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CIVIL SERVICE COMMISSION

FINAL DRAFT

REPORT AND STRATEGY

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Republic of the Maldives

UNDP Maldives

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INTRODUCTION

UNDP Maldives together with the government of the Maldives and the national Civil Service Commission is undertaking a project entitled *Building an Efficient, Service-oriented and Transparent Administration (BEST)*. The main objective of the project is to assist in building an efficient, service oriented and transparent administration in support of democratic developments in the Maldives. To this end, the project will support the emergence of a merit-based civil service that is representative of the Maldivian society and capable to operate, in a professional, responsive and accountable manner, within the new democratic environment. A key component of the project is to draft a 3 year Strategic Plan for the Civil Service Commission. The assignment was conducted in January/February 2010. For an overview of the Terms of Reference, see Annex 1.

CHAPTER 1: ANALYSIS OF THE CURRENT SITUATION OF THE COMMISSION AND ITS STAKEHOLDERS

1.1 THE GOVERNANCE AND POLITICAL CONTEXT

The Republic of the Maldives has experienced profound changes over the past years, including the country's first multi-party elections in June 2008 and the election of a new President. In the political sphere, developments include: a wider choice of candidates for President; a limit on the number of times a person may be elected President; removal of the gender bar for candidates for the presidency; greater decentralization of executive authority by separating the functions of the head of state from those of the head of government; abolition of the category of appointed members to the *Majlis* (the parliament); proportionate representation in the *Majlis* and independence of the *Majlis* from the executive.

1.2 THE LEGAL AND INSTITUTIONAL CONTEXT

Various laws and acts have been prepared over the past years in order to implement governance reform. Key legal initiatives include: the preparation of a decentralization bill, expected to be enacted at the beginning of 2010¹, which will devolve political, administrative and fiscal responsibilities to elected councils. The Decentralization programme groups the twenty atolls in the Maldives together into seven administrative provinces. The Government envisions a four-tier governance structure: sector ministries at the national level, Provincial Offices, and Atoll Offices at regional level and Island Offices at island level, each with decentralized functions under elected councils. This radical reform will involve delegating and devolving centrally controlled functions and services to the island and atoll/province levels. This reform will be managed through elected Island Councils and Atoll Councils in each province and an elected City Council in the capital island Malé.

The Employment bill, which affects all employees in the Maldives including civil servants, was passed in 2008. It introduces several important new principles, including: non-discrimination of employees, stipulations on the various forms of employment; terms and conditions of employment for employees and principles for employers. In addition, the bill provides for the creation of a Labor Relations Authority, an Employment Tribunal and an Advisory Board on wages. The Tribunal provides an appeal mechanism for all employees in the Maldives. The CSC is also responsible for defining a salary policy for civil servants.

¹ The Bill was submitted to Parliament but had to be withdrawn and is redrafted.

Other Acts that have passed in the past years include the Auditor General Act (2007); the Public Finance Act (2006), and the Human Rights Act (2006). Acts that are under preparation and which will contribute to the wider governance reform agenda include: Regulation on the right to Information; Fiscal Responsibility Act and the NCIT – e-governance Act.

The government now faces the difficult task of managing the expectations of its citizens in the light of the above reforms, especially the provision of basic services to meet core needs, while at the same time establishing a sound macroeconomic and fiscal basis. The recent financial crisis has not left the Maldives untouched, as reduced exports of fish and declining numbers of visiting tourists affected Government revenues. Tourism and fishery remain the two key economic sectors for the Maldives.

1.3 THE CIVIL SERVICE COMMISSION

The Civil Service Commission is a result of an initiative by a private member of Parliament, who initiated the current Act to ensure more independent management of the civil service in contrast to the President's Office which was previously responsible for managing the civil service. The Commission is the embodiment of two very important principles that are new to the Maldives: (i) that civil service management be removed from the President's Office and vested in an independent body; and (ii) that a distinction be made for the first time between political appointees and civil servants.

The CSC has indeed taken over many of the personnel management functions previously performed by the Public Service Division, part of the President's Office. The CSC is also responsible for personnel policy, modernization and reform with regard to civil servants.

The President's Office is responsible for all political appointments as is stipulated by the Constitution and includes Ministers, the executive secretary to the President, Attorney General, Atoll Chiefs², Ambassadors and others who are necessary for the discharge of the function of the President.

The Commission's mandate is reflected in the Civil Service Act and gives the CSC responsibility over appointment, dismissal and transfer of civil servants, determining and managing salaries and benefits, and broadly, the modernization and professionalization of the civil service, including enforcement of the Code of Conduct. The CSC also appoints Permanent Secretaries.

² The Atolls Chiefs have been recently replaced by Interim Councilors pending the local elections for Councilors and Provincial Authorities which are to take place in 2010

The CSA provides a 15-point set of responsibilities for the CSC, including the following³:

- Appoint, dismiss, determine the salaries and benefits, and execute implementation
- Enhance the professionalism and competency of the civil service in the performance of their functions
- Protect employee rights
- Formulate Rules, Regulations and a Code of Conduct for the civil service and monitor their implementation
- Investigate and take action on complaints affecting the civil service
- Provide policy and official advice to the government on matters affecting the civil service
- Training civil servants and developing skills

The Maldives CSC's mandate is broader than the usual Civil Service Commission in that it is responsible for the establishment and management of the civil service and training of civil servants. The Act now stipulates that the CSC performs its *dual* function and that it simultaneously performs the *function* for appeals by civil servants as well as carrying the responsibility for *personnel policy, procedures and implementation*. It sets the rules of the game for civil service personnel while also serving as an arbiter in case the rules of the game have not been properly followed. The Act provides for the Commission to devolve some of its functions⁴ to MDAs or to any other level of government. In fact, the MDA's perform these duties but the Commission needs to define the legal relationships and resolve to whom the MDA's are accountable.

The CS Act and its mandate have discrepancies in relation to other exiting legislation such as the new constitution and the employment act, a weakness that causes confusion among key interlocutors such as the MDA's and civil servants. In addition, its Act is not well disseminated and understood by politicians, the executive, civil servants and the wider public.

Weaknesses in the personnel system remain and the patronage system remains widespread and lack of accountability is felt throughout the civil service and in particular pressure from politicians in the MDA's, the Atolls and also in the Commission. This partly explains why the CSC is overburdened by appeal cases at times leading to court cases, leaving it little room to make progress in its other core function: formulating and implementing personnel policy and providing the necessary procedures to manage the civil service effectively.

³ From Capacity Assessment, UNDP, 2008,

⁴ These include: recruitment, appointment, promotion and dismissal

In the course of implementing this strategic plan, the CSC will most likely be affected by changes in the overall legal framework, including amendments to its own Act and the implementation of the decentralization Act. The expanded legal framework has also created additional organizations, some of which will be important to the CSC, including the Employment Tribunal which also serves as an appeal mechanism but for all employees in the Maldives. Fragmentation in the legal and institutional framework will continue to create confusion and uncertainty among stakeholders and to affect the CSC as it defines and implements its own responsibilities; indeed it may undermine its effectiveness and credibility.

By August 2010 the Commissioners will be re-appointed or new Commissioners will be appointed as the New Constitution stipulates.⁵

The internal operations of the CSC remain weak, in particular:

- Balancing the *double function* of providing an appeal mechanism to the civil servants in an unstable legal and institutional environment as well as defining and implementing more robust personnel policies in preparation for reforms. The appeals function takes up about 80% of its daily activities thereby neglecting its core business.
- A weak structure, including limited delegation of authority, inexperienced staff, lack of skills and a limited budget could potentially undermine the effectiveness of the CSC and the motivation of staff, making it difficult for the CSC to meet its required outputs and deliverables.
- Weak processes and procedures in the Commission, including Information Technology, databases and infrastructure which may lead to ineffective and slow procedures.
- The Advisory Committee and sub-Committees have been established but their roles and responsibilities remain unclear. A majority of members are the Permanent Secretaries who are also clients of the CSC on behalf of their Ministries, are appointed by the Commission and have an advisory role in the Commission
- The Act itself needs to be amended so that the Commission can work more effectively, thereby reducing the back-log of appeals and shifting its attention to improving human resources policies and managing the civil service more effectively

⁵ This may also be done earlier if there is a majority in the Parliament to bring this date forward. The Parliament is on leave until March 2010.

BOX 2: THE CAPACITY ASSESSMENT OF THE CSC

In 2008 UNDP assisted the Commission in conducting a Capacity Assessment.

Key findings from the capacity assessment include:

- **Formulation of Civil Service Policies, Guidelines and Regulations.** *Given that the concept of a “civil service” is still relatively new in the country, with a very young CSC that is expected to deliver overarching and specific policies, rules, regulations, and guidelines to govern the sector, this issue emerged as one of the primary needs within CSC. Legal ambiguities and the impacts of these politico-administrative reforms therefore have implications to CSC’s mandate and functions, as well as to the deliverables and timelines that it set for itself for 2008. More importantly, understanding such implications will also allow CSC to exercise its independence more strategically, towards creating alliances and understanding potential resistance to its initiatives.*
- **Human Resources.** *This refers to individual capacities within CSC, the technical background of staff members vis a vis their relevant functions, and the mechanisms (e.g., incentive systems, performance management, staff retention and development, team relations, organizational vision, among others) that bring together these individual capacities towards joint achievement of CSC outcomes and results. Providing the right staff complement within CSC as well is critical to ensure delivery of its expected results. Not all CSC staff members have adequate understanding of the new Constitution, the CSA and other relevant laws and policies, and the fundamentals of civil service management.*
- **Leadership Development.** *This refers to leadership development issues particularly in pursuing CSC functions and mandates, strengthening internal and external communications and coordination mechanisms, and visioning and strategic planning. Leadership in this context refers to all individuals within CSC who have decision making authority and supervisory functions, and to the overall leadership structure within the CSC. There is a perception that overall efficiency and service-orientation of the entire civil service needs to be improved, with bureaucratic procedures constraining delivery of basic services.*
- **Financial Resources.** *As a new organization, CSC faces enormous pressures in terms of delivering on the expectations of the civil servants and the general public. The availability of financial resources therefore is critical to ensure its efficient service delivery.*

1.4 THE CIVIL SERVICE

It is estimated that the public service employs about 38.247 persons of whom 29.334 are employed in the civil service. The number of contract employees, most of whom are non-Maldivian and working in education and health, is estimated at 6.000 employees. These posts are, however, civil service posts in principle. Since there are limited skills in the country for those posts, international employees have been recruited in these posts as contract employees. The number of civil servants has grown significantly in the past decade, resulting in a high number of civil servants in relation to the population and the available fiscal resources.

Currently, the government is facing a severe revenue crisis, creating an unstable fiscal environment in which the wage bill, as a very high percentage of the budget and of revenues, may not be sustainable at its current level. The gravity of the situation forced the CSC to introduce pay reductions for civil servants in late 2009 and put pressure on the CSC to communicate effectively with key stakeholders, including especially civil servants and the wider public.

The problems facing civil service management by the CSC in the above context are aggravated by a lack of government policy on crucial economic issues: the size and cost of the civil and public sector; the respective roles of the President's Office and the Ministry of Finance in determining and managing the size and profile of the establishment; neglect of remuneration policy in a context where basic pay is low but the wage-bill is high; poor coordination among ministries and between the Ministries and the CSC.

