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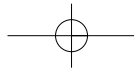
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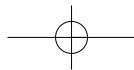
The Public Service of the Republic of Maldives – A Profile

Current Good Practices and New Developments in Public Service Management

Munawwar Alam and Mohammad Jasimuddin
Editors



GOVERNANCE AND INSTITUTIONAL DEVELOPMENT DIVISION
COMMONWEALTH SECRETARIAT





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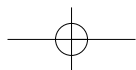
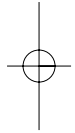
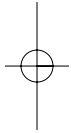
Acronyms

ADB	Asian Development Bank
ADC	Atoll Development Committee
CFTC	Commonwealth Fund for Technical Cooperation
CIO	Chief Information Officer
CSAP	Commonwealth Service Abroad Programme
CSIP	Customer Service Improvement Project
DHET	Department of Higher Education and Training
DHIRAAGU	Dhivehiraajjeyge Gulhun Private Ltd
EMIS	Employment Management and Information System
GIDD	Governance and Institutional Development Division
GNM	Government Network of Maldives
ICT	Information and Communications Technology
IDC	Island Development Committee
ISAC	Independent Software Architect Council
ISO	International Organisation for Standardization
IT	Information Technology
ITDP	Information Technology Development Project
LAN	Local Area Network
MATI	Maldives Association of Tourism Industry
MCMA	Maldives Centre for Management Administration
MIFCO	Maldives Industrial Fisheries Company Ltd
MoFT	Ministry of Finance and Treasury
MTCC	Maldives Transport and Contracting Company Ltd
MTSD	Management and Training Services Division
MWSC	Male' Water and Sewerage Company
NCC	National Computer Centre
NDP	National Development Plan
NGO	Non-Governmental Organisation
NOPAR	National Office of Personnel and Administrative Reform
PA	Performance Appraisal
PAS	Public Accounting System
PSD	Public Service Division
PSTG	Public Service Training Group
STO	State Trading Organisation Public Ltd



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SWOT	Strengths, Weaknesses, Opportunities and Threats
TNA	Training Needs Analysis
UNDP	United Nations Development Programme
WTO	World Trade Organization



Acknowledgements

This publication owes much to the remarkable partnership which the Commonwealth Secretariat forged with the Government of Maldives which began with the 1992 workshop on 'Decentralisation and the alternative mode of service delivery for small island states'. The central theme was to develop a roadmap to assist the Government of Maldives in its attempt to provide its citizens with an efficient and effective level of service delivery.

The seminars on introducing modern management practices to the northern and southern atolls held at Kulhudhuffushi and Gan in 2002 laid the foundations for the devolution of service delivery to the outer atolls.

The Commonwealth Secretariat, through the Commonwealth Fund for Technical Co-operation (CFTC), has assisted in strengthening the capacity of the President's Office through a number of interventions to expose senior officials to some of the best Commonwealth practices and facilitating the sharing of ideas and knowledge through participation in pan-Commonwealth and regional training programmes.

The Secretariat's involvement with the Public Service Division (PSD) of the Government of Maldives has helped promote skills development and modern management practices in the public sector through high quality seminars and workshops in key areas. These include quality management, leadership, effective change management, public expenditure management and budgeting, human resource development planning, improving the efficiency of the public service through Information Technology (IT), customer-oriented service, and the development of long-term missions and strategic plans for public sector organisations.

The support previously received from Dr Mohamed Asim, former Director-General of the PSD, and his commendable team is noteworthy. The preparation of this material is largely due to the leadership of its current Director-General, Dr Isaam Mohamed, and his dedicated and committed team, and we thank them for this.

The report has also been reviewed and edited by Dr Munawwar Alam, Adviser (Sub-national Administration and Government) in the Commonwealth Secretariat's Governance and Institutional Develop-

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ment Division (GIDD), and we are grateful to him for his professional input. Although in editing every attempt has been made to retain the accuracy of the contributions, final responsibility for any introduced errors or inaccuracies rests with me. The inclusion of any statement does not imply that it is an exhaustive analysis of current trends or that it is the official policy of the Commonwealth Secretariat or any government.

Mohammad Jasimuddin

Adviser, Asia Region

Governance and Institutional Development Division

Commonwealth Secretariat

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Foreword

The Governance and Institutional Development Division of the Commonwealth Secretariat has responsibility for the Secretariat's mandate on public sector development. Its work covers the full spectrum of public sector administration and management. Recent interventions have involved producing titles in a series on best Commonwealth practices in public administration to add to the Division's existing portfolio of publications in public sector development. This book, *The Public Service of the Republic of Maldives – A Profile*, is the first on current good practices and new developments in public sector management in small island states.

The Secretariat's involvement with the Republic of Maldives commenced in the early 1990s, when the former Management and Training Services Division (MTSD) led a team of Commonwealth experts, academics and practitioners to organise a workshop on decentralisation in close collaboration with the Ministry of Atolls Administration. This led to a number of sustained interventions with Maldives, especially with the newly created Public Service Division under the Office of the President.

The Secretariat helped to mount in-country initiatives to train public officials in the northern and southern atolls in modernising their management practices. Through the Commonwealth's 'hub and spoke' initiative led by GIDD, the PSD received direct assistance from the Malaysian Institute of Public Administration to assist it in overhauling its performance appraisal system and mounting a training needs analysis (TNA). The PSD was also helped by the Singapore Civil Service College with programmes on leadership and performance budgeting.

During 2005–2006, the Division also rolled out in-country programmes on quality, knowledge management and ethics in government that further strengthened the capacity of the public sector. The Secretariat is currently engaged in a dialogue with the Government of Maldives to assist in the implementation of its Civil Service Act and to expose as many senior public officials as possible to a number of Secretariat designed and led pan-Commonwealth programmes in public management in Canada, Singapore and New Zealand.

THE PUBLIC SERVICE OF THE REPUBLIC OF MALDIVES – A PROFILE

Delivering quality services to citizens is a matter of prime importance for Commonwealth member governments. It often requires the upgrading of knowledge and skills and making the public sector more responsive to the needs of citizens. This book addresses issues that are central to managing change and making government more efficient, making the most of staff, improving policy making, improving the quality of services, addressing the needs of technology for the future and underpinning financial management reform in the context of emerging trends in governance both in the Commonwealth and globally.

I am grateful to the Public Service Division of the Republic of Maldives for its valuable contribution to this book and also for its continuing collaboration with the Secretariat in addressing key policy issues and making the public service more citizen centred. Thanks are also due to Mohammad Jasimuddin, Adviser, Asia Region, for his support and coordination with the Office of the President in the production of this book.

Winston Cox

*Deputy Secretary-General
Commonwealth Secretariat*

Introduction

Mohammad Jasimuddin

*Adviser, Asia Region
Governance and Institutional Development Division*

The Commonwealth Secretariat, through the Commonwealth Fund for Technical Co-operation, has enjoyed a good working relationship with its point of contact in Maldives – the Department of External Resources, Ministry of Foreign Affairs, Male’.

As a Commonwealth member country and a small island nation, Maldives is an important shareholder which contributes generously to the CFTC and receives assistance in the public sector development and capacity-building sectors to meet some of its key challenges and priorities.

This relationship developed with the first Round Table on Decentralisation which took place in November–December 1992 when the Secretariat’s Management and Training Services Division was tasked with the responsibility of leading an eminent group of academics and practitioners to discuss key issues concerning decentralisation. The discussions were spearheaded by the Hon. Ibrahim Ilyas, Minister of Atolls Administration, and opened up a dialogue on policy choices and options for alternative service delivery.

Over the years, the capacity of the Public Service Division has been strengthened through a variety of inputs ranging from the introduction of performance appraisal and learning from the Malaysian public service model.

The seminars delivered by the Commonwealth Secretariat on introducing modern management practices to the northern and southern atolls in August 2002 laid the basis for the devolution of service delivery to the outer atolls.

Through its Governance and Institutional Development Division, the Secretariat has provided further inputs in skills enhancement programmes and institutional capacity development in key areas. These include quality management, leadership, effective change management,

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public expenditure management and budgeting, human resource development planning, improving the efficiency of the public service through the use of IT, customer-oriented service and developing the long-term missions and strategic plans of public sector organisations.

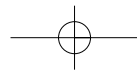
Senior public officials have benefited from exchanging ideas with their colleagues in other Commonwealth countries through a variety of regional and pan-Commonwealth programmes and advanced seminars on executive and management development, knowledge management, quality and productivity improvement, managing change, IT strategies, public expenditure management and sub-national administration and government.

The Secretariat is currently engaged in a dialogue with the PSD on the implementation of the Civil Service Act, for which an external consultant has been contracted, together with in-house professional inputs.

This book starts with a brief country profile and a concise history of the evolution of the public administration of Maldives. Chapter 2 focuses on recent changes and current practices that have helped to make the Maldivian public administration more effective. The chapter focuses mainly on the local evolution of the public administration system to its current institutionalisation of public administration reform, the nationwide relief efforts after the tsunami, reconstruction and palliative measures, the progress of the ongoing national recovery efforts and other important reform initiatives which are helping government to become more effective.

The chapter also deals with the President's Office, *Vision 2020*, the National Development Plan and the PSD. The keen support and commitment of the political leadership to public administrative reform in Maldives is one of the key factors behind the success of public sector reform and modernisation. The President's Office plays a central role as the main driver of the reform process, especially in relation to the appointment and termination of employment of senior public officials and support for line ministries. The relationship it enjoys with the parastatal organisations and the way in which it supports them benefits the country both socially and economically.

Planning for the future and the identification of focus areas through *Vision 2020* are important milestones in the national development of Maldives. They focus on the wider transformation of the



INTRODUCTION

administrative system, including a complete transformation of perceptions, structure and systems.

The National Development Plan reflects the commitment of the nation to the pursuit of sustainable development; its strategic outlook aims to continue to build a dynamic, inclusive and harmonious society where all citizens share in the economic and social benefits of the development process.

The establishment of the PSD has enabled Maldives to build on the administrative reforms of the last two decades and represented a milestone in public sector reform.

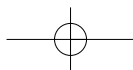
Following the tsunami, the Government embarked on a National Recovery and Reconstruction Plan under the overall coordination of the Ministry of Finance and Treasury and also set up a Tsunami Relief and Reconstruction Fund. A number of post-tsunami workshops and seminars were organised by the Ministry of Tourism in association with the Maldives Association of Tourism Industry (MATI) and the Maldives Tourism Promotion Board.

Through the Commonwealth Service Abroad Programme (CSAP), the Commonwealth Secretariat has recruited 22 Commonwealth volunteer doctors to work in various atolls and islands for a period of around a year, providing much-needed and timely support.

Chapter 3 discusses measures to make the most of human resources in Maldives, enhancing human resource development through a number of bilateral and multilateral and national interventions. The Department of Higher Education and Training (DHET) has the overall responsibility for overseeing the human resource needs of the country. A number of private sector scholarship schemes introduced in 2000 aim to provide opportunities for further education and skills training.

The Youth Centre of the Ministry of Youth Development and Sports has undertaken a Youth Challenge Programme to widen horizons. The National Forum on Employment Opportunities has flourished with the rise in the tourism sector, which has gradually overtaken the fisheries industry.

Maldives has advocated the need for a stronger governance regime and has put in place structures and systems to improve performance management. This is a major achievement in the country's history as it represents the first ever attempt to appraise the performance of



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employees. It suffered an initial setback largely because of the close knit community structure which hindered effective implementation. A second attempt is underway which draws heavily on the lessons learned from earlier experience.

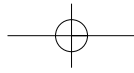
The PSD has embarked on an intensive programme to enhance staff development and management training to strengthen and build the capacity of public officials to meet the increased needs and demands of citizens and also to improve the use of modern technology. The Maldives Centre for Management Administration (MCMA), established in 1991, which received CFTC assistance, has amalgamated with the Maldives College of Higher Education and is currently known as the Faculty of Management and Computing.

Retention of skilled and capable staff in the public sector is an important challenge as the country faces a serious shortage of professionally trained and skilled people and there is healthy competition with the private sector for trained people and for those who hold qualifications from overseas. A number of incentives, including professional allowances, have been provided by the public sector to enhance its capacity. In addition, structures have been established to promote Island Development Committees (IDCs) and Atoll Development Committees (ADCs).

Chapter 4 discusses practices that contribute to enhanced policy making and policy co-ordination, and dissemination of policies that facilitate the setting up of a network of senior government officials and improve policy presentation, thus increasing transparency and accountability. In addition, plans are underway to develop an information technology project to establish a government network. This is expected to be completed in 2006

Chapter 5 focuses on improving the quality of customer-oriented service delivery in terms of projects introduced to improve the quality of service provision. Improving customer service is a main focus area for public management development and has the continued support of the Customer Services Projects Unit of the PSD.

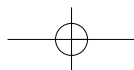
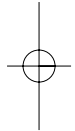
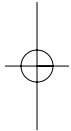
Chapter 6 discusses initiatives that are being undertaken to make effective use of technology in order to further develop the public sector and its ability to provide efficient, timely and effective service. An important development is the computerised database management

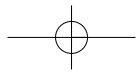
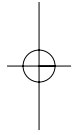
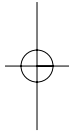
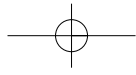


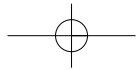
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system known as the Employment Management and Information System (EMIS). It is also anticipated that the newly created National Computer Centre (NCC) will make a big contribution to reforms in the public sector. The support given by the Commonwealth Secretariat through the Workshop on Improving the Efficiency of the Public Service Through the Use of Information Technology, in collaboration with the Malaysian National Institute of Public Administration, has laid the strategic foundations for improved use of IT.

The book's final chapter focuses on financial management reform, including an overhaul of the current public accounting system to create a modern system which meets the developmental needs of the country by creating a new Public Accounting System (PAS). In order to build a legislative framework for public accounting in Maldives, a Finance Bill and a Private Enterprise Bill were presented to the Law Commission in 2003.





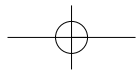
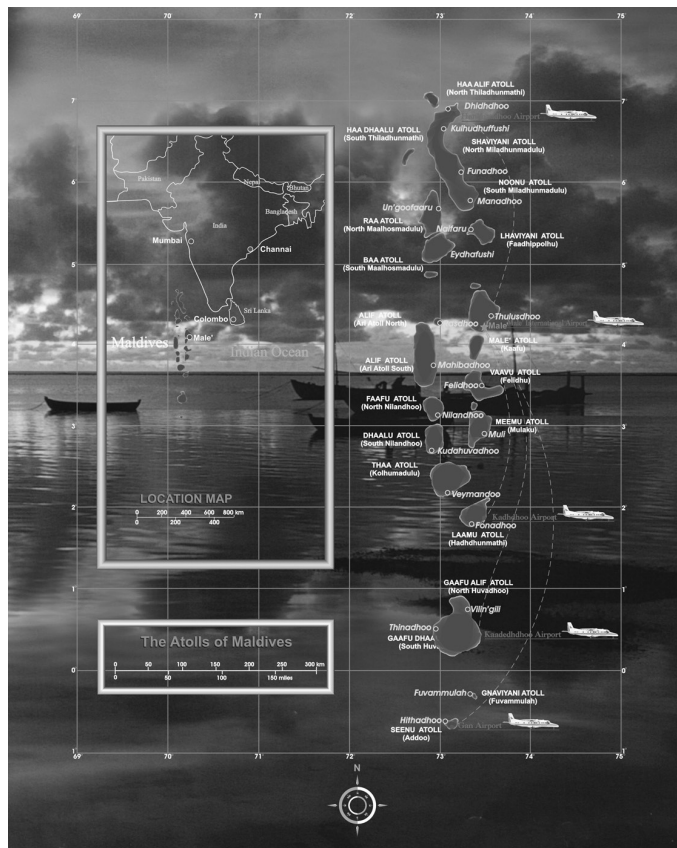


1

An Overview of the Country

Geography and Topography

Maldives, often marked as mere dots on the map of the world, is an archipelagic nation comprising of 1190 coral islands, of which 199 are inhabited¹ and 993 are uninhabited (Government of Maldives, 2005a). It is located in the Indian Ocean, approximately 675 kilometres south-west of Sri Lanka. Maldives is noted for the beauty of its white sandy beaches and crystal-clear blue lagoons.



