

Human Resource Needs Study 2007 Tourism Sector

Clique Associate Trainers and Consultants Pvt. Ltd.

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Executive Summary

The present document constitutes the Draft Report for the Sector Specific Needs Assessment Study – Tourism Sector (MLD-2028), prepared by Clique Associate Trainers and Consultants Pvt. Ltd. who were awarded the contract to conduct the study and related survey by the Project Implementation Unit of the Ministry of Higher Education, Employment and Social Security, Malé, Republic of Maldives on June 10, 2007.

This Draft Report is prepared for the review of the client, MHEESS and the Tourism Sector Councils. It incorporates the findings from the desk study presented in earlier presentations and sheds light on the conclusions of the survey conducted.

Four surveys were conducted through July – August 2007 targeted at the following groups in 3 zones; central, north and south. The groups included Employers, their Employees, Potential Employees (students in the final years of study, school leavers and others looking for employment) and Households (parents of potential employees).

Findings of the survey have been discussed with tourism employers. Interviews were held with government officials regarding policy issues and viability of recent activities carried out by their offices. Their views and opinions have been included in this final report.

Abbreviations

CBET	Competency Based Education and Training
ESC	Employment Sector Council
ESTP	Employment Skills Training Project
FHTS	Faculty of Hospitality and Tourism Studies
HR	Human resource
MHEESS	Ministry of Higher Education Employment and Social Security
MNET	Maldives Network for Education and Training
MOT	Ministry of Tourism and Transport
NDP	National Development Program
NQF	National Qualification Framework
OJT	On the job training
TTMP	Third Tourism Master Plan

Introduction

A review of the origin and development of tourism in the Maldives

Tourism was introduced to the Maldives, then amongst the poorest and smallest countries in the world, 35 years ago. Only a few people had any formal education and most of those who were educated were employed in the public administrative sector.

Tourism is not a traditional industry for the Maldives. From its foundation in 1972 and slow start; tourist arrival figures has been on a steady and gradual increase (except for the two downturns reflecting the European recession and the Tsunami disaster) to exceed 600,000 by the end of 2006. Tourist establishments have similarly been on a steady increase. In addition to the number of establishments and bed capacity, level of service being provided by all sectors of the industry is on the rise; resulting in a greater number of staff being required per bed.

“In general there is a serious gap between the skills required to operate a modern economy and the nationals actually trained to the required skill level. This gap is filled by expatriate workers.”
- Human Resource Needs Study 2005

The skilled jobs that opened then were filled by mainly by ex-staff of the British Naval Base in Gan, who were slightly conversant with the ways of the Europeans. Over the next 15 years, only the transfer of skills from these staff was the only training resource that the industry had to build new interested candidates. Consequently, the majority of tourists that would have visited Maldives then were the adventurous ‘budget travelers’ who demanded very little service. The Maldivian ways of life were in no way comparable to those from the developed world.

The School of Hotel and Catering Services, now known as Faculty of Hospitality and Tourism Studies, (FHTS) opened in 1987 was the start to a more formal system of education and training related tourism and hospitality. The establishment of this institute was a learning experience even to most owners and investors; many were to see industrial catering equipment and utensils for the first time. Notably, many resorts had domestic utensils and equipment in small set-ups over the first decade of tourism, but that would soon develop.

The small amount of students joining the workforce annually with basic education (GCE) was in great demand by all sectors of the economy, resulting in a low, under-capacity input into the hotel school in its early years. Students who studied in government schools were bonded to serve in a government job for 3 years, until the rule was abolished later.

In spite of tourism playing a vital role in the national economy, surpassing fishing as an earner of foreign currency, there was no considerable growth in the number of Maldivians working in tourist establishments. This was mainly due to the shortage of Maldivians who had post-primary education who could be trained in tourism services. Most lacked the required knowledge in English language (or any foreign language) so that they could be trained, as available texts were in English language. Moreover, tourist resort jobs were not popular with the public (especially parents) who held traditional Islamic values due to aspects of the industry being unislamic; service of alcohol, sunbathers' attire and the holidaymakers way of life in general. Moreover, due to tourism revenues being substantially low, the industry was in no position to offer compensative salaries to employees. In the early 1990s, there was a trend towards employing foreigners in tourist resort jobs, until it was curbed following a government decree that tourist resorts can only employ up to 50% of its staff with foreigners.

The Ministry of Higher Education, Employment and Social Security (MHEESS) has embarked on a program that includes the establishment of competency based education and training systems to encourage personnel development within the Maldivian workforce.

Tourist Resorts, Hotels and Guest Houses

Tourist resorts in the Maldives are built on individual islands. This necessitates providing a compendium of support services. As such skills required for resort jobs cover a spectrum ranging from health to engineering.

The Ministry of Tourism (MOT) controls the increase of the number of tourist resort islands, but not other accommodation suppliers of tourism. The Ministry of Tourism does not restrict the number of hotels, guesthouses and safari vessels; therefore the supply is demand driven. They are quite the offshoots of resort tourism or suppliers for domestic tourism.

At present, there are 89 resorts, 10 hotels and 16 guesthouses registered. There are plans in progress to open bigger and more sophisticated hotels in Malé within the next couple of years.

According to the Tourism Yearbook 2006, 35 new resort islands would be developed as advocated in the Second Tourism Master Plan (1996 – 2005) to increase the bed capacity to 29,500. The list of 89 tourist resorts counts 17,948 beds. The 10 hotels have 795 beds. Over the last couple of years, 44

new facilities (hotels and resorts), with a total planned bed capacity of 7582 have been leased out for development. Some of these facilities are in their later stages of construction, according to development status new from the Ministry. In addition to that, these include plots of lands have been leased out for the construction of hotels at regional airports. Thus a huge demand for trained servicemen for the tourism sector is envisaged.

The existing facilities and those to open within the next two years, add up to 26,325 beds. Not very far off the mark of the Second Tourism Master Plan.

Cruising Vessels

There are no restrictions on the number of cruising vessels that can be registered to operate in the Maldivian water. There are 122 registered vessels and the trend shows a steady growth over the last few years and many vessels are at various stages of construction at various locations in the country.

More than half of the jobs provided by cruising vessels relate to the tourism (and hospitality) sector such as cooks, servers, guides and entertainers. The other half portion comprises what can be attributed to the Transport and Engineering sectors.

Current and Future Tourism Employment in the Maldives

The Third Tourism Master Plan 2007–2011 (TTMP) provides a planned estimate for the growth of the tourist facilities in the Maldives based on their estimates for the growth of tourist arrivals. The table below shows an increase from 20,064 beds in 2006 to 30,297 in 2010.

Year	Estimated growth in arrivals	Projected percentage growth	No. of beds required for the new market	Total no. of beds	Projected percentage increase in beds
2006	601,923	-	-	20,064	-
2007	653,086	8.5	1,700	21,770	1.0
2008	711,864	9	2,000	23,729	9.2
2009	797,288	12	2,800	26,576	14.2
2010	908,908	14	4,000	30,297	19.5
2011	999,799	10	3,000	33,327	6.5
2012	1,099,779	10	3,400	36,659	-

Figure 1: Increase in Tourism capacity Projection. Source: Maldives Third Tourism Master Plan 2007-2011

The master plan discussed and cites the issue of the predominance of youth in the workforce. ‘The Maldives has a relatively young population – forty five percent is below 20 years of age. Consequently, seventy one percent of the total population is less than 35 years of age.’ According to the population census, only 16% of the working population is above 45 years of age.

The tourism sector is attractive to the youth, especially craft/trade level jobs. It must however be stressed that there be some means of job development for the aging working population too, lest they have to retire early and become a burden on the young working population – a phenomena being experienced by many of the developed nations. Informal discussions with tourist resort employees reveal that many are already experiencing that too.

Drawing a parallel to the new developments, the TTMP estimates the creation of 10,000 new jobs over a three-year period. Considering the current real output from the FHTS, (332 in 2005), unless these issues are properly addressed and the ruling that only 50% can be expatriate staff stands, massive shortages are expected. Resort HR Managers consulted reports noticing a rapid increase in staff poaching over the recent years.

Tourism is a growing industry. Worldwide employment within the tourism was estimated at 192.2 million (one in every 12.4 jobs in the formal sector). By 2010, this is estimated to grow to 251.6 million jobs (one in every 11 formal sector jobs)¹. Growth trend forecast for Maldives is equally bright.²

¹ ILO Report, Human resource development, employment and globalization in the hotel, catering and tourism sector 2001

² TTMP - Third Tourism Master Plan

Approach

Almost one-third of the total workforce is expatriate

The Human Resource Needs Study – 2005 stressed on the need for sector specific studies. It criticizes that the conventional manpower requirements approach has great appeal to policy makers because of its apparent simplicity of determining skill requirements and hence training need, it has many serious limitations, and explains how training for skill shortages hits against severe obstacles, when their practical aspects are considered. Who to train? How to train? In what fields to train? At what level to train? The who, what, where and how questions are highly relevant but can only be addressed at the sector or sub-sector level.

Rationale

The need for competency based education and training was stressed in the previous studies made on the subject of Human Resource development planning³.

The Employment Skills Training Project (ESTP) launched by the Ministry of Higher Education, Employment and Social Security (MHEESS) in 2006 with support from the Asian Development Bank, aims to train 6000 out of school, out of work Maldivians in high priority occupations.

Under this project, a Workforce Training Fund is created to expand the technical and vocational education system to meet employers' long term needs for staff and help build the Maldives' economic future. With US\$7.5 million allocated for the above project, the current study carries responsibility towards guiding the funds being used in the most beneficial manner.

This study was conducted together with studies of other key sectors; transport, fisheries and agriculture, construction and social (to include education, health and legal).