Lack of systematic procedures within and between Presidents' Office, the Ministry of Finance and Treasury and other ministries for the creation of positions and appointments results in weak control over the establishment and the wage-bill. In addition, the wage-bill for the *Public Service* is very high by any measure. The National Strategic Action Plan estimated that the total wage bill is 45% of the recurrent budget⁶. More recent data from the Ministry of Finance indicate that the public service wage bill is 34.1 % of the recurrent costs, which are estimated at 65,5 % of the total expenditure. The number of civil servants and other public employees increased by about one third between 2000 and 2006 (from about 20,000 to about 31,000) and again by about a third between 2006 and 2009 (from about 31.000 to the current number of 38.500), a very high number for the given population. It must be noted, however, that the Maldives is geographically scattered with small populations living on islands which results in having a proportionally high number of civil servants. This could be partly explained by the

⁶ National Strategic Action Plan, page 144, last paragraph, November 2009. It is difficult to obtain reliable data. A recent interview with a representative from the MoF indicated that *the civil service wage-bill* was 50% of Government revenues of which 80% was paid to lower category of staff.

minimal requirements and standards that were introduced for government offices across the nation and the distribution of personnel among Islands.

In 2008 a salary harmonization took place and in 2009 there was a pay rise for civil servants' salary which also substantially increased the wage-bill. The Government has indicated in its strategic action plan that it wants a lean and efficient civil service and currently retrenchment options are developed, including redundancy packages.

The creation of various new Commissions and the Prosecutor's General's Office has also led to an expansion of the Public Service. The terms and conditions of employment for the Commissions and the Prosecutor's General's Office vary substantially and in particular their salaries, creating inequity among employees doing the same work. In addition, this has resulted in a high turnover among the various bodies as well as key technical employees leaving the civil service. This has also created discontent within the civil service and rationalization of terms and conditions of employment of all organizations is urgently needed.

The CSC has started work to address some of the key personnel challenges, including harmonization of pay scales and rationalization of allowances. The salary structure in place prior to February 2009, made a number of discriminatory distinctions in the pay scale within the same job category and among the various sectors. Corrective actions to harmonize the pay structure to make it comply with the Employment and Civil Service Acts resulted in an increase in the overall wage bill.

Currently, a UNDP consultant is working on job evaluation and establishing a job classification system which should constitute the basis for reforming the entire Human Resources chain and for creating a merit based career system characterized by enhanced accountability and transparency. This could also provide opportunities for rightsizing the civil service, in particular since the majority of civil servants are in support staff positions and there is a lack of employees in the technical, middle cadre of the service.

1.5 COORDINATION AND OVERSIGHT

While the creation of the CSC provides a unique opportunity to prepare for additional and deeper civil service reforms, its current operational status and environment make it difficult for the CSC to make progress or to contribute to the National Strategic Plan. There are signs that the legal and institutional frameworks are inconsistent and overlapping. For example, the Employment Act duplicates some of the functions as defined in the CS Act and the Employment Act applies to all employees, including civil servants.

Moving responsibility for the civil service to a separate body and creating additional independent bodies, such as the Judicial Services Commission, as well as maintaining the responsibility of the President's office for political appointees, has resulted in a serious lack of management, coordination and oversight of the entire public service. This weakness and fragmentation could undermine the "machinery of government" resulting in serious financial risks and ultimately leading to reduced accountability and transparency and an increase in favoritism. The introduction of the decentralization programme includes devolving tasks to the MDAs and in due course to the atolls or Provinces once the Decentralization Act is ratified. This reform may lead to a growth in the number of civil servants once the functions are devolved; the risk is that, as in many other countries, considerable human and financial resources will remain at the centre at the same time as personnel and other costs increase at the decentralized level. The overall budget, including the wage-bill, may then rise to unsustainable levels.

1.6 THE STRATEGIC ACTION PLAN

The GoM has launched an ambitious and multi-faceted reform agenda that will require considerable political and technical skills to manage. Moreover, the Plan breaks with the past in terms of its broader focus and its high ambitions, thereby creating high expectations from its citizens. It includes Public Sector Reform as part of its Good Governance agenda. It acknowledges some of the issues raised above such as a lack of a smooth transition to the CSC, inadequate systems and procedures for service delivery, insufficient consultation and coordination, lack of skilled human resources, and inadequate procedures management. The Plan also states that the Public Service should be made cost-effective and that the Government proposes to reduce the size of the Public service. Concrete and detailed steps for the implementation of the Plan based on reliable analyses have not been defined. Nor is the role of the CSC based on its current Act clear. In view of the Government's decentralization programme, (which creates an additional tier of government, the Provinces) the number of civil servants would most likely increase. With the current fiscal limitations (which would require

robust actions to reduce the number of civil servants) the CSC may be faced with conflicting mandates and tasks. This eventuality would only add to the existing institutional uncertainty and could undermine the CSC's credibility as an independent institution.

BOX 3: THE STRATEGIC ACTION PLAN

The Strategic Action Plan is the principal planning document of the Republic of the Maldives and covers the period 2009 – 2013. It is based on the Manifesto of the Maldivian Democratic Party and consists of five key pledges which constitute the Vision of the Government: a) developing a nationwide transport network that would allow for people and commerce to move without hindrance throughout the whole country; b) providing affordable housing to all citizens; c) ensuring reasonable and affordable healthcare to all citizens; d) bringing down the costs of the most basic goods and services; and e) eliminating the rampant traffic and abuse of narcotic drugs currently prevalent in the country. The outcomes of the Strategic Action Plan are reflected through sector plans in three key themes- good governance, social justice and economic development- and several cross-cutting areas. The cross-cutting themes include human rights, decentralization, transport and connectivity, gender, social protection, environmental stability and private sector partnership.

The Government is committed to having a small government that places greater emphasis on the marketplace and a more decentralized system of governance. The envisaged decentralization policy will create Atoll and Islands councils in addition to Province. The Councils will give citizen's greater control in the governance of their individual communities and would also yield greater economies of scale. In the governance area, the new administration is committed to establish a good governance system, increase participation of the people in all areas of development and to impartially enforce fair legal frameworks as well as to increase transparency, responsiveness, and accountability with the government.

It is expected that the Maldives will obtain middle-income status in the short term⁷.

If reforms to the public sector are to succeed, then international experience clearly shows that a solid rationale combined with political intervention is required in order to justify and sustain a process that may threaten powerful vested interests within and outside the public sector. Civil services seldom reform themselves from within. Exogenous forces are required and the existing

⁷ The Maldives is categorized as lower-middle Income country in the World Development Report, 2009. Lower middle income (LMC) countries have a per capita income per year between \$936–3,705

pressures for governance reforms in the Maldives are a positive force that may accelerate the preparation of civil service reforms.

It will be difficult to prepare and implement reforms to the civil service unless the CSC internal operations are strengthened, procedures for cooperation with its major stakeholders are improved for more effective management of the civil service and there is a mechanism for oversight and coordination with other key ministries. In the short term the CSC should ensure that the triangle – MoF, PO and CSC functions well so that decisions regarding the civil service are taken coherently and jointly. Civil service reform is an integral part of this agenda and it will suffer if this triangle is not properly established and working. Although the checks and balances needed to ensure democratic governance may require that new institutions be created, the GoM needs to be aware of the danger that weak oversight of governance reforms may lead to institutional proliferation, duplication and overlapping mandates and functions. This is already taking place as both the Employment and Civil Service Act show. The danger is that such inconsistency and fragmentation would aggravate rather than improve existing weaknesses in human resources and financial management.

1.7 KEY FINDINGS

1. There is broad agreement that the Civil Service Act as well as the Employment Act need to be amended. The Acts need to be amended in various areas. For example, both Acts stipulate an appeals mechanism for employees thereby creating confusion for civil servants. The Civil Service Act stipulates recruitment procedures which may not be the most effective in hiring the right skills for the civil service (by stipulating that the highest degree of education prevails over other categories). The details of such provision should be defined in the regulations and the latter can then be changed depending on the needs of the service and/or the state of the labor market. Another issue is that the Act stipulates the appeals function (arbiter role) while also providing the Commission with the power to define personnel policies and procedures (regulatory). This puts the Commission into a conflict of interest and the appeals function should remain at arm's length from the management of the civil service. The Act provides an important step forward in the political and institutional context of the last years but the Commission's legal base remains weak because of basic incongruities in both Acts.
2. Both the Commission as well as the Permanent Secretaries experience a high degree of political interference which prevents them from managing the civil service in accordance with the law and regulations and undermines their impartiality and independence. This issue has now become very serious and threatens the status and credibility of both

Permanent Secretaries and the Commission. The latter needs to take decisions in its appeal function on a daily basis and complete the cases according to the regulation. Yet at times such decisions are subject to direct interference. At the same time the management function of the Commission may also suffer from political interference.

This unfortunate situation has led to distrust between the Commission and Permanent Secretaries as well as among Permanent Secretaries, politicians and civil servants. In the context of rightsizing of the public service (which is the intention of the Government) and recent salary pay cuts the situation has even become more serious and needs to be addressed urgently. The Commission, therefore, needs to articulate how it can reduce such interference.

3. Current data indicate that the civil service is young, has a high number of employees in the lower categories and lacks technical skills in most of the policy and service areas. The demand for training and retraining is very high. Given that (technical) training opportunities may be very limited in the Maldives, training abroad for shorter and longer periods is costly, including the post that remains unoccupied in the absence of the trainee. The Commission's staff is young and most are school leavers with limited experience which often does not match the requirements of the job they hold. It appears that training is often seen as an "additional tool" to improve the existing skills or learn new skills while on the job. This may be the case for some but the need for training is a symptom of a more complex phenomenon. The Maldivian labor market and possibly its underlying educational policies do not provide the technical skills that are needed for the civil service. It is therefore crucial that the Commission address this issue more fundamentally and jointly with the Ministries of Education and Human Resources. In the short to medium term (3 years) it can only improve the skills based to a limited extent based on currently available resources. It needs to examine how the critical skills in the middle part of the career ladder can be recruited and retained. Critical areas include education, health, and the environment as well as cross cutting competencies such as finance & budget, human resources and legal skills. Addressing this issue is of particular importance in the context of the contract international employees and the growing number of unemployed young Maldivians. Moreover, the skills training offered will have to take into account that the number of civil service posts could be reduced in 2010 and beyond so training needs to target the skills of the employees who will remain in the service. The Commission could develop a strong technical curriculum in which it offers skills development for the priority skills in the civil service. It should do so on the basis of bringing added value to the existing training institutes – in particular the Public Service Training Institute - and outsource where possible more generic skills training. The Public Service Training Institute could also offer skills

development for all government employees and become an independent organization, detached from the President's Office.

4. Managing the civil service and introducing modern human resources practices constitute the Commission's key mandate. The Commission needs to continue defining policies and procedures for routine human resources management. It is already working in this area, including the establishment of a HR data base. The next step will be to introduce a job evaluation and classification system. This will constitute an important new beginning in that it will allow the Commission to introduce more modern human resources policies, procedures and practices based on objective and systematic job evaluation. Once job evaluation has been rolled out, the Commission can propose next steps in coordination with the MDAs and in line with the Civil Service Regulation. The SWOTS indicate that performance management and the introduction of a performance appraisal system⁸ could be next steps. Such steps could only be taken if pay and grading and advancement and promotion are introduced. In addition, any such initiative would have to be well coordinated with the MDAs, based on their needs and capacity to absorb the new approaches and instruments. Sequencing in this regard is very important. It would be, for example, counterproductive to introduce performance management before job evaluation has become operational. If the Government pursues rightsizing of the civil service in the short term, then introducing a new pay and grading system would have to wait until the former is completed.

The Commission is in the process of devolving some of the basic personnel actions to the MDAs so that it can focus on enforcement and appeals rather than on routine management of personnel.