THE PUBLIC SERVICE OF THE REPUBLIC OF MALDIVES – A PROFILE

Map of the Republic of Maldives

The islands cover an area of approximately 90,000 square kilometres, strung along a length of 750 kilometres, measuring 120 kilometres in width at their widest point. The population of Maldives is 298,842 (Government of Maldives, 2006a). Approximately 35 per cent of the population lives in the capital Male', where the annual population growth rate is 5.57 per cent. The islands are grouped into 26 natural districts known as atolls, but are divided into 20 atolls for administrative purposes.

One of the true atoll formations in the world is seen in the Maldives. However, most of the islands are very small and rise no higher than 2 metres above sea level. All the islands are surrounded by coral reefs but some, especially those furthest from the windward reefs, are liable to erosion. Some islands are also protected by breakwaters.

Maldives enjoys a hot tropical climate with an annual average temperature of 27°C. The rainy south-west monsoon season is from April to October and the north-east monsoon season is from December to March. Average annual rainfall in Maldives is 1,654 mm.

The capital, Male', covers an area of 1.8 square kilometres and has a population of 104,403 (Government of Maldives, 2006a). It is the seat of government, where most government ministries and offices are located, and is the focal point of all the main economic and political activities of the country.

Maldives is a 100 per cent Muslim country. It has a language that evolved over centuries into a unique national language called *Dhivehi*, which has different dialects spoken in the southern and northern regions of the archipelago. Maldives also has a script, *Thaana*, which has 22 letters and is written from right to left. English is commonly spoken in academic institutions. Approximately 98.94 per cent of the population is literate. The country possesses a wealth of literature, customs and traditions, all of which give the Maldivian people their distinctive identity.

Today, Maldives is a well-known tourist destination visited by people from all over the world seeking the country's legendary natural beauty.

However, as a small and developing country, Maldives faces many constraints. Geographically, with the population of the country dis-

AN OVERVIEW OF THE COUNTRY

persed over hundreds of islands, the provision of basic services and administration poses a challenge. Until the 1980s, fisheries was the country's main economic activity and provided most of the jobs. However, this was replaced by the development of the tertiary tourism sector, which became the main contributor to the Gross Domestic Product (GDP) from the 1990s onwards. Maldives also exports fish in different forms (canned, frozen and dried) to countries such as Japan, Sri Lanka and the United Kingdom; other exports include garments and apparel. Because of its limited land area, agriculture is not a major industry, although some vegetables and tropical fruits are cultivated, mainly for domestic consumption.

History of National Independence

The earliest history of Maldives is lost in antiquity. The latest archaeological findings suggest that the Maldives islands may have been inhabited as early as 1500 BC and that they were first settled by Aryan immigrants from India and Ceylon.

Between 1153 and 1968 AD Maldives had a hereditary political system and was ruled by sultans and sultanas. However, there were occasional periods where prominent national heroes who had struggled for the independence of the Maldives became sultans. In 1887, Maldives became a British protectorate under an agreement signed between the Sultan and the colonial British Governor in Ceylon. However, the protectorate status was of a special nature to the extent that Britain did not rule the country or send any representatives to reside there, and only the country's external affairs were conducted through the British Government. Maldives therefore developed and instituted its own system of self-rule and administration of its internal affairs without the imposition of a political administration system from outside. When Ceylon gained independence in 1947, an agreement was signed between Britain and Maldives reaffirming its protectorate status. Maldives gained full independence and sovereignty on 26 July 1965, when Britain and Maldives signed a mutual agreement to terminate Britain's control over its external affairs. The first Republic of Maldives was established in January 1953. However, it was short lived and the sultanate was restored in September of the same year. Maldives became an independent and sovereign Republic on 11 November

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1968 following the proclamation of a new constitution.

Economy

The economy is inherently vulnerable because of its dependence on the tourism industry for foreign earnings and the country's narrow production base. Maldives' GDP was US\$229 in 1990, US\$1986 in 2000 and US\$2401 in 2004 (Government of Maldives, 2005a). The average annual GDP growth rate is 8.4 per cent. Over the last 20 years, the growth rate has been 20 per cent. Although the country is rapidly developing, the economy has not shown much improvement because of its heavy dependence on imports. Maldives' main import partners are Singapore, United Arab Emirates, Sri Lanka and India.

Although Maldives has benefited immensely from the support of wealthy Islamic countries, its steady progress is mainly attributable to its social and economic stability. Since the late 1980s the country has pursued a liberal economic and investment regime focusing on tourism, fishing and a growing manufacturing sector, with well-directed social expenditure on education, health and the provision of essential social infrastructure to the outer islands. Notwithstanding the country's geographic and economic limitations, recent decades have seen big strides in its development on the economic, political and social fronts.

Political System

The political system of the country has played a key role in shaping the country's administrative system and delivery of public services.

The constitution proclaimed in 1932 laid down the framework of the current political and administrative system. Since its inception, a number of changes have been made to it over the years. The current constitution came into force on 1 January 1998. According to Article 4 of the constitution, the powers of the State of Maldives are vested in the citizens; for the purposes of governing the State, the powers comprise of the executive, the legislature and the administration of justice. The constitution vests executive powers in the President and Cabinet of Ministers, legislative power in the People's *Majlis* and the People's Special *Majlis*, and the power of administering justice in the President

AN OVERVIEW OF THE COUNTRY

and the courts of Maldives.

The High Court consists of the Chief Justice and judges appointed by the President. It hears cases determined by the President to be filed with the High Court from among the proceedings instituted by the State. There are four main courts in the capital city Male', and island courts in each of the inhabited islands. The courts are administered by the Minister of Justice and the judges are appointed by the President.

Maldives has a republican government with an elected President and Cabinet. The President is elected every five years. The current President is His Excellency Maumoon Abdul Gayoom. The executive power is vested in the President and the Cabinet of Ministers, who are appointed by the President. There are 23 Ministers and 13 State Ministers. Presidential elections take the form of referendums. The People's *Majlis* (the Parliament) appoints a single candidate who must then win at least 51 per cent of the popular vote.

In June 2004 the President initiated a process of constitutional reform related to the operation of a multi-candidate election process. Since then four parties have been registered: the Dhivehi Raiyyithunge Party, the Maldivian Democratic Party, the Adhaalat Party and the Islamic Democratic Party).

The introduction of a multiparty democracy system is expected to be a major step forward for Maldives, as it takes the country further towards the goal of creating a diverse yet united multiparty society. To increase transparency and efficiency in the management of the democratic reform agenda, a roadmap was set out by the President. The key components of the reform include:

- Strengthening the system of governance
- Promoting and strengthening the protection of human rights
- Enhancing the independence of the judiciary
- Developing the multiparty political system
- Strengthening the civil service
- Modernising the electoral system
- Enhancing the role of the media
- Strengthening key institutions

THE PUBLIC SERVICE OF THE REPUBLIC OF MALDIVES – A PROFILE

Evolution of the Public Administration System

The public service in Maldives has evolved over hundreds of years without much direct intervention or imposition by foreign rulers. The sultans and sultanas of the past were advised and assisted by appointed nobles and Ministers based in Male', and occasionally by regional advisers called *Kangathi Beykalun* in the atolls. The atolls were governed by *Atholhuverin* – governors appointed by the sovereign. *Atholhuverin* was, and still is a very senior and powerful position to which the president appoints prominent figures. They may be given directions directly by the President or by Ministers.

At present, each atoll in the Maldives has an appointed Chief working at the atoll office, who oversees the administrative, legal and judicial aspects of the atoll. Appointed island chiefs from the individual islands within the atoll assist him. Each island has an island office which oversees the administration of the island. The Ministry of Atolls Administration, located in Male', is responsible for the general administration of the atolls. The Ministry also oversees developmental programmes that are implemented and executed in the islands or atolls. A total of 20 ministries are responsible for overseeing various functions.

Appendix A shows Maldives' current government structure.

The assumption of office by His Excellency President Maumoon Abdul Gayoom on 11 November 1978 marked a new era for public service and administrative reform. President Gayoom undertook a series of reform initiatives. In his policy statement to the *Majlis* in February 1979, the President emphasised the importance of a more transparent government and running the Government according to the principles of modern democracy. In his address to the public in January 1980, he highlighted the importance of inculcating a good work ethic and outlined the future direction of reform initiatives. The President urged employees to work efficiently and quickly, to serve customers promptly and fulfil their requests in the best possible manner. He further emphasised the importance of more cost-effective management of government finances.

The following years saw systematic efforts by the Government to

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reform the public service. New trends emerged in the management of administration comprising the development of new structures, institutional arrangements and systems, the adoption of a consultative and participatory management style in administration and the institutionalisation of administrative reforms. Special efforts were made to establish, develop and strengthen a number of institutions and systems in the management of administration, aimed at institutionalising changes in the structure and conduct of government, and achieving better co-ordination, integration and decision-making in the planning and development of government programmes.

The President's Office

The President's Office was established in 1968 on the proclamation of the Second Republic of Maldives, with the responsibility of overseeing all the Ministries and offices which operate directly under it. The High Court hears cases determined by the President to be filed with the High Court from among the proceedings instituted by the State.

The President's Office makes and terminates appointments to the positions of Chief Justice, Speaker and Deputy Speaker of the People's *Majlis*, Ministers, Attorney-General, representatives sent abroad with special privileges on behalf of the State of Maldives, atoll chiefs, judges, and Commissioner of Elections, as well as approving requests for the appointment, transfer and dismissal of other employees by Ministers and offices.

In addition to the 20 Ministries, which form the bulk of Maldives' civil service, a number of statutory organisations have been established by presidential decree to commercialise services like electricity, postal services, water and sanitation. The statutory organisations function administratively under the mandate of the relevant Ministries, while the regulatory functions are operated independently. For instance, the administrative functions of the Maldives Electricity Bureau operate under the Ministry of Environment, Energy and Water, while the Maldives Electricity Bureau performs regulatory functions.

Currently, there are 16 companies,² one of which is a statutory body and the rest independent companies where the Government holds majority shares and the remaining shares are held by the public

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or by foreign companies. The largest of them are the Maldives Transport and Contracting Company Ltd (MTCC), Dhivehiraajjeyge gulhun Private Ltd (DHIRAAGU), Maldives Industrial Fisheries Company Ltd (MIFCO), State Trading Organisation Public Ltd (STO) and State Electric Company Ltd (STELCO),

These parastatal organisations make a significant contribution to the country, both socially and economically. Most of them hold monopolies in the provision of essential municipal and economic services such as electricity, water and sanitation, and are authorised to levy charges for their services. In addition to the crucial services they provide to the public, their contribution to the growth of the economy, both directly and indirectly, is immense.

With the depletion of Male's fresh water aquifer – the major source of the island's water – the Government established the Male' Water and Sewerage Company (MWSC) as a joint venture between the Government and Denmark's NTR Holding to produce and distribute desalinated water to the inhabitants of the island on a commercial basis. The people of Male', and the inhabitants of other islands, now enjoy the benefits of a comprehensive distribution network supplying fresh water at their doorsteps.

Over the years, the Government has put in place several measures to strengthen public administration and to improve the quality and effectiveness of services provided to the public. In 1982, a National Office of Personnel and Administrative Reform (NOPAR) was created with the mandate to advise government offices on administrative reform, personnel policy and staff development, as well as on streamlining structures and rationalising principles and services.

Notes

- 1 Three islands were completely destroyed by the tsunami and are now uninhabited.
- 2 Air Maldives Pvt Ltd has ceased operating as it is facing bankruptcy proceedings.

2

Making Government More Efficient

Planning for the Future and the Identification of Focus Areas – *Vision 2020*

The President outlined the country's long-term vision, *Vision 2020*, in his 1999 presidential address. The adoption of *Vision 2020* in 2000 by the Government, and the multi-sectoral objectives and strategies that will follow, represent the basis of the future direction of reform in Maldives' public service.

By the grace of the Almighty Allah, by the year 2020, the Maldives will be one of the top-ranking nations amongst middle-income developing countries. It will be a nation capable of protecting and defending its freedom and sovereignty.

Vision 2020 identified economic and social targets to be achieved over the next 20 years. It also outlined the type of society desired by the people and the strides to be made in changing the perceptions of citizens. Among the strategies it outlined were long-term strategic planning, and the reform and modernisation of the legal and administrative framework. The paradigm shift brought about through this vision is intended to create awareness among public service officials of the needs of customers and the delivery of high standard quality services.

In his 1999 presidential address, the President stated that developing a national vision is a major thrust for continued development and progress. A national plan is important for the government machinery as a whole to work towards common goals and the achievement of national objectives. The formulation of future strategies of public service reform and the subsequent organisational missions need to be closely tied to the national vision and objectives identified in *Vision 2020*.

Thus, formulation of this vision was a significant step towards reform of the whole public sector and the starting point for reform

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initiatives at ministerial level that aim to achieve the broader goals of *Vision 2020*.

Vision 2020 focuses on the wider transformation of the administrative system, including a complete transformation of perceptions, structures and systems. It calls for:

- The creation of a culture of innovation, productivity and customer-oriented services;
- Adherence to a strong work ethic that emphasises responsibility and initiative;
- Human resource development to meet the development needs of the nation;
- Use of modern technology to facilitate continued progress and provide modern facilities to the public;
- Long-term strategic planning;
- A developed and modernised legal framework and administrative structure.

The public sector in Maldives must lead and play a major role in the economy in order to ensure that the objectives outlined in *Vision 2020* are achieved. In this regard, reforming the public service to improve organisational productivity and developing the necessary human resource skills is a central focus of the Government's reform initiative. Over the past decade, this aspect of public sector reform and modernisation has become more evident.

It is also clear that the reform programmes adopted by the Government have shifted focus from traditional styles of managing bureaucracies to the adoption and assimilation of business-oriented techniques popular in private sector organisations popularly termed as 'managerialist' principles and strategies. There is an increased emphasis on accountability, concern with performance measurement both at the organisational and individual level, and experimentation with new ideas and practices emanating from the private sector. Reforms initiated by government hence highlight a paradigm shift in public service reform in Maldives.

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Another main focus has been on changing the perceptions of public service officials in terms of creating more awareness of the needs of the customer and delivering quality services. In the light of trends in public sector reform in a number of countries, emphasis is being placed on empowering officials and motivating them to improve their performance.

The National Development Plan

The National Development Plan (NDP) reflects the commitment of the nation to the pursuit of sustainable development. The Plan includes the national priorities, strategies and projects for the economic, social and infrastructural development of the nation. The need for such a plan was emphasised by His Excellency President Maumoon Abdul Gayoom. He stated that:

In the consideration of the development of a nation, it is of great importance to decide upon the nature of society one seeks to create. The very term 'development' suggests change and it is far from true that change always heralds an improvement of the national condition. Change there will most certainly be in the life of any country, but a plan of national development can mould and, to some considerable extent, control in certain pre-determined ways the changes that passage of time inherently produces.

The sixth NDP is a confident blueprint for achieving national development objectives for the years 2001–2005 and for laying the groundwork for realising the longer-term targets set out in *Vision 2020*.

