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CIVIL SERVICE COMMISSION



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Civil Service Training Institute

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# ދިވެހިސަރުކާރުގެ ނާମުގައި 2016

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# An Analysis on Employee Engagement within the Civil Servants of Maldives

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## **Abstract**

The purpose of this research paper is to explore the level of Employee Engagement in the Civil Service of Maldives. For this research, the authors have used a quantitative approach to measure the engagement index, identify its predictors and key drivers. From the practical side, the research focused on eliciting on most relevant components of engagement where, the Civil Service Offices would be able to concentrate its main effort for positive outcomes. The findings of this study would be significant for Maldives Civil service as well as other Human Resource Departments in Maldives especially for the organizations usually with limited resources and are crucial to pay close attention to key drivers of employee engagement.

The three hypothesis included in this research were H1: Female Employees at Civil Service of Maldives are more engaged than Male Employees, H2: Supervisors at Civil Service of Maldives are more engaged than Technical and Support Staffs and H3: “Civil servants at capital city of Male are more engaged than Civil Servants at Atolls.”

This research was mainly focused on 05 ministries and 5 atolls at different levels of Civil Servants. The research included engagement predictors and key drivers like “I am able to be successful here”, “my manager provides a clear direction and vision” and “I am given an ample opportunity to grow professionally” etc.

In conclusion, this research measured an overall Civil Service Engagement Index and would identify the key drivers of employee engagement within the Civil Service of Maldives. It also provided a set of feasible and realistic recommendations to Civil service Commission of the Maldives for improvement based on the outcomes of the research. Therefore, the study recommended creating ways to provide a supportive environment within Civil Service of Maldives that would promote a definite level of autonomy and would keep Civil servants always active to be satisfied with their job and would contribute to Higher Engagement Level.

## **Keywords:**

*Employee engagement, Performance, Career progression, productivity, Innovation, Absenteeism, Key Drivers, Engagement Model, Job satisfaction, Action Plan*



## **Introduction**

Under section 4 (f) of the Civil Service Act, Civil Service Commission is responsible for establishing a career based system whereby the rights of the employees are being protected and the desires of them being prioritized to achieve a productive outcome from the work. <sup>1</sup>In consideration to the fact, in 2013, an Employee Involvement and Engagement (EIE) unit was established in the Employment Relations Section of the commission itself to instigate various studies and researches to the area in order to identify the key drivers for the engagement of the civil servants to create an active workforce.

Till now, there has been no record on any research done to measure the Employee Engagement Index in the Civil Service of Maldives. To carry out this research, the writers used the following objectives as guided principles.

1. To measure the overall Civil Servant Engagement Index within the Civil service of Maldives.
2. To identify the Key Drivers of Employee Engagement within the Civil service of Maldives
3. Providing Civil service Commission of Maldives with a set of feasible and realistic recommendation for improvement based on the outcome of the research.

This paper would commence with exploring the concept of Employee Engagement and elaborating the Models of Employee Engagement. The writer would then critically analyze the results of the engagement survey conducted within the Civil servants of the Maldives with the academic literatures and researches done worldwide on the concept of Engagement of Employees. The paper would sum up by proposing a set of feasible and realistic recommendations for improvement based on the outcome of the research.

## **The concept of Employee Engagement: Literature Review**

### **1.1- What is Employee Engagement?**

There are many definitions of Employee Engagement which make reference to a range of Human Resource Management (HRM) and organizational behavior concepts such as work effort, commitment to the organization, job satisfaction, motivation and optimal functioning. Engagement is something that the employee has to offer and cannot be ‘required’ as part of the employment contract or objective setting process.<sup>2</sup>

Among this, the best definition which would describe the word could be stated as:

<sup>1</sup> section 4 (f) of the Civil Service Act 2007

<sup>2</sup> Emma Bridger, *Employee Engagement* (Kogan Page Ltd, 2015) 4





## **Does Engagement Matter?**

It seems reasonable to suggest that organizational performance will, to a greater or lesser degree, be dependent upon the people who work in the organization. The way employees feel about working for an organization and the way they subsequently behave will have an impact on the performance of their organization. Yet there are still many skeptics out there who challenge this thinking.

## **Engagement and High Performance**

Does engagement predict subsequent organizational performance or does working for a high-performing organization result in a more engaged work force? This is a question that has been subjected to discussions over the past years. In UK, in the Civil Service Indicative evidence suggests that departments with high engagement levels (measured through staff surveys) also tend to perform well in capability reviews which are a key metric to departmental performance.<sup>8</sup> Seventy eight percent of highly engaged public sector staff believes they can have an impact on public services delivery or customer service against 29 percent of the disengaged.<sup>9</sup> Research in Canada suggests that the link between engagement, customer service and profitability in the private sector could translate to the public sector with trust and public confidence at the end of the chain rather than profit.<sup>10</sup>

Sir Gus O' Donnell, Former United Kingdom Cabinet secretary and Head of the Civil Service stated that:

*“The Civil Service faces unprecedented challenges tackling complex policy issues every day. In order to meet these challenges we must harness the talents of all our staff to the full. Our employee engagement programmes enables us to do this by understanding and improving civil servants’ experience of work, helping to ensure that they have access to the opportunities they need to achieve success in their roles. This in turn, supports our drive to deliver improved public services and better outcomes for citizens”<sup>11</sup>*

## **Engagement is linked to many types of performance and Organizational goals**

Engagement can be linked to a variety of performance and organizational goals. Many studies have demonstrated robust links between employee engagement and increases in profits,

<sup>8</sup> David MacLeod and Nita Clarke, *Engaging for Success: Enhancing performance through employee engagement* <http://dera.ioe.ac.uk/1810/1/file52215.pdf> accessed 1<sup>ST</sup> January 2016

<sup>9</sup> Ibid (n 8)

<sup>10</sup> Canadian Government Executive: June/July 2006 < <http://www.tbs-sct.gc.ca/rp/pstc-eng.asp> > . accessed 1<sup>ST</sup> January 2016

<sup>11</sup> Ibid (n 8)



engagement can play a central role in achieving this goal.<sup>19</sup> Research from the Hay Group linking employee survey data to performance ratings showed that highly engaged employees were 10 percent more likely to exceed performance expectations.<sup>20</sup>

Productivity is not just about the amount of output: it is also about quality. Development Dimensions International (DDI) reported that in a Fortune 10 manufacturing company, quality errors were significantly higher for poorly engaged teams.<sup>21</sup> Sila analyses data from 2000 manufacturing and service companies randomly selected from the American Society for Quality (ASQ) mailing lists and identifies strong links between total quality management and productivity/defect rates.<sup>22</sup>

## **Engagement and Innovation**

Innovation is high on the agenda of many organizations as they strive to differentiate themselves from their peers in an increasingly competitive environment, and the link between employee engagement and organizational innovation is compelling. An abundance of research has demonstrated that happier and more content employees are more likely to foster an innovative environment.

Hakanen et al demonstrated using longitudinal data that job resources led to engagement, and that this engagement generated subsequent effects on personal initiative and work-unit innovativeness.<sup>23</sup> Gallup data indicated that higher levels of engagement were strongly related to higher levels of innovation: 59 per cent of engaged employees said that their job brings out their most creative ideas against only 3 per cent of disengaged employees.<sup>24</sup> CIPD research has also suggested that higher levels of engagement lead to more innovative work behavior, with engaged employees much more likely to search out new methods, techniques or instruments, and transform innovative ideas into useful applications.<sup>25</sup>

<sup>19</sup> Ibid (n 8)

<sup>20</sup> Tom McMullen, *Enabling, Engaging, & Rewarding Employees: A Study of Most Admired Companies* (2011) < [https://www.haygroup.com/downloads/mx/misc/enabling\\_engaging\\_and\\_rewarding\\_employees.pdf](https://www.haygroup.com/downloads/mx/misc/enabling_engaging_and_rewarding_employees.pdf) > accessed 10<sup>th</sup> March 2016

<sup>21</sup> Wellins et al, 2005 cited in Emma Bridger, *Employee Engagement* (Kogan Page Ltd, 2015) 16

<sup>22</sup> Sila (2006), cited in Emma Bridger, *Employee Engagement* (Kogan Page Ltd, 2015) 18

<sup>23</sup> Hakanen et al (2008) as cited in Emma Bridger, *Employee Engagement* (Kogan Page Ltd, 2015) 18

<sup>24</sup> Jennifer Robison, 'The Business Benefits of Positive Leadership ,Finding the connection between productivity and positive management behavior' (2007) < [http://positivepsychologynews.com/ppnd\\_wp/wp-content/uploads/2007/07/the-business-benefits-of-positive-leadership-20070510.pdf](http://positivepsychologynews.com/ppnd_wp/wp-content/uploads/2007/07/the-business-benefits-of-positive-leadership-20070510.pdf) > accessed on 1at March 2016

<sup>25</sup> Alfes, K., Shantz, A.D., Truss, C., and Soane, E.C. (2013), 'The Link Between Perceived Human Resource Management Practices, Engagement and Employee Behaviour: A Moderated Mediation Model,' *The International Journal of Human Resource Management*, 24, 330 – 351

## **Engagement and Reputation**

It is evident that the reputation of an organization would solely depend on these two factors. If the customer satisfaction is low in an organization, the customers would definitely use information technology to spread their views against the organization, so as the unhappy employees. Therefore, it is wise for any organization to focus on employee engagement rather than investing on costs which may arise due to the loss of reputation.

## **Engagement and People Indicators**

### **1. Turnover and retention:**

Organizations such as the CIPD report that engaged employees are significantly more likely to want to stay in their organization compared to those who are less engaged. Highly engaged organizations have the potential to reduce staff turnover by 87 percent, at least in part because disengaged employees are four times more likely to leave the organization than the average employee.<sup>26</sup> Other work has shown that those who are highly engaged are half as likely to leave the organization as the average employee. Gallup has also shown a strong link between lower engagement scores and higher employee turnover, both for organizations with historically high turnover and those with much lower turnover.<sup>27</sup> The Hay group (2012) estimated that the projected costs of employee turnover would suggest that effecting change from a low engagement to a high-engagement environment could yield annual savings of US 2.4 million.<sup>28</sup>

### **2. Well-being/absence:**

The work environment has a potentially large role to play in determining levels of well-being and it is not surprising to see the strong connections between employee engagement, well-being and absence. Research using data collected from 9,930 employees across 12 UK Public and private sector organizations found a core-relation between engagement and psychological well-being.<sup>29</sup> The level of absenteeism within the workforce is recognized as one of the main

<sup>26</sup> Ibid (n2)

<sup>27</sup> Ibid (n2)

<sup>28</sup> The Hay group (2012) as cited in Emma Bridger, *Employee Engagement* (Kogan Page Ltd, 2015) 20

<sup>29</sup> Ibid (n2)

indicators of well-being for the organizations today.<sup>30</sup> The Chartered Institute of Personnel and Development (CIPD) (2010) estimates place the cost of absence in the UK alone at between 10 billion and 20 billion per year in 2009.<sup>31</sup>

Fortunately, the research suggests that employee engagement can also have a significant impact on absence. High-engagement companies report employees taking seven absence days per year on average, or approximately half of the 14 days per year reported in low-engagement companies.<sup>32</sup> Similarly, Towers Watson reported that the highly engaged missed 43 percent fewer days of work due to illness, and evidence from a Fortune 100 manufacturing company demonstrated that absenteeism in low engagement hovered around 8 percent as compared with only 4.1 percent in high engagement teams.<sup>33</sup>

### 1.3- Models of Employee Engagement and Key Drivers

A ‘driver’ is a source of influence on employees which results in them thinking, feeling and behaving differently. Thus, the thinking is that if the organizations could pin down the influences or the drivers which results in changes to understanding and behavior it will be possible to manage the sources of influence and bring about broad-scale changes to the way people think, feel and behave.<sup>34</sup>

A lot of researchers, both academic and practitioners, have developed various models of employee engagement and studies the factors affecting engagement.<sup>35</sup> There are different elements driving engagement that could be interest and value for managers. As it is mentioned by CIPD (2007) there is no definitive list of engagement drivers. There are a lot of personal and organizational factors that define when and to what extent employees become engaged.<sup>36</sup> This part of the paper looks at some of the existing engagement models to define what key drivers of engagement are.

<sup>30</sup> <sup>30</sup> Tanith Dodge & Gillian D'Analeze, Engage for Success report, *The Evidence* <  
<http://engageforsuccess.org/wp-content/uploads/2015/09/The-Evidence.pdf>>

<sup>31</sup> [https://www.cipd.co.uk/binaries/5343\\_Absence-Management-survey-report-2010.pdf](https://www.cipd.co.uk/binaries/5343_Absence-Management-survey-report-2010.pdf) (2010) Accessed on 3<sup>rd</sup> February 2016

<sup>32</sup> Aon Hewitt, ‘2012 Trends in Global Employee Engagement’ <[http://www.aon.com/attachments/human-capital-consulting/2012\\_TrendsInGlobalEngagement\\_Final\\_v11.pdf](http://www.aon.com/attachments/human-capital-consulting/2012_TrendsInGlobalEngagement_Final_v11.pdf)> Accessed on 12<sup>th</sup> March 2016

<sup>33</sup> Wyatt 2009 as cited in Emma Bridger, *Employee Engagement* (Kogan Page Ltd, 2015) 20

<sup>34</sup> John Smythe, ‘The CEO, Chief Engagement Officer, Turning Hierachy upside down to drive performance’ (2007)

<sup>35</sup> Sridevi (2010), ‘Employee Engagement: The Key to Improving Performance’ Vols, No12

<sup>36</sup> Chartered Institute of Personal and Development (2007a) ‘Employee engagement  
<http://www.cipd.co.uk/subjects/empreltns/general/empengm.htm?IsSrchRes=1> Accessed on 13<sup>th</sup> March 2016

According to Robinson et al. engagement model should reflect the importance of “feeling valued and involved” as a key engagement driver.<sup>37</sup> Within this school of thought Robinson highlights 10 elements that have influence the employee engagement.<sup>38</sup> According to him, the drivers like pay and benefits, health and safety would be fundamental for the employee engagement, whereas others 8 elements like management, job satisfaction, training and development etc... are the ones where the organization has to “go the extra mile” to provide sufficient communication and cooperation between employer and employees.<sup>39</sup>

The study by Schmidt considers engagement through the prism of workplace well-being and organizational health.<sup>40</sup> In this model workplace well-being is driven by commitment and job satisfaction, which in turn is defined by set of elements.<sup>41</sup> Schmidt argues that the foundation of engagement lies in recruitment practices, retention of the right workforce and providing health and safety, work support to workplace well-being, which leads to employee engagement and as a consequence to high performance level.<sup>42</sup>

The next model of employee engagement is proposed by Aon Hewitt Associates.<sup>43</sup> It comprises 6 major categories of engagement drivers such as the work people do, the people they work with, opportunities, reward, company policy and practices in the field of human resource management and employee general quality of life.<sup>44</sup> This model has been developed taking into account all possible factors influencing employee engagement for different job categories and personal characteristics.<sup>45</sup> It is also fair to note that the study by Towers Watson identifies three predictors of engagement which includes as follows:

- **Rational**- how well the employee understands roles/responsibilities
- **Emotional**- how much passion employee can bring to work
- **Motivational**- how willing is the employee to invest discretionary effort to perform their role.<sup>46</sup>

## **Employee Engagement Index**

<sup>37</sup> Robinson D.,Perryman S. AND Hayday S. (2004) ‘The drivers of employee engagement’ Brighton: Institute for Employment Studies <http://www.wellbeing4business.co.uk/does/Article%20Engagement%20research.pdf> Accessed on 15 March 2016

<sup>38</sup> Ibid (n37)

<sup>39</sup> Ibid (n37)

<sup>40</sup> Schmidt.F (2004) ‘Workplace well-being in the public sector’ - a review of the literature and the road ahead for the Public Service Human Resources Management Agency of Canada. Ottawa:Pshrma <http://www.hrma-agrh.gc.ca/hr-rh/wlbps-eeoppfps/documents/EngagementPaper-Updates Version.pdf> Accessed on 17<sup>th</sup> March 2016

<sup>41</sup> Ibid (n40)

<sup>42</sup> Ibid (n40)

<sup>43</sup> Ibid (n 6)

<sup>44</sup> Ibid (n6)

<sup>45</sup> Ibid (n6)

<sup>46</sup> Madhura Bedarkar, Deepika Pandita, ‘A study on the drivers of employee engagement impacting employee performance ‘(2009)



Employee Engagement Index was defined according to Aon Hewitt Engagement Model (2003) where employees speak positively about their organization, want to be part of the organization and go extra miles bring the organization more than expected.<sup>47</sup> Aon Hewitt measures employee engagement through a consistent set of survey items assessing the extent to which employees speak positively about their organization (Say), want to be a part of their organization (Stay) and desire to go above and beyond in their job (Strive).<sup>48</sup>

For the purpose of this research, Aon Hewitt Engagement Model and its key drivers are being adopted to measure the Civil Service Engagement Index.

## 2.2- Research Methodology

Existing academic literature, studies, journals and different other authorities were analyzed to understand relevant concepts and current research on employee engagement, which allowed outlining the distinctions and commonalities between theory and practice.

The methodology of the research is based on the quantitative research and statistical data analysis the hypotheses and interrelation between engagement and its elements are investigated. Questionnaire study was used to collect evidence instead of the traditional interview for several reasons.

