the Road Transport Commissioner in post was appointed Officer-in-Charge of NLTA as from August 2021, against payment of a monthly ad hoc allowance for shouldering the responsibilities of the control and management of the NLTA, and pending recruitment of a Chief National Transport Commissioner.
  - Tasks pertaining to the Light Rail Division were reported to be attended by the Road Transport Commissioner and Officers of NLTA following the expiry of the contract of the Deputy Light Rail Commissioner in December 2023.
- (ii) In its 2021 Report, the Pay Research Bureau noted that the prevailing structure at the NLTA was no longer responding to the needs of the service. Due to the absence of fully qualified local candidates, employment of expatriates on contract basis were envisaged for the setting up of a full-fledged structure at the NLTA.
- (iii) As of April 2025, that is some six years after the promulgation of the NLTA Act, the Scheme of Service in respect of the Chief National Transport Commissioner, Light Rail Commissioner and Deputy Light Rail Commissioner were still being processed at the level of the MLT with no visibility when same would be finalised.

## **Consequences**

- (i) As of April 2025, due to prevalent gaps in its governance structure, NLTA was unable to address effectively all the challenges arising out of the momentum created by the

integration of the expanding road and rail transport systems, and the expected deliverables of the Information Plan.

- (ii) The NLTA had identified several of its strengths like ease of exchange of data with government institutions, strong collaboration with other stakeholders and the attempt to decentralise its services. Also, several opportunities were available in respect of use of latest technology, increasing online services and re-engineering of payment of compensation /subsidies.

However, it acknowledged weaknesses in areas of providing on-spot services, scanty use of Point-of-Sale System and red tapism<sup>3</sup>.

- (iii) Digitalisation of the transport services has been one of the key priorities of NLTA to match the growth of vehicle ownership. Several online platforms were introduced with a view to boosting customer experience. As such, citizens were able to effect transactions including renewal of Motor Vehicle Licence (MVL) and Public Service Vehicle Licence, reservation and purchase of Personalised Registration Marks on a 24/7 basis. However, the uptake of the key online service (renewal on the online MVL) was still low as of April 2025.
- (iv) Management of NLTA did not focus on strategic issues which would have served its strategic intents, and which subsequently led to a slow pace of progress on digitalisation and innovation at NLTA. There were lapses in project management, non-replacement of the outdated IT system, and several key deliverables expected out of the recruitment of a Chief National Transport Commissioner were not realised.

- **Cashless Ticketing System (CTS) not yet implemented**

There was considerable delay in reviewing the payment methodology for Free Travel Scheme as proposed by a Consultant in May 2017, that is more than seven years now. No further development was noted since May 2022. The budget estimates for financial years 2020-21, 2021-22 and 2022-23 provided Rs 24 million, Rs 24 million and Rs 20 million respectively for the acquisition of IT equipment for CTS. However, no disbursement was made in each of these financial years.

The direct disbursement to bus operators, as an interim measure, was still not reviewed 17 years after the implementation of the FTS.

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<sup>3</sup> Ministry of Land Transport and Light Rail Annual Report for the financial year ended 30 June 2024. Page 158, SWOT ANALYSIS -NLTA.

- **Lapses in Operation of Free Travel Scheme (FTS) still unresolved.**

A Fleet Management System was still being worked out. This would have allowed the NLTA to exercise stricter oversight on bus operations by tracking on a real-time basis location and movement of buses. Eventually, this would have empowered NLTA to deduct free travel compensation in respect of days for which an operator failed to deploy the required number of buses.

- **Bus Companies Recovery Account (BCRA) - Agreement with Bus Operators not reviewed since 2005**

The basis for computation of disbursements under both BCRA and FTS should have been reviewed and NLTA should have explored all avenues to reduce the dependence of bus companies and individual operators on public funds. The review of both schemes was essential to ensure that value for money was obtained for public expenditure and wastage of funds was avoided.

- **Passenger Information System Project- Objectives not attained**

The Passenger Information System (PIS), developed at a cost of some Rs 25 million, was commissioned in September 2019 to provide real-time passenger information about the arrival and waiting time of buses under specific bus shelters via applications on mobiles and on the web.

The system had never provided accurate arrival time of buses since its commissioning. The system was deactivated in March 2021 by the Contractor as there was no maintenance contract after expiry of the warranty period and no arrangements were made for the payment of software licences.

Ultimately, no value for money was obtained out of this project, which was a nugatory one.

- **Outdated IT Systems and underutilised funds**

The NLTA pursued its operations with an outdated IT system, which was not replaced as of April 2025. During the period July 2017-June 2024, out of some Rs 320 million budgeted for IT expenditure, only some 15 percent were spent.

The Registration and Licencing System (RLS) database was not updated over the past years with the collections at the Mauritius Post Ltd (MPL) for renewal of MVL. The cash collections at the MPL accounted for an average of 80 percent of all collections (an average of some Rs 1.3 billion annually) which were not updated on the outdated system.

Replacement of this outdated IT System should have been a priority of NLTA.

### *Ministry's Comments*

The Ministry concurred with the overall audit findings, causes and consequences and submitted the following comments on how the shortcomings were being or would be addressed:

- (i) Issues related to funding and lack of technical expertise were also responsible for the abovementioned consequences.
- (ii) Procedures were ongoing for the finalisation of the Scheme of Service for the post of Chief National Transport Commissioner, its subsequent prescription and availability of funds.
- (iii) Several attempts to roll out the CTS were unsuccessful due to various reasons. Prior to embarking on the CTS, there is a need to consider the technical aspects thereto which are quite complex and far-reaching, as well as wide legal and financial implications. It is envisaged that relevant expertise and assistance would have to be secured in order to better frame the Project requirements and Implementation Strategy. Additionally, the implementation of the project would require public sensitisation. Discussions were ongoing regarding constituent components (like Fleet Management System and Electronic Ticketing Machine) related to this system.
- (iv) In respect of the Free Travel Scheme, a Transaction Adviser had been appointed and a revised implementation plan was being worked out to ensure that the system will be introduced within the next financial year, that is 2025/26.
- (v) In respect of BCRA, the agreement was considered to be still valid. In the context of the forthcoming introduction of the Fleet Management System, actions have already been initiated to review the agreement in consultation with relevant stakeholders. The Attorney General's Office would be approached shortly for vetting of the revised document. It is expected that shortly, a new Agreement will be signed with the bus operators.
- (vi) The Passenger Information System was a pilot project with no proper maintenance contract. This system would be included as a component of the upcoming Fleet Management System.
- (vii) Funds were being provided in the Estimates 2025/26 to replace the outdated system. Online MVL System has been enhanced in June 2025, which would drastically reduce the renewal of MVLs at the Mauritius Post Ltd.