Policy 14
Develop a national workforce capable of providing high standards of service to improve the quality of the tourism products and increase local employment in the tourist industry

NDP6
CHAPTER 3
ECONOMIC
DEVELOPMENT

³ Human Resource Needs Study, March 2005, Robert Castley and Post Secondary Education and Skills Development, ADB TA 3826-MLD, Dec 2002

Aims of ESTP *

Increase the number of Maldivians in the labour force through

1. Design, development and delivery of training – provide for Competency Based Skills Training (CBST) for entry level employment
2. Identifying HR needs through ESCs
3. Strengthening capacity to develop CBST programs
4. Delivering skills training programs
5. Enhancing reach through Maldives Network for Employment Training (MNET) and encouraging private sector participation
6. Maintain a sustainable fund for training through stakeholder participation
7. Conducting career guidance programs in schools, institutions and atolls
8. Strengthening capacity of MHEESS and implement relevant policies

Source: MHEESS; *please refer to detailed technical documents from MHEESS

Methods

The study refers to the relevant public and private sectors to establish the human resource situation and identify development needs. The specific tasks relevant to this project are stated below:

- Consult with relevant ESC and the PIU and keep them updated on the progress of the project.
- Undertake desk studies relevant to each sector.
- Develop a study design; with appropriate statistical sampling method to identify the sample and survey zones
- Design the study instrument and get it approved with the Client
- Prepare the researchers manual
- Train researchers
- Undertake a pilot study and make adjustments as necessary
- Conduct the survey – collect, enter, analyze and report data
- Prepare the first draft of study report, submit and conduct a workshop for the executing agency.
- Revise the draft report with necessary suggestions and recommendations from the executing agency including the ESCs.
- Submit final report together with all data files to executing agency.

The primary objective of the sector specific need assessment studies is to generate the inputs required to ensure that the training programs designed by the Employment Skills Training Project for the Tourism sector to reflect and support the needs of the employers in these sectors.

The secondary objectives are:

- Compiling profiles of the relevant sectors.
- Compiling profiles of the most important employment opportunities in the relevant sector with the requirement skills and training.
- Identifying issues and constraints that hinder locals from working in these sectors.

Based on this expected outcome, the key questions in the project that were asked in this research are:

- What skills and knowledge are considered most necessary for tourism industry employees in the Maldives?
- What skills and knowledge are most lacking among tourism employees in the country?
- How can the required training and skills be delivered to the labour force?

The study results are linked to validating the human resource development activities currently being undertaken by MHEESS, and would be constructive in guiding further development of these activities and providing new directions for future.

The survey results would be used for the following:

- List all occupations according to ISCO classification
- For each occupation:
 - Total number of employees, listing by locals and expatriate numbers, by gender and by location/region and age groups
 - Wage structure
 - Employer's forecast for year 2010
- Identify critical occupations for localization based on:
 - Localization rates
 - Future demand for employment
 - Total number of expatriates employed and vacancies
 - Required skill level
- General working conditions of the sector such as but not limited to:
 - Working hours
 - Health and safety standards

- Occupational stress due to work load and work pressure
- For finding out Direction of strategic employment growth in the sector:
 - Government policies and regulations concerning occupations
 - Statistics
- Identify reasons for low localization rates
 - Employer's perceptions about nationality of workers and occupations
 - Mind set of employees
 - Attitudes to types of employment by occupations
 - Issues and problems related to the local labour force
- Identify attitude change towards employment among youth
 - Attitudes identified in previous studies
 - Interview parents
 - Interview employees
- Present training needs (for critical occupations)
 - Employer identified training needs
 - Existing training institutes
 - Training constraints
- Future training needs
 - Depending on future demand for employment
- Training plans to meet training needs in the short-term, mid-term and long-term

The Surveys

The primary aim of the study is to generate inputs required to ensure that the training programs designed by the Employment Skills Training Project for the major sectors in the economy are well designed.

The survey aimed at obtaining information from two different angles; the household or the general public, which determines the supply of labour and the employer

<u>Scope and coverage of survey</u>	
The five major sectors the survey is conducted for	The geographical regions covered
<ul style="list-style-type: none"> ○ Tourism Sector ○ Transport Sector ○ Fisheries and Agriculture Sector ○ Construction Sector ○ Social Sector to include Health, Education and Legal Sectors 	<ul style="list-style-type: none"> ○ Northern development region ○ Southern development region ○ Male' and adjacent atolls ○ Resorts, hotels, guesthouses and safari vessels to capture tourism

and the employee, which determines the demand of labour. The survey combines its study of the general public in combination with studies for Construction sector, Fisheries and agriculture sectors, Social sector which includes Health, Education, and Transport sector.

The specific employer and employee surveys were aimed at collecting specified information on the Tourism sector.

Within the framework of this HR Study, it aimed to obtain perception regarding employment opportunities in the sectors, career development as well as sector specific training opportunities required and available in the country.

Sampling

The study adopts 2 stages of sampling. In the 1st stage, the islands to be enumerated were selected based on the number employed/engaged in a certain activity. For instance, to identify which islands to select from the North for construction activity, all islands in the north (all islands of HA, HDh, Sh and N) were listed with the number engaged in the activity. Next a proportion was calculated for each island and the island with the highest proportion was selected as the initial sampling unit.

The following table shows the islands selected and their proportion in the different sectors. Apart from the islands Male', will be enumerated to capture the sector specific information required. Hulhule' and the islands where the regional airports are will be surveyed solely for the purpose of capturing transport sector.

Sampling strategy: The initial selection of islands to carry out the survey is purposive because of the nature of spread of economic activity in the country. The research will be carried out in a manner that islands are selected based on the main economic activities carried out in the island.

Approach: The sampling approach for this study will be a scientific approach; however, based on available information some large establishments may have to be purposively included in the sample. In any case, special emphasis will be given to arrive to a sample which is representative of the whole region and the collected data will be raised to the regional level. (these tables will be filled once samples have been selected)

Sample selection method: Selection of enumeration blocks in Male' as well as in the islands will be based on Simple Random Sampling.

The Survey formula

$$p = \frac{n}{N} = \frac{20}{199} = 0.10 \text{ or } 10\%$$

Suppose 20 establishments (n) out of a total of 199 (N) were selected based on SRS method, then selection probability p would

have been 10%.

Estimation of weights

For estimation of regional totals, weights will be calculated separately for Male', North and South regions for all sectors based on the listing frames used.

How representative is sample

The sample will be representative to the regional level. The error margin for the estimates will be set to maximum 5% with a sample of 10% with a confidence interval of 95%.

The household survey

The household questionnaire aims to achieve conclusions on the following aspects:

- Opinion on starting employment after secondary education
- Opinion on highest qualification required for a decent job
- Willingness to participate child in short-term training
- Identifying the reasons for the unwillingness of the child to participate in short-term training
- Willingness of the child to take a job away from the island of residence
- To verify if unwillingness to allow child to work away from resident island could be changed by offering benefits
- Identify the most desired location (island) for taking employment
- Identify the most desired occupation for the child
- Identify the nature of work in the desired economic/sector activity specified in
- Identify the preferred category of employer from the given choice
- Perception of what attributes employers look for in a candidate
- Identify the importance of various characteristics of a job
- Identify the minimum expected salary for employment
- Opinion on maximum number of working hours per working day
- Identify who amongst the family asserts most influence on the child in choosing a career

Educational level	Parents/guardians	
	Number	%
No educational attainment	40	7.58
Pre-primary	150	28.41
Primary (Grades 1-7)	125	23.67
Lower secondary (Grades 8-10)	143	27.08
Higher secondary (Grades 11-12)	12	2.27
Other	56	10.61
Not stated	2	0.38
Total	528	100.00

The Potential Employee Survey

The Potential Employee Questionnaire aims to achieve conclusions on the following aspects:

- Current status of potential employees
- Future training needs
- Problems faced with applying for jobs.
- View on capability and readiness to join workforce
- Future training needs, as they see it
- Difficulties faced with further education
- Attitude towards training before starting a job
- Obstacles to taking job related training
- Preferences towards places of training
- Incentives to taking training
- The level of influence the parents exert in selecting a particular sector
- Attitudes towards choosing an employer
- Sectors which are interesting to potential employees
- Factors influencing youth to choose a particular sector
- Sectors that are not appealing to youth
- Job characteristic that are the appealing or important to potential employees
- Attributes that are important or critical to possess for employment
- Attitudes towards place of work
- Factors influencing/attracting potential employees to work in a specific sector
- Expectations towards remuneration when starting a job
- Opinion on an acceptable salary by youth for specific jobs that they want to apply
- Opinion on the number of working hours that are acceptable for youth

Potential Employee Survey: education level

Educational level	Respondents	
	Number	%
Secondary	168	37.00
Certificate	4	0.88
Diploma	9	1.98
Graduate	4	0.88
Other	24	5.29
School goers	245	53.96
Total	454	100.00

Potential Employee Survey: looking for job?

Status	Number	%
Currently seeking jobs	118.00	25.99
Currently not seeking job	91.00	20.04
Not stated(school goers)	245.00	53.96
Total	454.00	100.00

The Employee Survey

The Employee Questionnaire aims to achieve conclusions on the following aspects:

<u>Household Survey: who makes the job decision</u>		
Decision left at the discretion of	Parents/guardians	
	Number	%
Child	384	72.73
Father	71	13.45
Mother	61	11.55
Relative	7	1.33
Not stated	5	0.95
Total	528	100.00

<u>Potential Employee Survey: parental influence</u>		
Influence	Potential employees	
	Number	%
No influence	260	57.27
Little influence	39	8.59
Some influence	94	20.70
Significant influence	21	4.63
Excessive influence	36	7.93
Not stated	4	0.88
Total	454	100.00

<u>Potential Employee Survey: discussing career with parents</u>		
Status	Potential employees	
	Number	%
Discuss	339	74.67
Do not discuss	112	24.67
Not stated	3	0.66
Total	454	100.00

- Employment background, job profile and performance
- Job stability and retention
- Cross or inter-sectoral movement.
- Difficulties/hindrances faced by local workforce.
- Job-related training provided, sponsored or supported by the employer together with particulars of training.
- Opinion on employer's commitment to provide training
- Training methods used
- Effectiveness of the training
- Employee view on training program and the training need of the job
- Job rotation and cross-training
- Employee's expectations from the employer
- Working conditions
- Job satisfaction based on salary and other actors
- Most effective method of job vacancy announcement

The Employer Survey

The Employer Questionnaire aims to achieve conclusions on the following aspects:

- Characteristics of the employer including size and core areas of business
- Important occupations and respective entry criteria and experience requirement
- Occupations having difficulties in recruiting local staff.
- Staff training records: training programs conducted over the last one year
- Existing staff training need
- Staff training needs for the next three years
- Ability and willingness to release staff for training

- Constraints to training
- Preferred characteristics of candidates recruited
- Comparative perceptions about nationality of workers
- Staff benefits and expenses
- Constraints to recruiting local staff

The employer and employee surveys conducted of the tourism received very low responses. Hence information and views of employers and employees were taken from semi-structured telephone surveys.