5. The Government is intending to downsize the civil service by about 8.000 – 10.000 employees in the very short term to reduce the overall wage-bill. They have been under significant pressure from the international institutions to do so. The purpose of restructuring is to ensure that Government expenditure on salaries and wages is no more than 35 % of government expenditures⁹. Their approach is to reduce the number of posts and make the post holders redundant. The Government has categorized the civil servants into 5 categories based on the 22 ranks and a ratio per category will be made redundant. It is expected that the number of civil servants will be reduced to 19.950 by the end of 2010. Those made redundant can apply for redundancy packages which still need to be agreed upon. Civil servants are also entitled to redundancy pay as defined by a Civil Service

⁸ It appears that a performance appraisal system was introduced in 2009 but the majority of managers do not use it.

⁹ Please note that the allowances in addition to the wages and salaries are very high and account for almost half of the wage bill.

commission Circular. Only the civil service (29.334 employees) is affected by rightsizing and the remaining organizations in the public service (8.913 employees) appear to be untouched. It is unclear as to why the rightsizing and restructuring is not applied to all government organizations and this will cause distrust among the civil servants and those employed in public sector organizations. In addition, there is no overall implementation strategy for this important Government decision and what the role of the Commission will be in coordination with the Ministry of Finance and the President's Office. Neither is there any technical analysis ongoing or scenarios being developed on how the Commission will prepare for this given the ambitious time frame and the current unstable context (see above coordination and oversight)¹⁰. The Commission is discussing this issue with some of the key Ministries but concrete plans have yet to be developed.

6. Given the recent creation of the Commission and its Act, most civil servants are not familiar with the new concept of a Civil Service Commission and do not realize what the role and responsibilities of the Commission are. Neither does the general public understand why the Commission was created and what its objectives are. In particular politicians do not understand the precise role and tasks of the Commission as an independent body to protect and manage civil servants. The Civil Service Regulation has recently been amended and will shortly be presented to the Human Resources Officers in the civil service.
7. Communications between the Commission and key stakeholders have been formalized to some extent. For example, Commission circulars inform the MDAs on a regular basis. One of the Commissioners is spokesperson for the media but a communication strategy has not yet been defined. This function is important in the light of the Commission's mandate and the procedures for human resources management affecting civil servants and managers but also for its appeals function. In addition, a communication strategy would enable a public relations function so that the Commission's independence, mandate and operations are widely understood by the civil society and the public sector and politicians.
8. The Act stipulates two broad functional areas: i) the appeal mechanism for civil servants and ii) the management function of the civil services including establishment and personnel policies and procedures. Currently the Commission is working along a structure that divides the Commission into a corporate and a technical/operations division managed by a Secretary General who reports to the Members. The latter constitute a Board which is used for coordination and decision-making. The members meet daily and are assisted by the Secretary General and Director Generals and other section staff depending on the agenda. The Secretary General serves as a filter through which decisions are communicated to the

¹⁰ It appears unrealistic to right size in such a short time without supporting analysis and realistic employment alternatives.

various sections for implementation and follow up (downwards) and reporting on results is communicated to the Board (upwards). The structure is labour intensive, hierarchical and demands that staff in management positions spend a lot of time at daily Board meetings. The process describe above is inefficient in that it requires sections and units to follow up on Board meetings thereby taking time away from their routine tasks. Moreover, the Board resides in a different building than the Secretary General and the Secretariat, and this distances daily operations from the Board. The Commission could organize itself differently in order to be less focussed on itself and more focussed on its clients. Clients can be categorized in two groups: i) those who seek assistance with appeals, mostly civil servants¹¹; and those who need HR services as stipulated by the Act. The latter are mostly MDAs senior staff and in particular the Permanent Secretaries. In light of the above the organization could be redesigned to better serve its objectives, including those of the strategic plan. The organization should include the Advisory Committee and sub-Committees which have been established and their roles and responsibilities have to be defined.

1.8 APPROACH TO THE STRATEGY.

The approach is based on laws and regulations, government and commission's documents, interviews with commission members and staff and the results of the SWOTS.

In 2009, the Commission drafted a strategy which outlined the immediate objectives, including: 1) Build ability to implement GoM policy; 2) Compliance of the CS to the rules and regulations in order to deliver quality service delivery in a conducive environment; 3) Establish overseas links with international agencies related to the civil and the public sector; 4) Modernize the Civil Service; 5) Strengthen the function of the Commission to facilitate services to service seekers; 6) Establish professional links with stakeholders using ITC and 7) Improve the administrative, job systems and salaries as per Act and regulations.

Some of the above objectives remain to be achieved but cannot be by the Commission alone and in a short time. For example, modernizing the civil service depends on making progress in establishing routine policies and procedures and devolving some of these to MDAs. Building the ability to implement Government's policy requires skills in the civil service that are currently not easily available on the labor market. The strengthening of the Commission is an ongoing process for which the capacity assessment of 2008 highlights the key needs; an implementation plan has yet to be developed. Since its inception, the Commission has realized that the Civil

¹¹ Most are personnel appeals and to a lesser extent legal appeals. This could indicate that the personnel policies and procedures are inadequate and confusing. It also reflects that the career-based system is person- based and not job based which could explain that employees seek assistance based on personal entitlements to the job.

Service Act suffers from shortcomings and overlaps with the Employment Act. All these issues remain to be addressed as part of the new strategy.

The strategy is based on a twofold approach:

- i) What are the strategic challenges for the Commission in implementing the act and becoming fully operational; and
- ii) How can it best serve its clients in a fast changing legal, regulatory and institutional setting?

The SWOTS as well as the interviews clearly indicate that the Commission itself needs to be strengthened while at the same time it must engage in a strategy that is manageable and realistic within the time frame of the next 3 years. The capacity assessment of 2009 already highlighted in detail some of the internal challenges of the Commission. Writing an implementation plan for the capacity assessment for the next 3 years should enable the Commission to become fully operational. The external environment has not been examined and the SWOTS and interviews indicate some of these challenges in this context.

CHAPTER 2: THE STRATEGIC PLAN

2.1 INTRODUCTION

Insert: could be a statement by the Chair/Commissioners

2.2 MEDIUM TERM CONTEXT AND STRATEGIC CONSIDERATIONS

The Republic of the Maldives has experienced profound changes over the past years, including the country's first multi-party elections in June 2008 and the election of a new President. The GoM has launched an ambitious and multi-faceted reform agenda that will require considerable political and technical skills to manage. Moreover, the Plan breaks with the past in terms of its broader focus and its high ambitions, thereby raising high expectations from its citizens. Further democratization and governance reform are ongoing and the fulfillment of the Civil Service Commission's mandate is now part of the governance reforms. The government faces the difficult task of managing the expectations of its citizens in the light of the above reforms, especially the provision of basic services to meet core needs, while at the same time ensuring a sustainable macroeconomic and fiscal framework.

The Commission, established in 2007 is the embodiment of two very important principles that are new to the Maldives: (i) that civil service management be removed from the President's Office and vested in an independent body; and (ii) that a distinction be made for the first time between political appointees and civil servants.

The Commission's mandate is reflected in the Civil Service Act and gives the CSC responsibility over the appointment, dismissal and transfer of civil servants, setting and managing salaries and benefits, and broadly, the modernization and professionalization of the civil service, including enforcement of the Code of Conduct.

The strategy aims to strengthen the Commission internally while also ensuring better provision of services to its clients. The Commission will improve its legal base and its internal operations to ensure independence and protect the welfare of civil servants. It is committed to continue introducing modern human resources practices, support skills development for civil servants and communicate more effectively with its clients and stakeholders. The strategy should lead to greater accountability between civil servants and managers and between civil servants and politicians.

In the course of implementing this strategic plan, the CSC will most likely be affected by changes in the overall legal framework, including amendments to its own Act and to the Employment Act, as well as the implementation of the decentralization Act. In this context the

Commission will seek to coordinate its activities with key government organizations, in particular the President's office and the Ministry of Finance. This approach will allow the Commission to prepare and implement reforms to the civil service that are congruent with key policies defined in the public sector reform section of the National Action Plan.

The Civil Service Commission Vision is: "building a strong civil service"

The Civil Service Commission Mission is: "promote and safeguard integrity, accountability and competence in civil servants providing quality services to Maldivian citizens"

The Commission's Values are:

The Commission is impartial in its judgments

The Commission is fair to its clients based on its Act

The Commission treats all civil servants equitably

The Commission acts without prejudice

Its legislative background includes:

- Appoint, dismiss, determine the salaries and benefits, and execute its implementation
- Enhance professionalism and competency of the civil service in the performance of their functions
- Protect employee rights
- Formulate Regulations and Code of Conduct for the civil service and monitor their implementation
- Investigate and take action on complaints affecting the civil service
- Provide policy and official advice to the government on matters affecting the civil service
- Provide training and skills development to civil servants

2.3 THE STRATEGIC FOCUS AREAS

The Strategic focus areas are:

1. Institution building of the commission
2. Legal improvements
3. Protecting the interest and welfare of civil servants
4. Managing human resources in the civil service effectively and efficiently
5. Develop skills for the civil service
6. Communicate with key stakeholders and the public

THE STRATEGIC AND SPECIFIC OBJECTIVES ARE:

1. IMPROVE THE PERFORMANCE OF THE CIVIL SERVICE COMMISSION

Specific Objectives:

- a. Define an implementation plan with time frame for the Capacity Assessment.
- b. Revise the structure of the organization based on key mandates, including the appeals function, the civil service management function and the Commissioner's responsibilities and relation with its stakeholders
 - i. Define which functions can be devolved to MDAs (Ministries, Departments and agencies) and other government institutions/levels and prepare relevant documents (see 2 B)
 - ii. Define functions and outputs for all levels of the organization, units and sections. Determine number and content of posts. Move existing staff to posts
 - iii. Introduce a decision making/taking chart
- c. Re-define the role and responsibilities of the Advisory Board and how it should interact with the Commission
- d. Establish links with overseas civil service commissions and other relevant organisation for learning and exchange.

2. ESTABLISH A STRONG LEGAL BASIS FOR THE COMMISSION

Specific Objectives:

- a. Establish technical coordination mechanism consisting of technical experts preparing for the Revisions to both the Civil Service and Employment Acts
- b. Devolve some of the functions of the Commission to the MDA's and other levels of Government and monitor the implementation.

3. PROTECT THE INTEREST AND WELFARE OF CIVIL SERVANTS

Specific Objectives:

- a. Develop internal, equitable rules and procedures for all civil servants and develop a procedure for appeals management.
- b. Protect civil servants from unwarranted interference through strengthening the position of HR Departments, Permanent Secretaries and other Responsible Officer.
- c. Improve the appeals management function in coordination with the function of the Employment Tribunal

4. MANAGE THE HUMAN RESOURCES IN THE CIVIL SERVICE EFFECTIVELY AND EFFICIENTLY

Specific Objectives:

- a. Implement a Civil Service restructuring program, including reviewing the relevant organizations.
- b. Deliver transparent and accountable Human Resources policies and procedures based on the Civil Service Regulation and ensure appropriate enforcement and monitoring.
- c. Complete the establishment of the HR data base and link with the with the pay data base (MoF).
- d. Develop in coordination with MoF and President's Office a research/analysis unit for management of the establishment of the civil service.
- e. Revise and implement flexible model for (re) structuring MDA's and other levels of government.
- f. Introduce modern HR practices based on job evaluation

5. BUILD SKILLS FOR THE CIVIL SERVICE: CLOSE THE GAP BETWEEN REQUIRED AND AVAILABLE SKILLS

Specific Objectives:

- a. Develop a medium term skills development policy for the civil service to assist the Government with implementing its policies
- b. Conduct a skills needs assessment in the CS and define a framework for implementation based on priorities
- c. Develop and conduct courses to provide civil servants with essential skills based on priority needs

6. DELIVER AN OUTREACH PROGRAMME TO ENSURE THE COMMISSION'S MANDATE IS UNDERSTOOD AND COMMUNICATION WITH STAKEHOLDERS IS EFFECTIVE

Specific Objectives:

- a. Prepare and implement a communication strategy for the Commission based on its mandate, structure, division of labor, roles and responsibilities and establish efficient communication with key stakeholders
- b. Build awareness among all stakeholders and the general public about the Commission and its function.