### *NAO's Comments on Ministry's Reply*

- (i) There is still no visibility as of June 2025, when the Scheme of Service for the post of Chief National Transport Commissioner would be finalised to ensure that NLTA has the appropriate personnel at strategic level to drive it towards meeting all the outstanding deliverables.
- (ii) Some eight years after the initiation of the CTS whereby funds were consecutively provided over the last three financial years, the Ministry is still considering that the system is complex to implement, and is without any proposed implementation schedule.
- (iii) Review and signature of the BCRA are unlikely to be executed shortly as it is contingent on several factors including the successful implementation of the Fleet Management System.
- (iv) Funds to replace the obsolete system has been provided over three financial years as per Budgetary Estimates 2025/26, indicating that it would take a further 3 years to replace completely the obsolete system.

### **A.2 Structure and Decentralisation of the Services of NLTA**

In accordance with the Road Traffic Act and the NLTA Act, the main transactions effected at its counters comprise the following: renewal of Motor Vehicle Licence, issue of 'Certificat de Gage sans déplacement' transfer of ownership, custom clearance, removal permits, issue /Re-issue / loss of registration book (horsepower), amendments to particulars of vehicles, re-registration, inscription /removal of lien, change of name and address and copy of entry.

The highest frequency of visits of service users were related to the renewal of Motor Vehicle Licence, issue of Horsepower, issue of 'Certificat de Gage sans déplacement' and transfer of ownership of vehicle. Initiatives were taken to decentralise through opening of sub-offices and providing these services online.

### **What is the current situation**

- (i) There have been numerous complaints of the poor counter services leading to long queues over several months. Not all the counters were operational due to shortage of staff, high rate of absenteeism and reluctance of staff to work beyond office hours. Some 70 staff (of Management Support Officers grade) were recruited to bridge the staff shortage in June/July 2024.
- (ii) As of July 2024, there was a significant gap in the organisation chart together with an acute shortage in the number of officers in different grades, particularly at Management Level. All the key posts, except that of the Road Transport Commissioner were vacant, either due to retirement of substantive holders or inability to recruit. Even recruitment on contractual basis for some key posts was envisaged.

- (iii) As per records examined at NLTA and the Ministry, there were indications that the Ministry was substantially involved in managing operational issues which should have been managed by the NLTA's Management. This included the provision of counter services, deployment of staff, complaints handling and operational issues with online services.
- (iv) Customer touch point interfaces were insufficient and not spread out uniformly across the island. As from 2018 new counter services were offered at Flacq, Curepipe and Emmanuel Anquetil Building (EAB) in Port Louis. Several services offered at the Head Office were extended to these sub-offices.
- (v) However, the Southern, Western and Northern regions of the island were still not provided with counter services.
- (vi) Despite the initiatives to decentralise its services, service users were still queuing for services at the Head Office in Cassis, as well as at its sub-offices. They were required to attend in person to effect certain type of transactions, which were often time-consuming and could take several hours, particularly during peak periods.
- (vii) One of the causes for the queues was the time taken to locate and process the right data which led to staff spending substantial time hunting and waiting for data to perform the required tasks as data was kept in manual records.
- (viii) The NLTA has not yet embarked on the E-Document Management System to reduce the volume of physical files. As of April 2025, there were some 99,000 files in the Registry Section of NLTA Head Office which have not been scanned, converted into a digital format and uploaded on its IT system. Had same been carried out, the easier and speedier access and retrieval of information would have reduced the time for performing transactions, and hence waiting times.

### *Ministry's Comments*

The Ministry concurred with the overall audit findings, causes and consequences and submitted the following comments on how the shortcomings were being or would be addressed:

- (i) Additional personnel have been posted at the counters of the NLTA Head Office counters and the waiting time has been drastically reduced.
- (ii) Two additional counters have been set up at EAB to reduce queuing for issue of Certificat de Gage.
- (iii) Ministry was working on further decentralising the NLTA's services, which included the setting up of a Vehicle Registration Centre at Phoenix.



- (iv) Discussions on digitalisation of all the NLTA services over the next 5 years have been initiated, including the consideration of an E-Document Management System.

### *NAO's Comments on Ministry's Reply*

There is no time frame set in respect of when the E-Document Management System will be fully implemented.

## **A.3 Provision of Counter Services at NLTA**

### **What should have been**

In 2016, the then Ministry of Civil Service and Administrative Reforms issued 'Guidelines on Providing Quality Counter/Customer Services'<sup>4</sup> to be adopted by the civil service in Mauritius. This initiative was a key element of the government's strategy for the delivery of quality services to the population. These guidelines aim at assisting public sector organisations to put in place Quality Counter/ Customer Services and constantly improve upon same.

The guidelines included recommendations on how to ease accessibility, provide unambiguous directions regarding where and what services were delivered, and creation of comfortable waiting areas with adequate number of visitors chairs.

Equally important is the provision of safe and comfortable working spaces to public officers who provide the counter services. As per occupational safety and health regulations, workplaces should be safe, comfortable with sufficient space per employee and provided with appropriate lighting and ventilation.

### **What is the current situation**

#### *(i) Counter Services at NLTA Head Office Cassis*

The NLTA Head Office was housed in a rented building since January 2000. The lease agreement had already expired in January 2019 and was being renewed on a month-to-month basis. As per NLTA, this building was not meeting its requirements in terms of floor area, parking amenities, security, and health and safety issues.