The first reason includes the length of time required to conduct a traditional interview. In this case, the size of the sample as well as its accessibility did not allow the luxury of the traditional interview.

The second reason is the internal climate; in particular the readiness of the employees in the organization since it is the first time that such investigation is conducted in Civil Service. It was more comfortable and not so stressful for the participants to fill out a questionnaire. Especially, if 100% participation rate and sincere versus socially desirable responses are to be expected.

Also, it was also a reason where writers were interested in quantitative data rather than qualitative findings. Therefore, considering various methods available for engagement studies the questionnaire could be considered most fitting the purpose of the research.

The sample included 304 civil servants of Maldives civil service from which 500 staffs were provided questionnaires. Of the 500 questionnaires distributed 304 were returned (60.8%

<sup>47</sup> Aon Hewitt Associate (2014) '2014 Trends in Global Employee Engagement' < <http://www.aon.com/attachments/human-capital-consulting/2014-trends-in-global-employee-engagement-report.pdf>> Accessed on 04<sup>th</sup> March 2016

<sup>48</sup> Ibid (n 47)

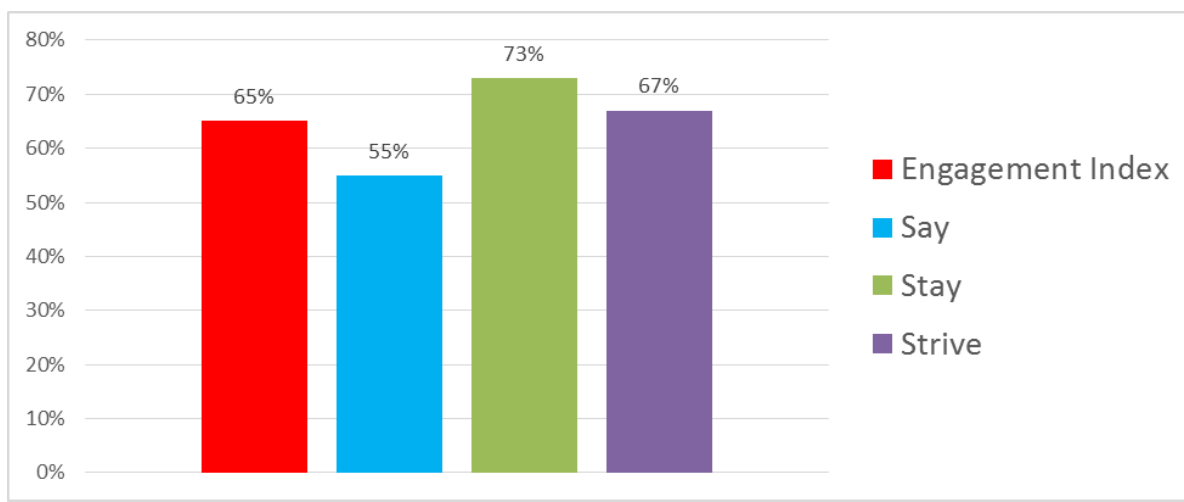
response rate). Of the 304 participants 54% female and 46% of the responses were male. 13% respondents occupy managerial positions and 87% are support staffs.

## 2.3- Findings and Discussions

The Civil service Engagement Index was calculated by measuring the three attributes of the Aon Hewitt Engagement Model (2003) i.e “say”, “stay” and “strive” separately to analyze which of them relates to “strongly agree” or “agree” response on the five-point scale.

Using MS Excel Chart 1. “Engagement Index of the civil servants within the Maldives” was created to illustrate the findings.

**Chart 1. Civil Servant Engagement Index within the Civil Service of Maldives**



According to Chart 1. Civil Servant Engagement Index was 65%. Referring to the People Metrics employee engagement study (2007)<sup>49</sup> there results could be interpreted using the following guidance:

- Scores above 70% are considered very strong engagement
- Scores between 60-70% are considered strong and
- Scores below 60% are considered weak (PeopleMetrics,2007)

Thus, the Engagement Index of 65 percent could be defined as strong engagement level, which indicates existing engagement level within the Civil Service of the Maldives is at an accepted level but need to pose the question regarding the introduction of initiatives and necessary steps to

<sup>49</sup> People Metrics (2011) ‘Employee Engagement trends report’ <http://www.peoplemetrics.com/wp-content/uploads/2012/06/2011-Employee-engagement-Trends-Report-People-Metrics.pdf> Accessed on 1<sup>st</sup> April 2016

build awareness to improve employee engagement further within the Civil Service of the Maldives than the current status. Besides, the result provides implications for other executive authorities of Maldives Civil Service including 16 Ministries, 208 councils where engagement study would be conducted as the next stage of the strategic plan in 2018.

The next finding at this point is related to the analysis of the three attributes where “Say”, “Stay” and “Strive” (Aon Hewitt Engagement Model, 2003) have received 55.73 and 67 percent respectively. From the above analysis , as per to People Metrics 2007, there is a positive perspective with ‘strong’ engagement level at attributes “Stay” and “Strive”. Instead, it is evident that the attribute ‘Say’ corresponds to a negative perspective with “weak” engagement level.

Following the second research objective and identifying the set of key drivers of employee engagement within the civil service, the responses for each of the individual questions of six-headline indicators are exhibited in Table 1. The metric data showed reliability for six headline indicators sub-scales since the result composed 66 for “My work”, 70 for “My supervisor”, 69 for “social internal environment”, 44 for “career opportunities”, 71 for “resource and workload” and 49 for “rewards.”

Table 1. Score for each of the individual core question

<b>My Work</b>	<b>Strongly Agree</b>	<b>Agree</b>	<b>Neither</b>	<b>Disagree</b>	<b>Strongly Disagree</b>
1. The work I do is challenging	34%	41%	9%	11%	6%
2. The work I do makes an impact	43%	48%	3%	2%	4%
3. I feel empowered to get things done	21%	34%	18%	17%	11%
4. I am able to be successful here	22%	36%	11%	12%	19%
<b>My Supervisor</b>	<b>Strongly Agree</b>	<b>Agree</b>	<b>Neither</b>	<b>Disagree</b>	<b>Strongly Disagree</b>
5. My supervisor clearly communicates what is expected of me at work	32%	42%	12%	9%	6%
6. My supervisor provides me with candid and timely feedback	31%	39%	16%	10%	4%
7. My Supervisor values my input	33%	35%	14%	10%	8%
8. My supervisor provides a clear direction and vision	32%	36%	16%	11%	6%
9. My supervisor considers my opinion when making decisions	32%	42%	10%	8%	8%
<b>Social Internal Environment</b>	<b>Strongly Agree</b>	<b>Agree</b>	<b>Neither</b>	<b>Disagree</b>	<b>Strongly Disagree</b>
10. My office is a fun place to work	25%	43%	13%	9%	10%

11. People are treated with respect	23%	47%	13%	7%	11%
12. I feel I am part of a team at work	29%	44%	16%	6%	5%
13. I am satisfied with the internal communications I receive from my office	21%	46%	16%	7%	10%
<b>Career Opportunities</b>	<b>Strongly Agree</b>	<b>Agree</b>	<b>Neither</b>	<b>Disagree</b>	<b>Strongly Disagree</b>
14. There is a clear defined path for me	11%	29%	23%	20%	16%
15. I am given ample opportunities to grow professionally	11%	26%	23%	16%	24%
16. There is a fair competition for jobs at my office	14%	35%	22%	13%	16%
17. There are excellent job opportunities available for me at other MDAs	13%	37%	29%	11%	10%
<b>Resources and Workload</b>	<b>Strongly Agree</b>	<b>Agree</b>	<b>Neither</b>	<b>Disagree</b>	<b>Strongly Disagree</b>
18. My workload is manageable	22%	56%	11%	9%	3%
19. I have tools and technology that I need to be productive	18%	45%	15%	12%	10%
20. Work priorities are clearly communicated	21%	45%	17%	13%	4%
21. I have information I need to do my job	26%	51%	9%	8%	6%
<b>Rewards</b>	<b>Strongly Agree</b>	<b>Agree</b>	<b>Neither</b>	<b>Disagree</b>	<b>Strongly Disagree</b>
22. I am happy with the salary I receive	7%	18%	12%	24%	39%
23. I should be paid more when my performance is good	47%	34%	7%	4%	8%
24. My office provides non-financial rewards for appreciation	15%	25%	17%	20%	23%

By a comparison of scores for each of the individual core question of key drivers would enable analysing the differences in responses of the civil servants to each of the core question. We have positive outcomes for the questions from 5 to 9 therefore; overall civil servants are happy with their supervisor. In contrast, the questions regarding reward and career opportunities have negative results showing that the engagement levels of civil servants are negatively affected by these components. This analysis would contribute to the development of the action plan to improve engagement in civil service of Maldives.

Analyzing the results presented in the Table 1, the average scores of six-headline indicators were counted by average scores of all items related to the definitive indicators. Only the responses

rating the items with a <<strongly agree>> or “agree” of a five-point agree/disagree scale were considered. This findings lead to the following conclusions:

The average scores of six indicators are highlighted below:

My Work	66%
My Supervisor	70%
Social internal Environment	69%
Career Opportunities	44%
Recourse and workload	71%
Rewards	49%

These results illustrate the overall picture in particular the understanding of civil servants’ attitude. Particularly, civil servants value the work they do, appreciate professionalism of their supervisors, are satisfied with internal environment and have all required resources to perform well. Nevertheless, employees reflect lower scores on opportunities for career path and reward system which shows the lack of sufficient management performance system<sup>50</sup> that proves the civil service to pay close attention to the human resource policy.

It is fair to note that the size of the sample was small where the response rate was only 60.8 percent which could potentially affect the research findings and results. The fairness of responses could also have an effect on the research findings and results. It could be possible that the employees would not have been ready to speak honestly, despite the confidentiality being maintained in the course of the research.

By considering the findings of the studies conducted by Civil Service Commission on engagement level within Civil Service gives a clear picture that engagement and empowerment of the Civil Servants have been a requisite now. Additionally, the Sick leave survey and other statistics within Civil service further emphasizes this need.

Though the civil service engagement index showed a strong engagement level of 65 percent, certain attributes like career opportunities, rewards and social internal environment indicated weak engagement levels. So to create conditions within the Civil Service, where employees could capitalize on their capability and potential, those attributes like opportunities for career path, rewards and social internal environment which scored low should be given a close attention in order to find ways to improve employee engagement in these avenues.

<sup>50</sup> Saks A.M (2006) ‘Antecedents and consequences of employee engagement’. Journal of Managerial Psychology, 21(7) ,600-619 <http://www.emeraldinsight.com/journals.htm?articleid=1575563> accessed on 10<sup>th</sup> March 2016

The Engagement Index itself indicates there is more room for enhancement. It could be forgiven to say that, other statistics and the recurrent numerous amounts of accidents made by the civil servants at work especially by the Health Sector and by some authoritative offices due to their negligence or inattentive behaviors of their employees prima facie coincides to the fact that these are the consequences of an unengaged workforce.

For instance, *R v Afiya Mohamed* (2015)<sup>51</sup> case, due to the negligence of an official in Gender Ministry, lead to a three old, Mohamed Ibthihaal, beaten to death. Before the incidence took place, officials from Gender Ministry had gone the island to take over custody of the toddler, but had returned empty handed after the mother promised not to abuse the boy and take better care of him. Here, if the proper actions were taken at first hand, this incident could have been avoided. Here, Civil service commission has dismissed the alleged employee for his misconduct.

Similarly, in the case of *R v Rajesh Kakanatau Bhaskaran* (2014)<sup>52</sup>, where Indhira Gandhi Memorial Hospital (IGMH) lab technician was held negligent in transfusing HIV infected blood into a pregnant lady. Also a case of a 33 year old death was reported due to the negligence of an expatriate doctor while carrying out a caesarean.<sup>53</sup>

In addition to this, even though not highlighted as landmark cases mentioned above, it is fair to note that huge number of claims have been reported to the civil service commission by the citizens, seniors from the institutions including reasons for not giving service at an accepted level, short term absenteeism of employees, not retaining the qualified talented employees and lack of quality in delivering service.

According to academics and researchers, these accidents and similar claims could be reduced in a highly engaged workforce. For this purpose, certain engagement indicators need to be identified and given importance. Therefore, the writers would try to analyze the indicators with the recommendations in order to enable a highly engaged workforce in the civil service. The suggested recommendation would enable to overcome these problems in the future.

### **Short-term Absenteeism in Civil service**

Civil service commission has conducted a survey relating to the recurrence of the rate of the sick leaves taken by the civil servants. The survey was done by collecting data's of the years of 2010 and 2011 from 15 ministries respectively. It is really disappointing to note that the findings of the survey indicated that over 40% of employees from all the 15 ministries who took sick leaves were taken so as to coincide with the weekend or public holidays giving the impression to enjoy an extended week. This also highlights to the fact that the amount of days which the employees

<sup>51</sup> Haveeru Online, 2015

<sup>52</sup> Haveeru Online, 2014

<sup>53</sup> Ibid (n 51)



took sick leave as such to coincide with the public holidays. The estimated cost of the sick leaves from the government, if considered basic salary per day, would be RF 1,378,616.15, RF 1,396,496.15 respectively.

As stated in the first chapter, D' Analeze et al stressed that the level of absenteeism within the workforce as a determinant for the well-being of the private and public sector organizations today.<sup>54</sup> By considering the D'Analeze statement, it is fair to say that civil service needs to pave more ways to create a more competent workforce. It is important to consider the ways which successful companies and public sectors in the well developed countries have adopted and to analyze how they have overcome with this problem. It could be seen as mentioned in chapter 1, the researches done by Aon Hewitt has concluded the fact that high-engagement companies reported employees taking seven absence days per year on average, or approximately half of the 14 days per year reported in low-engagement companies.<sup>55</sup> According to him, these significant changes reflect the fact that employee engagements can have a significant impact on absence.<sup>56</sup> These researches and experiences of the well-developed companies could be inspiring for our small workforce of less than 20,000 employees.

As mentioned previously, since engagement is normally described as old wine in a new bottle, even in civil service, lots of trials have been made to minimize these issues and to have a strong committed workforce. Though not in the name of Engagement as such, some formal attempts have been made and have been positive on one aspect by reducing the absence of the employees. In this vein, section 160 was incorporated in to the Civil service Regulation 2014, to deduct the service allowance for those employees taking sick leave. A drastic positive change has been noted to the absenteeism but the question arises whether has this led any change for the quality of service or has lessened any of the claims lodged to civil service commission due to the inattentive behaviors observed from the employees. The answer seems to be no, since the strict ways adopted could discipline the employees but engagement is the only key for the emotional and intellectual commitment by the employees, creating willingness in them to do their work in the best way, by going further than expected.

## **Turn Over in Civil Service**

Turnover refers to the rate or the ratio at which employees leave an organization.<sup>57</sup> It could be either voluntary or involuntary turnover.<sup>58</sup> Most of the academic literatures identified factors of

<sup>54</sup> D'Analeze ,G.Dodge,T and Rayton ,B (2012) The Evidence:Employee Engagement Taskforce'Nailing the evidence' workgroup,Engage for Success [www.engageforsuccess.org/ideas-tools/employee\\_engagement-the-evidence/#.U8eBjo1dXjY](http://www.engageforsuccess.org/ideas-tools/employee_engagement-the-evidence/#.U8eBjo1dXjY) [accessed on 30th December 2015]

<sup>55</sup> Ibid (n32)

<sup>56</sup> Ibid (n32)

<sup>57</sup> Shaw, Jason D, Delery, John .,Jenkins,G.Douglas Jr and Nina Gupta (1998) An Organization-level analysis of voluntary and involuntary turnover. *Academy of Management Journal* pp 501-15.

job dissatisfaction, organizational commitment, career progression, the pay, work-life balance, relationship with colleague and organizational change as reasons for turnover in an organization.<sup>59</sup> Staff retention and staff turnovers are really important concerns for an organization. By retaining the staff would mean that the organization is retaining valued and knowledgeable staffs which would ultimately lead to the prosperity of the organization.<sup>60</sup> Therefore, it is important to study levels of turn over within an organization and the rationale that contributes to the employees turn over.

Similarly, during the past years, the number of cases lodged for employees with technical expertise knowledge leaving civil service and not willing to work after completion of their trainings were brought to the attention of Civil Service Commission since the concerned authorities were claiming that if the employees whom they have invested for further studies are leaving, that would cause a huge loss for the organization and have requested to find ways to retain them. It is also important to note that the cost of the trainings which the organizations have spent on the employee could not be taken back by the employee since litigation and negotiation with the employee causes delays to the processes. Since the turnover rate of civil service is not recognized it to the date, it is difficult to analyse the current trend within the civil service. Nevertheless, it can be said that there is out flow of employees with expertise knowledge from civil service to other sectors. In the year of 2015, the number of employees who left civil service was recorded as 1345, but the real reasons for the quitting their job is not identified.

It is also important to determine how the influence of push and pull factors impact on these issues as this will assist in understanding the rationale behind employee turnover.

### **Job dissatisfaction**

According to Tett and Meyer, the notion of the commitment to satisfaction, mediation model which indicates that commitment to the organization develops from job satisfaction.<sup>61</sup> This indicates that job dissatisfaction has a greater influence on turnover rates as employees who are dissatisfied with their roles are not committed to their organization and will leave the organization.