Present Human Resource Situation

“For some time now, Tourism has been the world’s leading industry in terms of gross domestic product”

It is widely accepted that ‘soft skills’, reflecting on literacy, numeracy, work habits, attitudes, practices and behaviour, interpersonal skills, diligence, responsibility, willingness to learn, problem solving and using technology are needed by workers.

The increasing number of expatriates in the Maldives is a growing concern. According to statistical data produced by the Ministry of Planning and National Development for end March 2006, there are 110,231 employed Maldivians. According to MHEESS, at the end of July 2007, there were 62,979 expatriates employed in the Maldives of which 7,417 are employed in the tourism sector (Hotels and Restaurants - 2,679, Tourism - 11,778). Comparison between the percentages of expatriate to local working population of the tourism sector can be worked out from the national census⁴ and expatriate employment statistics⁵. It can be worked out that over a third of the workforce of the Maldives is expatriate. In general, the resort industry employs 50% expatriate staff and for most, the expatriate employees quota is insufficient.

By the end of August 2007, the figures show 63,767 as total of which 7,417 are in the tourism sector. Tourism employment needs to be understood better and uniformly categorized.

Expatriate Employment Growth Rate 2002 - 2006

Year	No. of expatriates	Annual Growth Rate
2002	30,664	5.01
2003	33,765	10.11
2004	38,413	13.77
2005	44,845	16.74
2006	53,941	20.19

Comparison of Expatriates and Locals - Tourism Sector - March 2006

Industry	Expatriates		Locals	
	Total	%	Total	%
Hotels and Restaurants (Tourism)*	13,406	53	12,090	47

*Figures include Tourism
Source MHEESS

⁴ Population and Housing Census of Maldives 2006, Ministry of Planning and National Development, March 2006

⁵ Employment Statistics, www.planning.gov.mv

Human Resource Profile

It is estimated that at present, the tourism industry generates 20,000 direct jobs. This is forecast to increase to 30,000 over the next three years.

The tourism workforce is predominantly young with 57% below the age of thirty⁶. Many of those who are currently employed have only a minimal educational background⁷. The challenges to HR and Training managers include developing a training culture. As part of a worldwide trend, tourism and service sectors generally tends to attract candidates with medium to low academic achievement.

Estimation of Tourism HR Requirements

Year	Total no. of beds	Manpower requirement*
2006	20,064	20,000
2007	21,770	21,800
2008	23,729	24,800
2009	26,576	26,580
2010	30,297	30,300
2011	33,327	33,400
2012	36,659	36,700

*Although this assumption is based on the current ratio of approximately 1:1, as resorts move to higher market brackets with new developments and service standard improvement, the numbers are still expected to rise.

The Potential Employee and Household surveys show the effectiveness of the publicity campaigns organized and held over the last few years by the concerned authorities. With the national education system geared to carry all student up to the completion of grade 10 (and o'level examinations) and parent opinion survey showing that only 61% are of the opinion that secondary education is insufficient for a person to enter the workforce, indicating more candidates to further education schemes, a more promising future can be cultivated.

Household Survey: secondary education

Parent's opinion	Parents/guardians	
	Number	Percentage
Secondary education is sufficient	323	61.17
Secondary education is insufficient	205	38.83
Total	528	100.00

⁶ Employment statistics, Census 2006, Ministry of Planning and National Development

⁷ As stated by resort HR managers during interviews

Education and Training

Being a small nation, Maldives has been quicker at addressing basic educational issues⁸. The following are noted:

- Forming a unified national system of education with a common national curriculum
- Self-sufficiency in training primary teachers
- Eliminating illiteracy.

Measures that address education are in place. Various studies have been made in youth and education. The new challenges are⁹:

- The need to expand access to both secondary and post-secondary education
- Improving the quality of primary, secondary and postsecondary education

The strategies of the NDP for developing the education system over the current period focuses at:

- Quality improvement of education at all levels
- Expanding higher education opportunities
- Facilitating private sector participation in education
- Increasing the supply of local secondary teachers.

Two major studies have been conducted during this decade on the issue of human resource development needs. Of these, Human Resource Needs Study, March 2005, by Robert Castley strongly emphasized on skills development training and the establishment of a Technical Vocational Education and Training System, amongst other related policy recommendations. General opinion on education and training has improved, mainly due to the various campaigns made over the last few years as evident from the survey. Parents and students alike understand the importance of good education (thought not training) to have a reasonable job. However, many – 61% (mostly in the atolls) still view that secondary education is sufficient for a decent job. Strangely though, contrary to traditional viewpoint held, the survey also shows that female candidates are more willing to pursue education beyond secondary.

Economic Factors

The enormous importance of Tourism and therefore the resort industry in the national economy justifies the concern over its variables. ‘Over the past

⁸ NDP 6

⁹ *ibid*

20 years the volume of international tourism has increased by an impressive average annual growth of 9.3%, from about 114,500 in 1985 to more than 615,000 in 2004. At the same time, tourist accommodation capacity has increased from less than 6,000 bed spaces in 1985 to almost 20,000 in 2004.⁹ ‘The value of international tourism is estimated by the Maldives Monetary Authority (MMA) at USD 478 million in 2004, compared to USD 41.4 million in 1985, corresponding to an average annual increase of almost 14%, compared to an average increase in tourist arrivals of 9.3% over the same period. Although the MMA estimate is almost three times as much as the total value of all domestic exports in 2004 of about USD 123 million, the earnings from international tourism are still considered grossly underestimated.’¹⁰

Only limited data is available on training conducted by the Resorts; MOT collects and broadly categorizes data on training programs conducted by the resorts that apply for the National Award in Human Resources Development. Employers need to understand the importance of operational standards and the role of training in achieving these. Multinational companies that have come in the last few years are the harbingers of training culture nation-wide.

Proposals for leasing tourist resorts did not significantly consider the elements of Human Resource Management in the proposals until about a decade back. Notably tourist resorts that have opened about fifteen years ago do not have significant training and human resource development in their budget structure. For these businesses, it may be expensive¹¹ to purchase and be implement¹² significant training programs.

It must be noted that many resorts still conduct less than 5 programs per year in a manner that would assure continuity.

Data on training programs that are popular is consolidated in the table on page 45. It must be understood that only sizeable companies achieve feasible benefits of training.

National Actions to Develop Human Resources

The Third Tourism Master Plan, in its section on strategies and actions outline the step that would be taken to address the country’s human resource issues in reflection to the government’s policy directions. The proposed actions are in relevance with the developments of other national and government authorities:

¹⁰ Bjarni Bjarnasson, Integrated Framework Diagnostic Trade Integration Study for The Maldives

¹¹ Most of the time trainers and training programs have to be sought from abroad.

¹² Many resort managers complain about the difficulty in recruiting staff who are capable of providing training to their subordinates

4.2 Increase employment opportunities and, open up opportunities for gainful public and community participation in the tourism industry			
4.2.1 Promote careers in tourism for school and college graduates			
	Actions	Due date	Performance Measure
1	Conduct school-based awareness programs on tourism and career opportunities in tourism	2007-2011	Number of Programs conducted
2	Monitor and enforce the implementation of the human resource development commitments in lease agreements	2007-2011	Number of Programs conducted
3	Review the quota system to provide for an increase in the number of Maldivians employed in Supervisory and Management positions of the industry	2008	Percentage of Maldivians in Senior Management positions
4.2.2 Increase awareness of the potential benefits of community-based tourism			
	Action	Due Date	Performance Measure
1	Design and implement a nationwide, comprehensive awareness program on the benefits of tourism to atoll communities	2007 - 2008	Community-based tourism awareness program implemented
2	Conduct workshops at atoll levels to create awareness on how community-run tourism enterprises could be established	2007 - 2011	Tourism enterprise workshops conducted

Figure 2: Strategies and actions to address the human resource issues; source: Third Tourism Master Plan

Based on recommendations from previous studies, some of the initial suggestive steps by MHEESS to control the increase of expatriate labour, to restrict recruitment of foreigners to jobs that can be held by Maldivians were met by public objections. This included the restrictions to limit employment of expatriates as drivers and waiters. At present the regulations only present slight restrictions.

Employment Sector Councils (ESC): MHEESS has created the Employment Sector Councils (ESC) as recommended by previous studies. In addition to the main purposes of these councils, it is hoped that they would help encourage the promotion of Maldivians in the workplace.

Employment Skills Training Project (ESTP): At about the same time, MHEESS has also launched an Employment Skills Training Project; under which candidates have been trained in writing competency standards for jobs in the sectors under the studies. Standards have already been written for jobs such as waiters and cooks.

The Skills Training at Resorts (STAR) Proposal: The Star proposal is aimed at introducing Competency Based Education and Training (CBET). However they need to be comprehensively reviewed before the initial stages of the STAR – Skills Training at Resorts Proposal is already behind schedule.

The STAR program is based on the following objectives:

1. To expand employer based training in which Employers take increasing responsibility for managing and financing training within their own sector

2. To strengthen the link between training and employment
3. To use employer developed competency training standards in training
4. To relate training numbers to market demand
5. To ensure equitable access of qualified trainees to programs
6. To provide workplace assessors to determine the qualification level of those completing training within the National Qualifications Framework.
7. To provide access to career information for people looking to the private sector for long-term career development.

Further information on ESTP and STAR is available at from MHEESS on their website, www.employment.gov.mv

Competency Based Education and Training (CBET): Competency based learning models are intensely focused on the shortest route to results. Although it is traced back to the 1920s, from the mid 1960s the demand for greater accountability in education (and training) gave the impetus to CBET. The competency-based movement, under that label, has only been around for over 30 years, having its origins in developed countries (in Europe and U.S.), gaining wider popularity over the last 10-20 years. Competency-based qualification standards were published in Sri Lanka in 2005. The framework for CBET has been prepared by MHEESS and it has already published the standards for waiters and automotive mechanics. Standards for many other professions have been prepared and are on the way to being endorsed by the Maldives Accreditation Board.

CBET has its roots in teacher education. It helped solve problems of training personnel for the health and medical profession. Today it is being applied for many other professions, including the hospitality professions all over the world.

The traditional Post-Secondary Training systems are criticized for its inability to tell the employer what a candidate with a certificate will be able to perform or accomplish. Certification based on CBET assures the employer what the holder of a certificate will be able to perform.