NLTA initiated several exercises to relocate to a more suitable location with additional space for its counter services, store, registry, archive, and parking facilities for the public over and above for official use. None of these initiatives materialised.

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<sup>4</sup> <https://govmu.org/EN/infoservices/govcivil/Documents/guidelinesccs.pdf>



Despite decentralising its services through its three sub-offices, post offices of Mauritius Post Ltd and availability of several online services, the Head Office still experienced a high influx of service users for various transactions which required them to be physically present at the counters.

Only some 40 parking slots were available on the premises and which were primarily reserved for NLTA's personnel. However, as of April 2025, more than 50 vehicles were being parked daily and were impeding the smooth movement within the compound.

No parking facilities were available for service users on the premises of NLTA. Service users attending NLTA were compelled to look for parking spaces along public roads over a stretch of more than 300 metres, causing inconvenience in terms of accessibility. Also, of much concern was the security and traffic flow aspects arising out of parking along the public roads.

Files dating more than 15 years were still being kept and used. Some workrooms were overcrowded and overcramped, while others lacked sufficient office space for the smooth running of the operations.

Defective urinals and poor level of cleanliness of the toilets on the ground floor for both service users and personnel remained a continuous source of inconvenience.

#### *(ii) Counter services at Emmanuel Anquetil Building Sub-office*

As from September 2024, services relating to the issue of a "Certificat de Gage" from the Registrar General's Office for sales of vehicles between private individuals were available online. As regards "Certificat de Gage" not involving private individuals, the EAB sub-office continued to process same on spot, requiring the physical presence of applicants.

In March 2025, NLTA reported that the queue which used to be on the ground floor of the sub-office in respect of this service had shifted to the sixth floor of the Registrar General of Emmanuel Anquetil Building, indicating that the related transactions were still time consuming.

During April 2025, the EAB sub-office was reported to receive 300 serially numbered printed tickets daily from the NLTA's Head Office to implement a queuing system. These tickets were then distributed to members of the public, waiting to be served for relevant services. Based on the ticket usage, an average 250 members were served at the counters.

However, only 18 seats were available, which were inadequate and caused discomfort to those waiting in the queues.

The Ministry of National Infrastructure advised that the mezzanine floor was not fit to provide public services as it had a low ceiling height and staircase access. However, in July 2024 the Ministry added two counters on the mezzanine floor, over and above the two existing counters to reduce waiting times.

Ceiling leaks were reported near the staircase, representing slipping hazards for staff and service users. Documents pertaining to sale of vehicle were stacked near the counter at the ground floor and in the messroom, occupying space unnecessarily and accumulating dust.

Additionally, there were no provision of toilet facilities to service users.

Figure 3 relates to photographs showing queuing on 27 August 2024 and 17 April 2025 with inadequate seating facilities. Figure 4 relates to photographs taken on 17 April 2025, showing stacking of documents at the counter and leakage counter measure at ground level.

**Figure 3: Queuing at the Emmanuel Anquetil Sub-office**

Queuing on 27 August 2024



Queuing on 17 April 2025



*Source: National Audit Office*

**Figure 4: Stacking of documents at counter and leakage inside Emmanuel Anquetil Sub-office**

Stacking of documents at the counter- 17 April 2025



Leakage from ceiling -17 April 2025



*Source: National Audit Office*

### *(iii) Counter services at NLTA Flacq Sub-office*

The Flacq Sub-office was operational as from June 2018, at the Customer Service Centre of Flacq District Council. The waiting area of this sub-office was located in a narrow corridor. Additionally, the number of chairs available for visitors was inadequate, compelling service users to stand while waiting for the provision of the services.

### *Ministry's Comments*

The Ministry concurred with the overall audit findings, causes and consequences and submitted the following comments on how it will address the shortcomings:

- (i) The Ministry had been apprised that the current lease agreement of the NLTA's Head Office building has been reviewed for a period of three years as from 01 July 2025.
- (ii) Regarding defective urinals and poor level of cleanliness, NLTA had liaised with the landlord for remedial works.
- (iii) NLTA's management had been requested to look into the issue of parking.
- (iv) Ministry had agreed to contact the National Archives to consider archiving of documents.
- (v) The issue of water leakage and provision of toilet will be addressed.
- (vi) Regarding seating facilities at Flacq Sub-Office, NLTA will liaise with the District Council of Flacq for a holistic solution.
- (vii) As regards queuing, this would be addressed in the context of the forthcoming setting up of a Vehicle Registration Centre at Phoenix with a one-stop shop and decentralised service expected in the coming months.

### *NAO's Comments on Ministry's Reply*

These operational issues should have been addressed promptly, as and when they occurred, to avoid inconveniences to service users and NLTA personnel.

## **A.4 Inadequate Key Performance Indicators and benchmarking**

### **What should have been**

According to good practices, Key Performance Indicators (KPIs) are formulated and assigned to measure effectiveness, ensure accountability, and monitor value for money. Generally, performance measures and targets which are meaningful and reliable indicators of the functions of that particular entity are chosen.

When an entity starts to analyse performance data in relation to its published KPIs over a specified period of time, then it can test the logic of its business operations - that is whether expected outcomes are being realised out of the outputs and inputs.

NLTA was expected to implement best practices relating to the licensing, registration and examination of vehicles; and also establish key performance indicators to benchmark service level performance across the transport industry (the TOR of Chief National Transport Commissioner refers).

## What is the current situation

- During the past six years, KPIs and targets were set for only two financial years. Details are as per Table 5.