<sup>58</sup> Ibid (n57)

<sup>59</sup> Lee T.W. and Mitchell,T.R(1994), 'An Alternative Approach: The Unfolding Model of Employee Turnover', *Academy of Management Review*, 19(1), pp 51-89

<sup>60</sup> Sturges, J. and Guest,D. (2001) 'Don't Leave Me This Way! A Qualitative Study of Influences on the Organizational Commitment and Turnover Intentions of Graduates Early in Their Career', *British Journal of Guidance and Counselling* , 29(4),pp 447-462

<sup>61</sup> Williams, L.J and Hazer, J.T(1986) 'Antecedents and Consequences of Satisfaction and Commitment in Turnover Models: A Reanalysis Using Latent Variable Structural Equation Methods: A Reanalysis Using Latent Variable Structural Equation Methods', *Journal of Applied Psychology*, 71 (2) ,pp 219-231

Organizational commitment has a range of variables that impact upon employee turnover. This includes ‘perceived job characteristics, leadership consideration and age.’<sup>62</sup> These factors also relate to the job satisfaction, however employee expectations of their role has the extra influence on job satisfaction, but does not have the same level of impact on organizational commitment.<sup>63</sup> However, other studies have also revealed that ‘satisfaction was shown to have an influence on commitment, but not on intent to leave.....satisfaction was proposed to be an intervening variable between environmental and personal characteristics and organizational commitment. Therefore, it could be concluded that commitment is rationalized by subsequent attitudes of job satisfaction...and satisfaction intervenes between commitment and turnover intentions.’<sup>64</sup> Hence, job satisfaction and organizational commitment are interlinked with each other when regarding turnover intentions, but circumstances influence individual’s perspective regarding whether dissatisfaction with their role or the organization is the bigger contributor to turnover rates.<sup>65</sup>

In this regard, it is important to analyze the scores for the individual core questions in the survey conducted for this research from the civil service employees. In this vein, job satisfaction is related with regard to “my work” and “my manager” core questions in the questionnaire provided. The scores for the “The work I do challenges” is 75 percent , “The work I do makes an impact” is 91 percent, “I feel empowered to get things done” is 55 percent and “I am able to be successful here” is 58 percent which implies that civil servants are happy with their works as a whole but it also states that most civil servants does not feel empowered and they don’t feel they would be successful in the organization which corresponds that there are some attributes that they are not happy with and needs reform whereas 74 percent employees feel that their supervisors clearly communicates what is expected from them, 70 percent employees says that their supervisors provides them with candid and timely feedback. Whereas, 68 percent of employees feel that their employer values their input, 68 percent employees agrees that their supervisor provides them with clear direction and vision and 74 percent of employees feels that their supervisor considers their opinion while making decisions. This gives a clear picture that civil servants are satisfied with the management as a whole.

## **Organizational culture**

Organizational culture also has an impact on turnover. If employees are not compatible in their role and within the organizational culture, this increases the likelihood of the turnover. Thus it is important to analyze whether the organizational culture does have an impact on the employee’s turnover within the civil service of Maldives. From the survey conducted, it could be seen that 68

<sup>62</sup> Ibid (n61)

<sup>63</sup> Ibid (n61)

<sup>64</sup> Ibid (n61)

<sup>65</sup> Gaertner, S. (1999) ‘Structural Determinants of Job Satisfaction and Organizational Turnover Models’ *Human Resource Management Review*, 9(4), pp 577-590.

percent of employees says that the organization is a fun place to work, 70 percent of employees agrees that people are treated with respect, 73 percent of employees feel that they are considered as a part of the team and 67 percent employees are satisfied with the internal communications they receive from the organization. From the results of the survey it implied the organizational culture is satisfactory.

## **Shocks**

Shocks can also have an impact on turnover and are identified as contributing to the push and pull factors that encourage employees to leave an organization. These are events that happen internally at the organization such as the bad performance review, or externally being head-hunted by another organization. They usually are unexpected events and contribute to the employee making the decision to leave. Shocks can also include not being promoted, a change in the organizational goals and values, a restructure, which leads to turnover. This is due to the employees feeling the need to seek a satisfactory environment in another organization and therefore identifies which employees have an attitudinal commitment where they do not feel that their goals match with the organizational goals.

## **Career Progression**

Career progression and age have a causal impact on turnover. Cohen stated that employees who are at their later stages of their career are more likely to stay in an organization rather than the younger colleagues. This is due to their need for stability, and also their ties with their organization.<sup>66</sup> Younger employees also have greater flexibility in their career and job search due to their age, and are more likely to look for new opportunities to enhance their career.<sup>67</sup> Chen et al discussed how organizations also need to be aware of the career needs of their employees, and maintain an element of career progression to reduce turnover by encouraging their employees to stay.<sup>68</sup> Organizations can adopt the approach of developing career progression systems within their organizations and aim to develop the careers of the employees giving them space to advance. This will subsequently reduce turnover rates by providing employees with the opportunity to enhance their career prospects.

Turnover is also influenced by the lack of promotional opportunities which is deemed to have a greater influence than pay. Employees who feel that there is an interest in their career development and being valued has a greater impact on intent to stay and can reduce the rates of turnover that an organization experiences. Dissatisfaction with promotional opportunities has a

<sup>66</sup> Cohen,AC (1993) 'Organizational Commitment and Turnover: A Meta-Analysis', Academy of Management Journal, 36(5) 1140-1157

<sup>67</sup> Ibid (n66)

<sup>68</sup> Chen,T,Chang P & Yeh, C (2004), ' A study of Career Needs, Career Development Programs, Job satisfaction and the turnover Intentions of R and D Personnel', Career Development International, 9 (415) 424-437



In a survey done by World at Work in 2013, 88% of organizations were to have found recognition schemes or programs in place, organizations from all across the world participated in this program where 350 HR managers from different organizations were interviewed, 65% of them agreed that recognition programs have a positive impact on employee engagement, motivation and employee satisfaction. Another research conducted by SHRM/Global force with 815 HR professionals globally also aimed at exploring the impact of non-financial recognition programs on employee engagement and performance of employees, but another construct that they explored a relation with non-financial recognition was turnover intention. The results of the research suggested that there was positive impact of non-financial recognition programs on employee engagement and performance and a negative impact on turnover intention, the result stated that non-financial recognition programs could bring down the turnover rate by 22%.

The average score for rewards which is 49 percent does imply to the fact that the reward system in civil service needs further development.

### **Work-Life Balance**

The term ‘work flexibility’ describes a type of working arrangement which gives some degree of flexibility on how long, where, when and at what times employees work. The flexibility can be in terms of working time, working location or the pattern of working.

There are number of elements that are included in the term work flexibility or work life balance such as part time working, term time working, job share, flexi time, career breaks, working from home on regular basis, compressed hours etc.

The work life balance is a contributing factor to turnover. Sturges and Guest’s research of the work life balance concluded that employees who find the work life balanced to be imbalanced due to stress will consider looking elsewhere for work.<sup>71</sup> Employees aim to achieve a healthy work life balance and would consider leaving a company if they felt they were not achieving healthy balance between the two.<sup>72</sup>

For a number of years, work flexibility was only associated with women, it was seen that women due to the childcare and personal responsibilities strived for more flexibility rather than men. But over the years, this perception has changed due to greater number of women getting into employment; there has been a shift from male breadwinners to dual career couples and rise in the number of single parent. Therefore, leading to more number of people striving for work balance and flexibility.

<sup>71</sup> Sturges, J and Guest, D (2001) ‘Don’t Leave me this Way! A qualitative study of influences on the Organisational commitment and Turnover Intention of Graduates Early in their Career’, British Journal of Guidance and Counselling 29(4), PP 447-462

<sup>72</sup> Ibid (n71)





work and life, the meeting of two worlds could lead to conflict and contradiction.<sup>80</sup> This encroachment of work in to domestic life can lead to loss of identity and can lead to an added stress to deliver better. For instance: A UK home improvement retailer B &Q revisited its employee engagement schemes and the biggest change was made in the work flexibility schemes that was offered to the employees, the retailer hit a mark of 60% engaged employees as compared to 28% of global average.<sup>81</sup> According to the report generated by CIPD in 2012, a large majority of employers (approximately 96%) offer some kind of work flexibility to their employees, of which 54% offer the flexibility of working from home on regular basis.<sup>82</sup> The data revealed that there were more men (30%) than women (21%) who were availing the flexy time facility. It was found that three quarters of the employers felt that work flexibility had a positive impact on retention and 73% reported a positive impact on motivation and employee engagement.<sup>83</sup> Work flexibility/ work life balance can have a positive effect on employee engagement and motivation, provided that it is implemented and communicated well and also if it matches working style and approach of the individual.

Similarly in Civil Service, lots of attempts have been made recently to provide employees to have an appropriate balance between work and personal life. Civil service regulation has been amended by delegating the concerned civil service offices the power to give flexy hours to meet the needs of their employees. This power is being vested on the Human Resource Management Committees of the concerned offices to decide in providing flexy hours upon request from the employees. Likewise, employees who have kids up to 3 years is also given flexy working ways to work either at home at certain circumstances till their kids attain 3 years of age depending on the nature of the job. It is also fair to note that the recent regulation which is being made on providing flexy working hours to pregnant employees who have difficulties to attend work at certain times of the day and who has risky pregnancy to work at their home depending on the nature of their job. Thus, from the above mentioned researches and from real examples it is wise to provide this flexibility to dual career couples as well as to single parents regardless of the gender. This is important since the number of female employees at civil service in the year 2015 has been recorded as 13505 and male employees as 11191. Therefore, this could imply to the fact that more female employees are retained than male due to the reasons that more flexibilities being associated to women and needs to changed.

<sup>78</sup> Brocklehurst, M. (2001), "Power Identity and new technology homework: implications for 'new forms' of organizing" organization studies, 22 (3) 445-66

<sup>79</sup> Tietze, S & Musson, G (2010), "Identity, Identify work and the experience of working from home, The Journal of Management Development", 29(2), 148-156

<sup>80</sup> Ibid (n 79)

<sup>81</sup> Human resource management International digest 2008

<sup>82</sup> CIPD (2012): [https://www.cipd.co.uk/binaries/managing-for-sustainable-employee-engagement-developing-a-behavioural-framework\\_2012.pdf](https://www.cipd.co.uk/binaries/managing-for-sustainable-employee-engagement-developing-a-behavioural-framework_2012.pdf) accessed by 14<sup>th</sup> April 2016

<sup>83</sup> CIPD (2012): [https://www.cipd.co.uk/binaries/managing-for-sustainable-employee-engagement-developing-a-behavioural-framework\\_2012.pdf](https://www.cipd.co.uk/binaries/managing-for-sustainable-employee-engagement-developing-a-behavioural-framework_2012.pdf) accessed by 14<sup>th</sup> April 2016

For the purposes of this research, the following hypothesis was drawn.

- H1: Female employees at civil service of Maldives are more engaged than male employees,
- H2: Managers at civil service of Maldives are more engaged than technical and support staffs
- H3: Civil servants at capital city of Male are more engaged than civil servants at atolls.

**Chart 2: H1: Female Employees at Civil service of Maldives are more engaged than Male Employees.**

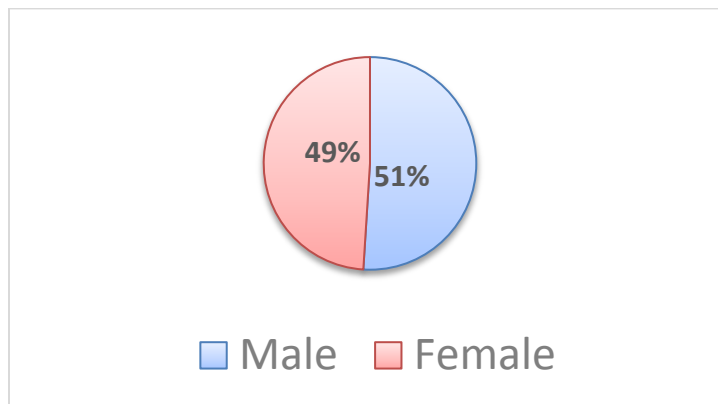
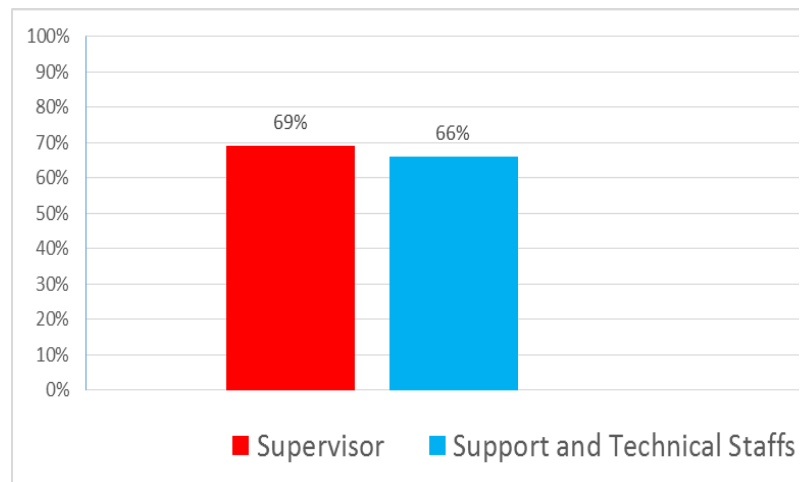


Chart 2 represents the percentage of Male and Female engagement level from the employees who took part in the survey. From the results, it did not confirm the hypothesis demonstrating no much difference between Male and Female in Civil Service of Maldives.

**Chart 3: H2: Supervisors at Civil Service of Maldives are more engaged than technical and support Staff.**

Chart 3 represents the percentage of employee engagement level between employees in supervisory level as opposed to employees in Support and Technical Levels. By analyzing the results, we could conclude that there is no much difference in employee engagement level between the two levels by not proving the hypothesis above.



**Chart 4: H3: Civil Servants at capital city of Male are more engaged than Civil Servants at Atolls.**

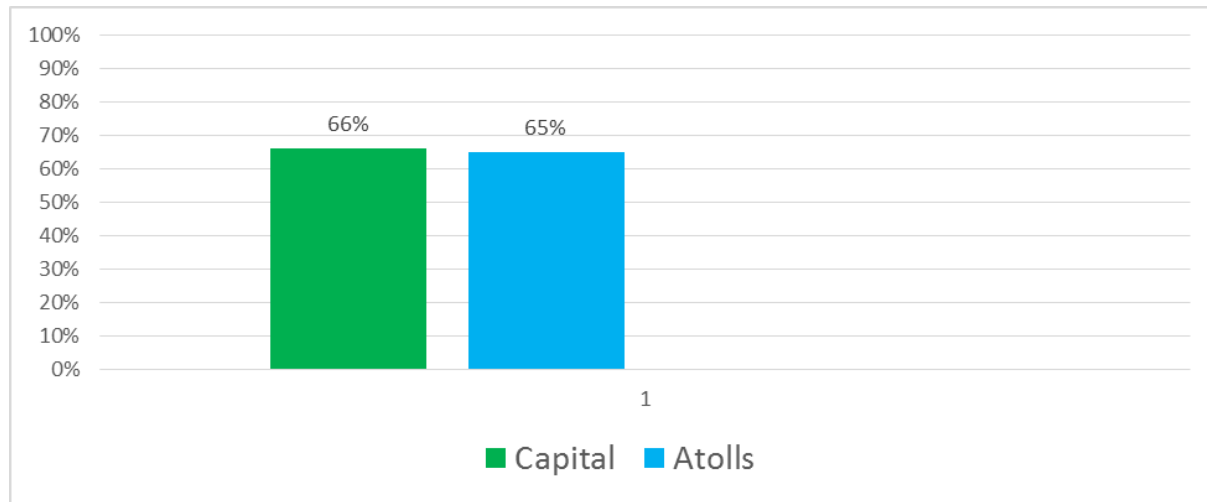


Chart 4 represents the percentage of employee engagement level between employees at Male' and in Atolls. Similar to other results mentioned above, the results did not show much difference between employees engagement level in Male' as opposed to Atolls, thereby not confirming the hypothesis given above.

### **3.2- Conclusion and Recommendations**

This study was conducted with sampling, and it gave a broader view of the current level of engagement in civil service and the key drivers. However, to get more specific results a further more focus study will be recommended.

Based on the current study following suggestions can be made.

#### **1. Make the employees “Feeling valued and involved”**

This could be done through proper communication, giving appropriate reward, financial and non-financial and providing work flexibility to the employees in appreciation of their work by the supervisors. This would help employees to feel more valued and involved in their work.

#### **Communication**

All the Civil service organizations need to revise the current inter-personal communication, both in formal meetings and informal day-to-day interactions and formal communication in order to hear the voice of employees at all levels for the betterment of the organization and to avoid the unnecessary conflicts that arise within the work place. These revised communication styles must



## **Work –Life balance**

As mentioned in this chapter, an acceptable level of work flexibility is being to employees in civil service. But the authors here find it important to highlight the fact that the most flexibility is being associated mostly for the working women in the Civil service. Therefore, it is crucial that these flexibilities be given to all employees who are eligible for the given conditions of the flexibilities. For instance: the flexibilities given to the women who are at child bearing stage and personal responsibilities should be open for all the single parents regardless of the sex. The authors also find it important to recommend instead of vesting the power to the Human Resource Management Committees to decide providing flexy hours upon request from the employees, the flexibilities should be readily open for all the employees with the requirement of certain circumstances. If those circumstances are met by any of the employees, then those employees would be eligible for the flex time. This would harmonize these flexibilities within all organizations in a same manner and would boost the level of engagement.