The above objectives are interlinked and multiple activities will have to be initiated at the same time to make progress towards achieving the objectives. Making progress will also require that the Commission improves its relationship with some of the key stakeholders. This constitutes an important prerequisite for implementing the strategic plan.

In particular, the Commission needs to

- Re-Institutionalize the triangle consisting of the President's Office, the Ministry of Finance and the Commission, and:
- Define a work programme with the Permanent Secretaries. Clarify the roles and responsibilities of the Permanent Secretaries within the CSC, including their roles as implementation agents in devolved functions and functioning as principles change agents.¹²

¹² Currently the Advisory Committee consists of members of the Commission and Permanent Secretaries but other public, private or other non-governmental representatives could be included.

INSTITUTIONAL AND IMPLEMENTATION ARRANGEMENTS

The Commission's Annual Report will be a tool to reflect on the achievements per year as well as the work plans that have been identified with UNDP for the implementation of the BEST programme.

In the absence of technical assistance and other types of support after 2010, it will be challenging for the Commission to implement the strategy. In addition, the fast changing environment in which it operates will affect the strategy and it is recommended that they independently review the strategy at the end of each year in order to adjust it.

The Commission is currently operating in a very difficult environment and it is unclear how it can manage the transition from the previous to this strategic plan in addition to its daily routine activities.

SUSTAINABILITY

The Commission is committed to implementing the strategy. Given the current fiscal pressures on the Government of the Maldives and the recent salary cuts for civil servants, it is unlikely that its budget will substantially increase over the next 3 years. This endangers some of the activities in the work plans which are not part of the recurrent budget and external financing from donors, including technical assistance could help the Commission make progress.

2.4 WORKPLAN 2010 - 2012

It is recommended that the Civil Service Commission reviews the work plans annually

ANNUAL WORK PLAN - Year 2010

EXPECTED OUTPUTS AND INDICATORS	PLANNED ACTIVITIES	TIMEFRAME				RESPONSIBLE PARTY	SUPPORT RECOMMENDED
		2010					
Pre-requisites for implementing the strategy <ul style="list-style-type: none">Re-institutionalize the triangleDefine a work programme with the PS's	1.1 Re- establish the triangle with use of a mediator and agree on key priorities for 2010. Determine roles and responsibilities of each party and rules of the game.	X	X			CSC, MoF, PO	✓mediator
	1.2 Organize retreat with the PS and determine their role in the Advisory Committee. Draft a work plan between CSC and PSs based on the priorities determined under activity 1.1and this strategy	X	X			CSC, Advisory Committee ((AC)	
Output 1. Performance of the Civil Service Commission improved Indicators:	1.3 Review and prepare implementation plan for the capacity assessment ¹³ and monitor improvement over year 2011 and 2012		X	X	X	CSC and SG/CSC	✓Discuss follow up with UNDP
	1.4 Revise and implement a new structure of the CSC			X	X	CSC	✓this would have to take into

¹³ Capacity Assessment conducted by UNDP, Regional centre Bangkok, 2008

<ul style="list-style-type: none"> Capacity Assessment reduced by % p.y. Advisory Committee operational in line with agreement New CSC structure implemented and 90 % of staff in posts (refer to capacity plan in relation to 1.3) Links established and # of visits conducted 	1.5 Elaborate the roles and responsibilities of the AC	X	X	X	X	CSC and AC	account the capacity assessment implementation plan
	1.6 Define functions and outputs for all levels of the organization, units and sections. Determine number and content of posts. Move existing staff to posts						
	1.7 Introduce a decision making/taking chart						
	1.8 Establish links with CSCs elsewhere (Commonwealth) and organize exchange.				X	CSC, donor	Discuss with UNPD and other donors
Output 2 - Establish a strong legal basis for the CSC INDICATORS: <ul style="list-style-type: none"> Task Force established with identified deliverables Both Acts passed by Parliament CSC functions devolved to MDAs 	2.1 Establish a Task Force to reformulate the CS Act and the Employment Act.		X	X	X	CSC, President's Office (PO), Parliament	✓ legal advise
	2.2 Submit the proposed changes to the appropriate organization				X		
	2.3 Prepare legal documents to effectively devolve functions of the CSC to MDAs	X	X			CSC, AC	
output 3 – Interest and welfare of civil servants protected <ul style="list-style-type: none"> Number of appeals reduced arriving at the Commission and numbers of appeals solved at MDAs increased Number of Code of Conduct sessions to raise awareness conducted Start anonymous complaints hot line Conduct behavioral change 	3.1 Elaborate equitable rules and procedures for all civil servants and disseminate				X	CSC	✓ appeals management
	3.2 Define robust procedures for appeals management, including the role of MDAs/PSs				X	CSC	
	3.3 Disseminate Code of Conduct and conduct awareness sessions	X	X	X	X	CSC	
	3.4 Install hotline or any other appropriate measure to create accountability				X	CSC and AC	

programmes	3.5 Introduce behavioural change programmes to increase accountability between politicians and civil servants and between civil servants and managers				X	CSC and AC	
Output 4 Manage the human resources in the civil service effectively and efficiently <ul style="list-style-type: none"> Number of reviews of MDAs completed and related policies implemented HR policies and procedures developed. Operational manuals prepared and distributed HRD departments trained in implementation of the new HR HR data base effective and linked to pay data (MoF) Research unit established with clear rationale and deliverables Design structure based on overall establishment of the civil service and # of posts approved per fiscal year Job Evaluation implemented Next steps in HR policy identified after Job Evaluation has been implemented. Additional HR policies implemented 	4.1 Prepare the Civil Service restructuring program, including reviewing the relevant organizations		X	X	X	CSC Ministry of Finance	✓ scenario development for right-sizing
	4.2 Implement Job Evaluation instrument and provide training to relevant HRD & PSs			X	X	CSC, AC	✓ define next stage of HR policies and implementation based on priorities
	4.3 Develop transparent and accountable Human Resources policies and procedures based on the Civil Service Regulation and develop appropriate enforcement and monitoring				X		
	4.4 Define next steps in introducing additional HR practices based on priority needs and requirements (after job evaluation)						
	4.5 Develop HR Manual and operational manuals						
	4.6 Complete HR data base and link with the with the pay data base (MoF)				X	CSC	
	4.7 Develop in coordination with MoF and President's Office a research/analysis unit for management of the establishment of the civil service				X	CSC, MoF, PO	✓ assistance with developing structures based on functional reviews and hard budget constraints

	4.8 Revise and implement flexible model for (re) structuring MDA's and other levels of government based on # of posts approved					CSC	✓ assistance with training and objectives of the unit
Output 5 Build skills for the civil service: close the gap between required and available skills	<p>5.1 Draft a medium term skills development policy for the civil service to assist the Government with implementing its policies¹⁴</p> <p>5.2 Conduct a skills needs assessment in the CS and define a framework for implementation based on priorities</p> <p>5.3 Develop and conduct courses to provide civil servants with essential skills based on priority needs</p>	X	X		X	CSC/MoE, MoHR	✓ this is a major policy operation to be coordinated among various stakeholders and may imply revision of sectoral policies
Output 6 Deliver an outreach programme to ensure the commission's mandate is understood and communication with stakeholders is effective	<p>6.1 Prepare and implement a communication strategy for the Commission and disseminate among targeted audience.</p> <p>6.2 Organize workshops with a mediator for key representatives of the Triangle</p> <p>6.3 Prepare and implement awareness campaign; organize a series of trainings and awareness raising events about the CSC, its legal bases and policies and procedures in view of its Act.</p>	X	X	X	X	(CSC	✓ development of the strategy .

¹⁴ This will have to take into account when and how the restructuring of the civil service will take place (see 4.1)

Annual work plan 2011 and 2012

EXPECTED OUTPUTS AND INDICATORS	PLANNED ACTIVITIES	TIMEFRAME				TIMEFRAME			
		2010				2011			
Pre-requisites for implementing the strategy <ul style="list-style-type: none"> Re-institutionalize the triangle Define a work programme with the PS's 	1.9 Re- establish the triangle with use of a mediator and agree on key priorities for 2010. Determine roles and responsibilities of each party and rules of the game. 1.10 Organize retreat with the PS and determine their role in the Advisory Committee. Draft a work plan between CSC and PSs based on the priorities determined under activity 1.1 and this strategy								
Output 1. Performance of the Civil Service Commission improved Indicators: <ul style="list-style-type: none"> Capacity Assessment reduced by % p.y. Advisory Committee operational in line with agreement New CSC structure implemented and 90 % of staff in posts (refer to capacity plan in relation to 1.3) Links established and # of visits conducted 	1.11 Review and prepare implementation plan for the capacity assessment ¹⁵ and monitor improvement over year 2011 and 2012								
	1.12 Revise and implement a new structure of the CSC								
	1.13 Elaborate the roles and responsibilities of the AC								
	1.14 Define functions and outputs for all levels of the organization, units and sections. Determine number and content of posts. Move existing staff to posts								
	1.15 Introduce a decision making/taking chart								
	1.16 Establish links with CSCs elsewhere (Commonwealth) and organize exchange.								

¹⁵ Capacity Assessment conducted by UNDP, Regional centre Bangkok, 2008

Output 2 - Establish a strong legal basis for the CSC INDICATORS: <ul style="list-style-type: none"> Task Force established with identified deliverables Both Acts passed by Parliament CSC functions devolved to MDAs 	2.4 Establish a Task Force to reformulate the CS Act and the Employment Act.								
	2.5 Submit the proposed changes to the appropriate organization								
	2.6 Prepare legal documents to effectively devolve functions of the CSC to MDAs								
output 3 – Interest and welfare of civil servants protected <ul style="list-style-type: none"> Number of appeals reduced arriving at the Commission and numbers of appeals solved at MDAs increased Number of Code of Conduct sessions to raise awareness conducted Start anonymous complaints hot line Conduct behavioral change programmes 	3.1 Elaborate equitable rules and procedures for all civil servants and disseminate	X	X	X	X	X	X	X	X
	4.9 Define robust procedures for appeals management, including the role of MDAs/PSs	X	X	X	X				
	4.10 Disseminate Code of Conduct and conduct awareness sessions	X	X	X	X	X	X	X	X
	4.11 Install hotline or any other appropriate measure to create accountability	X	X						
	4.12 Introduce behavioural change programmes to increase accountability between politicians and civil servants and between civil servants and managers	X	X						
Output 4 Manage the human resources in the civil service effectively and efficiently <ul style="list-style-type: none"> Number of reviews of MDAs completed and related policies implemented HR policies and procedures developed. 	4.1 Prepare the Civil Service restructuring program, including reviewing the relevant organizations	X	X	X	X				