**Table 5: Key Performance Indicators and Targets of the National Land Transport Authority**

Financial Year	Enabler / Main Service / Key Action / Target	
<b>2020-21</b>	<i>Strategic Direction</i>	Improve NLTA Customer Service
	<i>Enabler</i>	(i) Develop a Mobile Application to facilitate online access to the NLTA services (ii) Streamline procedures for registration of vehicles
	<i>Key Action</i>	Modernise the Public Transport System
	<i>Key Performance Indicator</i>	<i>Introduction of Cashless Bus Ticketing System with Target Date of May 2021.</i> <i>Access to online NLTA services facilitated through digital application with Target Date of March 2021.</i>
<b>2024-25</b>	<i>Strategic Direction</i>	Improve NLTA customer service
	<i>Enabler</i>	Streamline the process and digitalise the NLTA services to improve customer service
	<i>Main Service</i>	Regulate and oversee the land transport system
	<i>Key Performance Indicator</i>	<i>Access to online NLTA services facilitated with Target Date of April 2025</i>

*Source: National Budget, Ministry of Finance*

The KPI relating to the ‘Introduction of Cashless Bus Ticketing System with Target Date of May 2021’ was not achieved as of April 2025.

In respect of the KPI ‘Access to online NLTA services facilitated with Target Date of April 2025’, though access to this e-service has been achieved, but its take-up was still very low.

KPIs of NLTA when benchmarked with those of other countries, were found to be inadequate in respect of the coverage of its operations. Also, it did not have in place a mechanism which provided adequate performance information which were reliable, consistent and comparable over time.

In contrast, counterpart like the Driver and Vehicle Licensing Agency of the Department of Transport of United Kingdom, published performance information on how services like Vehicle Tax renewals were performing. Appendix III refers.

## A.5 Causes and Consequences

- The Ministry adopted the strategic choice of revamping the ex-NLTA from a regulatory body into an agile organisation capable of meeting new challenges in terms of adoption of technology in the field of transport, provision of a safe, reliable and integrated public transport services, and creation of a customer-centric regulatory body.

*Enhancing the Registration and Licensing Services of the National Land Transport Authority*

- (ii) However, this revamping was not accompanied by the formulation and implementation of a Strategic Plan that would provide for a close fit between strategy and structure, prioritisation and resource allocation, and how to measure performance and accountability.
- (iii) The Ministry did not consistently focus on the need to set up in a timely manner an appropriate governance structure with the recruitment of suitably qualified personnel to do away with the traditional way of carrying activities within NLTA. It had adopted a fire-fighting approach rather than formulating and implementing a recruitment plan to create the appropriate structure.
- (iv) NLTA was acting both as a regulator and operator, and there were indications that it was ‘stuck in the middle’ since key projects that should have been completed over past years, were outstanding as of April 2025. Rather, significant time and resources were spent on attending to recurring operational issues.

## **A.6 Recommendations**

The NLTA should formulate a Strategic Plan to provide visibility on how in the medium to long term, it will deliver as per its mandate, use resource resources efficiently and ensure monitoring over its performance and accountability.

- (i) This Plan should consider the re-structuring of NLTA into two distinct teams: a strategic management team and an operational management team, all of them reporting to a Chief Commissioner. The strategic management team should be properly staffed (with appropriate technical expertise and international experience) and allocated the mandate of focusing on strategic issues (like transport planning and economics, Free Travel Scheme, Fleet Management System and Digitalisation) instead of spending time on routine operational tasks.

All operational issues could be handled at the level of the Road Transport Controller.

- (ii) Also, involvement of the Ministry vis a vis the NLTA should be clearly defined, with the Ministry focusing on oversight, policy issues and taking under its purview of projects which NLTA cannot deliver upon.
- (iii) This Plan should also consider devolving operational tasks to other entities to enable it to focus on its core regulatory and oversight roles. The privatisation of fitness centres was a laudable initiative of ex-NTA, enabling third parties to perform these tasks more efficiently and effectively and NTA keeping the oversight role.



NLTA should re-examine its business processes and consider non-core activities which could be devolved. One such activity that can be considered to be devolved to other entities (like the Police Department or Municipal Councils or private firms) are the Traffic Warden activities – like Paid Parking, Immobilisation of Vehicles and Parking Offences of the Road Traffic Regulations.

In cities like London, parking regulations are primarily enforced by local authorities<sup>5</sup>. These authorities employ Civil Enforcement Officers (CEOs) to patrol and issue Penalty Charge Notices (PCNs) for parking violations. Additionally, some enforcement is carried out through the use of CCTV cameras, both static and mobile.

- (iv) It should add more e-services and enhance the extent of coverage of existing ones. For example, the online First Registration can be extended to more than the current eight motor vehicle dealers, which would materially reduce the need for counter services. Also, online payment of parking fines could be offered as an e-service.
- (v) NLTA can explore the potential benefit to be derived from the network of post offices of the Mauritius Post Ltd in its attempt to decentralise its counter services. Through a collaborative arrangement, NLTA counter services can be provided in post offices in the northern, western and southern parts of Mauritius.
  - Collaboration for space to house Counter Services can be explored with District and Municipal Councils also.
  - This would greatly reduce the need for office spaces to house NLTA personnel, and hence lead towards a Digitalised Office requiring less administrative spaces.
- (vi) The data in the 99,000 manual files at the Head Office can be digitalised and uploaded on the IT system of NLTA. This would minimise NLTA's staff hunting and waiting for data to perform the required tasks.
- (vii) With a revamped core IT system, key data in manual files when digitalised and uploaded online, and adequate service counters across the island through collaboration with Mauritius Post Ltd, would minimise the need for physical presence of service users at the Head Office and sub-offices. This would eventually address effectively the problems of accessibility and inconvenient counter services.

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<sup>5</sup> More details accessible at <https://www.cityoflondon.gov.uk/services/parking/parking-tickets/parking-enforcement#:~:text=Enforcement%20and%20penalty%20charge%20notices,report%20problems%20with%20parked%20vehicles>.

### *Ministry's Comments*

The Ministry concurred with the overall audit findings, causes and consequences and submitted the following comments on how the shortcomings were being or would be addressed:

- (i) The KPI relating to the Cashless Bus Ticketing System with target date not being achieved was mainly due to the complex technical intricacies of the project, as well as the wide legal and financial implications.
- (ii) NLTA's Management had already been requested to come up with a strategic plan before the end of 2025 while considering NAO's recommendations.

### *NAO's Comments on Ministry's Reply*

- (i) As of June 2025, there is no visibility on when the implementation of Cashless Ticketing System would be completed.
- (ii) The Ministry should closely monitor the formulation of the Strategic Plan and ensure that it is finalised by the end of 2025.