## **2. Job Satisfaction**

The civil service organizations need to find out if their employees are dissatisfied with their role. This can be done by an organizational wide survey, and results for each organization can be given to the Employee Involvement and Engagement unit of civil service commission for consultations and further rectifications. Besides the fact, the organizations could have open discussions or anonymous feedback options of a suggestion box with their employees and potentially identify issues that have not previously been identified, and then measures can be put into place to rectify areas of dissatisfaction.

## **3. Retaining the right workforce**

What this research has unearthed is that organizations can encourage job embeddedness as it is positively correlated to positive employee attributions towards retention of employees. Therefore, the authors recommend the organizations to identify what is essential to communicate and ensure employees understand Human Resource practices are being implemented and driven by the employee wellbeing and not to control the employee or reduce costs.

## **4. Training and development**

The authors recommend the following suggestions.

1. To establish Learning and Development team in each civil service organization to give advice on how to advance in the career, as well as the courses that are available for employees, especially if people are unaware of these options. This is to enable to help Career progression in each level of employees in organizations.



2. Provide opportunities to shadow other employees to find out what they undertake as part of their roles can be promoted as a way to expose employees to other sections of the organizations that they wish to work in and provide the opportunity to be noticed by the management in that area.
3. Immediate supervisors need to be provided with coaching and feedback training so they have the skills and knowledge to develop their direct reports. This will reiterate the importance of the setting of goals and objectives and therefore the provision of a clear career path to their reports. The onus needs to be placed on management of the organizations to continuously review these objectives and update them accordingly whilst taking into consideration the career aspirations of the individual.

### 3.3- Conclusion

Given the insight that conducting the study has provided, the authors would like to suggest the following which has the implications for future research in employee engagement in civil service and how it interfaces with the need to have an appropriate employee engagement level.

The Employee Engagement and involvement unit in Civil service commission should consider creating a forum in which academics, consultancies and organizations can converge to discuss how to boost the level of employee engagement in the civil service. The team could undertake a comprehensive study of employee engagement based on how individual organizations are engaging their employees using the relevant methodologies to delineate the factors that drive employee engagement. Not only can such studies be conducted by individual organizations but they can also serve as a reference point for Civil Service Commission to consult.

In conclusion, from the studies mentioned in this research recommends to create the supportive environment within the Civil Service of Maldives that would promote a definitive level of autonomy and keep civil servants always active to be satisfied with their job and contribute to higher engagement level which in turn would lead to innovative, productive and high performing workforce for a better reputation and quality service in Civil Service of Maldives.

## Action Plan

#	Task	Timescale	Action by	Purpose	Others
<b>Civil Service Commission</b>					
1.	Organize trainings and coaching sessions for permanent secretaries and "Zimmadhaaruverin" on the concept of employee engagement.	1 July 2016 – 1 August 2016	Employee Involvement and Engagement Unit (EIE)/ Employee Relations Section	Create awareness on the concept to instigate employee engagement programs within the Civil Service	Prepare Presentation Lecture Notes Activities
2.	Appoint Engagement survey coordinators from each organization, facilitate them to conduct employee engagement survey within their organization - Share recourses, ideas and best practices	2 August 2016 – 1 November 2016	Employee Involvement and Engagement Unit (EIE)/ Employee Relations Section	Identify individual engagement level and individual key drivers of each organization	Survey form Lecture Notes
3.	Organize a discussion forum to share and analyze the results of the surveys conducted by each organization.	15 November 2016 – 31 December 2016	Employee Involvement and Engagement Unit (EIE)/ Employee Relations Section	Identify common key drivers and actions needs to be taken to implement them Design an implementation plan for 6 months	Implementation plan
4	Conduct a random check on the selected organizations	1 July 2017- 1 November 2017	Employee Involvement and Engagement Unit (EIE)/ Employee Relations Section	To check the implementation plan has been appropriately implemented	Check list
5	Take appropriate actions for non-compliance	1 July 2017- 1 November 2017	Employee Involvement and Engagement Unit (EIE)/ Employee Relations Section	To minimize non-compliance	Civil Service Act and regulation

6.	Develop a career portal for all civil servants	1 January 2018 – 1 July 2018	Employee Involvement and Engagement Unit (EIE)/ Employee Relations Section and Civil service training Institute	To provide career information	Hire external assessors to work on the project
7.	Create two-way communication plan between all employees and supervisors	2 August 2016 – 1 November 2016	Employee Involvement and Engagement Unit (EIE)/ Employee Relations Section and Civil service training Institute	To get employees involved in achieving the mission and vision of the organization	Hire external assessors to work on the project
8.	Develop a non-financial reward system	2 August 2016 – 1 November 2016	Employee Involvement and Engagement Unit (EIE)/ Employee Relations Section and Civil service training Institute	To improve the engagement level of civil servants and reduce the rate of turnover	Hire external assessors to work on the project
9	Develop a Employee engagement software	1 July 2016 – 31 December 2016	IT department	To manage the data and publicize the results in the CSC website	Hire external assessors to work on the project
<b>Civil Service Organizations</b>					
1.	Adopt Implementation plan	1 January 2017 –1 July 2017	Civil Service Organizations	-to improve the engagement level	Implementation plan
2.	Establish Learning and Development team in each civil service organization	1 January 2017 –1 July 2017	Civil Service Organizations	To give advice on how to advance in the career, as well as the courses that are available for employees	Career development plan

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Social Internal Environment سۆكەت ئىچكى مۇھىتى	Strongly Disagree	Disagree	Neither	Agree	Strongly Agree
10. My office is a fun place to work مەننىڭ ئورنىم بىر قانچە تەلپۈنەرلىك جاي.					
11. People are treated with respect بىزگە رەسمىيەت بىلەن خىزمەت كۆرسىتىدۇ.					
12. I feel I am part of a team at work مەن ئورنىمدا بىر تيمنىڭ بىر قىسمىم دەيدىغان قىيىنچىلىق بار.					
13. I am satisfied with the internal communications I receive from my office مەن ئورنىمدىن ئالغان ئىچكى مۇناسىۋەتلەر بىلەن قانائەتلىك.					
Career opportunities خىزمەت ئاممىسىدىكى ئېغىرلىقلار	Strongly Disagree	Disagree	Neither	Agree	Strongly Agree
14. There is a clear defined path for me مەن ئورنىمدا بىر قانچە چوڭاقلاشقان يول بار.					
15. I am given ample opportunities to grow professionally مەن ئورنىمدا بىر قانچە ئاممىسىدىكى ئېغىرلىقلار بار.					
16. There is a fair competition for jobs at my office مەن ئورنىمدا بىر قانچە ئادىل رەقىبلىك بار.					
17. There are excellent job opportunities available for me at other MDAs مەن ئورنىمدا بىر قانچە ئادىل رەقىبلىك بار.					
Resources and Workload رەسىمىيەت ۋە ئورنىم	Strongly Disagree	Disagree	Neither	Agree	Strongly Agree
18. My workload is manageable مەن ئورنىمدا بىر قانچە ئادىل رەقىبلىك بار.					
19. I have tools and technology that I need to be productive مەن ئورنىمدا بىر قانچە ئادىل رەقىبلىك بار.					
20. Work priorities are clearly communicated مەن ئورنىمدا بىر قانچە ئادىل رەقىبلىك بار.					
21. I have information I need to do my job مەن ئورنىمدا بىر قانچە ئادىل رەقىبلىك بار.					
Rewards (رەسىمىيەت ۋە ئورنىم)	Strongly Disagree	Disagree	Neither	Agree	Strongly Agree
22. I am happy with the salary I receive مەن ئورنىمدا بىر قانچە ئادىل رەقىبلىك بار.					
23. I should be paid more when my performance is good مەن ئورنىمدا بىر قانچە ئادىل رەقىبلىك بار.					
24. My office provides non-financial rewards for appreciation مەن ئورنىمدا بىر قانچە ئادىل رەقىبلىك بار.					

Thank you for participating in our Survey.

اگر کسی خدمت سہولت سے محروم ہو جائے تو اس کی زندگی برباد ہو سکتی ہے۔



# Enhancing the real movers: Understanding the Factors hindering the Performance of School Administration

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## Abstract

*The Civil Service Commission is the largest single employer of Maldives with approximately 24000 staff. Among them around 10000 staff work in the education sector (Statistics, 2014) to serve approximately 87000 students (Statistics, 2015). However it is always pointed out that civil servants, especially who works in the support officers level do not work as per their caliber and to their full potential. This situation is same in the schools as well. The school managements receive number of complaints from teachers and parents about the performance of the staff who work in the general administrative level in the school. Some of these complaints include not answering the phone calls, delays in different works like sending proper documents to the respective places on time.*

*The advancement of the technology has brought number of sophisticated programmes and softwares which can be used in the workplace, but it is difficult to say that the productivity of the staff have increased accordingly. The performance issues, which is considered as a part of daily routines, starting from entry of documents to annual reports and financial statements as per*

*the rules and regulations of the country do not get completed in the given time period. This is contradictory to the vision; Quality People, Quality Performance, and Quality Service, of civil service commission (Mission and Vision, n.d.). Thus there is problem in the performance of the staff which need to be attended in order to increase the efficiency of the civil service. To have an efficient civil service these issues must be addressed and have to find a solution.*

*It is obvious that the daily process of schools or any other office largely depends on the efficiency of its administrative staff as they are the actual movers of the daily transactions of the office. If these staff are efficient in their work, the office will run smoothly as the transactions will be attended in due time.*

*Therefor it is essential to find the reasons why this situation is arising in the administrative level works of civil service offices. This study will find out the causes hindering the productivity of the civil servants in the administrative level. The finding of the study will enable to overcome this problem to excel the civil service.*

## Keywords:

administrative staff, admin-academic staff, motivation, recruitment process, training, monitoring & appraisal, work environment, promotional opportunities, rules and regulation.

## Introduction

Civil service is the most important service body in any country. Apparently the private sector focuses more on quality service due to the competition. The main aim of a private sector organization will be maximize profit which they strive to achieve with quality service. Therefore national interest and national harmonization will be one of the key factor of civil service.

For the development of any nation, the efficiency of its labour force plays a vital role. To move from a status of stagnation to a dynamic society, the service received by its community must be satisfying. It is observed that, customers who get the service from government offices are not satisfied in certain time. This is observed in most of the offices under civil service in the country.

It has been observed that the employees who work in the administrative sections of the schools in the Maldives do not exploit their full potential in their work. This does not exclude any section such as human resource management, student affairs, budget, information technology, etc. Most of the works get delayed to the last moment or even later.

The efficiency of the staff at this level must be very high as they are the *real movers* of the office. They are the staff who attend the daily routing of the office. Starting from entry of documents to completion of specific tasks, their role is vital. Any break down or delay at this level will slow down the institution.

The staff are always *busy* to complete the pending works, without careful effort on the task. This create number of issues in the work environment and among the stakeholders. Apart from the inconvenience caused to the service receivers, the *quality* of the work are compromised in most of the time.

This study focuses on major factors that contributes to the low productivity of the administrative staffs (Support Officers) in schools. The study will also find out the ways in which the performance of these staff can be improved to have an efficient civil service.

Major areas addressed in the study are staff motivation, process of staff recruitment, in job training, monitoring & appraisal system, working condition of the workplace, promotional opportunities and awareness of civil service rules and regulations.

The study shows whether the productivity of the employees is affected by the above mentioned factors that are derived from the literature. This also sees whether there is any significant difference between gender, work experience and the type of the work they do, in perceiving these issues. In addition, the study throws light on the relationship between these issues.

This study will benefit Executive staff of schools such as principals and administrators to plan the work of the schools in a more productive way, based on the findings of the study, which will enable more efficiency in the school. This will also identify training needs of the target civil servants enabling them to perform better. In addition to this, the policy makers will be benefited as this research will throw light on the demands of these staff which will motivate them to become more efficient in their field of work.

## State of Art Review

Staffing is one of the most important function of any organization. The service provided to its customers has a direct impact based on the capacity of the staff of that organization. This will reflect the real efficiency of the organization. At the same time the staff are the people who really move the organization forward. They are the one who deal with the day to day activities of the organization.

Therefore if the staff are treated well, and if their needs are being addressed, the performance of the organization increases. According to Richard Branson 2014, *Clients do not come first*, Employees come first. If you take care of your employees, they will take care of the clients (Branson, 2014).

The productivity of the staff are influenced by several factors. There are number of demands from the employees apart from salaries and wages. Sometimes the relationship between employees and employers are not very healthy leading disputes in the work environment. As the number of job opportunities available for employees has been increasing in the growing worldwide economy, not just employees but also employers need to readjust themselves in order to cope up with the dynamics of business life (Leblebici, 2012).

The following are some of the factors that hinders the efficiency of the employees as per previous researchers. However these factors are not specifically related to the efficiency of employees who works in the schools only. These factors are universal factors that may influence the performance of the staff of that organization.

## Motivation

Motivation is one of the most important factor in the organizational performance. Most employees need motivation to feel good about their jobs and perform optimally. Some employees are money motivated while others find recognition and rewards personally motivating. According to Ganta 2014, motivation levels within the workplace have a direct impact on employee productivity (Ganta, 2014). The well-known motivational theory; Maslow hierarchy of needs suggests that people can't get the next highest level of needs met until they first meet lower levels of needs, and if they get stuck at any one level they may experience depression, stress or pain (Ori, 2015).

The famous writer, Richard Charles Nicholas Branson 2014, in his article 'Companies Should Put Employees First' have advocated that if the person who works at your company is not appreciated, they are not going to do things with a smile. By not treating employees well, companies risk losing customers over bad service (Branson, 2014).

According to a study conducted by Anwar Ali Shah in 2012, on Motivation as a Tool for Effective Staff Productivity in the Public Sector: A Case Study of Raw Materials Research and Development Council of Nigeria, has reviled that motivation plays a vital role in the employees' perception (Anwar Ali, 2012).

This study have shown that people motivates for different factors. Perception of respondents in relation to what actually motivate them to do their best to enhance productivity, the results conclude that 20 (30.3%) prefer job security, 16 (24.2%) accepted in-service training, while 12 (18.1%) and 18 (27.2%) prefer improved salary and promotion as factors that can motivate employees to perform their duties (Anwar Ali, 2012).

## Recruitment

Recruiting the best staff to the organization is a very important function of the management. Edwin B Flipppo defined "Recruitment as the process of searching for prospective employee and stimulating them to apply for jobs in the organization." It is an important function of staffing (Balasubramanian, 2014). In the process of

recruitment, the employer study about the job analysis and job description and according to required category the employer recruit people as per requirement (Balasubramanian, 2014).

A study done by Marta Kanyemba, in 2015, on Impact of Recruitment and Selection on Organizational Productivity. Evidence from staff Of a University in South Africa, shows that finding, attracting and keeping the best people can however be an arduous task, but with effective recruitment and selection processes, an organisation will be guaranteed the right calibre of people for the organisation's needs (Marta, 2015). As cited by (Marta, 2015), according to Cameron (2008), the cost of poor recruitment and selection processes can be significant.

Therefore, recruitment and selection must be done properly, or else it may result in high labour turnover, high absenteeism, more errors, and high training expenses for the organisation and reduced or low productivity (Marta, 2015).

At the same time Kevin Johnston, Associate professor of University of Cape Town, wrote that an effective recruitment and selection process reduces turnover. Interviews and background checks ensure that you employ a candidate who is reliable and carries out the objectives you planned for providing quality services and goods to your customers (Johnston, n.d.).

## Training

According Riva 2009, training is a systematic process for changing employee behavior in order to achieve organizational goals (Alhamda, 2014). Training needs of the employees has direct impact on the recruitment process. As mentioned by Marta 2015, recruitment and selection must be done properly, or else it may result in high labour turnover, high absenteeism, more errors, and high training expenses for the organisation and reduced or low productivity (Marta, 2015).

Training the staff based on their needs benefits the individual employee as well as the organization.

As per a study done by Anwar Ali Shah in 2012, on Motivation as a Tool for Effective Staff Productivity in the Public Sector: A Case Study of Raw Materials Research and Development Council of Nigeria, perception of respondents regarding in service training offered by the organisation showed that 52 (78.7%) of the respondents have benefited from in-service training while 14 (21.2%) did not (Anwar Ali, 2012).

Training is one of the factor to retain committed staff in the organization. According to a study done by Scott Brum in 2007, a committed employee is one that will remain with the organization. Through the years, numerous research studies have been conducted to determine the accuracy of this statement. In the end many have concluded that committed employees remain with the organization for longer periods of time than those which are less committed (Brun, 2007).

## Performance Appraisal

The government employees' performance appraisal system in Maldives can go back to 1996 (Asim, 2001). After 2008, with the introduction of Civil Service, performance appraisal became a concern of every civil servant.

As cited by Demet Leblebici (Leblebici, 2012), a PhD Candidate, Okan University, Turkey in 2012, performance feedback is an information exchange and conflict resolution process between the employee and supervisor. While the supervisor gives his/her feedback and requirements, the employee enables to give his/her feedback regarding his/her requirements. Although this process is formal, it could be managed informally by gaining closer relations for two sides (Chandrasekar, 2001).

At the same time, the professional relation of the supervisor and the subordinates itself improves the performance of the organization. In the same study, questions regarding relation with the supervisors, fair treatment and communication within the bank are asked to the attendees in order to be ensure that behavioral environmental component are significant for them. Almost all the attendees give strongly agree replies that relation with the supervisors, fair treatment and communications is important (Leblebici, 2012).