A strategic focus of the plan is to continue to build a dynamic, inclusive and harmonious society where all citizens share the economic and social benefits of the development process. Reducing poverty, promoting gender equity, improving the quality of education and health, narrowing geographical disparities and widening opportunities for young people are key social policy priorities.

The NDP also places a special emphasis on strengthening the economic, social, administrative and physical sector. Human resource capacity building and employment-oriented training have been identified as prerequisites for all areas of development. These needs are therefore addressed across the Plan.

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The compilation work for the seventh NDP (2006–2010) was started in September 2005 and will be published in 2006. Unlike the sixth NDP, this plan is more result and target oriented; it has been prepared within a resource envelope with improved ownership and is based on a sectoral approach.

Establishment of a Public Service Division

The administrative reforms of the last two decades have gained momentum in recent years and culminated in the establishment of the PSD in September 1999. This was a milestone event in the reform of the Maldives' public service. The PSD draws its strength from the centrality of the organisation: organisationally, the division is part of the President's Office and it oversees the public service reforms of all the other ministries and offices, acting as the central body for public service reform and modernisation of the country.

The decision to set up the division was taken by the Cabinet after members discussed a paper presented by the President's Office on the improvement of public administration. The PSD is aimed at strengthening the administration of the Government. The division is mandated to:

- Identify ways and means of further strengthening the administrative capacity and framework in line with the country's progress;
- Enable the government machinery to meet the demands and challenges of sustaining the momentum of national development;
- Improve the productivity of staff;
- Encourage a positive spirit of service;
- Conduct training programmes aimed at strengthening administration.

Its **vision** is to be regionally renowned for excellence, structures and human resources to manage the public service. Its **mission** is to sustain effective systems, structures and human resources to manage the public service in line with *Vision 2020*.

The main objectives of the PSD are to:

- Modernise the public sector and establish mechanisms for good governance;

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- Institute citizen-centred service delivery mechanisms in the public sector;
- Establish public sector departments that are strategically planned and result oriented;
- Create structures to ensure high levels of accountability in public sector departments;
- Improve the productivity and innovativeness of government employees;
- Increase the professional competence of managers through executive training;
- Inculcate a good work ethic in government departments;
- Strengthen personnel policies and personnel services;
- Promote the utilisation of information and communications technology (ICT) to increase the efficiency of the service;
- Automate records and services maintained and provided by the PSD;
- Increase awareness of good change management strategies and practices through the effective dissemination of information on public sector reform activities.

Values

The guiding values of the Public Service Division are:

- Excellence
- Creativity
- Integrity
- Commitment
- Fairness

The PSD, as the central body responsible for administrative reform of the Government, has formulated its strategic plan in line with the development focus of *Vision 2020*. It sets out clearly a direction of

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travel for the division, broad performance standards and guiding values, as well as the objectives and an action plan with specific targets. The vision, mission and values laid out for the PSD represents the President Gayoom's commitment and drive to take the public service to a new height matching world class organisations in terms of facilitating the modernisation process, and meeting the objectives laid out in *Vision 2020*.

Organisational Structure

To achieve its objectives, the PSD is organised in six main units. The tasks of these units are outlined below.

Personnel Unit

The objective of this unit is to implement personnel and employment policies pertaining to government employees and to provide personnel services to all government departments. The unit performs the following functions which can be categorised under two main headings:

(a) Appointments and Transfers

1. Make and terminate appointments to positions stipulated in Article 42(h) of the Constitution;
2. Approve requests from government departments for the appointment, promotion and transfer of government employees;
3. Appoint persons to boards, councils and committees;
4. Address grievances of government employees that are submitted to the President;
5. Authorise professional and technical allowances for employees;
6. Approve the temporary release of employees from one department to another.

(b) Terminations, Leave, Scholarships and Pension Administration

1. Approve requests for termination of the appointment of government employees;
2. Approve leave for Ministers and senior officials reporting to the President;

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3. Authorise payments made to employees on government scholarships;
4. Authorise bond deferment requests;
5. Approve allowances for government employees;
6. Grant pensions to government employees;
7. Approve disability benefits.

Public Service Policy Unit

The objective of this unit is to develop guidelines for public service policy, personnel policy and a legal framework for the public sector. It performs the following main functions:

1. Review and revise rules and regulations pertaining to public service employment and government employees;
2. Compile and improve a Government Employees' Code of Conduct;
3. Strengthen policies on addressing employee grievances;
4. Strengthen Maldivian Public Service Policy;
5. Review and strengthen the legal framework related to public service;
6. Provide policy advice on issues relating to public service policy and rules and regulations pertaining to the public service;
7. Address current and emerging issues relating to public service policy, governance and leadership through research, publications and direct assistance programmes, and thereby improve the quality of the social, political, environment and economic life of Maldivians.

Information Systems Unit

The objective of this unit is to enhance the use of IT and the automation of the functions and processes of the PSD, and to deliver speedy personnel services and the provision of employment statistics, personnel records and relevant policy information. The main tasks of the unit are:

1. The overall computerisation and automation of all manual records and work processes of the PSD;

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2. Redesign and simplify the work processes of the PSD with the use of IT, in order to provide better and faster services;
3. Maintain, develop and continuously upgrade EMIS;
4. Provide overall statistics of government employees required for review of personnel policies and supply information on trends in government employment;
5. Act as the focal point in the formulation and regulation of information and communications technology policies with regard to effective delivery of public services in collaboration with the National Centre for Information Technology;
6. Develop and maintain the PSD's link in the President's Office website;
7. Enhance the use of IT resources for the automation of all functions and processes of the PSD.

Human Resources Development and Training Unit

The objective of the Human Resources Development and Training (HRDT) unit is to increase the capacity of human resources in the public sector for effective governance. The main functional responsibilities of the HRDT unit are to:

1. Provide policy advice on issues submitted by government departments in the areas of human resource development and training;
2. Facilitate the establishment and development of human relations and training units in public sector departments;
3. Encourage and provide the necessary technical assistance in the preparation of human resource development plans and training plans at the departmental level;
4. Create awareness of new management concepts and their applicability in the public sector;
5. Inculcate a work ethic, good conduct, efficiency and a response approach among government employees;
6. Establish programmes to create an innovative and skilled work-

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force that is productive and can effectively meet organisational and national objectives;

7. Design and implement training programmes in line with the reform programmes initiated by the Government;
8. Co-ordinate training programmes with the Faculty of Management and Computing to increase the productivity of public sector employees, and impart high-level training to government executives;
9. Develop and maintain networking with international and regional training centres and institutes which focus on training public sector officials;
10. Facilitate seminars, workshops and other training required for the public service in collaboration with the relevant ministries and departments.

Modernisation Unit

The tasks of this unit focus on establishing mechanisms and structures required for good governance, with the objective of modernising and reforming the public sector. The unit is divided into six distinct sub-units. They are:

Strategic Planning

1. To compile clear guidelines on how to initiate, formulate and implement strategic planning and action planning in the public sector;
2. To facilitate the process of developing competitive strategies to achieve the mission, vision and objectives of public sector organisations;
3. To co-ordinate and conduct training seminars and workshops in strategic planning and action planning.

Organisation Development

1. With the approval of the Cabinet and the President, to prepare the necessary papers to be sent to the respective department and to the People's *Majlis* as stipulated in the Constitution;

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2. To formulate sound establishment policies, guidelines and regulations for the creation of positions in government departments;
3. To review organisational structures to reduce the duplication of work and resources;
4. To strengthen and maintain the classification and grading systems of government positions;
5. To review career paths and structures of positions in various job groups identified in the classification and grading system;
6. To maintain organisational statistics of government departments;
7. To conduct job analysis in government departments;
8. To introduce concepts such as 'benchmarking' for sound the organisational development of government departments.

Performance Management

1. To assist government offices in undertaking the process of establishing mechanisms to transform government departments from traditional bureaucracies to performance-oriented organisations;
2. To co-ordinate with government offices in undertaking activities which contribute to the implementation of the performance appraisal system. These activities include setting targets and development goals for the effective preparation of performance development consistent with employees' skills, knowledge, experience and interest by providing feedback based on observations and assessment of their abilities, readiness and potential;
3. To formulate and establish a reward system for government employees;
4. To formulate and introduce a performance-based promotion system for government employees;
5. To formulate mandates, objectives and key activities for the establishment of government departments and ministries, and prepare the necessary papers required for submission to the Cabinet;
6. To maintain organisation charts of the government framework;

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7. To formulate Presidential Decrees required for the establishment of public enterprises;
8. To formulate and introduce a structured organisation review mechanism in public sector organisations.

Customer Service Projects

1. To co-ordinate and review the process involved in implementing customer-oriented projects in government offices;
2. To establish citizen-centred departments in government offices;
3. To review and strengthen work procedures and processes for effective service delivery;
4. To disseminate information regarding the work procedures of services to the public;
5. To speed up service delivery and enhance one-stop services;
6. To facilitate the secretariat functions of the Standing Committee on Administrative Reform;
7. To co-ordinate and facilitate the functions of the Senior Government Officials Network;
8. To compile the documentation for the PSD's annual report.

Planning, Monitoring and Evaluation

1. To monitor the accomplishment of targets set by the PSD for administrative reform and good governance;
2. To evaluate the success of specific projects and initiatives undertaken to achieve these targets, and to plan and propose recommendations for improvement;
3. To establish and maintain links with the international and regional bodies involved in public administration reform activities;
4. To facilitate the establishment of sound pension and retirement schemes for government employees.

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Publications/Library

1. To research and compile information on current issues and trends in public service;
2. To publish and disseminate information on public sector reform activities initiated by the PSD;
3. To publish all workshop and seminar reports and working papers prepared by the PSD;
4. To publish annual reports of activities and initiatives undertaken by the PSD;
5. To maintain a good quality research library at the PSD.

Administrative and Support Services Unit

The tasks of this unit focus on managing all the administrative tasks of the organisation such as:

1. Co-ordinating the publication and dissemination of Presidential Circulars;
2. Arranging interviews for the vacant posts in the division;
3. Preparing the annual budget and accounts for the division in line with the rules pertaining to medium-term budgeting;
4. Identifying and reporting any matters relating to maintenance to the Budget and Property Management Section;
5. Monitoring the number of complaints received by the division;
6. Compiling a comprehensive orientation package for newly recruited employees to the division;
7. Providing counter services, support and assistance in arranging for meetings organised by the personnel and modernisation units.

Appendix B outlines the organisational structure of the PSD.

In order to give new impetus to reform initiatives and activities, the PSD is working on developing selected projects that have been identified as high priority areas for improvement. These comprise of:

- The introduction of a Public Service Act;

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- The establishment of a Civil Service Commission;
- The establishment of a public service training institute;
- The establishment of a dynamic reform network, with network representatives acting as change agents in their own Ministries and Departments;
- A survey to find out ways of improving service delivery in the public service;
- An impact assessment on the training provided by the PSD;
- Implementation of annual projects at departmental level for the improvement of the service delivery function in Ministries and Departments;
- Introduction and development of long-term strategic planning at departmental level;
- Establishment of a modern and integrated management information system;
- Improving customer services and the development of one-stop service centres;
- Strengthening human resource functions within Ministries by the development of human resource plans;
- Introduction of a comprehensive employment induction package for school leavers;
- Introduction of a retirement package for the public service;
- Introduction of guidelines on the compilation of human resource plans in the public service;
- Carrying out a job analysis in the public sector so as to recruit employees according to a human resource plan;
- Dissemination of information via a public service journal;
- Establishment of integrated and incentive-oriented performance management systems;

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- Introduction and linkage of a reward system into the Performance Appraisal System;
- Introduction of the public service innovation award;
- Guidelines on compiling job descriptions and standard operating procedure manuals according to International Organisation for Standardization (ISO) criteria;
- Training and development of public sector personnel in managerial, supervisory and operating skills;
- Initiation of an ongoing series of short seminars on public service reform and modernisation for public service officials.

Achieving Mission Orientation and Strategic Thinking

For any organisation to achieve its objectives and goals, it needs a sense of direction and an idea of what they are. A strategic plan is comprised of a clear and coherent view of what the organisation wants to do, its objectives and action plans. To ensure that short-term decisions fit with the long-term aims, and to enable and encourage everyone in the organisation to work towards a common goal, it is vital to formulate a strategic plan. In recognition of the importance of having a strategic plan, the President, in his 1999 presidential address, stressed the importance of long-term planning for the accomplishment of departmental targets.

To introduce strategic planning at the organisational level and to train managers in drawing up strategic plans, a high-level seminar on developing long-term missions and strategic plans was held in February 2000. The object of the seminar was to introduce the concept of strategic planning at the organisational level and to train managers to draw up strategic plans in their respective departments.

Following this, the PSD mediated and co-ordinated the efforts of Ministries and Departments to draw up the strategic plans and yearly action plans of government organisations. The PSD also mandated all government Ministries, offices and parastatal organisations to submit their strategic plans to the Division by the end of 2002.

The PSD also offers advice and assists ministries in revising strategic

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plans by conducting meetings with them on a regular basis. By the end of March 2006, 30 offices had submitted their strategic plans. The challenge now is to sustain this effort and make strategic planning a central activity in all public service organisations.

Conduct of Seminars and Workshops on Modern Management Practices

In order to make the Government more efficient through reform of public sector management, the PSD conducts periodic seminars and workshops on various modern management practices aimed at disseminating information to the Network of Senior Government Officials. These were initiated to increase the professional competence of managers through executive training. The communication of the conclusions of these seminars throughout the Network results in the dissemination of information to the whole of the public sector as the focal persons communicate the information to their staff.

In the areas of training and human resource development, there is a two-pronged strategy. The first focuses on the seminars and workshops conducted at executive level for managers of government departments; the second concentrates on the professional training programmes that are organised and conducted by the PSD.

Executive level seminars and workshops have been conducted to introduce managerial staff to modern management concepts and techniques, with themes that include strategic planning and management, customer service, training needs analysis, the use of IT in delivering public services and financial management reform.

The PSD began conducting these seminars in 2000; by the end of 2005 13 seminars had been conducted in key areas. The seminars and the sessions carried out by PSD are outlined in Appendix C.

The three seminar topics selected for the year 2006 are:

- Professional work ethics;
- Organisational review;
- Leadership in a multi-party political environment.

The seminars are conducted by the PSD with assistance from various

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international agencies. They have made an immense contribution to the reform and modernisation of public service management in Maldives. Feedback obtained from the evaluation of the programmes indicates a high level of satisfaction among participants. The lessons learnt from these seminars and workshops are currently being implemented throughout the public sector. These activities will be continued in order to enhance the development of public service management.

Sustained Commitment of the Political Leadership to Administrative Development

The keen support and commitment of the political leadership to public sector reform and modernisation in Maldives is one of the key factors behind its success. His Excellency President Maumoon Abdul Gayoom gives his total support to all the public sector reform initiatives undertaken by the PSD. The President's keen interest is manifested by his presence at many of the opening functions of seminars and by his meetings with key people involved in modernisation and reform, including overseas resource persons and consultants on their visits to Maldives. His support and interest in these initiatives act as a key driving force, as well as a source of motivation to employees in the public sector.

In several of his speeches, the President has also called for the modernisation and reform of the public sector. Below are some excerpts from the President's speeches that reflect the commitment of the current government to the development of the management of the public service in Maldives.

During the presidential term that we begin today, the government will endeavour its utmost to realise the aspirations of the people. Let us make the next five years a time of national endeavour, one of successful, result-oriented action and lofty achievement.

...

In raising the standard of services provided by the government it would be necessary to make greater recourse to modern technology. Developing a culture of modern science and technology, including increased reliance on new technology at the work place is an important step for the future.

...

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I believe there is an urgent need to strengthen measures in order to ensure that the government is able to discharge its mandate of serving the people. The necessary administrative reforms will be implemented shortly.