Previous studies have recommended the adoption of CBET in the Maldives. CBET has been remarkably successful in many countries over the last two decades. For example in Australia, key competencies that underpin all vocational and training programs, include the following: collecting, analyzing and organizing information, communicating ideas and information, planning and organizing activities, working with others and in teams, solving problems, using technology. The South African NQF refers to seven critical cross-field (and almost identical) outcomes for training and

education. These include identifying and solving problems, working with others, organising and managing oneself, good communication etc.’¹³

Competencies are the result of integrative learning experiences in which skills, abilities, and knowledge interact to form learning bundles that have relation to the task for which they are assembled. Assessments are based on demonstrations of applying competencies. Performance-based learning is assessed to assure that the candidate accomplishes a specific task to a pre-determined standard.

What is Competency?

Competency is the vital *behavioral skills, knowledge and personal attributes* that are translations of organizational capabilities and are deemed essential for success. They distinguish exemplary performers from adequate performers.

In that regard, competencies offer a highly descriptive means of discussing job performance. They go beyond traditional job descriptions because they focus on how employees perform their jobs, not simply on what they do. While job descriptions detail specific tasks, competencies encompass the tangible and intangible abilities employees possess. For instance, a necessary competency for a marketing professional might be the ability to perform detailed market analysis while another competency might be leadership qualities, as evidenced through the ability to build consensus.

Components of Competency

There are four major components of competency:

1. **Skill:** capabilities acquired through practice. It can be a financial skill such as budgeting, or a verbal skill such as making a presentation.
2. **Knowledge:** understanding acquired through learning. This refers to a body of information relevant to job performance. It is what people have to know to be able to perform a job, such as knowledge of policies and procedures for a recruitment process.
3. **Personal attributes:** inherent characteristics which are brought to the job, representing the essential foundation upon which knowledge and skill can be developed.
4. **Behavior:** The observable demonstration of some competency, skill, knowledge and personal attributes. It is an essentially definitive expression of a competency in that it is a set of action that, presumably, can be observed, taught, learned, and measured.

¹³ Human Resource Needs Study, March 2005, Robert Castley

HRD Issues and Challenges

Experiences of developed nations hold valuable lessons in human resource development for Maldives

No systematic study has been undertaken on the skills needed by enterprises in the tourism sector in the Maldives. The efforts made to obtain primary data of this nature were received with very poor response. Out of the samples selected, the response rates were low and most were incomplete. This may be due to incapability rather than unwillingness. None of the respondents returned the form requiring them to list the job titles they have. Moreover, the Ministry's efforts to train people in competency standard writing and competency assessment received meager responses.

MHEESS' selection of professions for developing Competency Standards was based on the advice of the ESCs. These standards, however, are accurately based on the largest professions. Even when the competency standards are established and published, it will take much effort to have the scheme work, as many more people will have to be made aware of the importance, effectiveness and worldwide popularity of CBET.

CBET addresses the Essential Skills employers want. In the case of the United Kingdom, the work on core skills was undertaken under the National Council for Vocational Qualifications (NCVQ) whilst in New Zealand it formed part of the development of the National Curriculum. In Australia the key competencies were developed under the aegis of the Australian Education Council and Ministers for Vocational Education, Employment and Training. All these reports were produced in the late 1980s or the early 1990s.

While these skills standards have been developed in the context of industrialized countries, they are still useful references to developing local models.

Skills and Manpower Shortages

Employer studies and surveys revealed the skills they wanted. Most resort HR managers expressed remarks on candidates' abilities to learn, reflecting on poor basic educational background and lack of learning culture, especially with staff who come from the Atolls. These issues are most common to staff in their late 20s and above.

Willingness	Parents/guardians	
	Number	%
Parent/guardian agree to their children taking job away from home island	389	73.67
Parent/guardian did not agree to their children taking job away from home island	139	26.33
Total	528	100.00

In addition to skills shortages with the available manpower, demonstrated by the high number of expatriates in medium to high level jobs, there is an acute manpower shortage evident from the number of expatriates employed

Location	Parents/guardians	
	Number	%
Parent/guardian/child's island	459	86.93
Industrial island in the parent/guardian/child's atoll	14	2.65
Industrial island outside parent/guardian/child's atoll	7	1.33
Male'	32	6.06
Atoll capital of parent/guardian/child's atoll	3	0.57
Others	13	2.46
Total respondents	528	100.00

Location	Respondents	
	Number	%
Industrial island in potential employees' atoll	84	18.50
Industrial island outside potential employees' atoll	44	9.69
Male'	173	38.11
Others	64	14.10
Not stated	89	19.60
Total	454	100.00

in the Tourism sector amounting to about 50%. Resort managers comment of the unwillingness of parents to allowing their children work away and the inadequate accommodation provisions in resorts. After all, staff in resorts generally stay and work for over a month before taking their cumulated off days. These two elements also contribute to the low ratio of female staff – 'currently, 7% of the employees in tourist resorts are female of whom only 2% are Maldivian'.¹⁴

Some managers tell of the alliances they build with the island folks with the objective giving them the confidence to allow their work away from home, in resorts where they will be protected from negative influences.

¹⁴ TTMP

Potential Employee Survey: problems with finding employment

Difficulty	Number	%
Insufficient experience	96	21.15
Do not possess the skills (training) required by employer	55	12.11
Insufficient educational qualification	58	12.78
Unprepared and hesitant to face a job interview	33	7.27
Do not know the jobs that are available	57	12.56
Poor salaries and unsuitable working hours	44	9.69
Insufficient information about interesting jobs and industry	51	11.23
Total	454	100.00

Managers comment on the poor basic education level and the absence of a learning culture in the available workforce. In order for people to be trained to sufficient standards of performance expected by the ever-upgrading resorts, the propensity for learning has to be bred in the people at large.

Seven most important skills cited by them, starting with those required for elementary level staff, are listed below:

1. **Knowing How to Learn:** This is the most basic of all skills. With this skill employees can more easily acquire other skills. The skill involves the capacity to collect, analyze, organize and apply information. It covers techniques, attitudes and knowledge that facilitate processing of information.
2. **Reading, Writing and Computation:** For traditional jobs working often involves going through a regularized process of doing things. Jobs may change in future to involve more reading, writing, learning and working with computers.
3. **Communication Skills – Speaking and Listening Effectively:** Communication is central to the smooth operation of an enterprise. These skills are at the heart of winning and keeping customers. Greeting and serving people, giving directions and information, resolving conflicts, providing meaningful feedback, and contributing to quality circles all hinge on effective communication skills.
4. **Adaptability Skills – Solving Problems and Thinking Creatively:** Enterprises are increasingly placing a premium on workers who are both problem solvers and creative thinkers. As decision-making is decentralized to the point of actual service delivery, a person's job advancement may hinge on his ability to solve problems quickly.
5. **Developmental Skills – Managing Personal and Professional-Growth:** Personal management skills are the building blocks for good morale, a focused work life and even organizational productivity. A strong foundation of skills self-esteem, motivation, goal setting and employability/career development influences the behavior, attitudes and desires of workers and ultimately contributes to an enterprises' ability to carry out its mission and strategies. In addition a change from taking the job for granted and just getting

the job done are not attitudes that businesses of the future may accept. A number of workers in the present workforce need to start from basic skills.

6. Group Effectiveness – Interpersonal Skills, Teamwork and Negotiation Skills: At work an employee constantly interacts with other people. To perform work roles effectively a person requires good interpersonal, teamwork and negotiation skills.
7. Influencing Skills – Organized Effectiveness and Leadership: Today's enterprises base their image on a "culture". Good performance can only occur when employees know the culture of their workplace. Both organizational effectiveness and leadership skills are required. These skills are most important at higher management levels to advance the company image.

Strengthening Primary and Secondary Education

Free primary and secondary schooling to a central syllabus is accessible now to all Maldivians. Primary and secondary education provides the basic skills of literacy, numeracy, communication and problem solving skills and develops the required attitudes that are necessary for the workplace. These skills and attitudes enable the people concerned to acquire job specific knowledge and skills. They are a foundation for further education and training which has become increasingly important to the targeted development of the economy.

The school curriculum is continually evaluated and revised by the Ministry of Education to ensure that it not only accommodate for the academically less inclined but also prepares them for the world of work.

The challenge remains with the generation that started working about a decade ago, a number of whom only had primary, but not secondary

Potential Employee Survey: continue education/ training?

Future engagement	Respondents >Gr 10	
	Number	%
Complete higher secondary education	155	34.14
Seek a job	51	11.23
Not stated	248	54.63
Total	454	100.00

Future engagement	Respondents >Gr 12	
	Number	%
Go to higher studies	99	21.81
Seek a job	59	13.00
Not stated	296	65.20
Total	454	100

Opinion: preferred education level for a decent job

Educational level	Respondents	
	Number	%
Not stated	282	62.11
Certificate	27	5.95
Graduate	76	16.74
Diploma	69	15.20
Total	454	100.00

education. About 63,000 out of the population above age 15 of 205,000 did not attain education at level 8¹⁵. Training and educational effort will have to be made to ensure that they do not become obsolete to the workforce (as being pushed out by the new entrants).

Most of the jobs in resorts are held by employees below lower secondary level education. We are faced with generation gap quite similar to that of developed countries in the '80s, where parent level of education is far below of that of their children. The combined public and private efforts are showing purposeful.

Upgrading Basic Education of the Workforce

Defining “poorly educated” is contextual. Compared to most countries in the region Maldives has a high adult literacy rate. Literacy and fluency is important for a person to engage in learning. ‘It goes to say that if you can’t write, you can’t read, if you can’t read you don’t learn.’ Upgrading basic education is crucial to the competency of future generation. The survey shows overwhelming interest in the education sector, which promises the stability and development of basic education. Public interest in Education can also mean that trainers would be more readily available in future.

As one school principal puts it, “fluency in English language amongst students has improved tremendously over the last few years. This may be due to the growing popularity of foreign media and the internet. It wouldn’t be wrong to say that at present, a grade 5 student is more fluent in English language than a nine student.” He went on further to express “we have a more promising generation ahead”. English language is important for learning since nearly all tests and training programs are in English language. Furthermore, Dhivehi is not exactly a very workable language, although it is used for legal and administrative purposes in all government offices.

All guest communication and administrative documentation in the tourist resorts and other private businesses takes place in English language. Hence fluency is important for all staff.