## Work environment

A widely accepted assumption is that better workplace environment motivates employees and produces better results. As cited by Leblebici in 2012, to achieve high levels of employee productivity, organizations must ensure that the physical environment is conducive to organizational needs facilitating interaction and privacy, formality and informality, functionality and cross-disciplinarity. Consequently, the physical environment is a tool that can be leveraged both to improve business results (Mohr, 1996) and employee well-being (Huang, Robertson and Chang, 2004) (Leblebici, 2012).

Another study done by Amina Hameed, Research Associate, Department of Management Sciences, Cosmats Institute of Information Technology, Abbottabad, Pakistan in 2009, has shown that while the employees are unhappy with the physical conditions of the workplace, they have remarkable satisfaction with the workplace by having strong behavioral workplace conditions (Amjad, 2009).

According to the survey results it is proven that workplace environment affects employee performance but behavioral workplace environment has greater effect on employees' performance (Amjad, 2009).

Another interesting study published by Canadian Center of Science and Education in 2012 has revealed that office design has a substantial impact on the employees' productivity (Anwar Ali, 2012). The overall impact of different elements showed that lighting affects the productivity of most employees. The overall mean of all the factors show that female employees are more concerned about their workplace surroundings, whereas, their male counterparts are less concerned with it (Anwar Ali, 2012).

The study also found that there is a direct relationship between office design and productivity. The Relationship between Office design and Productivity was determined by using the Pearson's Correlation in SPSS. A strong correlation exists between elements of office design and productivity of office design (Anwar Ali, 2012). The regression analysis of the data shows that the coefficient of determination R. square = 0.576, so, it can be concluded that 58 percent of the variability in employees' productivity is accounted for by the variables in this model (Anwar Ali, 2012).

The study also has revealed that 15 (23%) of the respondents feel that the relationship between employees in the organisation was good, 27 (41%) maintained cordial relationship, 20 (30%) said it is satisfactory, equally on the same proportion 2 (3%) reported not satisfactory, while 2 (3%) said it is poor (Anwar Ali, 2012).

## Promotion

Hasibuan 2007, as cited by Alhamda 2014, defines employment promotion as an effort to provide an important role for employees even a dream to look forward to, with the promotion of recognition means that there is confidence about ability and skills relevant employees to occupy a higher position. Thus the promotion will give social status, authority, responsibility, and greater income for employees. (Alhamda, 2014).

A study carried by Alhamda, a Lecturer, Health Polytechnic at Dental Nursing Academy, West Sumatera-Indonesia in 2014, shows that employees expect promotion very now and then. In line with these results which demonstrate the desire of the employees to get a better position or better than before (Alhamda, 2014). This desire includes all employment status. There are 90 respondents who are not expecting a promotion due to factors likely influenced by age and education (Alhamda, 2014).

Another study conducted by Anwar Ali Shah in 2012, on Motivation as a Tool for Effective Staff Productivity in the Public Sector: A Case Study of Raw Materials Research and Development Council of Nigeria, has discovered that majority of the respondents 48 (72.7%) agreed that they will leave the organisation if given the opportunity, only 18 (27.7%) of the respondents accepted to remain in the organisation if offered opportunity elsewhere. Respondents opinion regarding mode of promotion in the organisation revealed that 44 (66.6%) of the respondents are satisfied while 20 (30.3%) are not satisfied with the entire process (Anwar Ali, 2012).

Researchers also observed employees with tenure of 20 years with a high school education levels have lower work productivity of new employees to work. This is caused by low morale and hopes for a promotion due to staffing requirements and rules that apply. From the above analysis also found the majority status of the civil servants as well as new works by the condition of the spirit of labor productivity levels are quite high in hopes of getting a promotion and a better employment status (Alhamda, 2014).

## Rules and Regulation

Work ethics is an essential part of every human organization. Rules and regulations are established and implemented for the smooth functioning of that organization. The rules and regulations established in different organization may differ based on their type of work. According to Mike A. Cuma 2015, generally, employers are free to implement a wide range of rules and procedures that they feel are necessary to maintain the good order and operations of the workplace. The rules required can vary greatly from one organization to the next based upon the unique challenges and circumstances of each (Cuma, 2015).

Employers are encouraged to ensure that rules are posted conspicuously in the workplace and that they are regularly communicated to employees at crew meetings and through bulletins, handouts and newsletters. New employees should attend a comprehensive orientation that covers all of the rules and procedures of the workplace that are applicable. Employers are urged to ensure employees not only understand the rules but also the sound business reasons behind them (Cuma, 2015).

## Research Methodology

This study was conducted on a mixed approach. The quantitative method was used mainly to collect the data through a questionnaire. In addition to this, suggestions and opinion to achieve an excellent civil service, qualitative approach was used. This research was focused to the administrative employees of the 14 government schools in the Male City, Republic of Maldives. A sample of 110 staff was selected by Systematic Random sampling method for data collection. The data was collected during the month of July and August 2015.

The administrative staff are divided in to two categories, namely Administrative Officers and Admin-Academic staffs. Administrative officers are those who work in the school administrative office, while the admin-academic staffs are those who work in the academic related jobs such as librarian, laboratory assistant, etc.

Data was collected through a questionnaire, and the data was analyzed using the Statistical Software SPSS2.0. The qualitative data was coded by using conventional content analysis to draw conclusions.

## Findings and Discussions

This research was done based on seven variables which were derived from the literature as factors affecting the productivity of the administrative staff. However it is also enquired whether the staff themselves believes



whether their productivity is lower than their capacity. Since most of the data were not normally distributed, for the purpose of statistical treatments, non parametric tests were done.

It is very difficult to get a clear picture about the performance of the staff by taking data from themselves. However to understand the belief of the staff whether the productivity of them are less than their capacity, Kolmogorov-Smirnov Test was done for the following hypothesis.

**Hn1:** *The productivity of the administrative staff is not lower than their capacity.*

The results of the Kolmogorov-Smirnov Test shows a significant value of 0.188. Therefore the administrative staff do not believe that their productivity is lower than their ability.

Based on this result it is clear that the staff themselves believe that they are working as per their full ability. All the staff are happy about their performance. However there is a strong belief about under performance of administrative staff office in the schools, even though the staff have not realized. Unless there is improvement in this area, there will be stagnation in the field of school administration.

To find out the contributing factors for low productivity of administrative staff of schools, the following hypothesis was drawn.

**Hn2:** *The productivity of the staff is less not as a result of Lack of Motivation, Recruitment Process, Lack of Job Training, Monitoring & Appraisal System Unhealthy Work Environment, Lack of Promotional Opportunities, Unaware of Rules and Regulation.*

The findings shows that, among these factors, the performance of the administrative staff are highly affected by lack of motivation, issues in recruitment, unhealthy work environment and unaware of rules & regulation as the Kolmogorov-Smirnov Test shows a significant value of 0.037, 0.007, 0.038 and 0.039 respectively where the null hypothesis has to be rejected. This means that, the productivity of the staff is less as a result of Lack of Motivation, issues in the Recruitment Process, Unhealthy Work Environment and Unaware of Rules & Regulation.

The findings have also shown that, the productivity of the staff is less not as a result of, Lack of Job Training, Monitoring & Appraisal System and Lack of Promotional Opportunities. According to this study, among these factors, the performance of the administrative staff are not affected by lack of training, issues in monitoring & evaluation and lack of promotional opportunities as the Kolmogorov-Smirnov Test shows a significant value of 0.137, 0.210 and 0.173 respectively where the null hypothesis has to be accepted.

From the above findings, the school managers have to play a vital role in increasing the productivity of the school administrative staff. The results have shown that the staff are not motivated to complete their tasks, thus the productivity is underachieved. At the same time, the study have shown that there are issues in the process of staff recruitment. Participants have believed that, the productivity of these organizations can be increased if we can strengthen the process of the recruitment.

As the null hypothesis was rejected for unhealthy work environment, it is found that the staff work environment is not healthy. This may be related with physical conditions or mental condition of the staff based on the resources or internal and external politics. The study also have shown that, the productivity of the administrative staff in schools are less, as a result of unawareness of rules and regulation in the civil service.



The second part of the study was focused on finding whether there is a significant difference between the Motivation, Recruitment, Training, Monitoring & Appraisal System, Work Environment, Promotional Opportunities, and Rules & Regulation, based on their gender, number of years of experience and the type of the job they are engaged in the school.

## Gender

**Hn3:** *There is no significant difference between Gender and Lack of Motivation, Recruitment Process, Lack of Job Training, Monitoring & Appraisal System Unhealthy Work Environment, Lack of Promotional Opportunities, Unaware of Rules and Regulation.*

The results of Mann-Whitney U test for Gender are shown in the Figure 1 and Figure 2.

## Difference in the variable based on Gender

Ranks				
	Gender	N	Mean Rank	Sum of Ranks
Lack of Motivation	1	12	58.42	701.00
	2	98	55.14	5404.00
	Total	110		
Problems in Recruitment	1	12	60.58	727.00
	2	98	54.88	5378.00
	Total	110		
Lack of Training	1	12	64.67	776.00
	2	98	54.38	5329.00
	Total	110		
Issue of Monitoring and Evaluation	1	12	63.04	756.50
	2	98	54.58	5348.50
	Total	110		
Issues in Working Environment	1	12	63.29	759.50
	2	98	54.55	5345.50
	Total	110		
Opportunities for Promotion	1	12	72.88	874.50
	2	98	53.37	5230.50
	Total	110		
Awareness of Civil Service Rules and Regulations	1	12	51.08	613.00
	2	98	56.04	5492.00
	Total	110		

Figure 1: Results of Mann-Whitney Mean Rank for Gender

Test Statistics <sup>a</sup>							
	Lack of Motivation	Problems in Recruitment	Lack of Training	Issue of Monitoring and Evaluation	Issues in Working Environment	Opportunities for Promotion	Awareness of Civil Service Rules and Regulations
Mann-Whitney U	553.000	527.000	478.000	497.500	494.500	379.500	535.000
Wilcoxon W	5404.000	5378.000	5329.000	5348.500	5345.500	5230.500	613.000
Z	-.338	-.592	-1.058	-.871	-.902	-2.015	-.514
Asymp. Sig. (2-tailed)	.735	.554	.290	.384	.367	.044	.607

a. Grouping Variable: Gender

Figure 2: Results of Mann-Whitney U test for Gender

The findings shows that all the factors, but opportunities for promotion, have no difference between males and females considering these variables as factors affecting the performance of the staff. The Mann-Whitney U test shows significant values of 0.735, 0.554, 0.290, 0.384, 0.367, 0.044 and 0.607 for Lack of Motivation, Recruitment Process, Lack of Job Training, Monitoring & Appraisal System, Unhealthy Work Environment, Lack of Promotional Opportunities and Unaware of Rules & Regulation respectively.

Thus the null hypothesis for all the factors other than the lack of promotional opportunities has to be accepted and the alternative hypothesis was accepted for lack of promotional opportunities. So it is obvious that, there is no gender difference in believing these factors, except lack of promotional opportunities, as the factors that hinders the productivity of school administrative works.

The findings have shown that lack of motivation, issues in the recruitment process, unhealthy work environment and unaware of rules & regulation as factors that hinders the productivity of the administrative staff in schools. However there is no significant difference between males and females in believing these four factors as responsible factors for low productivity as the Mann-Whitney U test shows significant values of 0.735, 0.554, 0.367 and 0.607 for lack of motivation, issues in the recruitment process, unhealthy work environment and unaware of rules & regulation respectively.

At the same time, the study have shown that there is no significant difference between males and females in believing, the productivity of the staff is less not as a result of these factors as the Mann-Whitney U test shows significant values of 0.290 and 0.384 for Lack of Job Training and Monitoring & Appraisal System respectively.

However, for lack of promotional opportunities, there is a significant difference between males and females in believing, the productivity of the staff is less not as a result of these factors as the Mann-Whitney U test shows significant values of 0.044.

The mean rank of males for lack of promotional opportunities is 72.88 whereas for females it is 53.37 with a significant difference of 19.51 which is a significant difference. From this finding we can understand that male staff sees that lack of promotional opportunities hinders their productivity more. Therefor it is obvious that male staff seeks for promotional opportunities more than that of female staff.

### ***Years of Experience***

***Hn4:*** *There is no significant difference between Years of Experience and Lack of Motivation, Recruitment Process, Lack of Job Training, Monitoring & Appraisal System Unhealthy Work Environment, Lack of Promotional Opportunities, Unaware of Rules and Regulation.*

The results of Mann-Whitney U test for Years of Experience are shown in the Figure 3 and Figure 4.

### Difference in the variable based on Years of Experience

Ranks			
	Number of Years in Civil Service	N	Mean Rank
Lack of Motivation	1	31	49.71
	2	29	62.36
	3	18	63.06
	4	32	50.64
	Total	110	
Problems in Recruitment	1	31	52.69
	2	29	54.60
	3	18	56.14
	4	32	58.67
	Total	110	
Lack of Training	1	31	52.48
	2	29	62.34
	3	18	54.42
	4	32	52.83
	Total	110	
Issue of Monitoring and Evaluation	1	31	56.65
	2	29	53.45
	3	18	63.33
	4	32	51.84
	Total	110	
Issues in Working Environment	1	31	55.29
	2	29	57.98
	3	18	65.39
	4	32	47.89
	Total	110	
Opportunities for Promotion	1	31	60.21
	2	29	57.59
	3	18	60.17
	4	32	46.42
	Total	110	
Awareness of Civil Service Rules and Regulations	1	31	48.05
	2	29	52.29
	3	18	55.78
	4	32	65.47
	Total	110	

Figure 3: Results of Mann-Whitney Mean Rank for Years of Experience

Test Statistics <sup>a,b</sup>							
	Lack of Motivation	Problems in Recruitment	Lack of Training	Issue of Monitoring and Evaluation	Issues in Working Environment	Opportunities for Promotion	Awareness of Civil Service Rules and Regulations
Chi-Square	4.180	.601	1.870	1.678	3.776	3.838	5.224
df	3	3	3	3	3	3	3
Asymp. Sig.	.243	.896	.600	.642	.287	.279	.156

a. Kruskal Wallis Test

b. Grouping Variable: Number of Years in Civil Service

Figure 4: Results of Mann-Whitney U test for Years of Experience

The findings shows that there is no significant difference between the employees based on the number of years they have worked in considering these variables as factors affecting the performance of the staff.

The Kruskal Wallis Test shows significant values of 0.243, 0.896, 0.600, 0.642, 0.287, 0.279 and 0.156 for Lack of Motivation, Recruitment Process, Lack of Job Training, Monitoring & Appraisal System, Unhealthy Work Environment, Lack of Promotional Opportunities and Unaware of Rules & Regulation respectively. Thus the alternative hypothesis for all the factors has to be accepted.

The findings have shown that lack of motivation, issues in the recruitment process, unhealthy work environment and unaware of rules & regulation are factors that hinders the productivity of the administrative staff in schools. However there is no significant difference based on the years of experience of the staff in believing these four factors as responsible factors for low productivity as the Kruskal Wallis Test shows significant values of 0.243, 0.896, 0.287 and 0.156 for lack of motivation, issues in the recruitment process, unhealthy work environment and unaware of rules & regulation respectively.

At the same time, the study have shown that there is no significant difference based on the years of experience of the staff in believing, the productivity of the staff is less not as a result of these factors as the Kruskal Wallis Test test shows significant values of 0.600, 0.642 and 0.279 for Lack of Job Training, Monitoring & Appraisal System and Lack of Promotional Opportunities respectively.

Based on the findings, it is observed that all the staff, whether they have worked for a shorter period or a longer period, their belief is similar in believing these variables as factors affecting the productivity of the of school administrative works.

According to a study by Alhamda, a Lecturer, Health Polytechnic at Dental Nursing Academy, West Sumatera-Indonesia in 2014, researchers observed employees with tenure of 20 years with a high school education levels have lower work productivity of new employees to work.

This is caused by low morale and hopes for a promotion due to staffing requirements and rules that apply. From the above analysis also found that the majority status of the civil servants as well as new works by the condition of the spirit of labor productivity levels are quite high in hopes of getting a promotion and a better employment status (Alhamda, 2014).

### Type of the Job

**Hn5:** *There is no significant difference between Type of the Job and Lack of Motivation, Recruitment Process, Lack of Job Training, Monitoring & Appraisal System Unhealthy Work Environment, Lack of Promotional Opportunities, Unaware of Rules and Regulation.*

The results of Mann-Whitney U test for the Type of Job that the staff are engaged in the school are shown in the Figure 3 and Figure 4.