Address of the President after taking the oath inaugurating a new term in office, 11 November 1998

Long-term planning is essential for the accomplishment of the targets that we set for ourselves. It will require knowledge, foresight and resourcefulness. It is equally important that we build upon our good work ethic and strengthen the spirit of public service.

...

The government will aim to ensure the effective and efficient delivery of services required by the public.

...

Given the importance of providing easy access to government services and information, efforts are being made to increase the use of computers and technology, and to link up all government offices through a computer network.

Presidential Address, 1999

We are carrying out important reforms without waiting for the completion of the work of the Special Majlis on constitutional amendments, especially in regard to the criminal justice system and human rights protection.

Presidential Address, 7 April 2005

Major developments in institutional reforms include:

1. Establishment of a national Human Rights Commission in December 2003;
2. Separation of police as a civilian authority;
3. Reorganisation of the jail system by setting up a jail oversight body of judges and MPs and signing the prisons access agreement with the International Committee of the Red Cross and granting Amnesty International access to prisons;
4. Establishment of a Public Complaints Bureau.

Major developments in the legal and criminal justice system are:

1. Formulation of a five-year Criminal Justice Action Plan (covering

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the drafting of a new Penal Code, a Criminal Procedures Bill, a Police Powers Bill, a Parole Bill and a Prisons Bill);

2. Strengthening legal representation to enable access to lawyers from the time of arrest onwards;
3. Strengthening fundamental rights by the codification of arrestable and non-arrestable offences;
4. Drafting a bill on political parties, electoral reform, freedom of information and the media.

Apart from the President himself, Ministers and senior officials are also personally involved in public sector modernisation and reform, as evidenced by the committees and bodies that are made up of senior government officials. These bodies include:

- Standing committees of the Cabinet
- Network of senior government officials
- Ministerial standing committee on public administration

Strengthening Anti-corruption Measures

Throughout the world, corruption has become an issue of major political and economic significance in recent years. Corruption can adversely affect the efficiency of government due to lack of public confidence in governmental agencies, diversion of economic resources, market distortions and production inefficiencies.

Corruption, or the misuse of government funds and property for personal gain, can be the cause of factors such as weak governmental institutions, minimal authority, lack of proper incentives and attitudinal acceptance of corruption.

An Anti-Corruption Board was established under the supervision of the President's Office on 21 April 1991. The Board is mandated to:

- Deal with and investigate complaints of corruption in handling public sector money and property and take necessary action;
- Reduce corruption within the public sector and advise it on ways to try and reduce corruption;

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- Create awareness among the public about the dangers and adverse effects of corruption;
- Gain public support for the elimination of the problems of corruption from society.

An important step towards eliminating corruption in the public sector was the formulation of the *Law on the Prohibition of Corruption*, passed in August 2000. This law set out prohibitions for employees with regard to public funds and properties, and also outlined the guidelines and regulations by which public employees must abide in order to eliminate corruption in the public sector.

The Anti-Corruption Board has already undertaken several measures aimed at eliminating corruption, such as scrutinising the budget and property systems of offices to see whether there are any loopholes that might encourage corrupt activities. In addition, several seminars have been conducted to create awareness about the negative effects of corruption and ways to eliminate it.

To support the fight against corruption and to enhance the establishment of effective and sustainable anti-corruption mechanisms, the PSD is also undertaking management audits of some Ministries.

Managing Natural Disasters

In a country like Maldives, it is imperative to have systems to monitor the occurrence of natural disasters. This was first realised in 2005 when the country was faced with the aftermath of the tsunami. As the President said in an interview on *Voice of America* in Geneva:

It was an ironic twist of fate that the United Nations decided to remove the Maldives from the list of world's least developed countries on 20th December 2004 and the tsunami struck us six days later.

He also said that the tsunami had meant that Maldives had gone backwards after 20 years of development and progress.

The severity of the impact of the tsunami on the small island developing nation of Maldives was evident in the extensive physical destruction and social turmoil it left behind on the islands and among the populations that were in the vicinity of the tsunami waves. On 26

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December 2004, around 20,480 people were displaced; 82 people were dead and 26 are still missing and presumed dead. 1313 were injured. Thirteen islands had to be evacuated, leaving approximately 15,000 or 5 per cent of the population internally displaced. The tsunami affected the entire population, a third of them severely.

The tsunami washed away two decades of development. Almost the whole country was devastated by flooding. Out of the 199 inhabited islands, 69 islands were flooded, 30 partially flooded and 86 had varying degrees of flooding up to 35 per cent. In the most severe cases, the floods destroyed all the buildings on 18 islands, three-quarters of the buildings on 51 islands, half the buildings on six islands and caused minor damage on 33 islands. In 104 islands, jetties, harbours and coastal structures were destroyed. Inevitably the flooding also disrupted infrastructure such as electricity (in 26 islands); communications infrastructure was damaged in over 70 inhabited islands. Schools, clinics and pharmacies in nearly 80 islands were damaged, and fishing vessels were damaged in over 50 islands, ruining the livelihood of these vibrant communities.

Additionally, 21 of the 87 tourist resorts suffered sufficient damage to warrant closure for repair. The rest are open for business, but there is still major concern over the slow rate of increase in tourist arrivals.

In all, the total asset loss of the tsunami was estimated by the World Bank and UNDP at US\$470 million or 62 per cent of GDP – higher than in any other affected country.

On the environmental front, the extent of the damage needed to be studied as a matter of urgency. There was rapid erosion on some of the islands, and salt water had intruded into the precious freshwater aquifers. Top soil salination and erosion had also rendered much fertile agricultural land uncultivable.

Government Action

The Government took various measures and urgent actions to overcome the disastrous effects of the tsunami. A National Disaster Management Centre was established for the first time, and a Ministers' Committee was formed to co-ordinate relief, reconstruction and recovery efforts.

A task force with six units and a secretariat was formed under the

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Ministers' Committee to assist the victims of the tsunami. The distribution of food, water and relief supplies began within hours, and teams were dispatched across the country to restore disrupted communications and provide temporary electricity. The main units of the task-force included:

Medical Relief

- To monitor the health of people injured by the tsunami;
- To identify people who needed to be sent to the regional hospitals or to Male' and co-ordinate with the transport unit about their travel;
- To collect information about the tsunami patients;
- To provide medicine to those in need, and identify their needs and attend to them;
- To send doctors and nurses to the most affected islands;
- To co-ordinate with other aid organisations providing personnel and with international organisations;
- To identify those who needed counselling and provide counsellors for them;
- To provide counselling to those residing at the relief centres.

Transport

- To provide transport to bring the injured, victims and the deceased to Male' under a scheduled system, and also to receive them and guide them (from the jetties) to the hospitals and other service-providing centres in Male';
- To provide transport for the victims to migrate to other islands;
- To find volunteers (to provide transport within Male');
- To provide transport to carry local and foreign aid (i.e. products).

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Media and Communications

- To disseminate tsunami updates and information to the media;
- To collect information from the international news agencies;
- To collect and publicise pictures and video clips to the public;
- To construct a communications system in the atolls by co-ordinating with the telecommunication authorities;
- To update the national website: *www.tsunamimaldives.mv*;
- To collect information on tourism and disseminate information to embassies and high commissions.

Task Force Secretariat

- To provide assistance and secretarial support to the Ministers' Committee;
- To co-ordinate the decisions made by the Ministers' Committee and disseminate them to the taskforce units;
- To submit proposals, queries and requests from the taskforce units to the Ministers' Committee.

The Government embarked on the important task of mobilising locally available resources and international aid for relief and reconstruction efforts. The Government also established a Trust Fund to receive funds from the budget and from local and foreign sources for the work of relief and reconstruction. The Fund is overseen by a Board which is chaired by the Auditor-General and has representatives from all key sectors and partners, including the private sector, government and the donor community.

It has been estimated that the total cost of reconstruction over the next three years will amount to US\$470 million, or 54 per cent of GDP. Aid received in 2005 amounted to US\$80 million.

Maldives was the first country to complete a joint assessment of damage done by the tsunami and the financial losses incurred by the country. The report was compiled jointly by the World Bank, the Asian Development Bank, the UN system and the Government of Maldives.

In order to assist displaced populations to start rebuilding their

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lives, financial support and one-off cash payments have been distributed to around 60,000 victims to cover the costs of replacing basic household essentials and daily consumption necessities for a period of three months. The displaced population is defined as those who left their homes because of the tsunami disaster and moved to other homes or temporary shelters in the same island or on different islands. In order to meet the immediate and urgent demand for social assistance, the victims were broadly categorised into the following groups

- Those who need household essentials due to the complete destruction of their houses;
- Those who need household essentials due to structural damage to their houses;
- Those whose houses are intact but who need basic household essentials;
- Those whose homes are not affected but who still lost their livelihoods.

The benefit strategy included the identification of the above groups and the provision of financial support for people to rebuild their lives and meet their daily socio-economic needs for a three-month period. The lump sum was paid immediately; a per capita lump sum payment of Rf3,000 (approximately US\$235) was given to those in the first three categories and a discounted lump sum payment of Rf1,500 (approximately US\$117) was given to those in the fourth category.

The lump sum payments ensured that families or individuals had short-term financial security once they moved to a permanent settlement and may act as an incentive for people to work towards rebuilding their lives. A three-year programme has also begun to provide in-kind assistance, grants and soft loans to help victims get back on their feet.

In addition to the damage and destruction, the trauma suffered in particular by women and children is a cause of great concern. They are still receiving full psycho-social counselling and support in an effort to restore a sense of normality, and to mobilise the community to ensure that the country fully recovers in the shortest possible time.

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Recovery and Reconstruction Efforts

Having successfully addressed the urgent humanitarian situation in the immediate aftermath of the disaster, the focus is now on reconstruction. The priorities are the provision of shelter, macroeconomic recovery, reviving livelihoods, restoring public services and environmental protection. To achieve these aims, the work of the National Disaster Management Centre has been reorganised to provide for the longer term, and a National Economic Recovery and Reconstruction Framework has been outlined.

Maldives was the first country to complete a National Recovery and Reconstruction Plan. This framework mandated line ministries to undertake some of the previous taskforce units' work. The work carried on within this framework is co-ordinated by a Ministers' Council.

The main units of the reconstruction programme include:

National Economic Recovery Unit (overall co-ordination Ministry of Finance and Treasury)

- Aid co-ordination and financial management
- Macroeconomic intervention and strategic planning
- Economic recovery (sectoral Ministers)

Housing and Infrastructure Redevelopment Unit (overall co-ordination Ministry of Planning and National Development)

- Logistical support to the unit
- Construction of temporary and permanent housing
- Monitoring of changes in the environment
- Urban planning and development (land survey, detailed design and costing, project management)

Transport and Logistics

Formation of a Tsunami Relief and Reconstruction Fund: This fund will receive and spend money, aid and other incentives for the sole purpose of reconstructing houses and resources damaged by the tsunami.

The urgent priority is to provide permanent shelter for internally displaced persons. A nationwide assessment shows that on 58 islands houses have to be rebuilt, and on 75 islands there is a need for large-scale repair.

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On 26 January 2005, the foundation stone of the first housing project was laid by President Gayoom and the reconstruction programme began. Under this first housing project, a total of 36 houses will be built in eight months time.

The Government's most important and immediate priority is to provide temporary shelter for the thousands of displaced and homeless people. So far, plans have been completed for the building of 85 housing units on 15 islands. By the end of 2005, 59 per cent of the work had been finished, and all housing units on three islands had been completed.

At the beginning of the year, schools in 79 islands were affected by the tsunami. Today, all are back in operation, except on the four islands that remain unpopulated.

With regard to healthcare infrastructure, 54 health facilities were affected by the tsunami. Today, all of them are back in operation, providing basic services to the people. However, one hospital is as yet unable to provide specialist services.

The restoration of public services also poses a major challenge. There are many requirements, including the rebuilding of physical infrastructure such as harbours, jetties and roads, social infrastructure such as hospitals, clinics and schools, commercial infrastructure such as shops and other business premises, and utilities infrastructure such as power and telephones. In addition, water and sanitation and waste disposal facilities have to be restored and much land has to be reclaimed on a number of islands.

Safe Island Programme

Since the longer term vision is to enhance mitigation in re-development, a *Safe Island Programme* has been initiated. This involves the development of larger islands with better economic opportunities. The programme is based on the voluntary migration of island communities so that the population will be consolidated on fewer islands, in harmony with the ongoing government project for population consolidation. It also focuses on environmental resilience. These islands will have safe zones, where the land will be elevated.

Features of a typical island within the *Safe Island Programme* include coastal protection, speedy access in emergencies, alternative modes of

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communication and energy in emergencies, transport infrastructure, safe zones with land elevation, buffer stocks of basic foods and water, better economies of scale and viability, as well as disaster management plans.

The Government has identified a number of islands that can be developed as *safe islands*. Development is to be implemented in phases, giving people the opportunity of habitation in the shortest possible time frame.

In addition, Maldives faces numerous constraints in recovering from the disaster, the main one being its nationwide scale, which has created enormous logistical challenges. The lack of media attention, because Maldives is a small island state and the inadequate flow of assistance when compared to the scale of the damage are also major concerns. For instance, urgent aid is needed to fill the financing gaps for water and sanitation, transport and access, sustaining relief operations, environmental preservation and disaster risk management.

The tourism sector is also making every effort to re-establish itself and sustain recovery, and to make the tourist market aware that over 80 per cent of the resorts are in excellent working order.

Post-tsunami Review Workshops and Seminar

These workshops and seminar were organised by the Ministry of Tourism in association with Maldives Association of Tourism Industry and the Maldives Tourism Promotion Board. The review seminar enabled stakeholders in the industry to look back on past experiences, project the lessons learnt into the future and consider ways to better manage a disaster situation. The workshops and seminar were held from 24 May 2005 to 31 December 2005.

The main objectives of the workshops and the seminar were to:

- Examine the reaction and challenges faced during and in the aftermath of the tsunami of 26 December 2004;
- Review what has been done since 26 December 2004 in order to mitigate the impact of the tsunami and improve the situation;
- Examine future challenges and possible actions required;
- Foster co-operation between all the stakeholders in the exchange of

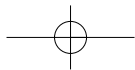
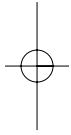
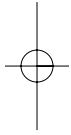
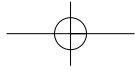
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information, experiences and best practices in disaster management.

The public sector services organisations gave a joint presentation highlighting their roles, issues and concerns. An expert from the World Trade Organization (WTO) also made a general presentation with conclusions and recommendations in relation to all the workshops and the public services sector presentation.

The key stakeholder groups, namely hoteliers and resort and hotel operators, safari vessel operators, tour operators, travel agents, airlines, other transport providers, related service providers such as diving and water sports centre operators, and related government authorities and private sector organisations participated in the workshop.

Finally, the spirit of unity, fraternity and co-operation that was seen among people during the tsunami crisis was remarkable; the Government has therefore decided to designate 26 December as Unity Day.



3

Making the Most of Staff

Enhancing the Development of Human Resources

For the Government to deliver its services to the public effectively and efficiently, it requires a highly skilled, motivated, responsible and qualified workforce. One of the major shortcomings of the Maldives is a shortage of manpower and lack of a skilled workforce. The shortage of skilled labour is manifested in the high percentage of expatriate workers. To enhance the capability of the staff in the public sector, the Government therefore gives high priority to human resource development. These efforts have borne fruit in recent years as evidenced by the increasing percentage of university graduates in senior government posts.

The Department of Higher Education and Training is responsible for overseeing the human resource needs of the country. The DHET has been reviewing the training needs of individual Ministries and offices. These training needs are used to rank scholarship opportunities and to try and obtain the courses that are most relevant, thereby giving high priority to the human resource development needs of Ministries and offices.