¹⁵ Education Tables, Population and Housing Census 2006

There is no data available on the educational standards of the tourism industry workforce. From the opinions expressed by HR managers discussed, it is clear that the primary efforts will have to take place in the areas of language and literacy so that a training culture can be developed. At present one of the main obstacles to training is low literacy level of the workforce.

Even if the future looks more promising, the development and sustainability of the present workforce must be considered, lest they become obsolete due to falling low in general job competency and have to retire early and thus become a burden on the future working population.

A national effort will be needed to deal with the upgrading education level of the workforce. Enterprises will have to work with the government and educational institutions. Basic literacy and numeracy skills should be taught to those without a sound foundation in primary schooling. The literacy and numeracy of those with primary education should be upgraded to secondary school level. Such an upgrading scheme should be opened to those who have mastered basic literacy and numeracy skills, thereby placing these skills at foundation. Since the rationale behind these schemes is to enable those who have completed foundation programmes to proceed to basic skills courses, the extent of primary level programs required should be studied. Courses will have to be specially worked out to enable people assume training and graduates of basic programmes to undertake skills training.

Amongst educational issues expressed in the 6th National Development Plan, 'Overall learning achievement among primary students is very low and a significant gap exists between Malé and the Atolls',¹⁶ recent revisions to the secondary education system assures that students will continue up to grade 10, as opposed to the previous system in which students were expelled when they failed from grades above 7. In 2000 the enrolment of over 10,000 in Grade 7 dropped to less than a half of that in Grade 8. The main reason was the lack of secondary education opportunities in the Atolls

¹⁶ NDP6

**Potential employees Survey:
preferred field**

Field	Respondents	
	Number	%
Air transport	60	13.22
Land transport	5	1.10
Sea transport	11	2.42
Construction	25	5.51
Fisheries	6	1.32
Agriculture	7	1.54
Tourism	71	15.64
Education	96	21.15
Health	89	19.60
Legal	14	3.08
Other	68	14.98
None/not stated	2	0.44
Total	454	100.00

**Potential employees Survey:
preferred sector**

Sector	Respondents	
	Number	%
Private sector	95	20.93
Public sector	307	67.62
Self-employment	48	10.57
Not stated	4	0.88
Total	454	100.00

Household Survey: Preferred Industry

Industry	Total
1.Air Transport	31
2.Land Transport	6
3.Sea Transport	7
4.Construction	9
5.Fisheries	4
6.Agriculture	2
7.Tourism	41
8.Education	190
9.Health	87
10.Legal	16
11.Others	127
Architecture	2
Artist	1
Engineering	1
Medical	1
MNDF	1
None of the above	2
Grand Total	528

that has been solved by setting up secondary education opportunities in all atolls.

Results of the terminal secondary examination were low due to the low quality of education and the shortage of trained teachers. This issue has largely been resolved. Fortunately, as a field to work, education is very popular. Surveys results are shown in the tables aside.

Expanding In-Company Training

Training by companies should be cost-effective and efficient. Much of the training is done by large and up market companies. Successful companies around the world devote about 4% of payroll on training. Although no reliable statistics are available, this would be a benchmark to work towards, especially when the general trend with Maldivian resorts is to move towards a higher market.

In-company training can be focused at the National Competency Standards being implemented by MHEESS. At present, large companies do much of the training. They employ Training Managers specifically for the purpose of conducting training. This compares with negligent attitude of the smaller resort, in some of which, even regular staff meetings are not held. A pool of trainers will have to be developed. Developing standard training programs and

materials to support the competency standards established will be an arduous task, handled by private institutions in most countries.

For most businesses, the cost of tailoring training programs may not be viable. To be economic, training shall have to be conducted in-house.

Potential Employee Survey: training incentives

Benefits/incentives	Attracted	
	Number	%
Pocket money and allowance	179	39.43
Guarantee of a job after completing the training	192	42.29
Accommodation during training	21	4.63
Eligible for technical allowance after completing the training	22	4.85
None	16	3.52
Other	5	1.10
Not stated	19	4.19
Total	454	100.00

Employee Survey: benefit of training

	Number	%
Use training to a great extent	9	52.94
Use training somewhat	8	47.06
Does not use training	0	-
Employees who had any training	17	100.00

In 1992 the Singapore National Productivity Board's Advisory Committee on Training Infrastructure pointed out that Singapore in 1989 had only 1,200 full-time trainers or a ratio of about one trainer for every 1,000 employees. The

ratio for the US was 1:122 and Germany 1:49. In Japan, most managers and supervisors have training responsibilities as part of their duties.¹⁷ A national program to train more full time trainers and to train more managers in training and coaching skills could be considered.

On-the-Job Training (OJT) is one training mode used by companies. Enterprises use OJT because it provides the specific skills needed for job performance. Unlike other training systems, it enables the enterprise to quickly change the skills required if there are changes in technology and work processes. OJT is a good training option for all companies; however, here again the availability of capable staff to conduct training and management pressure to ensure that timely schedules are followed, plays an important role.

OJT can only be successfully held in places where standards and procedures are written and used. Only a few resort have proper job descriptions, induction systems and standard procedure descriptions. Even at the public sector level, there are shortages. There are no proper safety standards enforced that enterprises should conform to. This is evident when you see construction workers barefoot, ankle deep in mortar at construction sites and Food and Drug Authority was established this year.

Where OJT is conducted, it tends to be structured in large companies, whereas in smaller local companies it is unstructured. Smaller companies hope and rely on staff with experience and training (often allowing new staff to change work procedures), whereas larger companies provide proper induction training to ensure all employees follow procedures uniformly and standards are maintained.

Obstacles to training are explained by resort HR managers as largely due to low education level in all areas. To start with, managerial level employees who are able to prepare and deliver training are hard to recruit, supervisory level employees who can assume their level of responsibility and subordinate staff that can perform their duties to satisfactory standard are in short supply.

Most companies appear to view that training is beneficial to the employee, not so for the company. Few employers are willing to complement training engagement with even a small allowance to the employees. Employees, at the same time, tend to view training as work they do for the employer. These conflicting viewpoints would have to change.

¹⁷ ILO World Report

Expanding Post Secondary Education and Training

The household survey shows parents view on post-secondary education. 41% of parent of parents questioned expressed that their children should

Household Survey: Education level

Educational level required for a decent job	Parents/guardians	
	Number	%
Below Grade 10	6	1.14
Grade 10/O'Level	69	13.07
Grade 11-12/A'Level	147	27.84
Vocational certificate	5	0.95
Certificate	16	3.03
Diploma	57	10.80
Graduate	218	41.29
Other	10	1.89
Total	528	100.00

need graduate level education before they get a job. This figure may be too wishful. However, one percent of parents agreeing that below grade 10 level is sufficient, is an indication that throughout the country they are willing to allow every child to complete grade 10.

Up to total of 42 % of parents agreeing that secondary education is sufficient is an indication that campaigns to promote post-secondary education still needs to be continued.

Household Survey: Attractive Benefits

Benefit	Parents/guardians	
	Number	%
Academic opportunity	112	21.21
Health benefits/insurance	52	9.85
Higher pay	77	14.58
Job security	70	13.26
Living conditions	45	8.52
Regular transport	51	9.66
Working environment	46	8.71
Working hours	39	7.39
Others	0	-
Not stated	36	6.82
Total	528	100.00

Another indicator, 21% of parents see academic opportunity as the most important benefit of employment for their child in employment. This is an indication of the need for continuing education and training. At present this is also at a very low level indicating the need for stronger campaigns. In the household survey, however, 21% of parents expressed 'academic opportunity' as attractive incentives of a job.

Upgrading Skills in the Service Sector

The size and contribution to output and employment of the tourism sector will increase¹⁸. The development and the productivity of the sector will become more important as more and more resorts move to upper market brackets with higher rates. Resorts will increasingly need to pay greater attention to the development of the service sector and the raising of its standards. This may involve the development of continuing training

programs.

Household Survey: preferred training location

Training location	Parents/guardians	
	Number	%
Home island of parent/guardian/child	509	96.40
Near by island /atoll/region	449	85.04
Male'	457	86.55
Total	528	100.00

Various measures will have to be taken to develop resort management systems with the appropriate policies, regulatory framework and infrastructure. Manpower will also have to be

¹⁸ TTMP projections for bed capacity increase

developed and overseas recruitment of trained and experienced professionals and supporting staff will be necessary.

The experiences of outstanding service companies in the world, especially the United States and Japan, indicate that the development of a quality culture is essential to higher productivity. Such a culture enables the enterprise to develop management systems to improve service standards and to motivate employees to deliver quality service. The commitment by top management to its implementation is critical.

At the same time, management systems designed to achieve higher service standards and customer satisfaction are also necessary. These include quality

<u>Household Survey: ranking job attributes</u>										
Ranking	1		2		3		4		5	
	No	%	No	%	No	%	No	%	No	%
Punctuality	12	10.91	8	5.59	30	6.79	43	5.87	433	13.12
Reliability	5	4.55	17	11.89	40	9.05	86	11.73	377	11.42
Willingness, work odd long hours	15	13.64	13	9.09	68	15.38	96	13.10	334	10.12
Being able to work with peers	14	12.73	22	15.38	41	9.28	82	11.19	367	11.12
Technical qualification	11	10.00	13	9.09	42	9.50	70	9.55	388	11.76
Writing skills	6	5.45	16	11.19	62	14.03	90	12.28	352	10.67
Computer skills	17	15.45	22	15.38	52	11.76	106	14.46	329	9.97
Communication skills	12	10.91	19	13.29	52	11.76	88	12.01	354	10.73
Academic qualification	18	16.36	13	9.09	55	12.44	72	9.82	366	11.09
Others	0	-	0	-	0	-	0	-	0	-
Total respondents	110	100.00	143	100.00	442	100.00	733	100.00	3300	100.00

improvement practices; good human resource management practices; performance management systems providing for clear customer oriented performance standards in work; and technology management which involves the use of modern technology to improve customer service and to make work easier and more rewarding to employees.

The attitude, knowledge and skills of workers are major determinants of service quality. The upgrading of service skills is an issue for the development of the Maldivian tourism industry as most of the new resorts to be opened are aimed at very high service standards. At present, in most resorts, skills standards for service jobs are generally underdeveloped. Without standards, it would be difficult to improve performance and inculcate career development. Training in the service sector tends to be poorly organized and inadequate.