### Difference in the variable based on the type of job

Ranks				
	Type of Responsibility in School	N	Mean Rank	Sum of Ranks
Lack of Motivation	1	55	53.21	2926.50
	2	55	57.79	3178.50
	Total	110		
Problems in Recruitment	1	55	46.51	2558.00
	2	55	64.49	3547.00
	Total	110		
Lack of Training	1	55	49.59	2727.50
	2	55	61.41	3377.50
	Total	110		
Issue of Monitoring and Evaluation	1	55	50.72	2789.50
	2	55	60.28	3315.50
	Total	110		
Issues in Working Environment	1	55	51.71	2844.00
	2	55	59.29	3261.00
	Total	110		
Opportunities for Promotion	1	55	50.25	2763.50
	2	55	60.75	3341.50
	Total	110		
Awareness of Civil Service Rules and Regulations	1	55	56.85	3127.00
	2	55	54.15	2978.00
	Total	110		

Figure 5: Results of Mann-Whitney Mean Rank for the Type of Job that the staff are engaged in the school

Test Statistics <sup>a</sup>							
	Lack of Motivation	Problems in Recruitment	Lack of Training	Issue of Monitoring and Evaluation	Issues in Working Environment	Opportunities for Promotion	Awareness of Civil Service Rules and Regulations
Mann-Whitney U	1386.500	1018.000	1187.500	1249.500	1304.000	1223.500	1438.000
Wilcoxon W	2926.500	2558.000	2727.500	2789.500	2844.000	2763.500	2978.000
Z	-.759	-2.992	-1.949	-1.578	-1.254	-1.742	-.450
Asymp. Sig. (2-tailed)	.448	.003	.051	.115	.210	.082	.653

a. Grouping Variable: Type of Responsibility in School

Figure 6: Results of Mann-Whitney Mean Rank for the Type of Job that the staff are engaged in the school

The findings shows that there is no significant difference between the employees who worked directly administrative works and who worked in admin-academic works in considering these variables, but the Problems in Recruitment Process, as factors affecting the performance of the staff.

The Mann-Whitney U test shows significant values of 0.448, 0.003, 0.051, 0.115, 0.210, 0.082 and 0.653 for Lack of Motivation, Recruitment Process, Lack of Job Training, Monitoring & Appraisal System, Unhealthy Work Environment, Lack of Promotional Opportunities and Unaware of Rules & Regulation respectively.

Thus the null hypothesis for all the factors except Problems in Recruitment Process have to be accepted. So it is obvious that, there is no gender difference in believing these factors, except the Problems in Recruitment Process, as the factors that hinders the productivity of school administrative works. For the variable, the Problems in Recruitment Process, the alternative hypothesis has to be accepted as the Mann-Whitney U test shows significant values of 0.003.

The findings have shown that lack of motivation, issues in the recruitment process, unhealthy work environment and unaware of rules & regulation are factors that hinders the productivity of the administrative staff in schools.

However there is no significant difference between males and females in believing these four factors as responsible factors for low productivity as the Mann-Whitney U test shows significant values of 0.448, 0.210 and 0.653 for lack of motivation, unhealthy work environment and unaware of rules & regulation respectively.

At the same time, the study have shown that there is no significant difference between males and females in believing, the productivity of the staff is less not as a result of these factors as the Mann-Whitney U test shows significant values of 0.051, 0.115 and 0.082 for Lack of Job Training, Monitoring & Appraisal System and Lack of Promotional Opportunities respectively.

However, for problems in recruitment process, there is a significant difference between the employees who worked directly administartive works and who worked in admin-academic works in believing that the productivity of the staff is less not as a result of these factors as the Mann-Whitney U test shows significant values of 0.003.

The mean rank of employees who worked directly administartive works for problems in recruitment process is 46.51 whereas for the employees who worked in admin-academic works it is 64.49 with a significant difference of 17.98 which is a significant difference. From this finding we can understand that the employees who worked in admin-academic works sees that problems in recruitment process is a severe factor that hinders their productivity.

The third part of the study was focused on finding whether there is any significant relation between these factors of these factors with their different variables. A difference about the Motivation, Recruitement, Training, Monitoring & Appraisal System, Work Environment, Promotional Opportunities, and Rules & Regulation, based on their gender, years of experience and the type of the job they are working.

### Correlational Study

**Hn6:** *There is no relation between Lack of Motivation, Recruitment Process, Lack of Job Training, Monitoring & Appraisal System Unhealthy Work Environment, Lack of Promotional Opportunities, Unaware of Rules and Regulation.*

The correlational study have shown that, there is a very high positive correlation between *low productivity* and issues in recruitment process with Spearman's rho correlation coefficient of 0.756. This means that the participants believed that the issues in recruitment process causes low productivity.

However there is positive high correlation between the *low productivity* and Lack of Motivation, Unaware of Rules & Regulation, Lack of Job Training and Monitoring & Appraisal System with Spearman's rho correlation coefficient of 0.340, 0.325, 0.314 and 0.300 respectively. This means that the participants believed that these factors are equally responsible for the low productivity.

On the other hand, there is a weak positive correlation between the low productivity and unhealthy work environment and lack of promotional opportunities with Spearman's rho correlation coefficient of 0.285 and 0.193 respectively. This can be interpreted as there is no significant relation between the low productivity and unhealthy work environment and lack of promotional opportunities.

Motivation is another important variable in employee's performance. This study has shown that there is high positive correlation between *lack of motivation* and Lack of Job Training, Lack of Promotional Opportunities, Monitoring & Appraisal System, Recruitment Process, Unaware of Rules & Regulation and Unhealthy Work Environment with Spearman's rho correlation coefficient of 0.509, 0.406, 0.437, 0.361, 0.499 and 0.464 respectively. This shows that the participants have believed that these factors are equally responsible for the low productivity in relation with staff motivation.

The employees who worked in admin-academic work have raised the issue of *recruitment process* as a factor responsible for the low productivity in schools. However there is a high positive correlation between *recruitment process* and Unaware of Rules & Regulation, Lack of Job Training and Monitoring & Appraisal System with Spearman's rho correlation coefficient of 0.404, 0.389, and 0.354 respectively.

This can be interpreted as there is no significant relation between the *low productivity* and Unaware of Rules & Regulation, Lack of Job Training and Monitoring & Appraisal System.

On the other hand there is a weak positive correlation between *recruitment process* and Lack of Promotional Opportunities and Unhealthy Work Environment with Spearman's rho correlation coefficient of 0.277, and 0.276 respectively. This shows that Lack of Promotional Opportunities and Unhealthy Work Environment has less dependence in relation with the recruitment process.

The study published by published by Canadian Center of Science and Education in 2012 has revealed that there is a direct relationship between office design and productivity. The Relationship between Office design and Productivity was determined by using the Pearson's Correlation in SPSS. A strong correlation exists between elements of office design and productivity of office design (Anwar Ali, 2012).

*Lack of Job Training* and Monitoring & Appraisal System, Lack of Promotional Opportunities, Unaware of Rules & Regulation and Unhealthy Work Environment have a high positive correlation with Spearman's rho correlation coefficient of 0.587, 0.530, 0.509 and 0.491 respectively. This shows that the participants have believed that *Lack of Job Training* highly influence Monitoring & Appraisal System, Lack of Promotional Opportunities, Unaware of Rules & Regulation and Unhealthy Work Environment in their work environment.

Monitoring and performance appraisal is one of the key variable related to the civil servants where this is directly related to staff promotion. The finding of this study have shown that there is a high positive correlation *Monitoring & Appraisal System* and Lack of Promotional Opportunities, Unaware of Rules and Regulation and Unhealthy Work Environment with Spearman's rho correlation coefficient of 0.506, 0.515 and 0.486 respectively.

This shows that the participants have believed that *Monitoring & Appraisal System* highly influence Lack of Promotional Opportunities, Unaware of Rules and Regulation and Unhealthy Work Environment in the work environment of staff in schools.

The study also have shown that there is a high positive correlation between Lack of Promotional Opportunities and Unaware of Rules and Regulation with Spearman's rho correlation coefficient of 0.312. At the same time Unhealthy Work Environment and Lack of Promotional Opportunities bears a correlation coefficient of 0.433 which is high positive correlation and Unhealthy Work Environment and Unaware of Rules and Regulation with a 0.359 which is also a higher correlation.

The fourth part of the study was to gather suggestion to achieve civil service excellence. This data was taken qualitatively and transferred to quantitative data. Only 46.02% of the participants attempted this section.

This study have shown that 52% of the staff have suggested to improve the salary and allowances if we want to achieve an excellent civil service. This include special allowances and overtime allowances as well. This is the most frequent recommendation from the participants.

Providing necessary training for the staff is the second leading suggestion from the participants with a percentage of 35%. This shows that a large chunk of the civil servants require training for providing better service to the country. This study have shown that lack of proper training is one of the contributing factor for lower productivity in the civil service.

The third recommendation from the participants was regarding job promotion. More than 15% of the staff have suggested to get job promotion. In the school system, it is very obvious that the administrative staff gets job promotion very rarely.

Appreciation for the staff by their supervisor is another interesting factor for a better civil service. 12% of the staff who have attempted have suggested for appreciation in the work environment. This may be related with the proper staff performance appraisal in the schools. At the same time 8% of the staff have recommended to have the work environment free from politics and other distracting factors such as physical resource. The disappointment with the work environment is a likely factor of lower productivity in the civil service.

Among who have attempted, 6% of the staff have suggested a better supporting system from the school management, equal treatment among staff, implementing better communication system within the school and outside the school.

With the same percentage, 6%, of the participants have also suggested for creating and providing opportunities for the staff, better monitoring system in the school and letting the staff follow the rules and regulation related to their work.

The participants have also suggested to implement work ethics in the work environment and listen to the subordinates by their supervisors. They have also suggested that to encourage the staff to work during the office time.

Even though only 4% of the participants have suggested this, these are some of the very basic aspects of an effective work environment. Thus by improving these areas, the service provided by the administrative staff will be improved and their productivity will lead towards an efficient civil service.

## Conclusion and Recommendations

Based on the findings of the study, it is observed that the administrative staff of the schools are not working to their full capacity. Staff believes that, there are lots of areas to improve so that their performance will increase. By increasing the productivity, we can achieve an efficient civil service.

To improve the productivity, main areas to be addressed are motivating the employees, addressing the issues related to the recruitment process, improving the work environment and providing awareness to the civil service rules & regulation. In this regard the school management has to conduct different programmes to



motivate its staff. As suggested by the participants, some of the motivational factors are providing better salary and allowances, appreciation to their work, providing training and opening promotional opportunities.

In most of the cases, the candidate who possess the best academic result may not be *the best* candidate to work in the public sector. Some of the suggestion have shown that wok ethics and using office time effectively will improve the productivity of the staff. Thus, the recruitment process has to be framed in such a way that the best candidates are recruited.

The work environment plays a vital role in the motivation of the staff which finally affects the productivity of the staff. The work environment may be either the physical environment or the social environment in the work place. The study have found that by improving the work environment will increase the productivity of the staff.

Another important area that was identified as a variable that hinder the productivity of the staff was unawareness of civil service rules & regulation. Most of the staff are not aware of the civil service law, rules and regulations. This affects the work ethics of the employees.

The study has also shown certain areas to be addressed to excel the service of the school administration. It is shown that, a large percentage of the staff, 52%, wish to improve their salary. At the same time, 35% of the staff suggested for proper job training followed by appreciation for the staff by their supervisor with 12%.

Even though this study is based on the school administration, this could be applied to other civil service offices providing related service to the public. Therefore, it is recommended to address these issues to have an efficient civil service as per the findings.

By attending to the issues of the employees will motivate them to work more passionately. Thus the performance of the civil servants will move towards the vision of the civil service; quality people, quality performance and quality service.

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# Knowledge Management (KM) in Civil Service: Analysis of KM initiatives in Civil Service

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## Abstract

Civil Service organizations are knowledge-intensive organizations, and poor knowledge management practices might result in loss of institutional memory, knowledge gaps and poor decisions. Knowledge management in civil service is not entirely absent; however the emphasis made on managing implicit knowledge (mainly knowledge embodied in people's brain) is low. Retaining and managing of critical knowledge has been difficult for civil service due to various reasons. Common challenges for knowledge management in Maldives civil service include lack of capacity in retaining key employees, few career advancement opportunities within civil service, lack of mutual trust between management and employees (between different levels of employees), the organizational culture, general thirst for learning and job security.

The primary objective of this study is to raise awareness about knowledge management and its

potential to support Maldives civil service organizations in providing high-quality service to the public. This paper discusses common challenges and concerns that affect knowledge management in Maldives civil service and analyses the knowledge management initiatives undertaken by civil service organizations. This paper is prepared based on a quantitative survey conducted among all civil service organizations with a sample size of 400 randomly selected respondents. Findings of this study show barriers to successful knowledge management initiation are largely from the lack of awareness, lack of time and absence of knowledge management policies within civil service. The lack of time can be interpreted as the lack of awareness about the importance of knowledge management within Maldives civil service. Therefore, knowledge management in Maldives civil service is such an area that needs to be further researched and explored for its full benefits to be reaped.

**Keywords:** retention, career advancement, implicit knowledge, knowledge gap, knowledge-intensive

## 1. Introduction

*"In Africa, when an old man dies, it is a library that burns down."* Amadou Hampâté Bâ

Public administrative organizations are primarily knowledge intensive organizations. Therefore, knowledge has been described as a critical ingredient to ensure strategic competitive advantage and success of public sector organizations. A researcher from the University of Ibadan, Nigeria expresses the importance of knowledge as "if information is the currency of the knowledge economy, human expertise is the bank where it is kept, invested and exchanged" (Omotayo, Knowledge Management as an important tool in Organisational Management. A review of literature, 2015). Therefore poor knowledge management practices might result in loss of institutional memory, knowledge gaps and poor decisions. Common challenges for knowledge management in Maldives civil service include lack of capacity in retaining key employees, few career advancement opportunities within civil service, lack of mutual trust between management and employees (between different levels of employees), the organizational culture, general thirst for learning and job security.

This paper discusses common challenges and concerns that affect knowledge management in Maldives civil service and analyses the knowledge management initiatives undertaken by civil service organizations. The primary objective of this study is to raise awareness about knowledge management and its potential to support Maldives civil service organizations.

### 1.1 Background

The creation of an independent civil service and other reforms were introduced by Act of Parliament. The Civil Service Commission with its inception on 23 October 2007 took over the challenging task of establishing a modern professional Civil Service in the Maldives. Today the Maldives Civil Service is firmly in place and is working as the most important driving force of the government policy and democratic governance in the Maldives.

An intellectual and knowledge asset is the most valuable asset in any organization that needs to be effectively harnessed to bring about benefits for everyone. According to Uriarte.JR (2008) and Koenig (2012), knowledge management (KM) is a discipline that promotes efficient and systematic handling of organizational knowledge assets within an organization. Uriarte.JR (2008) and Koenig (2012), also stated that these assets may include experience in individual workers, previously un-captured expertise, databases, documents, policies, and procedures. One of the primary objectives of KM is to identify, generate, manage and share explicit and tacit knowledge throughout the organization (Uriarte.JR, 2008). Improved KM is essential to civil service as civil service organizations are knowledge-based organizations. However managing the repository of knowledge in the Maldives public sector is a relatively new discipline.

There can be obstacles in implementing KM initiatives due to the lack of understanding about the benefits and goals of KM. Difficulty in retaining key employees is the biggest challenge for Maldives civil service in retaining and managing knowledge within the organizations. Though civil service is a critical pillar for achieving sustainable developmental goals, the delivery of service is

hampered due to difficulty in retaining competent employees. Furthermore, employees have started to consider Maldives civil service just as a place of learning destination irrespective of their intrinsic motivation resulting high labor turnover. Employees are the most valuable resource, and when they leave the organization, they leave with an invaluable amount of organizational intellect and knowledge which cannot be gained easily. Moreover, Uriarte.JR (2008), pointed out that knowledge is considered as an enormous, power that one hoards to oneself to maintain as an advantage due to various reasons. Common challenges for KM in Maldives civil service includes few career advancement opportunities within civil service, lack of mutual trust between management and employees (between different levels of employees) the organizational culture, and general thirst for learning and job security. Due to lack of opportunities for career advancement, existing employees are reluctant to share the knowledge and intellect as they feel the knowledge they have gained in many years of hard work and experience are sometimes taken for granted.

Literature review shows Governments worldwide are now realizing the importance of KM to its policy-making and service delivery to the public and some of the government departments worldwide are beginning to put KM high on its agenda. However, KM is not easy to implement, as it seems. Study on Issues of Knowledge Management in the Public Sector by Cong & Pandya (2003), emphasized that the benefits to be gained from KM may not be handed to the management on a plate, nor will the challenges be met without necessary adjustment. Therefore strategies, policies and plans for implementing KM initiatives must be carefully thought-out in advance to succeed (Cong & Pandya, 2003).

This paper is prepared based on the survey conducted among all civil service organizations of Maldives. The quantitative research method is used, and data is collected from randomly selected 400 respondents. The purpose of this study is to raise awareness of knowledge management and its potential to support civil service organizations in providing high-quality service to the public. This study will also identify the steps and cultural changes required of civil service organizations to use and share knowledge more effectively. More specifically objectives of this paper include

1. A review of the literature to develop a fuller understanding of knowledge management in public sector context, in particular, the challenges and importance.
2. Analysis of knowledge management initiatives developed within Maldives civil service organizations.

## 2. Literature review

*Knowledge is the only treasure you can give entirely without running short of it."* African proverb

### 2.1 Understanding Knowledge Management (KM)

Knowledge is increasingly being recognized as a new strategic imperative of organizations. According to Uriarte.JR (2008), the most established paradigm of knowledge is that "the knowledge is the power." In the modern economy, knowledge is considered as the most valuable asset that needs to be harnessed to achieve organization's competitive advantage.