<ul style="list-style-type: none"> Operational manuals prepared and distributed HRD departments trained in implementation of the new HR HR data base effective and linked to pay data (MoF) Research unit established with clear rationale and deliverables Design structure based on overall establishment of the civil service and # of posts approved per fiscal year Job Evaluation implemented Next steps in HR policy identified after Job Evaluation has been implemented. Additional HR policies implemented 	4.2 Implement Job Evaluation instrument and provide training to relevant HRD & PSs	X	X						
	4.3 Develop transparent and accountable Human Resources policies and procedures based on the Civil Service Regulation and develop appropriate enforcement and monitoring	X	X	X	X	X	X	X	X
	4.4 Define next steps in introducing additional HR practices based on priority needs and requirements (after job evaluation)	X	X	X	X	X	X	X	X
	4.5 Develop HR Manual and operational manuals	X	X	X	X	X	X	X	X
	4.5 Complete HR data base and link with the with the pay data base (MoF)	X	X	X					
	4.6 Develop in coordination with MoF and President's Office a research/analysis unit for management of the establishment of the civil service	X	X						
	4.7 Revise and implement flexible model for (re) structuring MDA's and other levels of government based on # of posts approved	X	X	X					
Output 5 Build skills for the civil service: close the gap between required and available skills	5.1 Draft a medium term skills development policy for the civil service to assist the Government with implementing its policies ¹⁶	X	X	X	X				
	5.2 Conduct a skills needs assessment in the CS and define a framework for implementation based on priorities	X	X						
	5.3 Develop and conduct courses to provide civil servants with essential skills based on priority needs	X	X	X	X	X	X	X	X

¹⁶ This will have to take into account when and how the restructuring of the civil service will take place (see 4.1)

Output 6 Deliver an outreach programme to ensure the commission's mandate is understood and communication with stakeholders is effective	6.1 Prepare and implement a communication strategy for the Commission and disseminate among targeted audience.	X	X	X					
	6.2 Organize workshops with a mediator for key representatives of the Triangle	X	X						
	6.3 Prepare and implement awareness campaign; organize a series of trainings and awareness raising events about the CSC, its legal bases and policies and procedures in view of its Act.	X	X	X	X	X	X	X	X

2.5 RESULTS MONITORING ARRANGEMENTS

Outcome indicators for the strategic objectives	Specific outcomes	Baseline	YR 2010	YR 2011	YR 2012	Data Collection Instruments Reporting	Responsibility
Pre-requisite: Re-institutionalize the triangle		N.A.	Immediately				CSC Board

Outcome indicators for the strategic objectives	Specific outcomes	Baseline	YR 2010	YR 2011	YR 2012	Data Collection Instruments Reporting	Responsibility
Pre-requisite: Define a work programme with the PS's		N.A.	Immediately				CSC Board PSs
Performance of the CSC improved	Capacity Assessment	Implementation Strategy	Capacity gap reduced by 0,30	Capacity gap reduced by 0,75	Capacity Gap 90% eliminated	Assessment based on same method	SG/CSC Board
	Revision of the structure completed	N.A.	CSC structure implemented			Document reporting the completion + Annual Report	CSC Board
	Roles and responsibilities of the AC defined and AC is operational.	N.A.	AC operational, including procedures			Document reporting the completion + Annual Report	CSC Board/PS's
	Links established between CSC and other Commissions and relevant organizations	N.A.	Identification of relevant organization and links established	Define and implement programmes to enhance performance of the CSC	Define and implement programmes to enhance performance of the CSC		
Establish a strong legal basis for the CSC	Current Acts		Establish Task Force	Changes as a result of the Act are implemented in the CSC		Parliament approves the Acts in 2010	CSC Board/ Task Force

Outcome indicators for the strategic objectives	Specific outcomes	Baseline	YR 2010	YR 2011	YR 2012	Data Collection Instruments Reporting	Responsibility
	Some of the functions devolved to MDAs and/or to other levels of Government	CSC Act and CS Regulation	# number of functions devolved and approval/monitoring mechanism operational			In first quarter of 2010 Official/Legal Documents approved	
Interests and welfare of civil servants protected	Internal, equitable rules and procedures for all civil servants and developed. Procedures for appeals management improved		Policy and procedures communicated to all MDA's. Number of appeals reduced by 25%	Number of appeals reduced by 25%	Number of appeals concluded at MDAs 80 % and 20 % CSC	Bi-annually, MIS	CSC Board + AC+ Appeals unit
	Interference reduced	Code of conduct available Establish a hotline and other mechanism that would allow reporting ¹⁷ Cooperation with other Commissions	Codes of Conduct disseminated to xx% of civil servants and other stakeholders	Use of Hotline as & of civil servants, PSs and others		Annual Report	CSC Board + AC + MDAs

¹⁷ Any ideas from the Anti-Corruption Commission or the Judicial Services Commission?

Outcome indicators for the strategic objectives	Specific outcomes	Baseline	YR 2010	YR 2011	YR 2012	Data Collection Instruments Reporting	Responsibility
		Behavioral programmes					
Effective HR Management of the Civil Service	Civil service restructuring completed	Estimated target of reviews completed	% of the target achieved	Restructuring completed		MoF/CSC HR/MIS	The triangle/MDAs
	Set of HR policies and procedures defined	List of policies and procedures needed to complete the set	50 % completed and disseminated. Compliance 50 %	100% completed and disseminated. Compliance 80 %	Compliance 90%	MIS. Annual report	SG
	HR data set completed and linked to pay-role	HR Data 2009	HR data completion 90%	Completed		Quarterly reporting. Annual report	SG
	Creation of research unit	N A	Operational and staffed by mid 2010	% ability to provide the triangle with analysis	% ability to provide the triangle with analysis	Quarterly reporting. Annual report	Triangle/MDAs
	Structures	N A	Model developed and disseminated based on hard budget constraints and other criteria	100 % completed in MDAs	100 % completed in other levels of GoM	Bi-annual. Annual report	CSC Board/ PSs/other RO.
	Modern HR practices		Job analysis + classification	Job analysis + classification	Implementation	MIS, # of trained	CSC/MDAs/PS/OR

Outcome indicators for the strategic objectives	Specific outcomes	Baseline	YR 2010	YR 2011	YR 2012	Data Collection Instruments Reporting	Responsibility
	implemented		system rolled out to MDA's, including HRD training and standards. 80 % achieved Preparation of next steps policies.	system rolled out to MDA's, including MNG training and standards. 100 % achieved Implementation of next steps	of next steps	HRD Audits Compliance 90 %	
Skills Gap Closed	Skills Development Policy developed	N.A.	Policy Developed and adopted	Responsibilities for management of Policy identified and action plan defined and rolled out.		Data on Skills improvement programmes conducted # and functional and technical areas covered Survey and HR data.	MoE, CSC, Min HR/Youth/Triangle/ others
	Skills Needs Assessment completed	N.A.	Skills Needs assessment conducted. Action Plan identified	Action Plan rolled out and			CSC/CSTI

Outcome indicators for the strategic objectives	Specific outcomes	Baseline	YR 2010	YR 2011	YR 2012	Data Collection Instruments Reporting	Responsibility
	Conducting core courses	N.A.	Courses identified. Key functional and technical skills programmes offered to % of civil servants in MDAs	Key functional and technical skills programmes offered to % of civil servants in MDAs	Key functional and technical skills programmes offered to % of civil servants in MDAs	Data on Skills improvement programmes conducted # and functional and technical areas covered. Survey and HR data per year. Annual report	CSC/CSTI
Outreach through communication and awareness increased significantly	Communication Strategy is effective	N.A.	Develop a communication strategy	Strategy is % effective	Strategy is % effective	Survey data	CSC
		N.A.	Awareness strategy defined for educating the CS/PS and public	Awareness Campaign rolled out: 60 % in Male and 40 % in Atolls. Significant improved understanding of the CSC	Awareness Campaign rolled out: 95 % in Male and 80 % in Atolls Significant improved understanding of the CSC	Survey data	CSC

CHAPTER 3: RISKS TO ACHIEVING THE CSC STRATEGIC OBJECTIVES

3.1 THE RISKS TO THE STRATEGY

Description of risk	Probability (h/m/l)	Impact (h/m/l)	Overall Risk level (h/m/l)
A. Political			
Decentralization policy: the shift of personnel to decentralized levels may not take place and the central agencies may be left with too many filled posts; or decentralized posts may be filled without closing central government posts, thereby increasing CS numbers and the wage-bill.	H	H	H
Continued politicization of the MDAs may prevent the adoption of civil service modernization policies, improved standards, and increased access to services, for the benefit of the majority of Maldivians	H	H	H
Protection of vested interests (organizational and personal), through power-seeking, patronage and corruption, may prevent progress	H	H	H
National elections in 2013:			
(a) Could disrupt or slow down implementation of reforms in 2012	H	M	M
(b) Could result in a new political leadership with unknown priorities and untested commitment to reform	M	M	M

Lack of sufficient political leadership resulting in slow and/or limited progress Perhaps talk about the triangle?	M	H	H
Executive unable or unwilling to pass legislative reform , amend the Civil service Act and the Employment Act on a timely basis, in which case the necessary legal framework within which to prepare and implement civil service improvements would still be lacking.	H	M	M
Inability, or unwillingness, of the Executive at national and lower levels to agree on new policies in light of the NDP.	H	M	M
Increased civil unrest arising from reforms in the civil service, including restructuring and rightsizing	H	M	M
Reduced credibility of the CSC through arising from unpopular policies affecting the livelihood of civil servants.	H	M	M
Inability or unwillingness to agree a clearer separation of duties between the political responsibilities of Ministers and the Chief Responsible Officers and Permanent Secretaries	H	H	H
B. Personnel Reforms			
Civil Servants oppose the introduction of the job evaluation, job classification system and at a later stage pay and grading system	M	M	M
Inappropriate sequencing of modernization initiatives in the HR chain; initiating modernization efforts that are not planned properly or that are not sequenced in line with GoM policies	M	M	M
Management information systems and data bases remain inadequate for analysis and policy making	M	M	M
Slow introduction of HR policies and procedure resulting in high number of complaints	M	M	M

Skills development programmes are weak and do not target the right employees exhausting scarce financial resources without delivering the right skills	H	H	H
Long established behavioral patterns may frustrate future reform efforts if all those involved in the management of civil servants will continue with the present informal ways of working: the new systems will be subject to the same deterioration as the previous ones.	H	M	M
C. coordination			
Failure of Government to articulate a coordinated policy framework across the sectors based on and consistent with the 5 pledges in the NDP	M	M	M
Failure of Government to provide coordination and oversight for all government employees (the whole public sector), including a reliable data base for analysis and policy making	H	H	H
No sense of urgency among the triangle to develop an implementation plan for down-sizing the civil service and meeting the targets and the time frame.	H	H	H
Polarized relationship with other organizations affect the CSC's credibility and ability to pursue the reforms	H	H	H
MDAs fail to implement functions delegated by the CSC due to political interference and/or lack of resources, resulting in confusion about roles and a work overload for the CSC. Permanent Secretaries refuse to be held accountable for the devolved function.	M	M	M
Mandates, roles and responsibilities of the Tribunal and CSC remain confused resulting in continued fragmentation, confusion for civil servants and an increased number of appeals submitted to the CSC	M	M	M

D. social and economic			
Increased fiscal problems for the Government in FY 2010, 2011 and 2012 which may lead to further and more stringent policies by MoF to reduce the wage bill and force the CSC to downsize the CS. Deterioration in the economic and fiscal position reduces the availability of funds	H	H	H
Continuous political interference in the civil service and affecting those officers (PS) responsible for managing the civil servants at MDAs.	H	H	H
E. Organizational and reputational risks			
Persistent resistance to change in MDA's and at decentralized levels of GoM	H	M	H
Fear of retrenchment results in lack of support for CSC reform policies	H	H	H
Reform inertia within and outside the civil service arising from skepticism arising from limited achievements and the association of reforms with pay cuts	H	H	H
Change in senior management teams resulting in delayed or stalled implementation of 'modernization' / operational performance improvement programme	M	M	M
Replacement of some or all Commissioners in August 2010, or earlier, may reduce the CSC's operational capacity and achievements and slow down continuity	M	M	M
Increased number of court cases in which the CSC is involved due to unclear legal and regulatory framework may damage the credibility and independence of the CSC. This could also be the result of rightsizing.	M	H	M
The CSC may be perceived by CS and the public as partial and unfair	M	M	M

Poor M&E system	M	L	L
F. Resourcing risks			
Insufficient funding for activities to support a reform programme	H	H	H
High turnover of staff in CSC and the CS	H	H	H
Lack of capable, reform-minded managers to support the new CSC policies progress.	H	H	H
CSC and MDAs are unable to recruit technical and middle cadre personnel in CS	M	M	M
Weak donor support for the implementation of the strategy and lack of technical assistance for key activities.	M	L	L
Inappropriate timing and length of training removes civil servants from their posts and may reduce the outputs of MDA units	M	L	L

The risks in the strategy in terms of number and level are medium to high. Effective leadership of the CSC is critical to the implementation of the strategy. Given the fiscal and economic pressure on the GoM, the CSC needs to ensure wide support from GoM and stakeholders. This cooperation will not be easily achieved since effective liaison among the central agencies, key Ministries and the Presidency in coordinating the NDP and reforms may not materialize given the fragmentation among the key players. The extent of reform that is necessary will not be achieved by a small group of Ministers and their political appointees alone. Reformers will need to build coalitions within the civil service and within the central organizations responsible for its management.