The general tendency in the country is for students to take jobs soon after they leave secondary schools. This is sometimes different with parents who can afford to support and allow their children to live with them. A large number of new employees leave their job during the first month; no consequences to face by returning home. Pre-employment exposure programs and training in basic competencies for taking a job can help to minimize the number of candidate leaving the job during orientation. At the

same time, employers must instill proper induction programs at their workplaces to solve this issue.

MHEESS is presently working to set skills standards for service vocations and to certify service skills. As expressed by the ministry officials, one of the major constraints they face is finding suitable people who can conduct the studies and prepare the documents they need. Training programs should then be developed to teach these skills. To this end, industry bodies in the service sector will need to work with government bodies dealing with training and certification to develop standards and certification of skills and training programs to teach such skills for their respective service industry.

Employer's Involvement in Education and Training

Presently the government invariably makes major national decisions on education and training in. A major responsibility of education and training institutions is to produce trained manpower to meet the needs of industry. Employers should seek greater involvement in national education and training policy making. They should be consulted as a matter of course in the formulation of major education and training initiatives. The ESCs are expected to comment and contribute to the development of training policies and schemes.

Stronger ties need to be built between individual enterprises and training institutions. Resort jobs need to be studied real-time, on-site, to make the necessary modification on imported models. The educational standards and experiential background of the candidates shall have to be duly considered. Presently there is a wide gap between institutional trainers and industry specialists. While institutional trainers (lecturers) are academically capable to draft training standards, they fall short of industry expertise. Correlation of these elements is extremely important. The prospect of the industry receiving job entrants better equipped for the world of work will be enhanced. This involves ensuring the continued relevance of courses and

Household Survey: minimum pay

Minimum salary per month	Parents/guardian	
	No	%
<2500	109	20.64
2500-4000	202	38.26
4000-6000	126	23.86
6000-8000	38	7.20
8000-10000	33	6.25
>10000	17	3.22
not stated	3	0.57
Total	528	100.00

Household Survey: max working hours

Maximum working hours range per month	Parents/guardian	
	No	%
<6	8	1.52
6-8hrs	252	47.73
8-10hrs	220	41.67
10-12hrs	24	4.55
12-14hrs	12	2.27
>14	8	1.52
Not stated	4	0.76
Total	528	100.00

syllabi of tertiary educational and training institutions and accepting and ensuring the effective industrial attachment of students of tertiary institutions.

At the school level, the linkage may involve increasing the awareness of students to the world of work, the relevance of vocational courses and the familiarity of vocational teachers with the industry they are preparing their students for. It could also cover more effective teaching of the basic skills needed by enterprises.

Adult education and training is largely neglected since workers are expected to be qualified and capable for the job they are recruited, and in traditional style, stay in one job throughout their working life. An education and training system that does not address the development of manpower is inadequate for the needs of the modern market economy. Reform of the education and training system is taking place continually – with the only problem of falling behind schedules. Although much progress has been made in the reform of the education and training system the pace of development needs to be faster to grasp the increasing demands of the growing industry.

Employers need to upgrade and update their businesses. In general, businesses in the Maldives have very low level of public responsibility. This is also a result of the lack of public business monitoring mechanisms and standards. One of the most important elements that must come into the workplace is a performance standard for each required aspect. Only a very few resorts have written policies and procedure, let alone to have them in use. Enterprises may be required by decree to maintain pertinent records.

Before training schemes can properly take place, employers need to strengthen their human resource management frameworks – to have standards in place, procedures written and followed. A joint public-private initiative could ensure that basic standards; such as for employment and safety are implemented.

Future Growth Prospects

The Third Tourism Master Plan projects the national tourism capacity to double in the next 5 years

‘It is estimated that every year there will be around 10,000 school leavers, and many would attempt to find employment immediately after leaving school.’

-TTMP

The future human resource direction is well explained in the Maldives Third Tourism Master Plan (TTMP). It substantiates the urgency by stating “The projection that by 2010, tourism accommodation sector alone will require 29,000 employees, exposes the challenges that lie ahead of the industry in terms of labour needs.’ Even with the government-imposed ceiling of 50% on expatriate staff, this would be a minimum deficit of 2,400 staff. With the average enrolment of 400 at FHTS to yield 1,600 over four years, the deficit remains at 800 staff. These plain figures show only part of the solution to the problem. There are many other issues to be addressed.

The current total Maldivian working population compared with the

expatriate (excluding expatriates employed by private citizens, such as housemaids) yields a ratio of 30%,. Although various campaigns plead the employment of local citizens, growth has been seen in new areas consistently, and the strongest growth areas, such as the construction industry is also experiencing boom in expatriate employment to raise the figure from 5,175 in 2002 to 16,415 in 2006.

Tourism Manpower Requirement Estimates

No. of Maldivians required in Tourism sector for 2010	14,500
No. of Maldivians working in Tourism sector - 2006	13,000
No. of new employees required to maintain 50% expatriate ratio:	2,400
No. of new employees required to maintain 30% expatriate ratio:	8,200
No. of new employees required for a 100% Maldivian workforce:	16,900

NDP Strategies for strengthening the workforce

- Assess workforce needs of the industry.
- Strengthen training in tourism and hospitality.
- Encourage young Maldivians to enter various professions within the tourism industry.
- Enhance greater participation of women in the tourism industry by providing employment
- Training and improving the work environment taking into account the concerns, values and norms of the Maldivian society and women in particular.

Chapter 3: Economic Development, NDP6

Although the Government has imposed the ceiling of 50% it must also review and establish local/expatriate employee ratios. At current levels there would be pressure towards a 30% ratio. The grounds on which tourism industry would continue to be allowed the 50% parity and future changes that can be expected should be considered.

Global and Regional Trends

Global trends in developed nations have created new jobs, job fields and growth in prominence of some areas within the hospitality industry. Competency Based Education and Training (CBET) was first introduced in the 1920s. CBET became popular and prominent in lower profession in developed countries over the last 2 decades.

Many existing jobs have seen the emergence of new tasks that employees perform. Employees need to keep up with the way services have changed with the acquisition of new skills. For example, a boat captain used to be preferred for his knowledge of the waters, whereas now it has become crucial that he be able to use the GPS, monitor and communicate with guests.

One of the strongest proponents of change in any industry is Information technology. Computers, although they were generally introduced to the hospitality in the early '80s, regionally we were a decade behind the developed world. However, Maldives, in spite of its geographical sparsity and size, has done well over south Asian and developing countries¹⁹, and contends with middle-income nations of the world. As such, many hospitably professions, especially at middle and higher level, are affected by the need for competencies in computer and technology use.

Similarly global and regional trends in occupational profiles in the Hospitality industry indicate training needs in the following areas:

- Information technology
- Social skills (customer relations)
- Knowledge of business cultures
- Multicultural training and foreign languages

New management skills required along the same lines include the following:

- Strategic planning
- Business management; economics, human resources, etc
- Strategic marketing
- Leadership of the culture of an organization
- Middle managers / supervisors:
- Human resource management
- Quality management
- Application of computer systems to improve management processes

¹⁹ Maldives internet case study

New jobs that have emerged and are growing in popularity include:

- Human resource management
- Budget analysis and management accounting
- Computer service management
- Environmental management and impact expertise
- Tourism property development planning
- Natural and holistic health tourism
- Events and entertainment management
- Cultural tourism promotion
- Food and wine consultancy
- Management of standards

The skills and abilities that hotel managers would need to perform their jobs efficiently in future are:

- High level technical expertise
- High level general education
- Strategic vision
- Forecasting ability
- Ability to lead a team
- Ability to promote organizational culture
- Open-mindedness
- Mastery of foreign cultures
- Business management skills
- Communication and training skills
- Negotiating skills
- Internal marketing and sales promotion skills
- Information technology
- Health and safety

Knowledge and skills relevant to the service sector are more durable than in most other fields – they do not go obsolete after a few years. In terms of knowledge obsolescence, the worry should not exist in a situation where knowledge and skill is barely minimal. Even with skills required to handle equipment and machinery used training has been only rudimentary. Service traditions need to be cultured and developed.

As yet we are to learn, we can focus efforts to where other countries ahead of us have already experienced. These global trends were reflected on resort human resource experts for comments. In view of the Maldives Strategic Economic Plan based on Vision 2020, when Maldives envisages *'To sustain the percent growth and develop new direction for the tourism sector in stages. By 2020, Maldives would not only have a thriving and differentiated tourism trade with holiday and business travelers, but also be able to provide tourism related consultancy and expertise to emerging island economies'*, Maldives shall have to embrace world developments and gear its industries to the global market and competition.

Future Training Needs

For a developing nation, global trends in tourism and hospitably provides the most useful lesson in tourism human resource directions.

Typically a tourist resort is managed as a group of related departments each with a set of purposes and objectives to ensure that all services are delivered. The main operating divisions are Accommodation and Food Service, which take care of customer needs. Other support departments include Administration, Accounting, Entertainment, Human Resource, Maintenance and Transport, which may be subdivided or have further components. All of these departments generally employ staff at all levels. The chart below shows these departments and core staff titles.