## **SECTION B: Developing and increasing adoption of online registration and licensing services**

### **B.1 Core IT System not yet revamped to support adoption of Licensing and Registration of e-services**

#### **What should have been**

As part of the Information Plan of 2017, there was an IT Strategic Plan accompanied by a proposal to improve NLTA's efficiency in service delivery and making information available to stakeholders. The solution proposed an IT Core System that would provide a stable system that could meet future digitalisation needs, and included the digitalisation of the registration and licensing services.

What was required since 2017 was the revamping of the existing obsolete NLTA's IT system, digitalisation of its services, a new institutional IT set up and a legislative framework to manage effectively its digital transformation.

#### **What we found**

The replacement of the obsolete system was still outstanding as of June 2025.

Most of the NLTA's business system including MVL Online and Registration services was dependent on this obsolete core/central system. There were two ways to address the obsolescence of the system: either to upgrade the existing system with a new license or to scrap it and replace with new hardware and software.

Funds were provided in the 2017-18 and 2018-2019 Budget Estimates for replacement of the obsolete system, but same was not carried out. In the estimates 2024-25, no funds were allocated for the procurement exercise based on the technical specifications prepared by the Central Informatics Bureau in March 2024.

As of April 2025, the Central Informatics Bureau has worked out the Technical Specifications of the project in consultation with relevant stakeholders, and financial clearance has been requested.

#### **Consequences**

##### *High risk of system crash and service disruption*

The risk for the system to crash was reported to be high by NLTA, as the system was not initially designed to cater for online services and over the years additional load was added.



With the increasing number of new vehicles being registered, and access by increasing number of users, the performance of the system was unstable. As of March 2025, there were some 720,000 vehicles registered at NLTA, and the average annual increase was around four percent.

The service delivery to customers, future growth opportunities, possibilities for integration with other systems and services were all affected by risks and issues which included the following:

- (i) The existing NLTA's system was obsolete, more than 20 years old, based on an outdated version of Oracle software. This version of Oracle software was out of support. New patch updates, bug and security fixes were not available for this version. This rendered the system vulnerable to security risks.
- (ii) The system also ran on an outdated version of Windows Operating System, which was no longer supported by Microsoft. Thus, NLTA had many old computers which ran on this old unsupported version of Windows- and these computers could not be replaced since new computers would not work on the existing system. New PCs procured could not be allocated to NLTA's Counter Officers.
- (iii) The Oracle system for Registration and Licensing modules were outdated and needed upgraded with new functionalities.
- (iv) The hardware on the server side were of proprietary type, and they were ageing and were no longer manufactured. Sourcing of new parts for replacement in case of failure would be problematic and would lead to service disruption in case of hardware failure.
- (v) There were licensing costs and restrictions like vendor lock-in for both the hardware and software which limited options for partial upgrades and prevented the Oracle-based application from being deployed on Government on Line Centre infrastructures.
- (vi) Difficulties would be encountered in extending the system to cater for new services and future improvements like the Cashless Ticketing System.

The servers of this obsolete system were hosted at NLTA. There were no data centre facilities and no disaster recovery site to maintain availability of the IT resources and services in case of a crash of the whole system. In addition to hardware and maintenance agreements with the Supplier of this obsolete system, data were backed up regularly to mitigate risks of failure.

Once yearly, a drill was carried out, under the hardware maintenance agreement during which a crash of the current NLTA server was simulated. The supplier would bring a spare server (a unique, similar obsolete one) which was tested to ensure that it could be used as substitute. However, the spare server belonged to the Supplier and under the agreement there was no provision for it to be surrendered free of charge or sold to the NLTA at a pre-determined price.

Still, even if the substitute could replace a crashed NLTA's server, NLTA would still be exposed to running a spare critical hardware for which there was no back up. Any failure of this spare server would be catastrophic as the whole operation of NLTA would be compromised without any visibility on any potential recovery.

### **Cause**

Despite the vulnerability of the obsolete core IT system was highlighted in the 2017 Information Plan, the associated risks were not addressed effectively by NLTA and the Ministry. Investment into this system was not prioritised though funds were made available in the 2017-18 and 2018-2019 Budget Estimates. Rather, funds amounting to some Rs 25 million were invested in projects like the Passenger Information System which brought no value to the NLTA and had to be scrapped.

### **Recommendations**

- (i) Investment into the replacement of this obsolete system should be among the highest priority of NLTA.
- (ii) Agreement should be finalised with the Supplier on the surrender or purchase of the spare server.
- (iii) Pending replacement of the obsolete system, availability of a similar server locally or abroad should be explored to eliminate exclusive dependence on the Supplier.

### ***Ministry's Comments***

The Ministry concurred with the overall audit findings, causes and consequences and submitted the following comments how the shortcomings were being or would be addressed:

- (i) The Central Informatics Bureau had recommended remedial actions which were being looked into by NLTA.
- (ii) The revamping of the core NLTA IT system was in the pipeline.

### ***NAO's Comments on Ministry's Reply***

The Ministry should set up a Steering Committee to ensure that the remedial actions recommended by CIB are implemented, and the revamping of the core system is carried out as per budget, time schedule and be of intended quality.

## **B.2 Low uptake of the online MVL renewal**

### **What should have been**

The following benefits were expected to be derived through the Online MVL system:

- It was considered to be a user-friendly system. The renewal could be conveniently done online, without service users being physically present at the NLTA or Mauritius Post Limited counters and spend time waiting in queues.
- The workload at NLTA's Office counters would be reduced. Staff would be able to concentrate on transactions which necessarily require physical presence at the NLTA counters, and hence lead to less paper work and significant savings on staff cost.
- With the annual increase in the number of vehicles on the road, the number of transactions at counters had increased. Consequently, online payments could easily cope with increasing fleet size.

### **What we found**

#### *(i) Renewal of MVL at Post Offices extended up to 30 June 2025*

The Motor Vehicle Online Phase I was released in December 2018 to enable payment of Road Tax (commonly known as Declaration) online. Over the years the system was enhanced to accept payment through a Payment Gateway and printing of QR Code vignette.