Civil service reform is necessary, but it will not be achieved without opposition. The civil servants are already associating reforms with retrenchment and right-sizing as a result of the pay cuts and announcements about rightsizing discourage participation in the next stage of reforms. A combination of vested interests and years of favouritism nurturing self-interest among civil servants may frustrate new reform initiatives.

3.2 RISK MITIGATION STRATEGY

Risks	Proposed mitigation
Political	<p>Pressure the President's Office to participate in a joint effort to prepare policies to implement the NDP</p> <p>Re-institutionalize the triangle to jointly agree on reform proposals</p>
Personnel reforms	<p>Improving and implementing human resources policies and procedures through a data base should enhance accountability and transparency.</p> <p>Increasing coherence among policies and improving procedures should improve the management of the civil service.</p> <p>Transition from person based to job based personnel system will ensure more transparency. CSC's own role in the appeal mechanisms will ensure that civil servants can file appeals.</p>
Coordination	<p>The CSC will develop a communications strategy and PR creating support among stakeholders and the public for the strategic plan and what it tries to achieve.</p> <p>Seminars and workshops will engage key stakeholders in the strategy in order to reduce resistance to the reforms.</p> <p>The President's Office and MoF have to support the CSC in its strategy and speak with one voice, restoring the regulatory and oversight triangle.</p>
Social and economic	<p>Skills development and related capacity enhancement measures will reduce the gap between existing and needed skills.</p>

	Protect civil servants made redundant through the provision of adequate departure packages and providing support in finding new employment
Organizational/reputational risks	Develop a communications and PR strategy. Move towards more consensus oriented culture, including enhancing negotiating skills. Use modern technology for dissemination purposes
Resourcing risks(Human Resources and Financial)	Redefine the structure of the CSC and strive to introduce optimal tasks and outputs per individual and unit. Introduce a coaching scheme. Redefine Act. Delegate certain CSC functions (e. g. recruitment and appointment) to MDA's. Civil service data collection, including key HR data and MIS will reduce fraud and corruption. Donors should be mobilized to provide technical assistance Skills courses could be offered based on a charge per participant.

ANNEXES

ANNEX 1: Terms of Reference: Developing a Master Plan for Modernizing the Civil Service

Background

UNDP Maldives together with the government of the Maldives and the national Civil Service Commission is undertaking a project entitled *Building an Efficient, Service-oriented and Transparent Administration (BEST)*. The main objective of the project, as the name suggests, is to assist in building an efficient, service oriented and transparent administration in support of democratic developments in the Maldives. To this end, the project will support the emergence of a merit-based civil service that is representative of the Maldivian society and capable to operate, in a professional, responsive and accountable manner, within the new democratic environment. A key component of the project is to draft a Master Plan for the Civil Service Commission.

In line with the democratic changes in the political environment, the Civil Service Commission of Maldives (CSC) is committed to establish a modern civil service required by democratic societies. Towards this end, the CSC has decided to develop a master plan on modernization of civil service.

The Commission in collaboration with UNDP would like to invite applications/Expression of Interest from individuals/organizations, who are interested in developing a comprehensive Master Plan that will set priorities, action plans and anticipated results for the next five years, based on a clear assessment of existing resources and capacities. This document will be an operational/management tool for the mobilization of resources both local and external to support and execute the Civil Service modernization and reform effort.

Objectives

The primary objective of the consultancy project is to develop a Master plan in line with the overall objective of modernizing the civil service. More specifically, the key objectives of the Master plan are:

- Develop a 5 (five) year Strategic Plan for the Civil Service Commission
- To conduct a Strength, Weaknesses, Opportunities and Threat (SWOT) analysis
- To analyze stakeholders and to determine their role in modernizing civil service

- Define key goals and objectives for the planned period, with implementation, monitoring and evaluation plan
- Develop a prioritized action plan, work-plans with clearly defined roles and responsibilities in implementation stage

Scope of Work

The primary purpose of Civil Service Commission's Master planning is to develop a comprehensive "roadmap" setting the direction and pace of the commission work over the next 5 years and beyond in a coordinated and focused manner. Within this Plan, a viable and effective action plan will be identified that fit within its program and will assist in meeting its short, medium and long term goals. Specifically, the tasks of the consultancy will include, but will not necessarily be limited to, the following:

- In close consultation with the Commissioners, develop the Vision and Mission statements and the core values of the Civil Service Commission
- In consultation with the key stakeholders, co-ordinate and facilitate the planning processes to arrive at a 5 year strategic plan
- Develop the annual plans, coordinate the inputs for implementation, monitoring and evaluation against the annual plans, identify risks, develop and implement risk management strategies
- Develop short term, medium term and long term strategic objectives and goals for the strategic plan. The objectives must fit the SMART criteria: sustainable, measurable, achievable, realistic and time-bound
- Identify viable strategies for achieving the strategic objectives and goals (short term, medium term and long term)
- Assess the strengths, weakness, opportunities, and threats (SWOT) of the Civil Service Commission
- Develop a 5 year master plan to deliver the objective of modernizing the civil service
- Develop prioritized action plan, work-plans, with clearly defined roles and responsibilities in implementation, a strong monitoring and evaluation plan, and a realistic resource mobilization plan. The action plan should identify activities that need to be carried out in the short-term, medium and long-term.

Recommendations and Guidelines

It is expected to have the following completed by the end of the assignment:

- A detailed Master Plan for modernizing the Civil Service. The Master Plan will include, but not be limited to the following:
 - The Broad Strategic Objectives
 - The type of activities the commission may engage in, in order to achieve the Strategic Objectives
 - The estimated budget for activities
 - Responsible person and institutions for all the activities that are proposed
 - The plan for sustainability of the Strategic Objective
 - The monitoring and evaluation system for each Strategic Objective

Duration and place of work:

The consultancy work is expected to take approximately 4 weeks and is planned to commence in January 2010. The consultant will be based in the Civil Service Commission.

Reporting arrangements

The international consultant will report to the Civil Service Commission. He/she is expected to liaise with focal points of UNDP as required.

Required Qualification

- The consultant should have a postgraduate degree in Management, or other relevant discipline
- Consultant should have minimum five (05) years of international consulting experience in the relevant field
- Must have successfully undertaken strategic planning and developing long-term plans in the last five years.
- Consultants with knowledge and exposure to the Civil Services and of the Transitional Management are preferred
- Must have excellent verbal and written command of English
- Familiarity with Maldivian context will be an added advantage

Annex 2: SWOTs

SWOT CSC & SWOT CSC, Advisory Committee

Civil Service Commission

Results of the SWOT

Order of the SWOT:

Section 1: Individual post-its were used by participants to identify sub-categories which were clarified and discussed;

Section 2: Linkages among the SWOT were identified;

Section 3: The participants scored the subcategories with points;

Section 4: Based on the highest score in the subcategories, the participants briefly discussed WHAT the Commission could do and HOW.

Section 5: List of participants

Conducted January 17, 2010

SECTION 1 SWOT

STRENGTHS: 5 subcategories

- A. The Act (7 points)
 - The civil service act
 - Independent
 - Separate Law
 - Regulated brought a law and a regulation formed under the act
 - Independent law
- B. Staff (2 points)
 - Knowledge and experience top level
 - Motivated staff
 - Dedicated staff
 - With few resources (professionals, workplace, materials) still all the staff at present are hoping to bting about better services to the public
 - IT infrastructure and Personnel
 - Pool of positive attitude staff
 - Staff commitments (most)
- C. Code of conduct
 - Code of conduct for the CS exists
- D. Decision-Making
 - Collective decision making by CSC
- E. Regulation
 - Ability to regulate CS activities

WEAKNESSES: 7 subcategories

- A. PR
 - No emphasis is given on training the public, for better conduct
- B. Regulatory (3 points)
 - Weak advisory committee or PS
 - Short coming in Act/Law
 - Fluid political environment
- C. Staff (9 points)
 - Lack of lawyers
 - Limited trained staff
 - Less qualified and professional/experiences staff
 - Too few staff in most areas/units

- Not enough staff available
- Lack of trained personnel within the organization - the concept of civil service is a very new concept in the country. In order to run it effectively it is a requirement to have people with the knowledge in this field
- Staff turnover/knowledge is not retained
- Long working hours
- Nor enough participation
- Lack of appropriate knowledge and skills among staff

D. Finance

- Limited budget
- Lacks all the resources (manpower, knowledge) in the organization

E. Structure (3 points)

- No clearly defined activities
- Lack of IT personnel and infrastructure
- No clear vision
- Organization structure not clear
- Lack of effective communication
- Inconsistent directives

F. Administration/ leadership (1 point)

- No strategic directives
- No SOP (Standard Operational Procedures)
- Performance appraisal not used

G. Motivation (6 points)

- Low work ethics
- Weak work culture
- Limited benefits (specially compared to other independent agencies)
- No empowerment and/or delegation
- Low pay in comparison to other commissions
- Not committed to change
- No conducive work environment
- Bad dress codes

THREATS: 6 subcategories

A. Political (8 points)

- Too much political pressure
- Politically difficult environment
- Negative political pressure
- Political pressure

- Stressed relations with politicians
 - To keep CSC apolitical
- B. Finance
- Weak economic conditions
 - Lack of budget
 - Some clause in the laws provides more power to the Ministry of Finance
- C. Trust
- Mistrust by stakeholders
- D. Attitude
- Attitude of the public
- E. Law (2 points)
- The other organizations influence due to weakness in law/act
 - To keep CSC independent
- F. Geography
- Geography of the nation

OPPORTUNITIES: 7 subcategories

- A. Problem Solving
- Closely knitted society
- B. Delegation (2 points)
- Decentralization of Services provided by CSC
- C. Motivation (1 point)
- Hopes and aspiration of CSC staff to move forward
- D. PR
- Build a better image and gain public Trust
- E. Reform
- Commission can organize itself
 - Re-appointment of the Commissioners
 - Independent authority
 - Opportunities to modification and changes
- F. Resources (5 points)
- Help from UNDP (only)
 - Funding available from other agencies
- G. Government/political
- Some Government initiatives
 - Political/Parliament support (though limited)

SECTION 2:

SWOT: Identified linkages among the SWOT in random order:

- Political pressure
- Improvement of the Act
- Strengthening operations of the CSC
- “Rapport” building of the CSC with its key interlocutors
- Improving the working conditions
- Develop the “staff “ category
- Initiate “image building”
- Raise the awareness of the public to improve the perception of the CSC
- Review the budget and financial situation of the CSC

SECTION 3:

Scoring the SWOT (5 points per person: 4 to be distributed among each of the 4 categories in sub categories and one bonus point in any of the sub-categories, resulting in 50 points to be distributed and 49 scored). Please note that some participants could not be present at the scoring.