The Department of External Resources also undertakes efforts to attract scholarships under various international and bilateral schemes, as well as funding for human resource development within the country. The main scholarship schemes that contribute to the human resource development of the country are the Australian Development Scheme, the Commonwealth Scholarship and Fellowship Scheme, the Indian Council for Cultural Relations and the New Zealand Overseas Development Agency. The United Kingdom also plays an important role. However, since 2002 British assistance has been directed towards areas which have a larger impact on the general population, rather than sending individuals to study abroad.

The National Fund to Facilitate Higher Education, founded in

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2004, is responsible for providing opportunities for further education and skills training to Maldivians who have attained good results but are unable to pursue further education due to financial and other constraints. The scholars have to apply either for a full loan repayment or pay back 15 per cent of the scholarship fee within a certain time period after the completion of the scholarship.

Additionally, the *Villa Scholarship Scheme*, introduced in 2000, aims to provide opportunities for further education and skills training. It is the only charity organisation of its kind in the Maldives, and its sole purpose is to serve the nation. This scheme also caters for a variety of needs in the country. Some of the most significant sectors are education, health, development projects and helping other groups, institutions or individuals who are engaged in such activities and projects.

A major drawback in the human resources development of Maldives has been the lack of a constructive system to identify the country's national human resources development needs. A human resources needs study is currently underway to remedy this shortcoming. The basic purpose of the study is to identify the human resource needs of the country in its continuous development. A second objective is to conduct a qualitative and quantitative assessment of the demands for different types of employment, and the skills, knowledge and attitudes associated with each. Following identification of the country's human resources needs, a third objective is to identify the appropriate training requirements.

One of the major barriers to speedy human resources development is the lack of opportunity for graduate studies due to a shortage of training facilities and lack of educational institutions within the country. At present, Maldives offers training only up to diploma level in many areas that are important in the public service, such as management, accounting and administration. There are no universities in the Maldives and the country depends on foreign aid to meet its human resources needs. This shortcoming is more pronounced at a time when overseas training opportunities are dwindling and the school leaving population is growing.

The establishment of the Maldives College for Higher Education in 1998 was a milestone event in efforts to develop human resources in the country. The College came into being as a result of a presidential

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directive in order to consolidate existing post-secondary education institutions. The College is the only tertiary institute in the Maldives and the sole university in the making.

However, the College for Higher Education, as a new institution for higher education learning, faces many challenges. They are:

- Difficulties in attracting students of outstanding quality;
- Shortage of trained and well-qualified staff;
- Inadequate infrastructure and resources;
- Lack of administrators who are experienced in running a higher education institution.

Youth Challenge Programme

The Youth Centre of the Ministry of Youth Development and Sports has undertaken a programme named the *Youth Challenge Programme* which has received immense support from the participants. This programme was started in 1999 and the number of participants has grown every year. Apart from the academic institutions, public and private companies, non-governmental organisations (NGOs) within the Maldives, international universities from Sri Lanka, Malaysia, Singapore, United Kingdom, India and Australia have also taken part in the programme. Its prime aims are to:

- Provide information regarding the job market and job opportunities open to young people in the Maldives;
- Advise and offer counselling in choosing career paths;
- Make young people aware of scholarship and training opportunities both in Male' and in other countries;
- Encourage young people to take up jobs rather than remain idle, by providing information about job opportunities in both the public and private sectors.

The targeted groups of this programme are:

1. School leavers and GCE 'O' level students who have completed their examinations and are seeking jobs;

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2. Students studying in Grades 7, 8, 9, 10, 11 and 12;
3. Those who need career counselling;
4. Those who need information regarding the job market of the Maldives;
5. School drop-outs or those who are not contributing to the income of their families.

National Forum on Employment Opportunities in Maldives

Since 1972 there have been major changes in Maldives' economy. The most significant was the introduction of the tourism industry, which has now overtaken the fisheries industry. At the same time, the boost of private companies, the development of trade and the telecommunications sector also brought an influx of employees. However, the lack of qualified personnel in relevant fields has meant that expatriate workers have been employed in both skilled and unskilled jobs. The number of expatriate workers was 3,142 in 1985 and 33,567 in 2003; by the end of April 2004 it had risen to 35,143. Forty-three per cent of these workers are employed in unskilled jobs.

At the same time, over the last 30 years, the population of Maldives has shown a steady increase (3.4 per cent between 1985–90, 2.7 per cent between 1990–95, 1.9 per cent between 1995–2000 and an estimated 1.69 per cent in 2006). The census figures from the year 2000 show that 53 per cent of the population are less than 19 years old. This means that in the next ten years, the number of school leavers who have completed formal education and those in the job seeking category will inevitably increase. So the Government has to find ways to satisfy this need. The shortage of jobs has therefore been identified as a major problem and many authorities have been concerned about ways of creating jobs in their sectors.

The main impetus for this programme has come from President Gayoom. While giving a speech at the inauguration ceremony of *Job Market Maldives* on 5 May 2004, he identified the need to host a forum at a national level to create awareness among Maldivians of the job opportunities open to them in different fields.

The programme's main objective is to identify the current situation in the job market and to assist Maldivians to get jobs and gain views

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from all the authorities concerned in dealing with the issue of unemployment. The programme will also address the following issues:

- The differences in the jobs available in the capital and in the Atolls and the barriers to creating jobs, and how to increase job opportunities both in Male' and in the Atolls;
- The difficulties faced by women in the job market and how to find ways to increase their participation in various sectors;
- The priority areas for job creation and the barriers in these areas and identification of the tasks involved in their implementation;
- Identification of ways of replacing expatriate workers with Maldivians;
- Building a work ethic and how to find ways of orienting employees to work;
- The reasons for hesitation in taking up some types of jobs and finding ways to effectively utilise Maldivians in the job market.

The outcomes of this programme will be used to compile the Maldivian Job Policy and the strategies that will follow. In addition, four stages have been identified in the implementation of the forum:

- Collection of information;
- Further research based on the information received;
- Submission of a research paper by the Ministry of Employment and Labour;
- Election of representatives to present the public and private sector organisations.

By the end of 2004, five forums were conducted at atoll level. The forums focused on group discussions to find out what job opportunities existed in the atolls, the difficulties faced by candidates seeking employment and what measures could be taken to increase these opportunities.

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Improving Performance Management

In order to meet the developmental needs of the country and to achieve the goals of *Vision 2020* laid out by President Gayoom, the country needs a strong governance structure and motivated, skilled and committed staff. For the improvement of human resource potential, the need for application of a formal performance appraisal (PA) system has been felt since the launch of various administrative reforms in 1979. However, a formal PA system for employees in the Maldives was established for the first time in 1996.

The main objectives of this system were to determine the suitability and eligibility of an employee for annual salary increments, determine eligibility and suitability for promotion, identify and plan training needs, determine suitability of placement, and select and reward the top performers of the year. The singular achievement of the 1996 PA system was therefore the introduction and installation of a process of assessing employees across the public service.

This appraisal system was in operation for three years until it was temporarily suspended on 1 August 1999 in order to review several problems in the system that rendered its continuation ineffective. Some significant problems of the PA system identified by the PSD were:

1. Those who scored above 60 points in the PA were eligible for an increment (5 per cent of monthly salary); this did not make any distinction between high performers and those who barely reached the 60 point mark.
2. During the three years of implementation of the PA system, almost all government employees received the increment, suggesting bias by reporting officers who wanted to provide the increment to the staff irrespective of performance quality;
3. Inadequate training in filling out the forms led to errors which resulted in delays in granting the increment. This became a source of dissatisfaction among employees.

Some of the major problems that emerged from this first experience were due to:

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- A close knit community which hindered effective implementation. As one academic pointed out: 'The probability of one becoming some form of acquaintance with, or a close relation to a key player in a given situation is many times greater in Maldives than in most countries. Such personal connections may also contribute to inefficiency and corrupt practices in the functioning of the Government.'
- The lack of top level commitment to implement the performance appraisal system in a fair and objective manner.

Although the implementation of the first PA system was a major achievement in the country's history as the first ever effort to appraise employees' performance, the system failed to meet the objective of identifying and rewarding employees who performed well. This was in large part due to subjectivity in filling out the forms by the appraisers and tolerance of low performance.

Building on the experiences of the first PA system, and learning from the challenges that were faced by the PA, the PSD has developed a new PA system. A performance appraisal system would be considered more effective if it can appraise the performance and competence of the employee in meeting the objectives of the organisation, rather than appraising the qualities and characteristics of the employee *per se*. Hence the current system focuses on mutually agreed targets for employees and thus gives high priority to appraising the work accomplished by the employee. It gives more weight to quantifiable work that has contributed to meeting the objectives of the organisation, and in cases where work cannot be quantified it tries to give a measure of the employee's contribution to the organisation. Some of the features of the new system are:

1. Selection of core or primary duties and tasks for the end of the year assessments for each employee;
2. Linking core duties with organisational action plans;
3. Establishing targets to be achieved by the end of the year;
4. Open communication between supervisors and employees on selection of core duties and in the establishment of targets;

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5. Introduction of separate forms for managerial and support staff.

Prior to the implementation of the system in all government offices, it was piloted in 18 offices. Various training seminars to enhance awareness of the new system were conducted in 2003 and 2004 for 26 offices, but only five offices managed to implement the system. An evaluation of the system showed that:

- Offices needed to review the capability of the supervisors by subordinates;
- Depending on the type of work done by the employee, more than one supervisor should be assigned;
- There is a need for the introduction of a reward or bonus scheme in line with the performance appraisal system;
- The lack of job descriptions in some Ministries poses many problems when performance is being evaluated;
- The absence of a strategic plan may deter Ministries from organising and assigning work to employees;
- There is an absence of a needs analysis to assist in compiling training requirements.

Performance management has also been pursued at the organisational level. Efforts have been made to formulate a framework to assess organisational weaknesses and to draw up plans to strengthen the functioning of organisations. To implement such a scheme, a framework is being drawn up to assist departments to pursue regular organisational reviews and to make plans for organisational improvement.

Therefore, to implement the performance appraisal system, it is extremely important to win the commitment of top management, train employees and increase awareness at all levels. It is also necessary to open up communication between appraisers and employees and be more objective when undertaking appraisals.

Enhancing Staff Development and Management Training

Building the capacity of government employees and making employees more competent in their work are important objectives of public service

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management. Such training is required by both trained and non-trained staff to cater for the needs of constantly changing work environments, due both to modern technological improvements and the re-orientation of work in the public sector.

An important development in this regard was the establishment of the Maldives Centre for Management and Administration in 1991. MCMA, now known as the Faculty of Management and Computing, after it was amalgamated into the Maldives College of Higher Education, is engaged in training and advising government agencies on how to formulate programmes and carry out management consultancy services for the public and private sector. The establishment of the Maldives College of Higher Education in 1999, when seven different post-secondary education institutes were amalgamated, has further strengthened the infrastructure and training capacity within the country.

The PSD also commenced training programmes (in administration, management and technical aspects) in collaboration with the Faculty of Management and Computing at the beginning of 2001, following the formation of the Public Service Training Group (PSTG).

The PSTG was formed with the mandate of fulfilling one of the objectives of the PSD: to improve the capability of public sector employees by raising issues related to the public service, to enhance their capability in service delivery, to enhance the standards of public service delivery in government offices and to encourage employees to follow relevant government regulations. The focus areas of this short-term training have been on improving management skills with the aim of instilling basic skills in selected management-related areas. The areas covered in the courses include:

- Strategic planning
- Customer orientation service
- Training needs analysis
- Orientation of new entrants
- Performance appraisal
- *Dhivehi* language skills

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- Web development
- Management of accounts and finance
- Introducing computing management skills
- Planning and organisation of work
- Record keeping
- Motivating employees
- Budget planning
- Human resource management
- Quality management
- Leadership

Monitoring Performance

The effectiveness of employees in meeting the objectives of the organisation and their contribution to this can only be measured if performance can be effectively monitored. Therefore, current reforms give high priority to monitoring performance.

Presently, government ministries and offices are in the process of formulating and revising strategic plans on which objectives and action plans will be based. The action plans comprise of specific targets for quality, timeframes and the assignment of various employees who will be in charge of meeting the targets. Thus, the performance of employees will be measured quantifiably by assessing how far they are able to meet the targets in the given timeframe.

The appraisal forms will give scores to the contributions of employees in meeting the objectives of the organisation. Senior officials from all sections of the government departments will be responsible for monitoring the performance of individual employees and appraising their performance.

Annual reviews will also be undertaken mid-year to check whether the targets have changed and to make the necessary changes to the action plans and thus the targets set for the organisation, so that the organisation's plans take into account external and internal changes that may affect performance.

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Improving Retention of Capable and Skilled Staff

Retention of skilled and capable staff in the public sector is vital for effective service delivery in the public sector. In Maldives, the Government is the largest provider of major services in the country; so the public relies on the government machinery for effective service delivery.

The country faces a severe shortage of professionally trained and skilled people. There is thus a high demand for people with tertiary education from abroad. The Government usually provides scholarship opportunities to study abroad for those in the public sector with good secondary education after a contractual bond to serve the Government for a certain number of years.

The private sector competes with the public sector for this limited number of skilled people, and government employees are often tempted to undertake part-time employment in the private sector. At the completion of the bond, which usually lasts from between three to seven years for those with tertiary education provided by the Government, there has been a tendency to leave government service and join the private sector. This has resulted in a continuous drain of skilled staff from the public sector, creating a constant shortage of staff. In recent years, the Government has taken initiatives to make the public sector more attractive to skilled people in an attempt to encourage them to continue to work there. These initiatives mainly take the form of monetary incentives.

1. Professional and technical allowance

Commencing on 1 April 1996, the Government created a professional allowance for those with tertiary educational qualifications. Accordingly, those with a first degree, Master's degree or PhD receive 40 per cent of their salary as a professional allowance.

Employees with technical qualifications or any diploma, certificate or course comprising one-year of full-time study receive 20 per cent of their salary as a technical allowance. Both these allowances are aimed at making the public sector more attractive and giving incentives to professionals with qualifications and skills.

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2. Long-term allowance

To encourage continued working in the public sector, the Government also implemented long-term allowances starting in 1996. Employees who have worked in the government service for ten and 15 years receive 20 per cent and 40 per cent of their salary, respectively, as a long-term allowance.

3. Performance-related salary increment

A performance-based salary increment was introduced in 1996 where those who scored above 60 per cent of points in the PA forms each year received 5 per cent of their salary as performance increment in the following year. The system was reviewed in 1999 and following identification of some shortcomings a new PA system is underway as a pilot study to reward high performance. Full implementation will depend on the findings of this study.

4. Merit-based recruitment

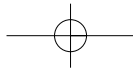
The public sector places great emphasis on merit-based recruitment and guarantees senior posts to those with tertiary qualifications. For those with a first degree, Master's degree or PhD, the public sector guarantees posts of the level of Assistant Under Secretary, Assistant Director and Director, respectively.

These posts carry attractive salaries compared to junior level posts, as well as other benefits that go with such posts.

Community Participation and Grassroots Mobilisation

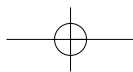
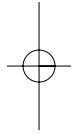
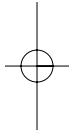
The Government has adopted policies for effective participation of citizens in the political, social and economic life of the nation. As Maldives is an island nation, with a population that is widely dispersed over a number of islands, the Government encourages a high level of community participation in various public service issues.