According to Koenig (2012), knowledge Management (KM) is a discipline that promotes an integrated approach to identifying, capturing, evaluating, retrieving, and sharing all of an enterprise's information assets. Uriarte.JR (2008) and Koenig (2012), also stated that these information assets may include databases, documents, policies, procedures, and previously un-captured expertise and experience in individual workers. In the KM context, the emphasis is usually upon capturing knowledge embedded in people and making it explicit. According to Frost (2013) generally two types of knowledge are defined, namely explicit and implicit (tacit) knowledge. KM and organizational learning theory almost always take root in these two types of knowledge (Frost, 2013).

**Explicit Knowledge:** Explicit knowledge is knowledge that is set out in tangible form. These include knowledge assets such as reports, memos, business plans, drawings, patents, trademarks, customer lists and methodologies (Association of Modern Technologies Professionals, 2016). According to Uriarte.JR (2008), explicit knowledge represents organization's accumulated experience kept in a precise form that can easily be retrieved and replicated if necessary. In many organizations, these specific knowledge assets are usually stored in the computers with the help of information technology (Uriarte.JR, 2008).

**Implicit (Tacit) Knowledge:** Knowledge that is not set out in tangible form but could be made explicit. It is either inherent knowledge or acquired by reasoning or learning (Al-Khouri, 2014). Implicit knowledge is the information or knowledge that one would have extreme difficulty operationally setting out in tangible form. Uriarte. JR (2008), stated that implicit knowledge is stored in the minds of people and it's hard to formalize, record, or articulate. Since implicit knowledge is highly individualized, the degree and facility by which it can be shared depend on largely on the ability and willingness of the person possessing it to convey it to others (Uriarte.JR, 2008).

The sharing of implicit knowledge is a great challenge to many organizations. According to Association of Modern Technologies Professionals (2016), implicit knowledge can be shared and communicated through various activities and mechanisms such as conversations, workshops, on-the-job training, email, groupware, instant messaging and other such related technologies.

In managing implicit knowledge, the biggest challenge is identifying the key implicit knowledge that is essential to the organization. The very characteristic of being unique and hard to replicate is what makes implicit knowledge a basis of the organization's competitive advantage.

Organizational knowledge is the organizational memory. Al-Khouri (2014), stated that a great deal of the knowledge of an organization is created and stored at the individual level and they are in the minds of people and groups of people who work in the organization – the employees, managers and top executives as shown below in Figure 2.1.1



Figure 2.1.1: The iceberg metaphor describing the relationship between explicit and implicit knowledge. Source: (Al-Khouri, 2014)

Implicit knowledge cannot be fully transformed into the explicit form. However, explicit knowledge can only rarely be fully personalized or internalized by an individual. Transfer of knowledge and personalization of knowledge is the goal of KM, as personalization allows a more efficient transfer of both types of knowledge (Uriarte.JR, 2008). Figure 2.1.2 shows how knowledge is stored in an organization.

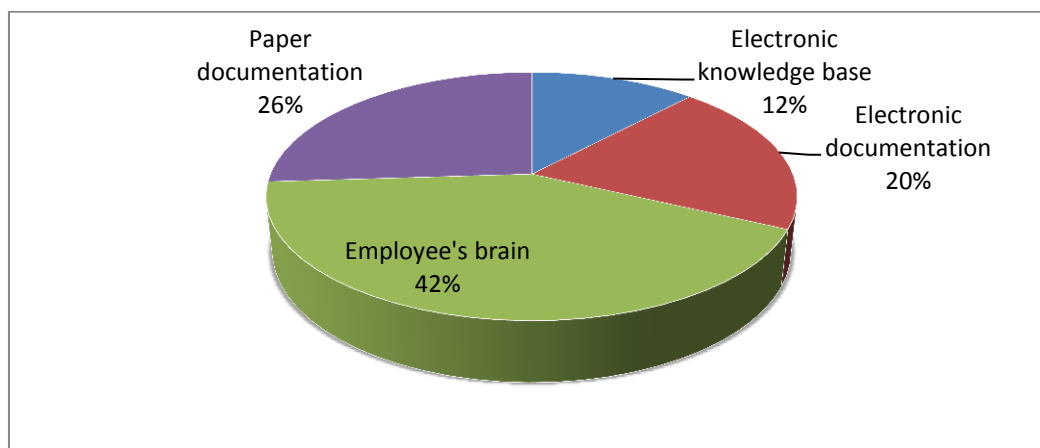


Figure2.1.2: Primary repositories of an organizational knowledge

Source: (Uriarte.JR, 2008)



According to Al-Khoury (2014), organizational knowledge can be divided into two main categories, which are organizational core knowledge and organizational enabling knowledge. Core knowledge is those areas of critical knowledge that are more vital for the attainment of the organization's strategic goals, which must be developed and nurtured within the organization (Al-Khoury, 2014). Core knowledge alone cannot fully support an organization and make it competitive. There is a need for knowledge that can maintain the effectiveness of the organization. Such knowledge is known as "enabling knowledge" (Al-Khoury, 2014).

## 2.2 Elements of Knowledge Management (KM)

Knowledge management may not be an easy task. For successful management of knowledge in any organization there are various elements that should be considered. According to Uriarte.JR (2008), a complete KM system must contain four elements. These are knowledge creation and capture, knowledge sharing and enrichment, information storage and retrieval, and knowledge dissemination.

### Knowledge Creation and Capture

The process of creating new knowledge is the most difficult task to manage. Creativity and innovation are crucial for the creation of new knowledge in any organization. According to Uriarte (2008), organizations can capture knowledge by using different techniques. Knowledge from outside the organization can be captured by accessing various sources and Mahapa (2013), emphasized sources such as publications, websites, emails and the Internet. Mahapa (2013), also stated that explicit knowledge from within and outside of the organization can be captured as printed reports, a record of meetings. On the other hand implicit knowledge can be created and captured during discussions, brainstorming sessions and meetings with office colleagues, stakeholders, institutional partners, consultants and experts (Uriarte.JR, 2008). Seminars and workshops also provide an excellent platform for creating and capturing tacit knowledge that may come from the speakers or the participants (Uriarte.JR, 2008).

According to Uriarte (2008), the principal component of knowledge creation and capture is content management which involves the creation of an information database. Content management requires that there be mean to determine which structured information from databases and unstructured information from other sources are to be included in the system.

### Knowledge Sharing and Enrichment

This element is the most crucial among the four elements which have become a most challenging for public sector organizations. According to Association of Modern Technologies Professionals (2016) & Uriarte (2008), knowledge sharing can be enhanced through the implementation of appropriate technologies, operations, and systems that stimulate collaboration in organizations. Knowledge can also be shared and enriched by facilitating the process of sharing, and by rewarding those individuals who share the most knowledge as well as the individuals who utilize the knowledge that has been shared.

Communities of practice have been proven to be excellent means to share knowledge among people who have a common interest. According to Uriarte.JR (2008), these comprise groups of people who share knowledge, concerns or interest in a given area and enrich their knowledge and expertise by the use and application of information and communication technologies. In other words, a community of practice is where members share “work stories”. During the process of “storytelling,” the exchange of implicit knowledge takes place which facilitates managing of implicit knowledge (Uriarte.JR, 2008). This process is particularly important to new staff members since the sharing of knowledge tends to improve their involvement with the senior team members. Uriarte.JR (2008), also stated that in many organizations, communities of practice are informal groupings that are separated from but are not in conflict with the formal organizational structure or hierarchy.

Uriarte.JR (2008), emphasized that providing incentive schemes including both financial and non-financial is important to encourage knowledge sharing. In many cases, an employee may feel threatened to introduce or share knowledge into a system while another may feel reluctant to search actively for knowledge that others introduce. Many may also find the process of sharing and searching as requiring a considerable amount of time and effort. This can be facilitated through the provision of certain incentives, financial or non-financial, to those actively sharing useful knowledge and those frequently reusing knowledge that have been shared (Uriarte.JR, 2008).

### Information Storage and Retrieval

In many organizations, the bulk of information is likely to be in a relatively unstructured format. This information can be in the form of standardized documents such as reports, memos, spreadsheets or emails. Though these documents contain valuable information they may not be easily accessible and shared in many organizations. Therefore in case of explicit knowledge, the accessibility of knowledge is paramount. According to Association of Modern Technologies Professionals (2016), KM process to be more efficient organizations should ensure that knowledge is readily accessible to employees. Storing information in a centralized location with sufficient provisions is necessary for information retrieval and accessibility (Uriarte.JR, 2008). In addition to that organizations must provide search engines that can deal with such unstructured information.

According to Association of Modern Technologies Professionals (2016), there are four main options for storing the information that is captured or shared. These are: (a) file system storage (local and network directories and folders); (b) databases; (c) e-mail; and (d) websites (intranet and external).

### Knowledge Dissemination

For successful implementation of KM process knowledge must be effectively disseminated. According to Uriarte (2008), Knowledge dissemination to be effective, it is highly important for individualized implicit knowledge to transform into explicit knowledge that can be more widely shared. In the case of explicit knowledge publications, presentations, websites, and libraries are the most common forms of dissemination (Uriarte.JR, 2008). The challenge for many organizations in knowledge dissemination is the reluctance of employees due to various reasons. In an organization where there is fear of their seniors, the employees will have a tendency to keep their knowledge to

themselves and share it with others only cautiously (Association of Modern Technologies Professionals, 2016). Hence, it's important to remove these barriers of knowledge dissemination for a better KM process.

## 2.3 Knowledge Management (KM) tools

“If you have knowledge, let others light their candles in it.”

Irrespective of KM model organization has adopted, use of effective KM tools is crucial for the successful implementation of KM process. Most importantly top management and employees of all level should be aware of these tools and should be trained to use it. There are varieties of KM tools which organizations all around the world use. Below are some of these tools.

### 2.3.1 Document management

The starting point of KM is systematizing and organizing documents. Document management has two key functions: first, it provides content; and second, it facilitates content management and access (Uriarte.JR, 2008).

### 2.3.2 Knowledge Map and Skills Management

According to Powers (2002), a knowledge map provides organizations with a “snapshot in time” to help them understand and categorize knowledge assets. It acts as an explicit example within a business process of who has the knowledge, where the knowledge is located, and why it is important. A skills management system is a web-based tool that supports with information about living experts who provide advice and share their expertise with colleagues in a distributed way, spreading the workload over the whole organization (Uriarte.JR, 2008). A knowledge map helps navigate through documents, versions, authors, experts and external users of information.

### 2.3.3 Information Database and Lessons Learned

In all organization, people learn every day and improve their work constantly based on the experiences they gained (Edge, Powerful public sector knowledge management: a school district example, 2005). Lesson management system is a system in which lessons learn from many projects after action reviews are collected within an IT system that stores them, classifies them, and routes them to the person who needs to act on them (Lessons Management System, 2008). According to Edge (2005), the lesson learned system is based on the principle of employees learning and improving themselves on the job based on the experiences gained. Therefore the Lessons Learned knowledge base forms the memory of the company.

### 2.3.4 Collaboration Tool

Collaboration is one of the most important aspects of knowledge management tools along with document management. According to Uriarte (2008), a collaborative environment enables people to work in secure online workspaces, in which they use e-mail, Internet web browser, desktop applications and other means in order to share knowledge, build closer organizational relationships and streamline work processes. Such an environment also encourages employees to share information in open discussion forums, thereby providing access to tacit knowledge. The ideal knowledge management tool has virtual meeting rooms operating in real time, simultaneously and instantly for all employees, who might be distributed over different locations yet remain connected and thus able to exchange information at once (Uriarte.JR, 2008).

### 2.3.5 Communities of Practice

People who share common interest in an area of competence and are willing to share their experiences come together to form a community of practice. Apart from formal meetings, collaboration tools, such as message boards, chats, web boards, discussion forums etc. can be used for knowledge sharing (Uriarte.JR, 2008).

### 2.3.6 People Discovery

Most of the ‘organization knowledge’ is stored in peoples’ minds and organizations do not realize the extent to which this is extremely valuable (Uriarte.JR, 2008). The ability of organizational learning and development largely depend on these people. However some organizations fail to discover core organizational knowledge and retain these people. The ability to find expertise is a key element for the development of organization and to provide quality service.

## 2.4 Knowledge Management in public sector

*“The control of knowledge is the crux of tomorrow’s worldwide struggle for power in every human institution.” Alvin Toffler*

The efficiency of KM depends on the capacity of human capital that can disseminate knowledge quickly in the organization. Top management and employees of all levels would require basic understanding of the importance of KM and challenges of KM for its successful implementation.

In 1965, Peter Drucker (as cited in Al-Khour, 2014) pointed out that “knowledge” would replace land, labor, capital, machines, and other fixed assets of organizations to become the chief source of production.

Edge (2005), stressed that KM is important to public sector as staff have long been identified as the key knowledge depository. The primary objective of KM in public sector is to maximize productivity and efficiency while enhancing public service delivery and reduce duplication of efforts and resources Riege and Lindsay, 2006 (as cited in Yuen, 2007). Therefore, KM is essential for government organizations as governmental organizations are knowledge-based organizations.

Workforce and knowledge planning are critical to ensure that civil service organizations have sufficient and appropriate knowledge when employees leave or retire. According to Yousif & Shajera (2014), high staff turnover, lack of adequate training, and tendency towards preserving status quo can affect KM. In short KM protects the wealth of the organization. More specific benefits of KM stated by Yousif & Shajera (2014), includes facilitate better and more informed decisions, contribute to the intellectual capital of an organization, encourage the free flow of ideas which leads to insight and innovation and improve customer service and efficiency

According to the survey<sup>84</sup> conducted by the Institute of Systems Science (ISS) , the common challenges for KM in public sector include the role of leaders and strategy definition, change management, lack of time and resources, development of human capital, provision of ICT infrastructure and policy and legislation (as cited in Yuen, 2007). This study emphasizes e-Government projects to include incentive schemes and encouraging employee participation for employees to learn and change throughout all stages of a change process. Other key challenges identified include setting up programs to promote awareness and prioritizing the various initiatives within the government. Table 2.4.1 below shows several other reasons pointed out by Al- Khouri (2014), about the failed initiatives across various organizations where knowledge management was being implemented.

Casual Failure Factors	Resultant Failure Factors
Lack of performance indicators and measurable benefits	Lack of widespread contribution
Inadequate management support	Lack of relevance, quality and usability
Improper planning, design, coordination and evaluation	Overemphasis on formal learning, systematization and determinant needs
In adequate knowledge of managers and workers	Improper implementation of technology and improper budgeting and excessive costs
Problems with organizational culture	Lack of responsibility and ownership
Improper organizational structure	Lack of knowledge from staff detection and retirement

Table 2.4.1: Root causes for knowledge management failure

Application of KM in public sector is not very widespread. According to Omatayo (2015), retention and development of human capital have also been a challenge in public sector KM. Organizations need a good capacity to retain, develop, organize, and utilize their employees' capabilities in order to remain at the forefront and have an edge over competitors. Al- Khouri (2014), stressed that traditional hierarchical structures in the public sector and the culture embedded in public sector organizations have been potential causes to hinder the success of KM initiatives as such structures may well support the notion of territory and power. Challenges to public sector also include the isolated nature of most public sector work, the operating system that exists within different

<sup>84</sup> This survey was conducted in 2007 with respondents from different developing countries (including Maldives) by Institute of Systems Science (ISS) National, University of Singapore (NUS). The respondents are participants who had attended the Singapore Cooperation Program (SCP) which provides technical assistance to developing countries around the world. The programs conducted by ISS

government organizations, worker desire to maintain and protect their personal knowledge, and the seemingly continued reduction of centrally allocated resources (Edge, Powerful public sector knowledge management: a school district example, 2005). Therefore public sector organizations have more significant challenges than their private sector in establishing KM supportive and collaborative culture.

Despite many challenges for the public sector KM, many countries worldwide have successfully implemented KM. One example can be found in Singapore where KM is one program within the island nation's Infocomm Plans (Singapore Government Infocomm Plans). According to Yuen (2007), the program started with the provision of education programs for civil servants to build awareness of KM and implementation requirements. To support K an assistance scheme to support and cultivate good KM ideas were also introduced along with the Knowledge Management Experimentation Program. The following phase of the program was to develop a KM framework to drive pervasive adoption of KM practices

As part of the e-Government initiatives, some countries such as China, Vietnam, and Kuwait have launched their central government portal to provide easy access and transparent information. According to Yuen (2007), China has launched their central government portal which has four sections providing information about government affairs, online services for citizens, enterprises, residents from overseas and interactive communication between government and citizens. Bangladesh AgriNet is an example of an effective online discussion forum which enables them to exchange their ideas about agriculture and can refer to experts' knowledge and the latest news (Yuen, Overview of Knowledge Management in the Public Sector, 2007).

## **2.5 Critical success factors for public sector Knowledge Management (KM) framework**

Knowledge management (KM) as by theory may be a relatively new concept for the Maldives civil service. Hence, understanding of critical success factors based on the experience from countries worldwide is essential for developing a KM framework for Maldives civil service.

KM as a strategic management tool deals with, how organizations map out strategies to effectively work or plan to work with KM. Omotayo (2015), has identified the need to align KM strategy with organization strategy as critical to the success of KM. According to Al-Khoury (2014), a balance between human-oriented KM and technology-oriented KM is significant for the successful implementation of a KM system. In order to achieve this balance, there is a need to develop a strategy to integrate organizational knowledge into KM tools (Al-Khoury, 2014). Cong & Pandya (2003), stressed that there is a need to design a strategy especially for the public sector to fill the gaps of cross learning. In addition to that Omotayo, (2015) emphasized, KM strategy is supposed to create an understanding of the organization's KM resources and articulate the role of knowledge in value creation and comprise many integrated projects or activities. And also, the strategic value of knowledge should be addressed, focusing on the uniqueness and use of knowledge (Al-Khoury, 2014).