The following table describes standard based training needs for a typical resort operation (further notes are made after the table). It considers

- International hotel competency programs
- Training programs conducted by tourist resorts (as presented to MOT for HR Award)
- HR Manager reviews

Department/ Units	Common staff titles	ISCO level	Staff /200	Training need	Similar programs on file*
(Accommodation) Front Office Reception Guest services Concierge Tel. operations Reservations	Manager	1	15	Front office 4 Supervision competencies Management competencies Computer operations Language training (foreign) (Executive seminars)	Front office management Basic front office skills Skill training front office Front office proficiency level 1-2 Telephone operator certification Introduction to tourism Guest transport Bell boy certification
	Asst-/Supervisor	4		Front office 3-4 Supervision competencies Management competencies Computer operations Language training (foreign)	
	Receptionist/GRO	5		Front office 2-3 Computer operations Language training (foreign)	
	Porter/Cleaner	9		Front office 1 Language training English	
(Accommodation) Housekeeping Rooms service Laundry Linen room Public areas	Housekeeper	1	32	Housekeeping 4 Supervision competencies Management competencies Computer operations Language training (foreign) (Executive seminars)	Basic housekeeping skills Housekeeping training Skill training housekeeping Housekeeping proficiency level 1-2 Laundry training Laundry attendant certification
	Supervisor	4		Housekeeping 3-4 Supervision competencies Management competencies Computer operations Language training (foreign) (Executive seminars)	
	Roomboy	5		Housekeeping 2-3	

HUMAN RESOURCE NEEDS STUDY 2007
TOURISM SECTOR

Department/ Units	Common staff titles	ISCO level	Staff /200	Training need	Similar programs on file*
	Laundryboy/Cleaner	9		Housekeeping 2 Laundry operations 2-3	
(Food Service) Food Preparation Main kitchen Satellite kitchens Staff kitchen	Chef	1	35	Food preparation 4 Food service 3-4 Supervision competencies Management competencies Computer operations Language training (foreign) (Executive seminars)	Food and beverage management Skill training cookery Cookery proficiency level 1-2 Basic cookery skills Providing safe food training Food hygiene Basic hygiene
	Asst./Supervisor	4		Food preparation 3-4 Pastry preparation 3-4 Supervision competencies Food Hygiene Computer operations Language training (foreign)	
	Cook	5		Food preparation 2-3 Pastry preparation 2-3 Food Hygiene Language training English	
	Cleaner	9		Food preparation 1-2 Food Hygiene	
(Food Service) Food and Beverage Service Restaurants Bars Offsite-entertainment	Manager	1	35	Food Service 4 Food preparation 3-4 Supervision competencies Management competencies Computer operations Language training (foreign) (Executive seminars)	Front office management Basic food and beverage skills Skill training food & beverage service Food and beverage proficiency level 1-2 Wine spectator Wine training Cocktail training Providing safe food training Basic hygiene
	Asst./Supervisor	3		Food Service 3-4 Food preparation 2 Supervision competencies Computer operations Language training (foreign)	
	Waiter	5		Food Service 3-4 Food preparation 2	
	Cleaner	9		Food Service 1-2 Food preparation 1-2 Food hygiene*	
Administration Manager's office	(General) Manager	1	2	(Hotel craft competencies 4) Supervision competencies Management competencies Computer operations Language training (foreign) (Executive seminars)	Managerial skills Brand standards Better supervision
	Clerk	4		(Office competencies 4) Computer operations	
Accounting Finance control Payables Receivables Purchasing Storekeeping Cashiering Cost control	Accountant	1	15	Accounting 4 Supervision competencies Management competencies Computer operations (Executive seminars)	Financing training Chartered accounting technician Handling complaints
	Assistant	4		Accounting 3-4 Supervision competencies Computer operations	
	Clerk	5		Accounting 2-3 Computer operations	
	Messenger/Cleaner	9		Basic speech	
Health/ Recreation/ Entertainment	Manager	1	20*	(Hotel craft competencies 3) Supervision competencies	Front office management Basic front office skills

HUMAN RESOURCE NEEDS STUDY 2007
TOURISM SECTOR

Department/ Units	Common staff titles	ISCO level	Staff /200	Training need	Similar programs on file*
Tour guiding Diving Sports Spa Childcare Clinic				Management competencies Front office 4 Computer operations Language training (foreign)	Skill training front office Front office proficiency level 1-2 Telephone operator certification Introduction to tourism Gym instructor training course Swimming Piano, drums and guitar
	Sports Instructor Sports Assistant	3		Sports 3-4 Supervision competencies Computer operations	
	Medical Officer/ Nurse	2		Medicare 3-4 Supervision competencies	
	Dive Instructor Dive Assistant	2		Diving 3-4 Supervision competencies Computer operations	
	Entertainer	3		(Hotel craft competencies 3) Language training (foreign)	
	Technicians/DJ	5		Technician 2-3	
Human Resource Employment services Staff recreation Security	Manager	1	8*	(Hotel craft competencies 4) Supervision competencies Management competencies Computer operations Language training (foreign) (Executive seminars)	Train the trainer
	Trainer	3		(Hotel craft competencies 4) Training competencies Computer operations Language training (foreign) (Executive seminars)	
	Supervisor	4		Supervision competencies Computer operations	
	Clerk			Computer operations	
Maintenance Tour guiding Diving Sports Spa Childcare Clinic	Engineer	1	40*	Engineering 4 Supervision competencies Management competencies Computer operations	Management team building Better supervision Marine environment management Skills training maintenance Engineering training
	Assistant/ Technician	3		Engineering 3-4 Supervision Computer operations	
	Handyman/ Mechanic	7		Safety training Engineering 2-3 Plumbing Masonry Welding Carpentry Refrigeration	
	Oiler/Cleaner	9		Engineering 1-2	
Transport Launch section Land vehicles	Manager	1	20	(Hotel craft competencies 3) Engineering 3-4 Supervision competencies Management competencies Computer operations	Management team building Better supervision Marine environment management Skills training maintenance Engineering training
	Supervisor	4		Engineering 3-4 Supervision competencies Computer operations	
	Captain	8		Engineering 2-3 License	
	Crew	8		License	

Department/ Units	Common staff titles	ISCO level	Staff /200	Training need	Similar programs on file*
(All staff)				Orientation and induction Personal hygiene Customer service* Workplace communication* Health and safety* Working with people* First aid* English language competencies*	Supervisory development program Supervisory skills Leadership Interviewing for success New manager orientation Manage conflict effectively Time management Presentation skills Complaint handling First aid Fire safety Fire training Hygiene, health and safety training program Being a winner I want to see the manager Service excellence Creating links with your internal customers Good customer care for a better selling Customer relations (guest service) Brand standards Buggy training Grooming training Presenting for success Environmental orientation program Writing for success Online learning Language training English, Italian, German, French, Japanese Tailored needs-specific English training

Figure 3: Training needs relevant to resort operational units

Department/ Units: units within departments, how they are grouped, may differ amongst operations. All resorts may not have staff doctor and clinic but must have at least an arrangement with a nearby medical facility for reliable first aid operations.

Common staff titles: staff titles are based on job tasks accomplished by the departments

ISCO level: used to designate level of position in the organization

Staff /200: an indicative figure used to show the amount of staff in the department. *Staff numbers in marked departments may vary depending on contract and casual assistance used.

Training need: suggested competency based programs and level/standard indications. Special attention is drawn to the section for all staff at the

bottom of table. *Marked components of all staff competencies must be tailored to the job position in relevance to task requirements.

Similar programs on file: Training programs that have been conducted in resorts in the near past indicate that training resources are available due to the existence of training expertise and modifiable programs. *Reference to programs conducted by various resorts (some titles that are almost similar have been omitted).

Training in Common Competencies are a must for the hospitality industry. In the early 90s, international chain hotels addressed guest communication issues by holding in-house training programs specific to various departments. In U.S., under *project EXCEL*, federally funded programs were held to address workplace literacy issues. Similarly, MHEESS can provide the public with detailed training materials (such as those prepared under South Asia Integrated Tourism Human Resource Program in 1995. Trainers must be trained to conduct these programs. 'Improved English proficiency allows the systematic delivery of the type of service designed to meet and exceed the guest's expectation'. Obviously as guests pay higher rates, correspondingly guest demands and expectations rise. Training in basics bear the additional benefits of creating an environment where safety procedures are better understood, teamwork is improved and workers feel themselves to be secure, accepted, important members of the team.

Certification components may be made more bite-sized, as practiced in the Philippines, where TESDA acknowledges components until a candidate can complete a set required for a competency certificate. Common competencies must address the following:

- Personal hygiene
- Customer service
- Workplace communication
- Health and safety
- Working with people
- First aid
- English language competencies

Training in resorts should address locals as well as expatriates. It has been observed that some companies are reluctant to hold training for staff groups that are dominated by expatriates, such as in Food Production.

Conclusions

Reflecting on the expected outcomes of the study

Listing of occupations and projecting growth: The efforts to list all occupations failed due to poor responses to the survey from the tourism sector business. As a private enterprise conducting the survey, Clique had no authority to compel employers to respond.

Forecast of the growth in employment can be reflected from the MOT's projections for the growth of the tourism industry.

In face of growing competition amongst the resorts for qualified and capable employees, the industry is experiencing an unsurpassed level of increases in the remuneration to employees. High-end resorts that have come recently, offering high salaries has resulted in the movement of a large number of staff across to other resorts. In addition, there is a lot of headhunting and poaching. Properties managed by international companies also tend to offer better benefit packages and staff development.

Critical occupations for localization: According to Statistics published by MHEESS, the Tourism industry employs a large number of expatriates in medium and high-level professions. Of these Technicians and associate professionals, Clerks and Service workers & shop & market sales workers, which add up to 4,432 is of particular interest, as these jobs should be replaced by Maldivians in the long term.

Localization rate: Localization rates are not published due to low response rates from employers and resulting limitation of data accuracy. Considering the forecast demand for tourism employment, the output from secondary schools and sectors needing their services, the industry's demands would not be met. The expatriate workforce must still

Occupation	Totals
Legislators, senior officials and managers	591
Professionals	576
Technicians and associate professionals	1,372
Clerks	122
Service workers & shop & market sales workers	2,938
Skilled agricultural and fishery workers	202
Craft and related trades	963
Plant and machine operators and assemblers	38
Elementary occupations	4,926

Source: www.employment.gov.mv

increase. However, the current efforts by the public sector, coupled with the individual effort of employers and the wider distribution of tourism promises similar growth in the local segment.

Better staffing facilities in the new resorts and refurbished staff facilities in existing resorts would count to attract more entrants into the tourism sector.

As more and more trained staff enter the industry, the required skill level would continue to increase, the importance of addressing the aging working population cannot be overstressed. As the surveys show, it is unlikely that a large number of people would be able to attend offsite training, especially when employer cannot compensate to pay them when they are away. It is important that training incentives consider their situation and take training to people.

Concerns on the general working conditions of the sector could start with governing policies from the government. Notably, the employment regulations do not appear to be implemented in many workplaces. Some employers questioned were even unaware of the 2006 issue²⁰ from MHEESS. Similarly, there are numerous worker health and safety issues to be resolved.

Many companies do not have limited number of working hours or a provision overtime pay. Even where they do, sometimes employees were unaware.

Being injured at work and to be attended for first aid by another untrained person can further aggravate the injury and suffering. Work safety issues and related compensations for injuries are new employment issues we must face in the near future.