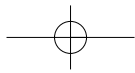
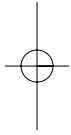
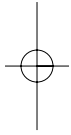
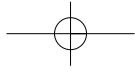
Island development committees are grassroots institutions involved in the administration of the islands and are made up of permanent, elected and appointed members. At the atoll level, there are atoll development committees made up of representatives from atolls, as well as representatives of IDCs. Community-based activities and initiatives by the IDCs and ADCs, as well as local participation, have led



MAKING THE MOST OF STAFF

island communities to establish infrastructure such as electricity, harbours, water supply and other important public service facilities. These groups are also involved in the generation of economic activities that provide islanders with a livelihood.





4

Improving Policy Making

Policy Co-ordination

Policy co-ordination among various ministries and government offices is essential for effective and efficient running of the government machinery.

Network of Senior Government Officials

This Network assists the wide dissemination of strategies and ideas that are deemed to be useful. The Network also facilitates the flow of ideas and views from various government offices and acts as a mechanism for consultation among them on public sector reform. Policy co-ordination through the Network contributes to mobilisation of the whole bureaucracy, sustaining the momentum of reform, employee participation, duplication of reform initiatives in other departments and regular consultation among network representatives.

When the President inaugurated the Network of Senior Government Officials on 6 February 2000, he said that the objective of setting up such a network was to further strengthen and develop the public administration and to establish a system which would enable senior government officials to share and exchange views on strategies for public service reform and modernisation.

The prime object of the Network is to educate and create awareness among public service employees of the reform policies and strategies adopted by the Government.

Specific objectives are as follows:

1. To install an ongoing programme and an avenue for imparting information and guidelines on reform policies;
2. To create a network of public service officials to share and discuss common problems and issues identifiable in governance and public administration;

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3. To sustain the momentum of reform through the participation and involvement of Ministries and departments;
4. To highlight reform measures adopted by regional, Commonwealth and other governments; and
5. To disseminate information about the theory and practice of management.

Role of Focal Persons

The heads of the employee affairs committees in government Ministries are identified as the focal persons who represent the core participants of the network. The employee affairs committees were established by Presidential Circular No. 98/28 (12 March 1998).

Hence, with the establishment of the reform network, the role and responsibilities of the heads of the employee affairs committees have been widened to include the task of acting as the focal point of the reform network in their respective Ministries. The role and responsibilities of the focal persons are:

- To participate in reform network meetings;
- To disseminate information on network meetings and one-day seminars at staff meetings in their respective Ministries and departments;
- To submit proposals and suggestions on new reform initiatives or existing initiatives to network meetings in accordance with the recommendations made by the focal person's Ministry or department.

Improving Policy Presentation

The communication of various policy changes and initiatives to the public is an important duty of public service provision in order to create public awareness on the changing roles and functions of the Government. The Ministry of Information and Arts is the Ministry responsible for keeping the public informed about government activities, policies and plans.

Details of government policies are disseminated to the public in a variety of ways. The following methods are employed to convey information about the Government.

IMPROVING POLICY MAKING

Major Presidential Addresses

The President addresses the nation and conveys important policy decisions in his addresses. Some of the major presidential addresses are the annual Presidential address at the opening of the Parliament and on Independence Day. Apart from these major addresses, the President addresses the nation from time to time as he pleases.

Publishing Proceedings of the People's Majlis

One of the significant efforts to increase transparency is being made by the People's *Majlis*. Its efforts include publishing its proceedings verbatim on the *Majlis* website, including the statements made by members within three days of a sitting, and issuing press releases on the progress of the *Majlis* to local and international media within two hours of the conclusion of a sitting.

Local media can now also attend sittings and make their own news reports. In a further step towards increased transparency, the summary and highlights of the debates and discussions will be published on the website of the *Majlis* within two hours of the conclusion of a sitting. The address of the *Majlis* website is: www.majlis.gov.mv

Press Releases

The Strategic Communications Unit of the President's Office releases information on various policy initiatives and important decisions to the media via the Ministry of Information and Arts. All other Ministries also release information to the media on major policy issues. This is the widest dissemination of information about the Government and policy matters to the public.

Websites for Government Offices

Most government Ministries and offices have now established websites that display and disseminate information about their various activities and policy issues, as well as about the functions and structure of the offices.

Below are the addresses of some of the government Ministries:

The President's Office	http://www.presidencymaldives.gov.mv
Ministry of Tourism	http://www.visitmaldives.com
Ministry of Trade and Industries	http://www.trademin.gov.mv/
Ministry of Information and Arts	http://www.maldivesinfo.gov.mv

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Annual Reports

All government offices release an annual report at the end of every year highlighting the activities, policies and plans implemented and undertaken in that year. A copy of these reports is also submitted to the President's Office as well as to the Office of the People's *Majlis*.

Maldives News Bulletin

This is an English language newsletter published weekly by the Ministry of Information and Arts. It contains news of important government activities that took place during the week

Furadhaana Magazine

This is a monthly magazine published by the Ministry of Information and Arts, containing information about government activities and policies.

In addition to this, the leading *Dhivehi* dailies *Aafathis*, *Haveeru*, *Miadh* and *The Evening Weekly* also post daily online news bulletins in English.

An Information Technology Project to Establish a Government Network

An information technology project to link the Government via a network is currently underway. It will connect government and parastatal agencies in Male' and the 20 atolls so that they can share information electronically. The government portals set up by the project will enable the public to access government information and services through the Internet.

The project seeks to improve the efficiency, transparency and accountability of public sector management by networking government agencies and electronically providing information and services to the public. The project is expected to be completed by the end of 2006.

Institution of an Advisory Committee on Public Sector Reform

An advisory committee was set up in 1999 to advise the President on public service reform. The Committee's main objective is to advise the President on reforming and modernising the public service in line with the objectives stated in *Vision 2020*.

IMPROVING POLICY MAKING

Specific issues addressed by the Advisory Committee are:

- Improving the image of the public service through efficiency of service quality and accountability of services;
- Administrative modernisation through IT and best practices;
- Inculcating a work ethic and work discipline consistent with the country's social and religious values;
- Attracting, retaining, and developing qualified persons through compensation schemes comparable to those provided in the private sector;
- Streamlining and 'right-sizing' the public service through organisational reform, pension and retirement schemes.

Creation of Standing Committees of the Cabinet

Three Cabinet standing committees – on social affairs, the economy and the environment, and the public administration – were set up in July 2002. The committees were instituted to:

- Scrutinise and review at Cabinet level the policies and programmes of the Government in the sectors related to the committees;
- Make policy recommendations to the President on ways to further strengthen and develop these sectors;
- Work on strengthening the mechanism to regularly monitor major development projects;
- Improve the implementation of administrative reform practices in government offices; and
- Review the momentum of administrative reform initiatives in government offices.

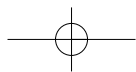
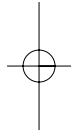
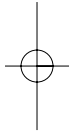
The Government has further decided to restructure these committees into five standing committees of the cabinet. They are:

1. The ministerial standing committee on social affairs;
2. The ministerial standing committee on the economy;



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3. The ministerial standing committee on legal affairs;
4. The ministerial standing committee on foreign affairs;
5. The ministerial standing committee on public administration.



5

Improving the Quality of Service

Customer-oriented Service Delivery

Over the past decade, the focus of administrative reform has shifted away from traditional styles of managing bureaucracies towards the adoption of business-oriented techniques popular in the private sector. Although national plans existed previously, there was no planning at the organisational level. Thus organisations were not forward looking and did not look for ways of improving their response to customer needs and meeting the changing expectations of the public.

However, with the institutionalisation of administrative reform with the establishment of the National Office of Personnel and Administrative Reform and, more importantly, with the formation of the Public Service Division in the President's Office, modernisation and reform of public service began with a stronger focus on addressing customer needs and expectations. While the previous system was characterised by long queues and slow responses to public enquiries, the current system focuses on set timeframes within which enquiries and services must be met, as well as the use of computerised database systems and set standard operating procedure manuals to speed up service delivery. Continuous training on customer-oriented service is provided to government employees by the Public Sector Training Group.

Customer Service Improvement Projects

Improving customer service is an important area of public management development. To introduce a customer service initiative in public organisations, a seminar was held in July 2000. The objectives of the seminar were to:

- Familiarise participants with the concept and practices of customer-oriented service;

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- Identify areas for improvement in developing customer-oriented service in the participants' respective organisations;
- Identify training and management requirements to provide customer-oriented service.

One of the important recommendations made by the seminar was the development of an action plan to improve the quality of services provided by departments. Consequently, a meeting of the government reform network was convened and it was decided that each government Ministry/department would undertake two customer service improvement projects (CSIPs) during 2000 that would enhance services delivered to the public.

The Customer Service Projects Unit of the PSD co-ordinated and guided efforts by Ministries and departments to formulate CSIPs. Guidelines were issued and a series of meetings held with officials of Ministries and departments to monitor implementation of the projects at department level.

A total of 32 government Ministries were requested to formulate CSIPs. Table 1 provides detailed information on the number of projects submitted and completed by each Ministry. Although 23 offices submitted project proposals in 2000, only 12 offices completed and submitted the reviews of at least one project. In 2001, 18 offices submitted CSIPs and 13 offices completed at least one project. In 2002, 18 offices submitted projects and nine offices completed at least one project.

Table 1

Year	Offices which submitted projects		Offices which completed at least one project		Offices which did not submit projects	
2000	23	72%	12	38%	9	28%
2001	18	56%	13	41%	14	44%
2002	18	56%	9	28%	14	44%

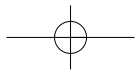
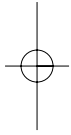
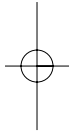
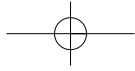
Of the CSIPs implemented from 2000 to 2002, a majority were basic preparatory exercises aimed at gearing departmental management structure and staff towards meeting the needs of customers in service delivery.

IMPROVING THE QUALITY OF SERVICE

In 2003, a total of ten offices submitted 30 projects, and in 2004, 28 offices submitted 91 projects. In 2005, 25 offices submitted projects, though only three offices submitted a review of the projects. The evaluation of these projects is underway.

Many of the CSIPs focused on staff training, while others were targeted at the timely dissemination to the public of information regarding a department's mandate, activities and services. Several departments concentrated their projects on improving existing systems of service delivery. Examples include the National Narcotics Control Bureau's project to publicise the rehabilitation process, the Ministry of Construction and Public Infrastructure's effort to improve the delivery of harbour services, the introduction of an online job matching service by the Ministry of Higher Education, Employment and Social Security and the Ministry of Transport and Communication's project to computerise the issuing of driving licences. Efforts are being made by some departments to draw up customer charters.

It is evident that the customer service improvement initiative has not been an outstanding success in terms of statistics. However, it is an important step in public service management reform. Ministries have started thinking about ways to improve customer service and are coming up with improved, effective and innovative ways to meet customer demands and needs. The annual publication of the CSIPs in the Public Service Division's book *Customer Service Improvement Project Report* provides incentive and motivation to ministries to complete the CSIPs.



6

Technology for the Future

EMIS: A Computerised Database Management System

A computerised database management system known as the Employment Management and Information System, originally developed in 1993, plays a significant role in the day-to-day management of the employment process of the civil service. Currently, 29,020 employees work for the public service, including 25,960 Maldivians and 3060 expatriate workers. The EMIS programme maintains information on the personal background, present job, employment history, qualifications and leave record of public sector employees.

During the fourth quarter of 1999 the project was finally put in place and became a milestone event in data updating; several manual records and books were eliminated due to computerisation of the data by the EMIS programme. The public service now benefits from an accurately updated set of computerised data on employees' jobs, salaries and other benefits.

During the third quarter of 1999 it was decided by the President's Office to process appointment, transfer and termination requests within 11 days (performance target). Today, the Government is able to maintain this target in a large majority (over 90 per cent) of cases. An accurate database, together with good management procedures, was the key to achieving this objective.

The Public Service Division is keen on further developing EMIS to provide better service and a feature-rich application for the employees of the PSD and to provide links to the database from outside the organisation. The increase and demand for higher quality services, for the general public and government agencies alike, calls for the improvement and re-engineering of the administrative framework for effective and efficient delivery of services to the people. Hence every change to the workflow requires changes to the EMIS, requiring modifications to the existing business rules defined within the application.

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Broader User Requirements for the EMIS 2002 Project

The PSD's strategic plan for 2001–2006 outlines the broader requirements imposed on the EMIS 2002 project. It requires it to:

- Redesign and simplify work processes to align with advanced information technologies to provide better and faster services to the people;
- Streamline and strengthen centrally managed information;
- Make use of IT to speed up the various processes in government departments, reducing duplication in data management;
- Provide mechanisms for faster access to data for the decision-making process (for example instituting a web-based Management Information System);
- Provide mechanisms for the link between government ministries and agencies to the information system;
- Provide open connectivity for implementation of various other application systems (when and where the need arises), such as the Human Resource Management System;
- Computerise all existing work procedures, eliminating all manual records and moving towards a paperless organisation.

To cater for the above requirements, EMIS was replaced by redesigned software, called VEYO, which was launched in August 2005.

Establishing a National Computer Centre

Information technology is recognised as the driving engine of modern development. Maldives, as a small developing country where human resources are in short supply, recognises the importance of the effective utilisation of IT to enhance the country's development, as well as strengthening its administrative framework and facilities.

A National Computer Centre was established in April 2003. It is mandated to be the government agency for development, promotion and dissemination of information technology in the country. Some of the objectives of the NCC are specifically focused on directly improv-

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ing and developing public sector management. These comprise of:

- Facilitation of the development and implementation of government information systems to accelerate the application of electronic governance in the country for greater productivity, wider public access to information and faster delivery of basic services;
- Developing and promulgating minimum standards and benchmarks for computerisation and other IT-related activities in the Government;
- Reviewing the proposed information systems plans of national government agencies, government-owned and controlled corporations, and government financial institutions;
- Conducting a periodic information systems survey to foster the well-co-ordinated and integrated development, implementation and management of computer-based information systems and networks in government;
- Providing IT consultancy and related services to other government agencies, institutions, including government-owned and controlled corporations and local government units.

E-government: An Information Technology Project to Establish a Government Network***Moving Towards E-government***

E-government is one of the initiatives aimed at delivering a better quality of life to the people of the Maldives and to bring government services closer to the people. Implementation of e-government requires both physical and institutional infrastructure. In this respect, the Government has started on an e-government project (Information Technology Development Project) with loan assistance from the Asian Development Bank (ADB).

The project is needed for the Government of Maldives to take advantage of ICT in its attempts to make government more efficient, transparent and accountable.

The project will establish a network that will connect government

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and parastatal agencies (including Vilin'gili and Hulhule' islands) in Male' and 20 atolls. Government and parastatal agencies will be able to share their information electronically. The government portals that will be set up by the project will enable the public to access government information and services through the Internet. The project will also install internet kiosks in Male', as well as on the atolls, to provide the public with better access to the government network and world-wide websites. Telecommunications sector reform, which will be implemented as part of the project, will lower the internet tariff so that the public can gain access to government and internet information and services at an affordable price.

The project seeks to improve the efficiency, transparency and accountability of public sector management by networking government agencies and providing electronic access to information and services for the public. The project includes:

1. Networking of government agencies in Male' by installation of a fibre optic cable, and connecting 20 atolls by carrier service so that government agencies can share information and the public can access government information electronically;
2. Enabling the electronic delivery of public services, including the provision of applications for national citizen identification, public health services, and registration for vessels, vehicles, and aircraft;
3. The establishment of a National Computer Centre, which will centrally co-ordinate ICT policies, standards and practices for government work;
4. Building internet kiosks, which will provide the public with better access to government information and services;
5. Implementation of telecommunications sector reform, which will eventually enable the public to get access to the Internet at an affordable price;
6. Taking advantage of ICT in its efforts to make government work more efficiently and transparently and become more accountable;
7. The delivery of services to the public aided by the telecommunications sector reform that will be implemented as part of the project.