By July 2024, the Online MVL Platform was reported to have been tested, and no issue was recorded. A sensitisation campaign was organised with the assistance of the Mauritius Film Development Corporation. A help desk was also set up to assist users encountering problem during online renewal.

As from 01 August 2024, no renewal of MVL involving some 350,000 private vehicles, was allowed at the NLTA counters. Renewals had to be carried out either online or at Mauritius Post Ltd counters.

As from 01 December 2024, the renewal of MVL of private and commercial vehicles would have to be carried out solely through the online platform- no longer at post offices. However, there were numerous complaints regarding technical issues encountered by users which prevented online renewals of MVL.

On 27 November 2024, the Ministry by way of a communique extended the renewal at Mauritius Post Ltd up to June 2025 to avoid public uproar.

*(ii) No performance metrics on the MVL System*

Analysis of Technical Specifications of NLTA's e-Services revealed that performance metrics were not embedded at design stage of these systems. For example, one of the most important e-service used was the Online Motor Vehicle Licence (MVL) Renewal System had no performance metrics, as listed below, to assess its performance:

- *Task Completion Rate:* The percentage of users who successfully completed the renewal and payment process without issues.
- *Abandonment Rate:* The percentage of users who started but did not complete the license renewal or payment process.
- *Average Time to Complete Transaction:* Measures how long it took for users to complete the entire process from start to finish.
- *Mobile Responsiveness:* Measures how well the system functioned on mobile devices and across different screen sizes.
- *Transaction Processing Time:* The time it took for a payment or renewal transaction to be processed and confirmed.
- *Page Load Time:* The average time it took for pages to load, as a reasonable loading time enables a smooth user experience.
- *Transaction Success Rate:* The percentage of payment transactions that were processed successfully without failures.

NLTA claimed that this e-service was functioning as intended. However, the contrary was demonstrated by the numerous complaints from MVL owners. In the absence of information on such metrics as an indicator of performance, NLTA could not improve on the potential deficiencies in the system.

On Friday 11 October 2024, NAO Officers test checked the QR Code generated by the Online MVL system in the company of NLTA's Inspectorate Officers. The test confirmed that the online system had technical issues relating to the reliability of information on fitness certificates and insurance cover, all of which were important to process effectively online renewal of MVL.

Also, the KPI for the NLTA for the year 2024-25 was 'Access to online NLTA services facilitated', without a target set for the uptake level of the e-services.

### **Causes and Consequences**

- Despite the assurance given by NLTA on the performance of the Online MVL system, following a sensitisation campaign and setting of a help desk, the uptake of this e-service was still very low.

Online renewals accounted for only some 13 percent of total renewals during period August 2024 -April 2025. Details are as per Table 6.

*Enhancing the Registration and Licensing Services of the National Land Transport Authority*

**Table 6: Details on renewals during period August 2024- April 2025**

<b>Month</b>	<b>Number of renewals on the Online MVL platform</b>	<b>Number of renewals at Mauritius Post Ltd</b>
August 2024	2,965	38,477
September 2024	3,340	34,142
October 2024	5,182	34,114
November 2024	6,170	34,954
December 2024	6,050	38,778
January 2025	5,174	32,152
February 2025	4,821	27,373
March 2025	6,662	38,873
April 2025	4,872	25,552
<b>Total</b>	<b>45,236</b>	<b>304,415</b>

*Source: NLTA and Mauritius Post Ltd*

- The low uptake was associated with poor conceptualisation of the design of this e-service as it did not include the right standard and guidelines and it fell short of international benchmark. A re-design of the e-service was envisaged by the Ministry to make it more user friendly.

## **Recommendations**

- (i) The Ministry should expedite re-design the e-service as it has to attract all the service users on the online platform, which eventually will lead to provision of an effective and efficient service.
- (ii) To ensure effective monitoring of the e-service performance with a view to increasing its uptake, performance metrics should be embedded in same.
- (iii) A more specific dashboard can be used by NLTA to provide an overview on to what extent it is providing and effective and efficient services.

## ***Ministry's Comments***

The Ministry concurred with the overall audit findings, causes and consequences and submitted the following comments how the shortcomings were being or would be addressed:

- (i) The redesign of NLTA's e-services was underway. The online MVL will be operational as from 01 July 2025. The enhanced platform which was considered more user friendly and more effective/ efficient had been soft launched on 03 June 2025.
- (ii) The possibility to publish additional information on Key Performance Indicators will be looked into in the context of the forthcoming Annual Reports of the Ministry.

### *NAO's Comments on Ministry's Reply*

- (i) The performance metrics to monitor the Online MVL System should be integrated in the system to provide an independent oversight on the quality of the e-service.
- (ii) The formulation of KPIs should not be limited to its inclusion in the Annual Report, but rather used as a tool to monitor the performance of NLTA and trigger prompt corrective actions as when required.

## CHAPTER FOUR

### CONCLUSION AND KEY RECOMMENDATION

*This Chapter concludes against the audit objective based on the analysis and findings supported by audit evidence as elaborated in the previous Chapter, and it also includes key recommendation.*

The formulation of an Information Plan in 2017 and the revamping of ex-NTA into NLTA were laudable initiatives towards providing efficient and effective services to all stakeholders.

The revamping exercise, among other objectives, was to provide an appropriate governance structure through a proper organisational set up over land transport operations, which included registration and licensing activities.

However, this revamping was not accompanied by implementation of an appropriate governance structure. There were gaps in the existing governance structure, which did not support implementation of key components of the Information Plan, such as the timely replacement of the core obsolete IT system to support effective and efficient provision of the registration and licensing e-services.

Since 2018, NLTA was struggling to increase the uptake of the online Motor Vehicle Licence renewal in its attempt to eliminate queuing at its Service Counters and complaints of poor services. As of April 2025, the uptake of this service was still low, that is a monthly average of only 13 percent of the total renewals. The low uptake was associated with poor design of the e-service which did not attract service users to adopt online renewal.