Government policies and regulations: Existing government policies and regulations concerning occupations and relating to working conditions must be enforced. The tourism industry has done generally well in most areas of development in comparison to other industries (notably with food safety and hygiene), principally due to pressure from overseas tour operators. In areas where such policies and regulations do not exist, these must be created and implemented.

Employer perceptions on nationality: The survey shows that both employers and local employees prefer to work with locals. While local employees demand higher wages and better working and living conditions; at the same time being less reliable to continue employment, their work output is better (as indicated from the survey), possibly due to their familiarity with the local environment and other factors. Training is a 'Cost' for the employer – several indirect costs are absorbed too – some long-term budgets and management plans may not have addressed these costs. For some businesses, several provisions are required before a training habit can be cultured. Nationally funded programs should aim for widespread application.

²⁰ Maldives Employment Regulation 2006

Employee perceptions: Employee perceptions on work are changing. As more expatriates take up a particular occupation, the locals dismiss it. Consequently, solely expatriates have taken up some categories of occupation. While some resorts have managed to find locals in lower level jobs, other resorts have had no choice but to employ foreign staff. As the study demonstrated, occupational growth is an important factor; the existence of a training culture is becoming increasingly prominent. Over time, the concern of parents on the future generations of employees will increase, resulting in the need for the employer to be more responsible.

Training needs: The applicants of the President's Award for Human Resource Development conduct a number of training programs, some, with intricate plans made after careful studies, with their targets in consideration. At the same time, some resorts have done nothing along this line for staff development and grumbled about local staff unavailability. As mentioned earlier, the most basic training; such as addressing work ethics and developing a continuous learning culture must lay the foundations.

'The President's award for Human Resource Development in the Tourism Industry is awarded annually to the tourist resorts which contributes most to the development of Human Resources in the tourism industry. In determining the Award winning resort, Ministry of Tourism will consider the training efforts of tourist resorts as well as staff facilities and recreation'

-//www.tourism.gov.mv

The competency based education and training (CBET) programs that start with the *STAR* program under ESTP are

practical efforts that should address part of the human resource problem. The project carries the responsibility of breeding a training culture. Its success lies in the program being able to be conversant with its audience. In countries like UK and Germany annual industry wide participation in CBET is as high as 12-13%. There is no reason to think CBET is not viable in Maldives.

One of the most meticulous and time-consuming parts of training is preparing training materials. Materials here mean more than the apparent trainee handout; there must be outlines, trainee workbooks, testing criteria, sample tests, trainer guides, assignment descriptions, trainer (PowerPoint) presentations and even advertorials samples. A training culture in the private sector may be fostered if training materials are made available so that purposeful training can take place as part of daily jobs. It is obvious that businesses depend on bottom lines. At this stage,

"Obviously, the time-based educational system used in schools and universities is not appropriate when conducting training. A more appropriate approach is competency-based training (CBT)...
...For example, an active, certified airline pilot is attending a 3-week training course to learn to fly a new type of aircraft. Will attending all sessions during the course ensure the pilot can fly the plane? Of course not! If the pilot is unable to attend 2 days of the course, does this mean the pilot cannot fly the plane? Probably not. After 4 days, the pilot does poorly on a written test. Should the pilot immediately fail the course or should the pilot continue with assistance and be given the opportunity to be tested again? If the pilot can pass all written tests does this indicate that the pilot can fly the plane? No! In addition to assessing knowledge, an evaluation of the pilot's to skills also is required."

Internet\\ JHPIEGO Strategy Paper No. 1

preparation of reliable training may be too costly for small companies. If

increasing in-house training is the foundation for developing a training culture, then training resort managers and supervisors to train, and facilitating them with material that they could use in further training, is the key.

The grave question on a trainee's mind is "would I get a certificate for this course?" Participants of short training courses often never receive a testimonial. The management sometimes keeps the certificates for a special occasion. And even when they do get their certificates, most of the time they do express the bearer's capabilities. A number of tourism employees may be encouraged to advance if a recognized establishment can acknowledge each milestone they cover.

The success and reach of the previous training program²¹ may have been diminished only due to its size rather than complexity. Achievement of smaller *Learning Clusters* should be tested individually and endorsed by public institutions. A test timetable may be used. Clusters like these should add up to *Qualification Packages*. Trainees can carry updates to show employers to verify for employment, revaluation or obtain funds for continuation. In short, a candidate (typically a resort employee) should have easy access to sitting an examination on a bundle of competencies that she feels to have acquired.

²¹ The eight programs in tourism and hospitality skills under South Asia Integrated Tourism Human Resource Development Program, conducted for the SAARC region by South Asia Tourism Secretariat

Recommendations

Government policies, regulations and actions:

Existing government policies and regulations concerning occupations and relating to working conditions must be monitored and enforced. National standards and policies need to be written and implemented in all areas of employment such as contracts, earnings and payments, health and medical, accidents and insurance, working condition and worker safety, job description and worker responsibilities, accommodation and benefits, and harassment.

Training and educational courses are approved by MAB based on the published criteria and application form. Only very few details of the course are required. Accreditation largely depends on credit hours. Instead, the board must examine the complete training related documentation. This would prevent trainers' tendency to do away with detailed documents. MAB must be linked with all training institutions and projects

Accreditation checks need to be detailed, verification should be made of all course components such as advertorials, outlines, trainee workbooks and handouts, trainer guides, assignments and trainer presentations.

The relevance and importance of CBET has been discussed in this report. MAB approved courses for industries being competency based would enhance the responsibilities of trainers and institutions.

Clusters of competency units within competency qualification packages may be identified; these may be clustered in learning sequence or test batches – learning sequences being based on test batches may be more helpful.

Public examination and testing of candidates can be costly. Testing authorities may be established within public institutions such as colleges under MCHE. Fees charged for testing and certification may be subsidized from various training funds.

Bite-size components within competency standards and mechanism for testing, recognizing and endorsing achievement of competency units, together with documentation, accumulation of results and certification must exist. Testimonials of results achieved and complete certificates should be easy to acquire.

Throughout the tourism industry, there is an acute shortage of trainers. Only a few companies have in-house trainers. Strategies must concentrate on trainer training; the importance of these programs being competency and performance based should not be overlooked.

1. It is recommended that studies be conducted on the feasibility of a progressive²² taxation system on expatriate employment to replace the present system that charges a flat fee on all expatriate employees.
2. It is recommended that MAB be linked with all training institutions and projects and their activities be detailed, publicized, and intensified to generate wider participation.
3. It is recommended that TVET be made more reachable to the industry and achievable to trainee by identifying by splitting competency standards into smaller parts.
4. It is recommended that mechanism for competency testing and certification be established
5. It is recommended that funds be allocated towards trainer education.
6. It is recommended that maximum working hours, systems to monitoring time worked and overtime pay schemes be enforced into employment regulation.
7. It is recommended that due consideration be given at policy level to address the aging present working population.

Keeping track of employment:

MHEESS or MOT should maintain a database of employment. Jobs in the tourism sector should first be categorized to conform to international criteria to ensure its validity. Workshops may be held with private sector HR managers to educate them on these world standards.

The surveys conducted for this study were based on minimum sampling resulted and in a low response rate. This was mainly due to it being conducted by a private party and that questionnaires were farfetched and on paper. Private enterprises respond better to instructions from government bodies. Questionnaires may be constructed in electronic formats that can be dealt with more easily. Further, similar surveys conducted at intervals (annually) would produce comparable results

8. It is recommended that a database be maintained and updated at regular (monthly) intervals.
9. It is recommended that employment surveys related to human resource development and training be conducted regularly.

Localization of occupations:

Further studies must be conducted to establish the patterns in resort employment; instead of statistical sampling, all resorts must be studied. The general patterns must be established and investigations must be made on

²² Higher ranked jobs are charged a higher fee/tax.

unique patters. The employment quotas may thus be broken down by job level and department and classified to conversant standards.

Expatriate employment quotas may be restricted to all jobs to manage local participation at various jobs and professions. This can lead to localization of professions, by necessitating employers to have means to recruit locals, even if that involves making remunerations adequate or building better accommodation.

Better standards in staffing facilities must be enforced by MOT over a length of time. Staff houses that place 16 in a room must be abolished. Further these standards must address safety and ergonomic aspects and recreation as well.

A progressive expatriate taxation system was recommended in Human Resource Needs Study '05. A regulatory authority must be able to accumulate and verify data from private businesses. In order to apply recommendation 4, MHEESS must establish the means to maintain a verified database of payments to foreigners.

10. It is recommended that the expatriate employee quotas be broken down and limiting figures be expressed for clusters.
11. It is recommended that minimum standards for staff accommodation and facilities be revised and imposed.

Employers' role in HR development:

The roles of ESC and MNET are diminished due to selective participation and lack of objective performance. Firstly, these two bodies (especially MNET) need to be represented by all major companies in the tourism sector. Just about every manager these days, works on the Internet. All members should have periodic reporting duties. A forum of development communication should ensue and require member involvement.

The traditional approach to human development is based on "separation between education/training and employment," which means workers acquire practical job skills through forms of OJT at companies after completing educational programs at schools. In South-Asian countries there is growing trend to separate education from training and having vocational institutes responsible for vocational training.

In order to instill relevant job growth prospects, *skill points* may be introduced as Singapore had experimented. Jobs must be analyzed into task clusters that makeup the skill points. Variable components of employee remuneration may be based on achievement of these skill points, thereby motivating people towards job competency attainment.

12. It is recommended that ESC and MNET carry active membership from the entire industry.
13. It is recommended that CBET programs be more closely conducted through ESC and MNET.

14. It is recommended that employers consider revising their remunerations to instill schemes such as ‘skill points’ to motivate employees towards self-development.
15. It is recommended that employee training be encouraged by providing funding to participants.

Employee and public perceptions:

The present campaigns appear to be effective as shown by the survey. These campaigns should be continued. The strategies in action and proposed on the TTMP are promising towards what is attainable.

16. It is recommended that current and proposed programs be continued

Preparing and providing training:

Competency based training programs need to be widespread. Operating a property at a meager standard can be done without the element of in-house training or even written employment standards. On the wider scale, a little push may be required.

17. It is recommended that training material specific to our locality be prepared and provided to resort trainers.

Human resource development contributes to economic development. It does not by itself make such growth possible. Government and employer organizations face the challenge of defining and cultivating the HRD role of the private sector. Their decisions will affect the economic and social development of Maldives. No country has made itself without both its government and people.

Appendix