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The benefits of the establishment of a government network are wide ranging and include:

- The improved efficiency, transparency and accountability of government activities through the government intranet, the applications supported under the project and those that will be developed by the various departments, and the greater transparency and accountability that will result from the wider availability of more reliable information on regulations, requirements and programmes;
- The ability to deliver a better quality of life to the people of the Maldives;
- Bringing government services closer to the people;
- Accelerated decentralisation of government work (through the linking of the atoll offices into the government wide-area network);
- Positive impacts on the poorer section of the population (benefits for those for whom the cost of access to government services would otherwise remain prohibitively high); and
- Elimination of corrupt activity in the public sector (the public will gain more confidence with exposure and access to government information).

Greater efficiency in government management will be achieved through the government intranet, the applications supported under the project and those that will be developed by the various departments. Greater transparency and accountability will result from the wider availability of more reliable information on regulations, requirements and programmes. The Government's decentralisation policies will be facilitated through the linking of the atoll offices into the government wide-area network. Finally, by providing free access to government websites in the atoll offices and in Male', the project will benefit those for whom the cost of access to government services would otherwise remain prohibitively high.

It is envisaged that the cost of government activities will be reduced through:

- Reduced cost of data collection;

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- Faster processing and availability of information;
- Wider availability of information and data in a uniform format across all branches of government;
- Reductions in travel and paper transmission between offices and islands; and
- More effective communication between the various branches of government.

The installation and commissioning of the network and selected applications was completed in 2004.

IT Strategic Direction for the Republic of Maldives

The implications of the IT revolution in the public service are enormous. Effective deployment of information technology at all levels of government is critical to providing better and more cost-effective delivery of information and services to citizens. Governments which fail to use IT effectively may be left behind in the competition for international commercial and financial opportunities, and will forgo the potential efficiency gains to their own operations as the cyber economy ignores and excludes countries that lag behind in technological innovation.

Construction of a Comprehensive Information System

Firstly, in early 1999, a project document was prepared by the Ministry of Communication, Science and Technology. This laid the foundation for the development of a common data communication network, Government Network of Maldives (GNM). GNM is a facility designed to support communications through virtual private networks within ministries, communications to support the exchange of information between ministries and to provide a secure gateway between government and citizens. The network comprises of two separate components.

A metropolitan component of the network: A high speed facility that ensures that performance can grow in controllable steps to accommodate the changing demands of each Ministry. Few Ministries currently have a developed IT infrastructure (both the physical infra-

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structure and applications must be developed before a Ministry will be in a position to use the GNM for more than e-mail and Internet.

A wide-area network: This will follow once the metropolitan network has been established and major applications are in place and fully operational.

Secondly, a survey was carried out to study the extent of IT penetration within government organisations. Ministries and agencies were randomly selected and interviewed. The results of the survey revealed the following critical points:

1. Ministries operating a local area network (peer-to-peer networks used for file sharing);
2. Many provided basic services, for example e-mail and there was minimal use of such facilities;
3. In some public sector organisations, 'network' is confined to a few machines in a single room with no connection to any other workstation in the facility;
4. Certain ministries have already established the foundations of a modern workplace information technology environment which is very advanced (for example the Ministry of Planning and National Development and the PSD);
5. Previous use of IT and the fear of Year 2000 problems spurred independent learning, modernisation and expansion;
6. In some cases, the IT environment was found to be comparable to facilities in any other part of the world;
7. The lack of resources, technologies and human capital demands the formulation of a framework to focus on these aspects;
8. The need to promote IT knowledge for development – such knowledge is important for vast undertakings that cut across all aspects of development.

Thirdly, the formulation of a complete strategic plan for IT in the public service was carried out using the results from a workshop on

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'Improving Efficiency of the Public Service through the Use of Information Technology' which was conducted on 18–19 June 2001 in Male', together with the National Institute of Public Administration of Malaysia. The framework of this workshop comprised of three parts:

1. **Strategic planning session:** The process of determining the strategic directions, i.e. getting from vision to strategic action plans (comprising programmes and activities);
2. **Post-strategic session:** The process of finalising plans, and follow-up analysis and study;
3. **Strategic actions and control:** The process of managing and improving plans and services.

IT Scenario

The fast pace of change brought about by globalisation and liberalisation has affected countries throughout the world, including Maldives. The public sector, in particular, envisages improvement in the light of this trend. To achieve this, both the external and internal scenario, and existing and new issues need to be addressed. Table 2 shows the SWOT (Strengths, Weaknesses, Opportunities and Threats) analysis which outlines the issues relating to IT.

Maldives Public Service IT Vision

An excellent public sector that makes optimum use of IT in its services

The Maldives Public Service IT Mission

To enhance the public sector's continuous progress and the convenience of the services it provides to the public through effective use of IT

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Table 2: SWOT Analysis

Strengths and Opportunities	Weaknesses and Threats
1. <i>Vision 2020</i> clearly emphasised the need to use technology	1. Lack of skilled and expert manpower
2. Existence of a Science and Technology Master Plan to be utilised	2. Lack of funding (the cost of the implementation of IT is high)
3. Personnel at some levels already using computers (e.g. the number of internet users has risen to 30,000 in the last five years)	3. Demotivated work force
4. High needs of information sharing and integration	4. Technology not well utilised
5. Government recognises the importance of IT	5. Performance recognition
6. Many organisations already have Local Area Network (LAN)	6. Duplicated efforts in systems and applications development
7. There are already efforts on specialised applications – smart card in registration	7. No common database
8. International funding	8. Policy issues
9. Global growth in knowledge driven economy	9. Need for standardisation
10. Changing role of government globally in relation to IT	10. Compatibility of computers across agencies
	11. Limited resources to utilise
	12. Low adoption of technology
	13. No central coordination agency to manage national growth of IT in an integrated manner
	14. Reluctance to use technology at the higher levels
	15. Conflicting use of IT due to the need to change processes (costs, time and effort)
	16. Mindset shift is difficult to change (lack of awareness). Limited know-how about IT throughout the country
	17. Serious use of IT still very limited in the public sector
	18. The need for organisations to re-engineer
	19. Over-dependence on foreign manpower
	20. Third parties as service provider – in the area of Internet
	21. Lack of a security system

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Strategic Action Plan

1. Regulatory framework: The objective of having a managerial and regulatory framework is to manage, develop and use ICT effectively. Clear IT management directions are required through policies, guidelines, directives and rules.

2. Human Resource Development and Training: The objective here is to ensure that there are enough information based and IT-related workers to manage, develop and use IT in the public service.

Knowledge Worker – The decision-makers at all levels using information extensively in most of their job functions and tasks

IT Professional – The IT experts who develop and manage IT systems

IT Skilled Worker – The IT workers who support the IT professional in various development and management functions, including IT technicians and IT operators

IT User – Personnel at all levels who use IT in daily work in administration jobs and for office automation

3. Infrastructure: There is a need to improve IT infrastructure that has reach-and-range to reach as many personnel and end users as possible. New technologies will be introduced while ensuring their easy usage – acceptance is critical.

4. Applications: This is to ensure availability of contents in the form of management, administration and information systems, and mechanisms for better planning, decision-making, transaction processing and resource management within organisations.

5. Funds: This is a critical factor for the successful implementation of IT in the public service. IT will only be effectively implemented if funding is continuously available, as investment in IT is costly. High costs are attributable to the necessity to do continuous training and reskilling of all those involved, the high cost of infrastructure and facilities (both hardware and software, that keep changing and needing to be upgraded), acquisition and maintenance, and

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expensive sourcing (if the services of consultants and expertise are needed). The main decision here is on the reach and range of the IT implementation, whether its coverage is to many departments and islands. Small pilots for specific agencies and islands are the most practical way forward.

Programme Recommendations**Human Resources:**

- At least one person competent in IT in every organisation (for example to train IT personnel to the standard of Chief Information Officer (CIO));
- Develop in-house expertise and give recognition and incentives equivalent to those in the private sector;
- Basic awareness and literacy issue to be handled by INTAN's (Malaysia) assessment system (ISAC).

Policy and Standards:

- Standard to regulate internet use, network and application;
- Policy to enhance sharing of common information.

Structure:

- IT unit in every department;
- The role of the NCC to be strengthened.

Infrastructure:

- Government infrastructure needed as a five-year plan (Government Network of Maldives).

Systems:

- Develop a common integrated system within the ministry first (consider engaging related ministries);
- Single IT portal for all.

Promotion:

- Promote IT through the media.

Processes:

- Government financial regulations to be improved.

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Milestones of Information Infrastructure for E-government

May 2004: The first stage of evaluation of the Network and Application Turnkey Projects of the Information Technology Development Project was completed. The first stage evaluations assessed the bid proposals for financial and technical responsiveness, in accordance with the instructions in the bid documents.

August 2004: The National Centre for Information Technology opened the bid proposals for the second stage evaluation of the bids for the establishment of the Government Network of Maldives (GNM), under the Network Turnkey of the Information Technology Development Project (ITDP).

November 2004: Bidding documents of the Network Turnkey Project and the Application Turnkey Project published and made available on the ministry's website: www.mcst.gov.mv

February 2005: Contract for the Implementation of the Government Network of Maldives was awarded to CET Technologies Pte Ltd of Singapore, to be completed by the end of 2006. The Maldives Government Network will enable government agencies, health and education facilities, courts of justice, police and security services, and parastatal organisations to share their information electronically. This initiative is in line with the Government's pursuit of making government agencies more efficient and transparent, while delivering public services to its people using state-of-the-art information and communication technologies.

It is evident that, because Maldives is a small and geographically dispersed country, the implementation of the Government Network of Maldives poses a challenge to the public sector. It needs a co-ordinated effort from both the public and private sector to facilitate a more effective IT environment in the country. It is not only the technical and difficult issues that need to be addressed: changing the mindset and promoting an IT culture (the softer side – i.e. the human factor) is equally crucial.

7

Financial Management Reform

A New Public Accounting System

A sound financial system is crucial for good governance. Hence, financial management reform is one of the areas that have been accorded high priority by the Government. Three areas have been proposed for reform: a new public accounting system, programme budgeting and new Finance and Public Enterprise Acts.

The PSD organised a seminar to raise awareness of the new public accounting system at the executive level of government. The new public accounting system will provide for the development of a computerised double entry cash-based system with a central ledger consisting of four funds, a public bank account and a central cheque production unit within the Ministry of Finance and Treasury.

In June 2003, a workshop was conducted on public expenditure management and budgeting. Its main aims were to:

- Highlight public expenditure management topics such as budget formulation, execution and monitoring, and social sector-related spending;
- Outline the rationale for introducing medium-term budgeting.

The current accounting system of Maldives is a rudimentary indigenous single entry manual system, which is now outdated, particularly with regard to the volume of transactions that are now being processed. The system lacks efficiency and effectiveness and does not provide timely and comprehensive information; furthermore, it does not comply with internationally accepted accounting principles.

Hence, the new system should enable accurate recording of financial transactions and facilitate relevant and timely financial reporting for effective planning, management and control of public finance.

The first phase of the project, which consisted of defining require-

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ments and formulating a design for the public accounting system aimed at improving public financial management, was completed in 2002. The second phase includes the implementation of the accounting system.

The second phase will comprise of two important steps.

1. Building a Public Accounting System legislative framework. This will consist of:
 - Drafting a Finance Bill, Audit Bill and Public Enterprise Bill, and supporting these through the legislative framework;
 - Drafting amendments to financial regulations, instructions and guidelines.
2. Human resource training and development, Ministry of Finance and Treasury (MoFT) accounting functions review, and establishment of an accounting framework. This will comprise of:
 - Revising the MoFT structure;
 - Re-designing jobs;
 - Assessing the skills of current MoFT staff;
 - Developing an in-house training course for the MoFT;
 - Establishing an MoFT accounting office;
 - Developing a strategy for ongoing training and support;
 - Training the trainers to provide implementation support;
 - Assisting with the establishment of, and ongoing support for, line ministry accounting units.

FINANCIAL MANAGEMENT REFORM

Comparison of the current PAS and the new PAS

Current System	Proposed System	Benefits
Maldives Monetary Authority (MMA) is the banker and the accountant	Ministry of Finance and Treasury (MoFT) is the accountant	Proper segregation of functions, that is MMA is the banker and MoFT is the accountant
Single entry	Double entry	Accuracy and reliability
Manual System	Computerised system	Reliable and timely financial reporting
No government ledger	Computerised general ledger	Double entry system provides accurate and reliable financial information and timely management and external reporting
1600 bank accounts	Single bank account	Enhances control over public monies and provides opportunity for proper cash management strategy
Line Ministries and Atoll Spending Units – 9 accounting books	Voucher batch system for data entry into computerised central ledger	Eliminates laborious manual system
Treasury general account	Five core funds of government: <ul style="list-style-type: none"> • Consolidated revenue fund • Loan and capital works fund • Trust fund • Contingencies fund • Revolving fund 	Provides control of funds in line with international practices and is the core to the chart of accounts and ledger system
No annual financial statements	Annual financial statement	Meets international accounting standards and provides financial information to the government for economic decision making and for reporting to external bodies

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Comparison of the current PAS and the new PAS (continued)

Current System	Proposed System	Benefits
No audited financial statements	Audited financial statements.	To meet international auditing and accounting standards and to provide assurance that the information in the statements can be relied upon by the users of the financial statements.
Over 1600 cheque books	Central cheque production MoFT and direct payments to bank accounts	Enhances control over public monies
No legislative framework for financial regulation exists	Legislative financial framework: <ul style="list-style-type: none"> • Audit Act • Finance Act • Regulations • Instructions • Public Enterprises Act 	Legislative financial framework will provide for the control and proper management of public money and property and other national resources
Atolls Each entity does own accounting Money from all sources held	Central atoll accounting unit Imprest system	Will streamline accounting functions and provide mechanism for double entry system of accounting and significantly reduce cash movements and cash holdings and excess funds (estimated at MRf 20 million) would offset deficit financing.
Budgeting Line budgeting 160 budget submissions	Move to programme budgeting Reduce submission Consolidate at ministries and departments Budgeting practices strengthened	Will promote improved budgeting practices and thus enhance fiscal management

FINANCIAL MANAGEMENT REFORM

Programme Budgeting

In the present system of budgeting, i.e. line budgeting, resources are allocated to Ministries and spending units, based on agency budget proposals formulated from detailed submissions on what budget funds are to be spent on, for example, salaries and telephone. The MoFT sets limits against these types of expenditure within the total agency budget, which Ministries and spending units may not exceed without prior approval from the MoFT. Approvals to exceed budget allocations for types of expenditure may either be in the form of an approval for additional budget funding or for transfer between budget items where funding for a budget item is in excess of requirements. Line budgeting does not provide any information on what is to be done or produced with budget allocations or on how the public will benefit. Nor does it support a considered resource allocation process focused on service delivery objectives or make decisions on exactly what services should be given priority and funded to produce the best social outcomes.

The measurement of performance in a line budgeting environment relates to remaining within budget allocations or making savings. A line budgeting environment does not, therefore, provide any true measure of efficiency and effectiveness of service delivery or assess whether government policy objectives are being achieved. Further, since the cost of individual programmes or services delivered is not separately identified, it is not possible to compare or benchmark service delivery costs to comparable activities within government or in the private sector to determine cost effectiveness and efficiency.

Programme budgeting offers a more effective budget framework for the Government which delivers an improved basis for resource allocation and budget management. Therefore, the proposed programme-based budgeting framework, known as programme management, would provide a far greater level of information about the precise purpose for which funds are being allocated in terms of service delivery. This will be of significant assistance to decision-makers in the resource allocation process.