Timely replacement of the obsolete system would have provided a stable core system which would have expedited the provision of effective and efficient registration and licencing services, among other benefits.

As of June 2025, NAO is of the opinion that there is substantial room for improvement of the registration and licensing services to meet service users' expectations, in a cost-effective manner.

The registration and licensing activities of NLTA are of national importance, which require the contribution of key stakeholders to bridge the gaps identified in areas of governance, funding and digitalisation. A suitably formulated Strategic Plan to address these gaps and appropriately supported by an Action Plan is of paramount importance.

It is recommended that a High-Level Steering Committee be set up comprising Ministry of Land Transport, Ministry of Information Technology, Communication and Innovation, Ministry of Public Service and Administrative Reforms, Ministry of Finance, Police Service and other relevant stakeholders to ensure a concerted approach to implement the Action Plan.

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**Functions carried out by the Registration Section include:**

- i. First registration of new/second-hand imported motor vehicles.
- ii. Transfer of ownership of motor vehicles.
- iii. Issue of ‘Certificat de Gage’, including copy and duplicate.
- iv. Lien clearance and inscription, cancellation of inscription.
- v. Duplicate of loss horsepower.
- vi. Reservation of personalized number (including old Registration Marks).
- vii. Reservation of running series.
- viii. Allocation of Registration mark including reservation for new/old personalized/non-private institutions. (CD, CC, RM, etc).
- ix. Authorized Dealers (create and modify).
- x. Renewal of Motor vehicle Licence.
- xi. Payment of motor vehicle Licence (private Car, ‘A’ carrier, ‘B’ carrier, Taxi, concessionary, RSL, Contract Bus, Contract car).
- xii. De-registration and Re-registration of vehicles.
- xiii. Issue of Removal permit “permission to remove unlicensed vehicles.

**Licensing**

The function carried out by the Licensing Section includes the issue of licences for:

- i. ‘A’ carrier’s licence: An ‘A’ carrier licence is a licence which enables the owner of a goods vehicle to use that vehicle for the carriage of goods for hire or reward, subject to conditions attached to the licence.
- ii. ‘B’ Carrier’s licence: A ‘B’ carrier licence is a licence which enables the owner of a goods vehicle to use that vehicle for the carriage of goods and persons free of charge for or in connection with any trade or business carried on by him.
- iii. Public Service Vehicle (Contract bus) licence: This Licence authorises a motor vehicle, having a seating capacity for more than seven or more passengers to carry passengers for hire or reward under a contract.
- iv. Public Service Vehicle (Contract car) Licence: This Licence authorises a motor vehicle, having a seating capacity for not more than six passengers to be let out for hire or reward.
- v. Public Service Vehicle (Taxi) Licence: This Licence authorises the owner of a motor vehicle, having a seating capacity for not more than six passengers, to carry passengers and their effects.
- vi. Road Service Licence: This licence authorises the owner of a bus to carry passengers for hire or reward at separate fares along specified bus route.
- vii. Motor vehicle dealer’s licence (TP): This licence is issued to motor vehicle dealers, manufacturer or repairers only. It enables them to run motor vehicles which do not have a valid motor vehicle licence on public roads for specific purposes such as trial by potential clients, testing after repairs, etc. These vehicles have TP plates affixed to them.

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### Services provided at the Head Office and Sub-Offices of NLTA

#### Services provided at NLTA Head office

- i. Online First Registration for New and Imported Vehicles by Motor Vehicle Dealers (Except for those dealers who are using the Online platform).
- ii. Variation of personalized Registration Mark.
- iii. Processing Registration Book for Government-Owned vehicle.
- iv. Inscription of lien from Accountant-General Department.
- v. Issuance of Free copy of Entry for Court case.
- vi. Variation and implementation of Personalized Registration Mark (from 1 to 9999, FN1 to ZZ1000, A1 to FM1000, AAA1 TO AAAA).
- vii. Removal of Gage Certificate for Personalized Registration Mark for Companies.
- viii. Issue of Registration Book for New and Second-hand Imported vehicles.
- ix. Reservation of Personalized Registration Mark for new and Second-hand Imported vehicles.
- x. Removal of duty.
- xi. Replacement, implementation and renewal of PSV (Taxi) Licence.
- xii. Transfer of ownership for PSV (Taxi) Licence, A & B carrier Licences, to issue fitness memo for respective licences.
- xiii. Transfer of ownership for heirs.
- xiv. Variation of goods for Goods vehicles (change of goods authorized in 'B' Carrier licence).
- xv. Issue for additional passengers for 'B' Carriers' Licence.
- xvi. Issue for the permission of sanitary permit for Goods vehicle carrying foodstuff.
- xvii. Amendment and issuance of fitness report for all types of vehicles.
- xviii. Re registration for de-registered vehicle (casé scelle).
- xix. Implementation and renewal for public and private Petrol Stations.
- xx. Parking fines for parking notice and notice to owner.
- xxi. Issue for licence and MVL for crop season for Goods vehicles.
- xxii. Issue of MVL for concessionary rate vehicles, free for parastatal authority, towing vehicles, hearse, ambulance.
- xxiii. Issue of Taxi Drivers Pass for Licencee and Full Time Drivers.
- xxiv. Issue of Conductor Licence, Conductor Badge, bus Driver's Badge and conducting examination for Conductors.
- xxv. Payment of MVL for those who are facing Online MVL issues.
- xxvi. Replacement, implementation, renewal of PSV Contract (Car) Licence (3 licences at a time), Road Service Licence (RSL) and PSV Contract Bus Licence.
- xxvii. Issue of duplicate licences for PSV Contract (Car) Licence, RSL and PSV Contract (Bus) Licence.
- xxviii. Renewal of MVL for PSV Contract (Car) Licence, RSL and PSV Contract (Bus) Licence.
- xxix. Record police inquiry for PSV Contract vehicles.
- xxx. Taking application for PSV (Taxi) Licence, 'A' & 'B' Carrier Licences, PSV Contract (Car) Licence, RSL and PSV Contract (Bus) Licence.
- xxxi. Issue for the process of duty for PSV (Taxi) Licence.