SWOT	Subcategories	Points
Strengths	The Act	7
	Staff	2
	Code of Conduct	0
	Decision - Making	0
	Regulation	0
Weaknesses	PR	0
	Regulatory	3
	Staff	9
	Finance	0
	Structure	3
	Administration / Leadership	1
	Motivation	6
Threats	Political	8
	Finance	0
	Trust	0
	Attitude	0
	Law	2
	Geography of the Nation	0
Opportunities	Problem Solving	0
	Delegation	2
	Motivation	1
	Public Relations	0
	Reform	0
	Resources	5

SECTION 4: What can we do and how will we do it. We discussed the items of the SWOT that received the highest score:

Strengths: the CS Act

What to do?

- Implement the CS Act correctly
- Capitalize on the act by distilling those areas/articles that could be improved
- Amend those sections to facilitate further improvements

How to do it?

- Organize a workshop with “ others “ to review the articles and translate into effective procedures

Weaknesses: “staff”

What to do?

- Improve the structure of the organization, including organizational chart and define:
 - Training
 - Career path in light of skills improvement
 - Remuneration
 - Workload
- Revise the division of labor between Commissioners and Secretariat

How to do it?

- Define structure of CSC based on division of labor and responsibilities
- Develop a training policy for CSC geared at the purpose of the job, including retention policy for CSC staff
- Develop SOPs
- Draft procedures to facilitate the above

Threats: Political Pressure/Interference

What to do?

- Revise acts and reduce ambiguity
- Strengthen the position of PSs as mediators with politicians
- Presidents' Office to organize workshop/seminar for politicians about the CS Act
- Start a dialogue with a representatives group of political appointees
- Provide awareness programme to political parties to reduce the interference
- Provide awareness programme to the civil servants about the CS Act

How to do it?

- Propose to the Speaker of the Parliament to define/conduct up a programme to start the dialogue. CSC will participate and various Parliamentary Commissions could be included.
- Develop a programme to support the PSs
- Develop an awareness programme for Civil Servants

Opportunities: Support from UNDP and others

What to do?

- Request Technical Expertise to set-up the Civil Service Training Institute, including a train de trainers programme
- Technical support in legal, It and budget areas
- Effectively communicate the needs of the CSC
- Develop a plan to use the Capacity Assessment and reduce the gap between required and existing skills

How to do it?

- Define projects and compete for funds nationally but also donors
- Request assistance in the form of consultancies and equipment
- Develop and request assistance with regard to “ on the job training” and mentoring

LIST OF PARTICIPANTS:

- Present:**
1. Dr. Mohamed Latheef – Chairman
 2. Mohamed Fahmy Hassan – Commissioner
 3. Zakariyya Hussain – Commissioner
 4. Abdullah Khaleel – Secretary General
 5. Musthafa Luthfy – Director General
 6. Abdullah Saeed – Director General
 7. Mohamed Farshath – Director
 8. Mohamed Asif – Director
 9. Aminath Zahira – Deputy Director
 10. Abdul Nasir Shafeeq – Senior Legal Officer
 11. Aishath Shifna – Senior Personnel Officer

- Absent:**
1. Dr. Abdul Muhsin Mohamed – Vice Chairman
(on medical leave)
 2. Khadeeja Adam – Commissioner
(on annual leave)
 3. Ibrahim Nizam Ahmed – Director (on annual leave)
 4. Ali Amir – Senior Personnel Officer
(medical leave)
 5. Fathimath Sidhana – Senior Computer
Programmer (on medical
leave)

Civil Service Commission

Advisory Committee

Results of the SWOT

Order of the SWOT:

Section 1: Individual post-its were used by participants to identify sub-categories which were clarified and discussed;

Section 2: Linkages among the SWOT were identified;

Section 3: The participants scored the subcategories with points;

Section 4: Based on the highest score in the subcategories, the participants listed what the CSC could do and how they could do this over the next 3 years : this is a “wish list”;

Section 5: Discussion on what the advisory committee (in this case the group of PSs) could individually and collectively do to assist the CSC with the implementation of the above;

Section 6: List of participants.

Conducted January 19, 2010

SECTION 1 SWOT

STRENGTHS: 4 subcategories

F. Service Provisions (4 points)

- Accountability
- Job security
- A safer working environment for civil service staff
- Job given on merit base
- Retirement age
- Fairness
- More comprehensive HR data management system
- Young civil service
- CS law

G. Legal (9 points)

- Legally independent
- Independent of political influence
- Legal framework: a law to govern the civil service sector
- Civil Service Law/Independent Institution
- Enabling legislation
- Dedicated team in the top layers of management
- Civil law

H. Political and neutrality

- To prevent back door entrance by political or personnel patronage
- Political neutrality
- Civil service law declared independence
- CS Act
- Independence from political people / parties
- Protection

I. New concept

- New concept of CS and CSC

WEAKNESSES: 6 subcategories

H. Training (8 points)

- Lack of trained staff to implement civil service laws
- Lack of trained civil servants
- Lack of trained personnel
- Lack of training opportunities
- Lack of trained staff and reluctance in taking responsibilities
- Lack of trained technical staff

- Lack of specific lists in CSC
- Inexperienced civil service
- Inadequate technical capacity of the CSC
- Limited experience of the Commissioners on the variety of civil service organization
- Lack of trained staff

I. Legal (1 point)

- Civil Service law in relation to employment act
- Not enough cooperation from the government
- Weak mandate
- Weaker mandate

J. Finance (2 points)

- Lack of resources

K. Political

- PS are politically labeled

L. Functioning of CSC (1 point)

- CSC has most control
- Too rigid circulars
- No proper structure
- Approach too late
- Centralized system

M. Trust (8 points)

- Lack of trust between PS and CSC

THREATS: 5 subcategories

G. Sustainability of civil service

- Competitive private sector
- Training of CS does not hand in hand with restructuring or pensioners leaving service and vacating their job

H. Communication (1 point)

Lack of coordination between CS and political sector
Lack of understating of civil service issues

I. Legal (1 point)

- CS law is very vague: room for politicians to take advantage
- Employment Act 2x
- Independent Commission
- Reinstating people by employment Tribunal

J. Finance (1 point)

- Financially dependent on MoF
- Lack of funds
- Budget cuts
- Large civil service

K. Political (10 points)

- Political Interference
- Minimize number of civil servants
- Political status
- Political intervention
- Political influences
- Political appointees
- Interference from executive powers for political reasons
- Current political atmosphere
- Political influence
- Wide spread political interference
- Changing political landscape

OPPORTUNITIES: 4 subcategories

H. Competent civil service (9 points)

- To provide training
- Training development
- Develop opportunity as we see appropriate
- Competent, trustworthy civil service

I. Efficient Civil Service (4 points)

- Improved efficiency
- To come up with a great service to the public
- Fair and efficient civil service designed to foster best working environment for civil servants
- To study other countries experience
- Modern technologies

J. External forces

- Challenging environment

K. Acquiring full independence from politicians/ executive and Finance (5 points)

- Political status
- New Civil Service Commission
- Independency
- Opportunity to amend the CS legislation
- Produce / Revise specific regulations and standards
- To delegate implementation of the regulation to the sectors and CSC to be the regulator

- Public awareness
- Sensitive/advocate stakeholders
- Enhancing knowledge

SECTION 2:

SWOT: Identified linkages among the SWOT in random order:

- Legal Issues with the Employment and CSC Act
- Political Interference
- Civil service and Civil Service Commission is new as a concept and organization: the Government had no transition policy and the civil service is still used as a political instrument
- Lack of awareness in particular on the political side
- Financial “dependency”
- Lack of Training and Competencies
- Use technology more efficiently

SECTION 3:

Scoring the SWOT (5 points per person: 4 to be distributed among each of the 4 categories in sub categories and one bonus point in any of the sub-categories, resulting in 65 points to be distributed and 64 scored).

SWOT	Subcategories	Points
Strengths	Service Provisions	4
	Legal	9
	Political and neutrality	0
	New concept	0
Weaknesses	Training	8
	Legal	1
	Finance	2
	Political	0
	Functioning of CSC	1
	Trust	8
Threats	Sustainability of civil service	0
	Communication	1
	Legal	1
	Finance	1
	Political	10
Opportunities	Competent civil service	9
	Efficient Civil Service	4
	External forces	0
	Acquiring full independence from politicians/executive and Finance	5

SECTION 4: WHAT can the Commission do and HOW could it do this in the next 3 years? In random order, participants combined in most cases the what and how questions.

2010

WHAT

- Providing HR Management systems to all Ministries and Departments
- Provide budget and finance management/software
- Provide protected (foolproof, e.g. in filling in forms and recording in personnel systems) environment
- Sit with the Government and convince them of the CSC as an independent organization
- Establish a CS training institute
- Convince toe government to come up with definite job functions for political staff
- Financing of Human Resource Training
- Greater Independence to MDA in civil service staff office
- Advocacy work to educate about the role of the civil service
- Make necessary changes to the CS and employment act
- HR stock taking versus civil service mandate
- Awareness/ advocate training for civil service commission as well as civil service
- Performance analyst
- Need assessment analysts
- Revision of relevant laws
- E-newsletter
- Customer service
- Fully independent CS with educated people leading the Commission (Specialist required in the HR field)
- Propose amendments to the CS law
- Effective and increased communication between executive and political level of government
- Revise the employment act
- Amend employment act
- Training staff
- Improve legislation
- Create awareness
- Effective communication
- Political independence
- Entrust to PS work according to civil service law (hiring and firing etc)
- Legal/ training/ trust/ political/ competent civil service
- Establish good communication with Heads of Government: have meetings, courtesy calls etc.
- Strengthen legal framework
- Promote and speed up the training required for CS
- Outsource to private colleges if CSC has no funds

HOW:

- Train/retrain CS
- Implement an independent job evaluation scheme
- Work with the Government: CSC should talk to the government to have full independence and trust
- Separate regulation and administrative function of CSC
- Amend employment act
- More responsibilities for PS
- Come up with a proper performance evaluation system
- Commissioners to educate themselves and be more responsive to proposals and advice of PS
- Political pressure building / trust
- More training
- Legal
- Sensitize politician and executives on civil service; group meetings and individual session

2011

WHAT

- CSTI should be established
- More training to CS
- Strengthen CS training
- Training
- Awareness campaigns
- Advocate
- Revision of remuneration
- Revision of laws/regulation
- Public surveys
- IT
- Rationalize CS benefits and allowances
- Appraisal of staff
- Provide resources
- Efficient HR
- job security
- standardize or revise service benefits
- training
- establish clearly defined organization charts for all Ministries based on their mandates\
- Training/training/political/competent

HOW:

- Service benefits communication
- Efficient CSC
- Finance
- Increased training
- Educate politicians
- Educate/ solve problems for competence

2012: WHAT AND HOW

- Training to fill in gaps
- Revisit CS law
- Training
- Awareness campaign
- Advocate
- Public Service
- CSC and PS building trust
- Improve educated training
- Provide good package
- Improve technology
- Fully equipped training institution
- Competent civil service finance training
- Training/Political/Competence

OVERARCHING FOR THE ENTIRE PERIOD:

- Awareness programmes on CSC to public
- Opportunities for training
- Start up CS training schools and implement course and regular sessions
- Build technical capacity of the CSC to counteract arguments and negotiate with politicians / executives
- Identify flexibilities that could be provided in the CS regulations and make amendments
- Create awareness of civil service through media.