Programme budgeting establishes a framework that produces funding proposals framed on service delivery objectives and encourages considered examination and prioritisation in the rationing of scarce

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financial resources with the underlying objective of achieving the best social outcome. Under programme management, not only is there considerable focus on framing a budget to achieve the desired outcomes of government policy objectives, but value for money and the achievement of key policy objectives are of critical management importance from a central government perspective.

The Government is phasing in programme management as a means of providing a more effective budget framework. In relation to the preparation of budget forms, the Ministry of Finance and Treasury already has separate sheets specifying programme details in order to obtain details on the programme for 2003. This represents a first step towards embarking on programme budgeting.

Introducing a Finance Bill and a Public Enterprise Bill

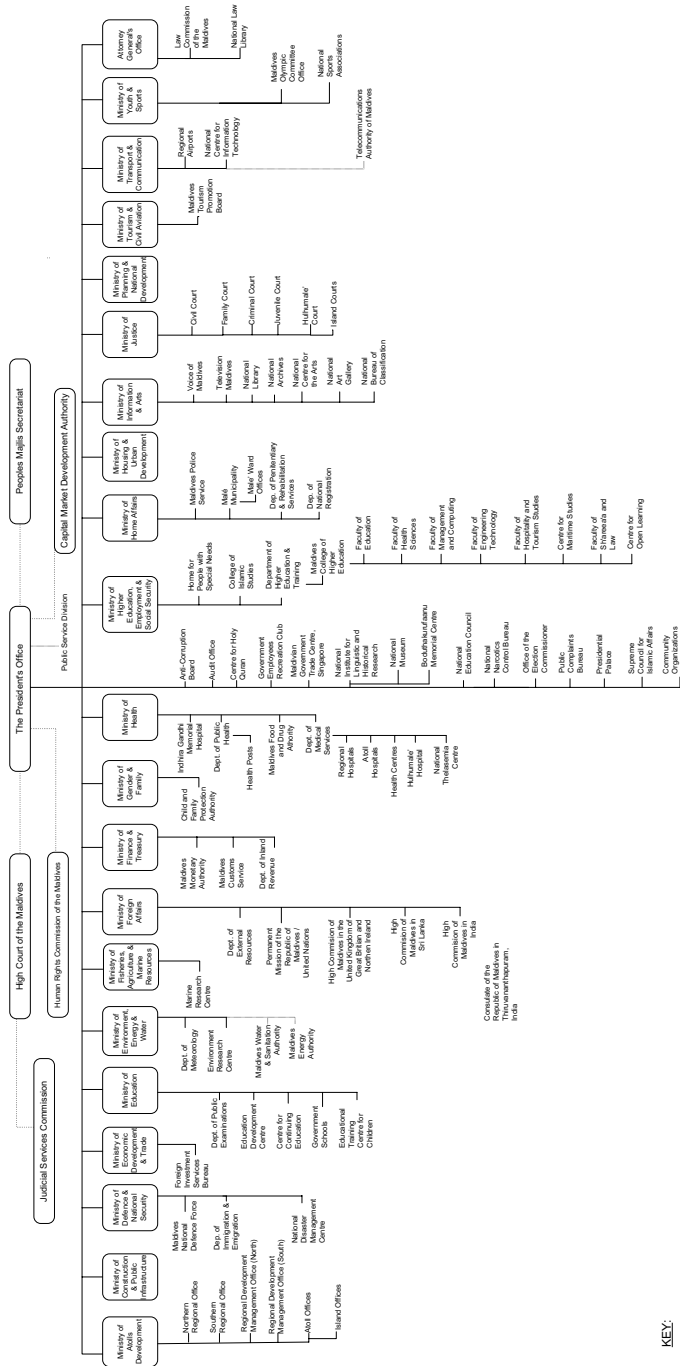
In Commonwealth countries, the control and administration of public finance is based on requirements laid down by the constitution, which provides a framework for the regulation of the public finances. The financial legislation of the country consists of a number of legislative Acts and regulations, the most important being the Finance Act, which establishes the public accounting system.

Maldives has financial regulations which, although they are not based on legislation, deal with some financial procedures with a main focus on local issues. It is therefore felt to be important to have financial legislation which governs the control and administration of public finances to bring the country into line with modern public finance theory and legislation.

As part of the process of building a legislative framework for public accounting in Maldives, a Public Finance Act and an Enterprise Bill were drafted in 2002, and the Bills were presented to the Law Commission in January 2003.

APPENDIX A

GOVERNMENT OF MALDIVES ORGANISATION STRUCTURE

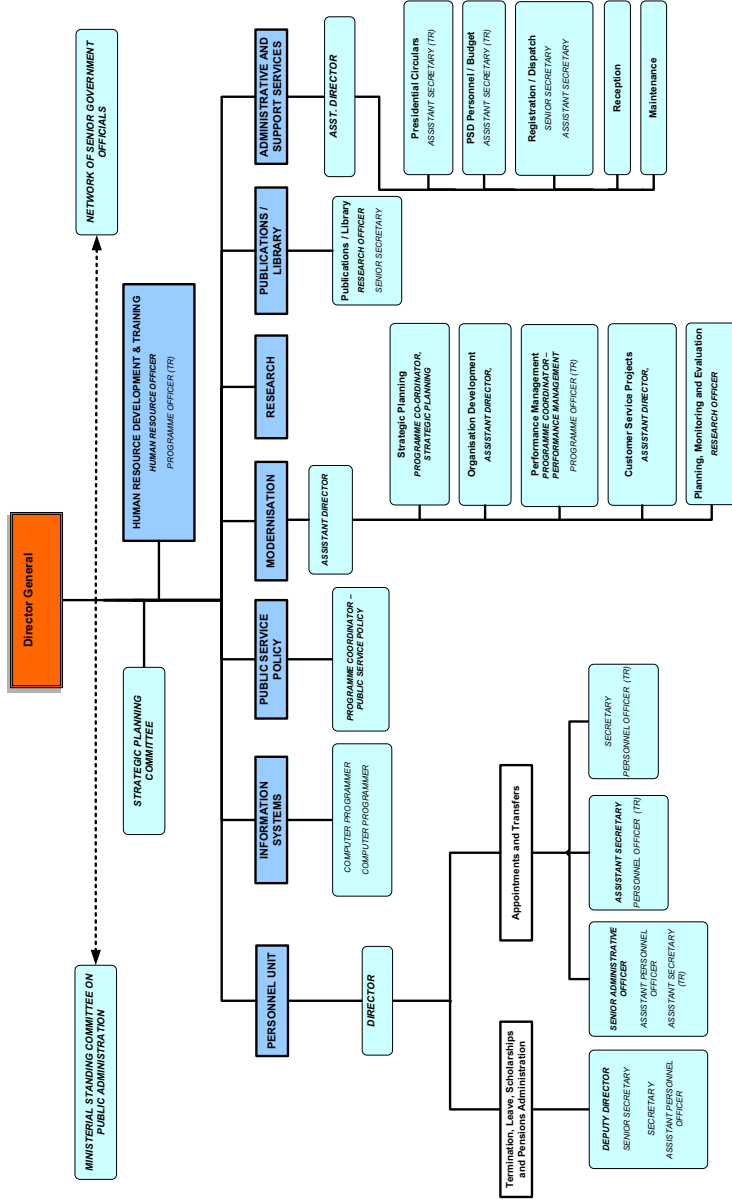


KEY:
Capital Letters: Statutory Bodies
Independent Bodies

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APPENDIX B

PUBLIC SERVICE DIVISION



6/05/2006

30 Employees

I:\Pad Organisation Charts\PSD Organisation Chart_27_March_2006.vsd

APPENDIX C

Seminars and Sessions Organised by the Public Service Division

1. Seminar on Strategic Planning

The objectives of the seminar were to give exposure to participants on the effective application of various concepts and processes, as well as tools and practices of strategic planning and management, and to give the skills they need to enable them to act as consultants for their own organisations in strategic planning.

The seminar included sessions on:

- Strategic management/strategic planning journey; formulation of long-term directions, strategic plans and transformation process of the public service of Maldives
- Writing up vision and mission statements
- Formulating strategic plans, programme, activities and processes;
- Action plans and performance indicators
- Synthesis of the strategic planning session: what's next for the public service?

2. Seminar on Customer Service

This seminar was organised to create awareness among public service officials, and assist government departments in installing appropriate mechanisms for delivering customer-oriented service. The objectives of the seminar were to familiarise participants with the concepts and practices of customer-oriented service, to enable participants to identify areas for improvement in developing customer-oriented service in their organisation and to enable them to identify training and management requirements to provide customer-oriented service.

The seminar included sessions on:

- Why focus on service quality?
- Public service for the twenty-first century

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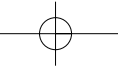
- Productivity and quality programmes in Singapore
- Improving service quality
- Developing service quality indicators: setting and publicising targets
 - Measuring service quality performance
 - Ethics in service delivery
 - Change management – creating quality improvement culture
 - Human resource management framework for improving service delivery
 - Public contact programmes

3. Workshop on Utilisation of Information Technology

The objectives of the workshop were to introduce the participants to e-government concepts and to formulate a strategic framework for IT in the public service for immediate and future implementation.

The workshop included sessions on:

- Effective and efficient use of IT in the public sector – the Malaysian e-government experience
- Customs information technology environment
- Automated identity card issuance
- Touch screen licence test
- Linking of departments
- Online job matching
- Electronic queuing system
- Machine readable work permit cards online application and processing
- Government information technology initiative; IT and public service efficiency
- Improving public service efficiency through IT – the road to e-government



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4. Workshop on Human Resource Development Planning

The purpose of this workshop was to create awareness about the importance of human resource management and development issues. The objectives of the workshop were to understand the role and importance of human resources in organisations, understand the need for a strategic outlook on human resource management and identifying the need for human resource planning, formulate the background for creating a human resource unit in their respective organisations and to be able to develop a training needs analysis for their respective organisations.

The seminar included sessions on:

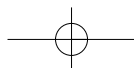
- Systems approach to organisations
- Organisational environment
- Organisational diagnosis
- Job analysis
- Human resource planning
- Human resource development in organisations
- Training needs analysis
- Cost and budget issues in training needs analysis

5. Seminar on Financial Management Reform

This seminar was organised to create awareness of the importance of financial management reform in the public sector and to gain the approval of senior government officials in implementing these practices, which included the proposed new public accounting system in Maldives.

The seminar included sessions on:

- The importance of financial management reform
- An overview of the proposed new public accounting system
- Accounting procedures in line ministries
- Organisational restructuring



THE PUBLIC SERVICE OF THE REPUBLIC OF MALDIVES – A PROFILE

- Linkage of legislation to the public accounting system
- Future reforms

6. Seminar on Introducing Modern Management Concepts to the Atolls

This seminar was organised with the purpose of extending training on public service reform and modern management practices to government officials in the atoll and island offices. The overall objective of the seminar was to expose participants to modern management concepts in order to ensure that they are more productive in performing their jobs and can provide better services to the public.

The was conducted in two regional centres in the southern and northern regions of the country and included sessions on:

- Changing role of the Government – reinventing government
- Strategic management
- Human resource management and development
- Performance management and performance appraisal
- The public service and information technology
- Customer-oriented public service
- Managing change in the public sector

7. Seminar on Sustaining Public Sector Reform

This seminar was organised to reiterate the importance of previous reform issues with the broader objective of creating performance-oriented and customer friendly public service. The objectives of the seminar were to create an understanding of the importance of sustaining public sector reform, identify links between strategic planning, performance management and customer service, and to develop strategies that can be used to implement reform.

The workshop included sessions on:

- Comparative public service reform
- Public sector reform in Maldives
- Towards a citizen centred public service

APPENDIX C

- Performance management and accountability and strategic planning and management – an integrated approach
- Strategic human resource management
- Change management and the implementation of reform strategy
- Action planning

A seminar was also held in two atolls in the northern and southern region of the country to create awareness among public servants working in the atoll and island offices. Since the need for more training for the atolls is considered essential, the PSD aimed to conduct programmes in six more atolls in 2003. Such training is a continued focus area of the PSD in order to develop public service management within the country and to enhance the capability of public servants.

8. Workshop on Public Expenditure Management and Budgeting

The purpose of this seminar was to strengthen practices in public expenditure management and budgeting in order to enhance the efficiency of the public service.

The objectives of the workshop were to enable participants to:

- Understand the importance and rationale behind reforming public expenditure management and budgeting
- Understand the link between policy planning and budget formulation
- Identify the importance of medium-term budgeting and its role within the broader context of public expenditure management and the reform agenda
- Learn about sectoral expenditure analysis and systemic problems in the sectors, especially with regard to education and health

9. Seminar on Human Resource Management

Currently, Human Resource Management is practiced only to the extent that each government office has a section that deals with the personnel function of the organisation. Very few offices deal with the long-term

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implications and aspects of human resource management and development. This means that aspects such as training, human resource development and health and safety are neglected in the workplace.

Therefore, to establish clearly identifiable human resource departments/units in government offices, the PSD planned to run a seminar on Human Resource Management that focuses on the importance of managing and developing human resources as well as on other issues that need to be urgently addressed, such as the development of adequate job descriptions for individual employees. The objectives of the seminar were to enable the participants to identify the link between effective human resource management and organisational effectiveness; understand the importance of planning for human resource management and development; recognise human resources as the most valuable assets of the organisation; and address pertinent human resource issues in government offices

10. Effective Change Management in the Public Service

This seminar was designed to help public sector leaders and managers understand what it takes to respond more proactively to change in their organisations and to enhance their ability to effect and manage change. The objectives of the seminar were to develop a change management strategy for the participating organisations, to understand the leader's role and behaviour in initiating change, to manage both the people and business side, and to actively manage resistance to change.

The workshop included sessions on:

- The psychology of change
- An overview of approaches to organisational change
- The human side of change
- Involving people in the change process
- Anticipating and managing resistance to change
- Developing commitment to change
- Maintaining the momentum of change
- Planning, implementing and consolidating change

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11. Seminar on Leadership

This seminar was organised to introduce the concept of leadership in organisations and highlight the link between effective leadership and the success of reform activities in the organisation. The objectives of the seminar were to understand the role and importance of leadership in organisations, to identify the link between leadership and the implementation of reform activities, to outline different leadership strategies, to formulate personal leadership plans and to gain an insight into leadership practices in other countries.

The workshop included sessions on:

- Leadership challenges in the public sector: managing feedback
- Leadership: essence, objectives and prerequisites
- Leadership style and strategies
- Leadership practices: managing knowledge in the organisation
- Leadership development and succession planning
- Formulating individual leadership development plan

12. Quality Management Programme

This programme was organised to introduce knowledge and skills required in developing, implementing and managing a quality system, such as the ISO 9000 or Total Quality Management system in the participating organisations, to familiarise participants with the quantitative tools and quality circle techniques for improving work processes and to show how total quality management can assist organisations to become more competitive in the local and international scene.

The workshop included sessions on:

- Managing productivity
- Introduction to quality management
- Quality improvement techniques
- Implementing total quality management
- ISO 9000 and quality management systems
- Service quality

13. Seminar on Knowledge Management

The main objective of this seminar was to highlight the importance of knowledge management in public sector organisations and make government employees understand the value of successful knowledge management in their offices. This enhances their ability to perform jobs effectively and increases the ability of public sector organisations to become more responsive and adaptive to changing contexts within and outside the organisation.

The specific objectives of the seminar were to enable participants to understand the critical importance of knowledge management in government offices; to understand how the concepts, methodologies and tools of knowledge management can be applied in public sector organisations; to identify the link between effective knowledge management strategies, practices and technologies and organisational effectiveness; to recognise the importance of culture in knowledge management; to relate knowledge management in the public sector to decision-making and administrative action; and also to examine various strategies for managing the knowledge-creating processes

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