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**Services provided at Sub-Offices**

**Forest Side and Flacq**

The sub offices at Forest Side and Flacq provide the following services:

- i. Renewal of MVL for private cars (only for those vehicles where such transactions cannot be performed at the post offices or online as the case may be) and Goods vehicles ("A" and "B" Carrier), Taxi and Renewal of Concession.
- ii. Renewal of "B" Carriers "A" Carriers, Public Service Vehicle (PSV) (Taxi) Licences.
- iii. Transfer of Ownership (including transfer of heirs, etc.).
- iv. Gage sans déplacement.
- v. Implementation of "A" and "B" Carriers' Licence.
- vi. Copy of entry.
- vii. Removal permit.
- viii. Change of name and address.
- ix. Inscription/Removal of Lien.
- x. Duplicate and Re-issue of Registration Book (Horsepower).
- xi. Issuance of duplicate MVL.
- xii. Amendment to vehicle particulars.
- xiii. Customs clearance.
- xiv. Issue of Fitness report.
- xv. Issue of Memo Fitness for "A" Carrier's and "B" Carrier's.
- xvi. Replacement of "A" Carrier's and "B" Carrier's.
- xvii. Re-registration of vehicle.
- xviii. Renewal of Public Petrol Service Station Licence.
- xix. Renewal Private Petrol Service Station Licence.

**Emmanuel Anquetil Building Sub-office**

EAB sub office performs for only the following activities:

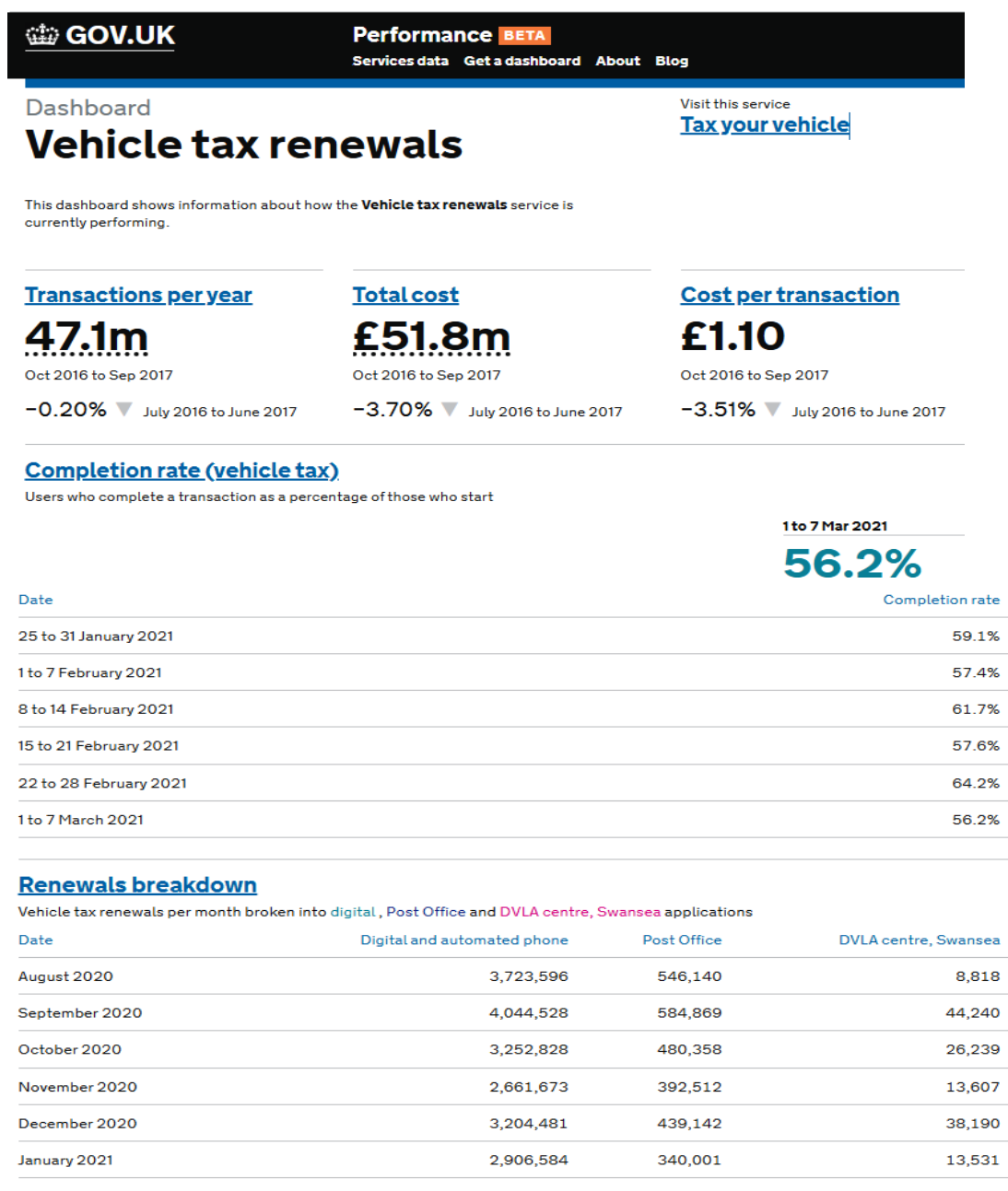
- i. All Certificat de Gage except individual to individual (excluding parent to child/Taxi purpose/Rodrigues).
- ii. Transfer of ownership.
- iii. Re-registration along with renewal of MVL/Road tax.

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## Benchmarking with Counterpart



Source: UK's Government Digital Service<sup>6</sup>

<sup>6</sup> Accessible at

<https://webarchive.nationalarchives.gov.uk/ukgwa/20210315084943/https://www.gov.uk/performance/vehicle-tax>

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## **National Audit Office**

Air Mauritius Centre, John Kennedy Street, Port Louis, Mauritius  
Tel: (230) 212 2096 Fax: (230) 211 0880 Web: <http://nao.govmu.org>