SECTION 5: What can you do to help the Commission with the above?

- Regular, open committee meetings
- Suggestions made by the advisory committee are taken seriously by the Commission
- The Commission could use the Permanent Secretaries as mediators without limitations. They are prepared to deal with sensitive issues and it was suggested that at times this will work better than circulars
- Circulars are very instructive and a more open dialogue would work better
- More delegation would work for both parties and also be congruent with the Act
- Reduce the mistrust between Permanent Secretaries and Commission, for example, in the cases of court cases
- Permanent Secretaries can provide the Commission with sector specific research
- Improve the communication
- Improve the decision-making: there is little flexibility in procedures and consultation with the PSs in developing policies
- Permanent Secretaries suffer from delays, for example, with regard to approving the structures
- Permanent Secretaries would like to know what the criteria are for the post of Commissioner and suggest that this should be circulated
- The commission could hire Human Resources experts which would help advance the personnel policy area
- There is an atmosphere of “ things being hidden”
- Commissioners who oversee part of the mandate and the Secretariat could rotate
- Commissioners are invited to visit the MDA’s to understand what is going on and meet with that staff
- Review the procedures and make them more effective
- Permanent Secretaries would appreciate the Commission having a “ listening ear”

SECTION 6: LIST OF PARTICIPANTS:

#	Name	Office	Designation
1	Ismail Shafeeg	Ministry of Finance and Treasury	Permanent Secretary
2	Mariyam Waheeda	Ministry of Home Affairs	Permanent Secretary
3	Yoosuf Riza	Ministry of Economic Development and Trade	Permanent Secretary
4	Mohamed Saeed	Ministry of Education	Director General
5	Dr. Sheena Moosa	Ministry of Health and Family	Permanent Secretary
6	Ahmed Solih	Ministry of Tourism Arts and Culture	Permanent Secretary
7	Mohamed Latheef	Ministry of Civil Aviation and Communication	Permanent Secretary
8	Dr. Abdulla Naseer	Ministry of Fisheries and Agriculture	Permanent Secretary
9	Fathimath Reenee	Ministry of Defence and National Security	Permanent Secretary
10	Mohamed Naseer	Ministry of Foreign Affairs	Permanent Secretary
11	Mohamed Mahid Shareef	Ministry of Human Resources Youth and Sports	Permanent Secretary
12	Hamid Fathuhullah	Department of Immigration and Emigration	Zinmaadhaaru Veriyaa
13	Ahmed Shakir	Dhivehi Bahaa Thaareehah Khidhumaikuraa Gaumee Marukaz	Zinmaadhaaru Veriyaa
14	Aminath Rasheeda	Maldives Customs Service	Zinmaadhaaru Veriyaa

Annex 3: Persons met:

Civil Service Commission

Dr. Mohamed Latheef	President
Dr. Abdul Mushin Mohamed	Vice President
Ms Khadeeja Adam	Commission Member
Mr. Mohamed Fahmy Hassan	Commission Member
Mr. Zakariyya Hussain	Commission Member
Mr. Abdullah Khaleel	Secretary General
Mr. Abdullah Saeed	Director General
Mr. Musthafa Luthfy	Director General
Mr. Mohamed Farshath	Director
Ms Aminath Zahira	Deputy Director
E.K. Torkornoo	UNDP Consultant

President's Office

Dr. Isaam Mohamad	Under Secretary
Ms Aminath Reena	Director General
Ms Aistah Shaheen	Director General
Mr. Ubaid	Director
Ms Sheena Musthafa	Director
Salam Mohamed Shakir	Acting Policy Secretary
Mr. Ibrahim Mohamed Rasheed	Under Secretary

Advisory Committee and sub-Committees

Dr. Aamal Ali	Permanent Secretary	Min. of Education
Mr. Yoosuf Riza*	Permanent Secretary	Min. Economic Development
Mr. Mohamed Didi	Permanent Secretary	Min. of Islamic Affairs
Mr. Mohamed Latheef	Permanent Secretary	Min. of Civil Aviation & Communication
Mr. Ahmed Saleem	Permanent Secretary	Min. of Housing, Transport & Environment
Ms. Hinna Khalid	ZV	Male' Municipality
Mr. Hamid Fathullah	ZV	Dept. of Immigration & Emigration
Dr. Aamal Ali	Permanent Secretary	Min. of Education
Mr. Yoosuf Riza*	Permanent Secretary	Min. Economic Development
Mr. Mohamed Didi	Permanent Secretary	Min. of Islamic Affairs
Mr. Mohamed Latheef	Permanent Secretary	Min. of Civil Aviation & Communication
Mr. Ahmed Saleem	Permanent	Min. of Housing, Transport & Environment

	Secretary	
Ms. Hinna Khalid	ZV	Male' Municipality
Mr. Hamid Fathullah	ZV	Dept. of Immigration & Emigration
Ms. Fathimath Reenee	Permanent Secretary	Min. of Defense & National Security
Ms. Mariyam Jabyn	Permanent Secretary	Attorney General
Mr. Ibrahimn Shafeeq	Permanent Secretary	Min. of Finance & Treasury
Mr. Mohamed Naseer	Permanent Secretary	Min. of Foreign Affairs
Mr. Mohamed Saeed	Director General	Ministry of Education (replacing Dr. Amal)
Mr. Ahmed Shakir	ZV	National Centre for Linguistic & Historical Research

UNDP

Ms. Zindu Salih	Assistant Resident Representative, Democratic Governance	UNDP Maldives
Ms. Naima Mohamed	Programme Associate, Democratic Governance	UNDP, Maldives
Mr. Saiman Mohamad	BEST Project Manager	UNDP, Maldives

Ministry of Finance

Ms. Nuzuha Fathmath	Assistant Director General	Ministry of Finance
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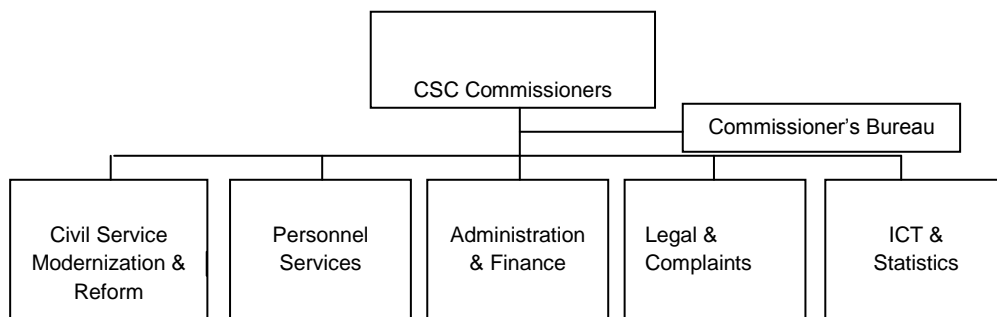
Annex 4: Key Documents consulted

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3. The Civil Service Act
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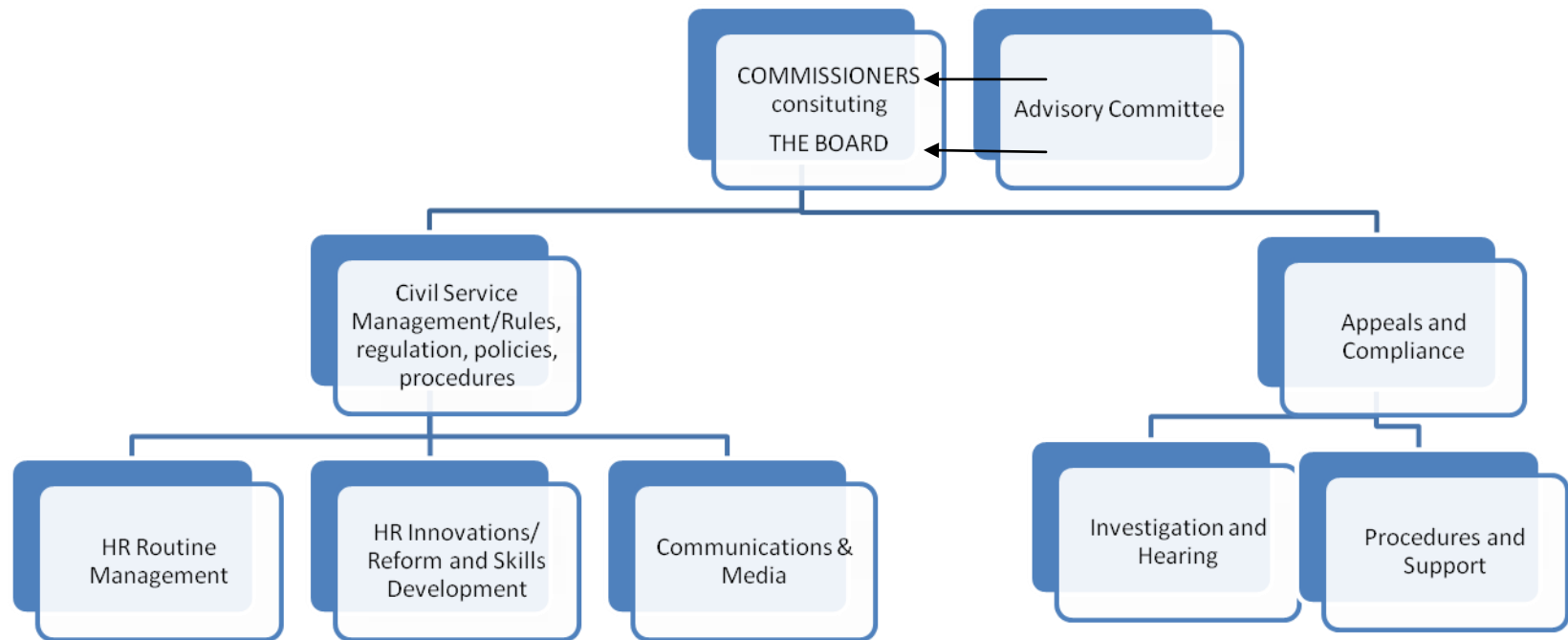
Annex 5: Organizational chart and division of labor

OPTIONS TO CONSIDER (OUTSIDE the Terms of Reference) IN SUPPORT OF IMPLEMENTING THE STRATEGIC PLAN 2010-2012

Current Organizational Structure of the Commission



Possible Structure of the Commission



Roles of Commissioners:

Two Commissioners in charge of external Affairs

- one Commissioner in charge of external stakeholders and in particular the Triangle
- one Commissioner in charge of Communications and awareness

Two Commissioners in charge of internal Affairs

- one Commissioner in charge of routine personnel management, including research, HR data base and establishment
- one Commissioner in charge of all personnel policies and procedures that are new to the routine management, including training

One Commissioner in charge of Appeals and Compliance

- this Commissioner is the Responsible Officer for all appeals and compliance issues and should be at arms' length of the Commission to remain independent.

The above could change if the Civil Service and Employment Acts change and other legislation come into effect.