It is also important to articulate the purpose of the KM strategy; the benefits the organization expects to gain from their work with KM and how it will affect the employees' work and closely



align KM strategy with business strategy (Butler & Ciaran, 2007). Therefore, it's important to identify critical functions and key knowledge that is required for KM activities. At the same time aligning of organizational strategy with KM strategy for successful implementation of KM process is equally important.

According to Omotayo (2015), the support of the top management and collaboration and communication between employees are also important for KM process. In many countries', KM initiatives have failed due to the ineffective communication process and means to share knowledge in the organization. According to Omotayo (2015), the Human Resource function should give more importance on top management to encourage processes that will supports cross-boundary learning and sharing across the organization. Moreover, Omotayo (2015), also stressed that Human Resource Management (HRM) practices can also impact on workers' attitudes towards and participation in KM activities which are important to build KM supportive culture, organizational structure and build collaboration. In addition to that lack of awareness of KM in public sector has been one of the many challenges that organizations are facing today (Cong & Pandya, 2003).

Identifying and retaining key employees is also an equally important element that should be considered. In other words, staff turnover means an inevitable leakage and loss of knowledge (Omotayo, Knowledge Management as an important tool in Organisational Management. A review of literature, 2015). The importance of people and culture is the bedrock for successful KM and studies show that cultural barriers are the most delicate and sentimental problems to resolve irrespective of various efforts in integrating with IT. According to Cong & Pandya (2003), getting an organization's culture (including values and behaviours) 'right' for KM is typically the most important and yet often the most difficult challenge. The building of a culture that encourages sharing of knowledge is crucial as knowledge is something that is locked in people's brain and employees cannot be forced to share it. Employees are competitive in nature due to various other reasons such as failure to provide equal employment opportunities and compensating for it are one of the many reasons why employees inclined to hoard knowledge (Omotayo, Knowledge Management as an important tool in Organisational Management. A review of literature, 2015). Butler & Ciaran (2007), stated that addressing people and cultural barriers are argued as the key factors in knowledge sharing.

Even though new employees bring new knowledge and experience with them sometimes organizations fail to tap this rich reservoir of information. Omotayo (2015), stated that when employees leave, the focus should not be making sure the employee does not take company cars identity card with him/her rather concentrate on extracting as much knowledge as possible. Efforts should be made towards documenting invaluable critical knowledge from top level experts and key employees, before they leave the organizations. And also determining key employees and finding a way of retain them in order to preserve the knowledge wealth (their knowledge and expertise) is also important. Omotayo (2015), suggested conducting an exit interview to retrieve information and knowledge when employee leaves the organization.

Butler & Ciaran (2007), stressed that rigid structures are argued to encourage behaviours in which employees are rewarded for hoarding information by creating issues of trust. Butler & Ciaran



(2007), also suggested team based and self-organizing organizational structures as most effective for this purpose.

KM initiative to be successful an attractive incentive schemes including financial and non-financial components should be created. Therefore aligning of compensation strategy with KM approach should also be emphasized. According to Omotayo (2015), knowledge repositories (such as lessons learned, best practices, planning documents, project proposals, marketing presentations, etc.) that contain databases of codified knowledge assets that are systematically organized to facilitate searching, browsing and retrieval is also essential for KM process. In addition to all these factors Omotayo (2015), emphasized on implementation of mentoring and coaching program is important. At the same time creation and adoption of knowledge map to facilitate formal and informal sharing of knowledge from more experienced to less experienced employees.

Moreover, evaluation and feedback system is essential for KM process (Al-Khour, 2014). Evaluation can be done informally by talking to people about how best practice is shared within the organization and can use other scientific tools to measure outcomes of KM initiatives.

According to Al-Khour (2014), there are different focus areas, in common KM practices adopted in the various countries. The table depicts these focus areas.

Focus area	Description
Customer knowledge	Developing deep knowledge sharing relationships. Understanding the needs of customers. Articulating unmet needs Identifying new opportunities.
Knowledge enhanced products or services	Knowledge embedded n products. Surround products with knowledge, eg: User guides and enhanced knowledge intensive services
Knowledge in people	Knowledge sharing fairs. Innovation workshops. Expert and learning networks. Communities of knowledge practice. People focused programs aim to continually improve workforce skills through development.
Organizational memory	Knowing what an organization knows, over space and time, eg: Sharing best practices or recording lessons learned. Directories of expertise. Online documents, procedures and discussion forums. Intranet
Knowledge in processes	Embedded knowledge into business processes and management decision making.
Knowledge in relationships (Stakeholders)	Improving knowledge flows between suppliers, employees, shareholders and community..etc by using this knowledge to inform key strategies.
Knowledge assets (business environment insights)	Systematic environmental scanning, including political, economic, technology, social and environmental trends. Competitor analysis. Market intelligence systems.

Table: 2.5.1: Focus areas in knowledge management practices

### 3. Critical analysis and recommendations for Knowledge Management in Maldives Civil Service

#### 3.1 Perceptions about Knowledge Management in Civil Service

Knowledge Management (KM) by theory may be a new concept for Maldives civil service. However, the survey conducted to analyze the current KM initiatives undertaken by civil service organizations shows that 53% of respondents believe that their organizations consider knowledge as an important asset while the remaining 47% believe that their organizations do not consider or somewhat consider knowledge as a valuable asset. And also, 61% of employees agree that KM in civil service is important as it helps in decision making and it improves organizational effectiveness. The Table 3.1.1 below shows perception about the importance of KM to civil service.

Perception	Percentage
It helps decision making and improves organizational effectiveness	61%
It gives access to knowledge and expertise	12%
It retains knowledge in-house	4%
It helps employee development	15%
Not aware of what KM is about	8%

Table 3.1.1: Perception about the importance of KM to civil service

According to 29% of respondents, civil service organizations do not give much importance to KM and knowledge retention, and this is supported by 54% respondents who believe that organizations need better KM programs. However, the survey also shows that only 17% of organizations use KM techniques to manage implicit and explicit knowledge in civil service. This means civil service organizations consider knowledge as a valuable asset and it helps them to take better-informed decisions. The Table: 3.1.2 below shows the current status of KM in civil service.

Status	Percentage
Not give much importance for knowledge retention and knowledge management	29%
We use KM techniques to manage implicit and explicit knowledge	17%
We are in need of KM program	54%

Table 3.1.2: Current status of KM in civil service

#### 3.2 challenges for KM initiatives in civil service

Application of KM in Maldives is not very widespread. The efficiency of KM depends on capacity of human capital that can disseminate knowledge quickly in the organization. According to the literature review, top managers would require conducting programs and awareness sessions for educating employees on how to use KM effectively and incorporating its usage for the successful implementation of KM process (Yuen, Overview of Knowledge Management in the Public Sector, 2007). The survey results show that, lack of time to share and manage knowledge is the main challenge for KM in civil service. Meanwhile 42% of respondents rated insufficient management

policies for KM and 40% who responded lack of awareness about the importance of KM, as the main challenges for KM in civil service. Moreover 30% of respondents rated lack of reward (such as appreciation, promotion) for knowledge transfer and 23% rated fear of losing career development / training opportunities while 22% of respondents rated the culture of the organizations towards KM are some of the many reasons why employees resist sharing knowledge. Table 3.2.1 shows the reasons why employees resist to share knowledge.

Reasons	Percentage
Lack of time for sharing knowledge	44%
Inefficient management policies	42%
Fear of losing career development / training opportunities	23%
Lack of awareness and importance of KM	40%
Activities that employees have to carry out to manage knowledge	6%
Lack of management trust and support	26%
The culture of the organization towards KM	22%
Lack of reward (such as appreciation, promotion) for knowledge transfer	30%
Fear of losing knowledge power	7%
No medium to share knowledge	14%

Table 3.2.1: Reasons for resistance in sharing knowledge

The above factors are supported by 33% of respondents who agree that supervisors give more importance to get the work done rather than retaining and sharing knowledge. 23% of respondents who agree that lack of reward are the main reason why employees do not give importance to share knowledge that they have gained in years of hard work. Employees are competitive in nature due to various other reasons. Such as organization's failure to provide equal employment opportunities, lack of advance career opportunities, and job security are some of the many reasons why employees inclined to hoard knowledge (Omotayo, Knowledge Management as an important tool in Organisational Management. A review of literature, 2015). Survey shows that 16% of the respondents agree that lack of career development opportunities, existing employees are not willing to share their knowledge with current or new employees followed by 14% of respondents who say employees do not share knowledge as others (supervisors, colleagues, management) take credit for their years of hard work and experience.

According to literature review an attractive incentive scheme including financial and non-financial components should be created for KM initiative to be successful. Additionally aligning of compensation strategy with KM approach should also be emphasized. Poor reward system (either financially or non-financially) in Maldives civil service is also one of the main challenges for KM. Only 11% of employees strongly agree, and 26% agree that they are rewarded for the knowledge they have gained from their years of experience and hard work.

In KM, the emphasis is highly made on managing implicit knowledge; however survey shows that managing explicit knowledge is also a challenge for civil service. 56% of respondents said that they take hours to get relevant documents, or to clear anything about existing documents while 17% state

that they take only a few minutes and 30% state that sometimes they take more than a week and have to ask from the people around.

The support of the top management and collaboration and communication between employees are equally important for KM process. In many countries' KM initiatives fail due to the ineffective communication process and means to share knowledge in the organization (Omotayo, Knowledge Management as an important tool in Organisational Management. A review of literature, 2015). Lack of management support is another main challenge for KM in civil service. According to 49% of the respondents, senior management considers KM is crucial but hardly supports it and according to 12% of the respondents, the time and resource spent on KM are a waste and hardly bothers for KM. However, 28% agree that senior management considers knowledge as a valuable asset that needs to be harnessed for the betterment of the organization.

The culture of the organization is also one of the main factors that affect KM in civil service. According to Cong & Pandya (2003), the importance of people and the culture is the bedrock for successful KM and studies shows cultural barriers are the most challenging and sentimental problems to resolve. 27% of respondents rated lack of motivation towards the organizations, and 23% rated lack employee participation and employee involvement as main cultural barriers. Figure 3.2.2 shows cultural barriers for KM in civil service. The main reason why most of the people work in civil service is due to their intrinsic motivation, however in some cases, only intrinsic motivation is not sufficient to deliver higher quality service.

Barriers	Percentage
Lack of participation	23%
Professionals not willing to share their knowledge	9%
Lack of trust	8%
Lack of motivation towards the organization	27%
Lack of training	24%
Knowledge sharing is not part of your job	8%
Other	2%

Table 3.2.2: Cultural barriers for knowledge management in Maldives civil service

### 3.3 KM initiatives in Maldives civil service

Studies show many government organizations worldwide consider document management systems as an essential application, online discussion forums and various other tools to overcome the problems of information accessibility and manage implicit knowledge. Even though KM is a new discipline for civil service, there are some initiatives undertaken by civil organizations. Staff meetings, awareness sessions, workshops, lectures, common file sharing system, (digital or hard copy files), Formal Training and HRD activities and email, memo, brochures, videos, presentations are the main techniques used by Maldives civil service for KM. Table 3.3.1 shows techniques use for knowledge management in civil service.

Techniques	Percentage
Formal Training and HRD activities	35%
Knowledge café (a way to have a group discussion, to reflect, and to develop and share)	7%
Learning Review (a technique used by a project team to aid team and individual learning during the work process.	10%
Employee coaching / mentoring	22%
Storytelling	7%
email, memo, brochures, videos, presentations	30%
Common file sharing system (digital or hard copy files)	37%
Staff meetings, awareness sessions, workshops, lectures	40%
KM software / document management software / other software	6%
Online discussion forums	4%
Intranet portals	14%
Social media / website	15%
Templates, outlines, document models or format guidelines, SOPs	17%
Does not use any of the above technique to manage knowledge	12%

Table 3.3.1: Techniques use for knowledge management in Maldives civil service

Knowledge assessment is an important part of the success of KM initiatives. According to 61% of the respondents, organizations do not assess knowledge, while 21% agree that knowledge in their organization is assessed by employee performance rate. Table 3.3.2 below shows how organizations assess knowledge.

Assessment methods	Percentage
Written feedback	9%
Productivity rate / employee performance	21%
Benchmarking	2%
Surveys / Questionnaire	5%
Does not assess the knowledge	61%
Other	2%

Table: 3.3.2: Knowledge assessment methods use in Maldives civil service.

In order to improve KM in civil service, 30% of the respondents say that management should consider KM as a high priority and 23% states, a fair reward system is also essential for the successful implementation of KM initiative. Table: 3.3.3 shows the opinions of respondents to improve KM in civil service organizations.

Recommendations	Percentage
Reward employees for sharing of knowledge	23%
Management to consider KM as a high priority	30%
Build trust between management and employees	13%
Help employees to build their career	13%
Retention and motivation of key employees	9%
Allocate sufficient funds and time to implement KM initiatives	8%
Increase and enrich the content of knowledge as much as possible	4%

Table: 3.3.3 Recommendations to improve KM in civil service organizations

### 3.4 Recommendations and Way forward

- Develop knowledge management policy and strategy for civil service and align with the organizational business strategy of different ministries and departments (based on the organizational objectives and key functions of each ministry).
- Identify “core knowledge” and “enabling knowledge” areas based on key functions and organizational business strategy.
- Develop specific knowledge development program for civil service, and specific working groups to enhance knowledge diligently and consciously by building conducive work environment
- Top management to understand the importance of KM and provide maximum support for KM initiatives by considering it as a higher priority
- Conduct KM awareness programs for educating the civil servants on how to use KM tools effectively and incorporate its usage into existing work practices.
- Introduce various KM tools such as document management systems, online discussion forums and integrating information technology by minimizing employee resistance to change. Employee resistance to change must be addressed diligently and sentimentally as new work practices, new ways of processing and performing tasks would be introduced for KM
- Build a KM supportive culture and organizational structure which improves collaboration between work processes and improve communication between employees and management. Traditional hierarchical structures in the public sector and the culture embedded in public sector organizations have been potential causes to hinder the success of KM. Therefore team based and self-organizing organizational structures are recommended for successful KM implementation.
- Retain and develop human capital by implementing various retention strategies and making employees more loyal and committed.
- Conduct exit interview to retrieve maximum information and knowledge from employees who leave the organization
- Implement evaluation and feedback system and scientific tools to assess organizational knowledge and effectiveness of KM initiatives.

## 4. Conclusion

This paper presented an overview of KM initiatives and trends in Maldives civil service. This study concludes that KM system in Maldives civil service is not effective and requires systematic and policy level changes though organizations value knowledge as an important asset. Survey data also shows barriers to successful KM initiation are largely from lack of awareness and lack of time and absence of KM policies. The lack of time may be due to lack of awareness about the importance of KM. The challenges for KM initiation can be addressed by formulating better KM policy and strategy and by conducting KM learning programs and most importantly by using KM as a key driver towards increasing productivity and building trust in Maldives civil service.



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لَا تُحَرِّمُوا

مَرْفُوعٍ سَمَوِيٍّ وَ زُرِّيٍّ نَاجِيٍّ فَصَحَّحَ بِهِ دَلِيلِي دَمَاسِيٍّ نَسَبِيٍّ  
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۱. بحر. مَوجُ دَاجِ  
 ۲. عَرَبِیَّہُ عِزِّ عَزَّوَجَلَّ اِزْوَاجِ عَزَّوَجَلَّ  
 ۳. حَسْبُ عَزَّوَجَلَّ اِزْوَاجِ عَزَّوَجَلَّ

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# Employment Law in Maldives...How Far Are We? A Comparison between UK and Maldives

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## Introduction

Employment Act in Maldives takes the form of rights conferred on the individual employee against his or her employer, administered by a specialized system of employment tribunal, charged with the task of interpreting and enforcing Employment protection legislation. The Act was ratified in 2008 and since then only 04 amendments were brought to the Act.<sup>85</sup> Despite several attempts made by the parliament to identify the current practical difficulties and any proposed amendments from its stakeholders, no further amendments have been brought to the Act.<sup>86</sup>

The main purpose of the research is to highlight the practical difficulties of imposing the current Employment Act and new avenues that could be adopted by the Act for the settlements of disputes out of tribunal. These avenues has been successful and still ongoing in the developed countries including United Kingdom (UK) to settle disputes more informally within the parties themselves.

The paper would begin with explaining the reasons for the establishment of employment tribunals and how the natural justice rules came in to place. The paper would then highlight how the employment rights were conferred to the employees prior to the Employment Act in Maldives and the changes that had been brought with the Employment Act in order to protect the rights of the employees. After that, the paper would look in to whether if there is any room for development of the Act in order to provide more rights to both employer and employee, by discussing the developments brought by the governments of UK to cater this need. The paper would conclude by analysing the current features of the Employment Act with the United Kingdom Employment Law by suggesting feasible necessary reforms that could accommodate to the need of its existence and to provide a flexible, effective and a fair labour market in Maldives

<sup>85</sup> Employment Tribunal of Maldives < <http://www.employmenttribunal.gov.mv/dhi/gaanon.php> > accessed on 2<sup>nd</sup> February 2016

<sup>86</sup> [www.mvlaw.gov.mv](http://www.mvlaw.gov.mv) Accessed on 5<sup>th</sup> of January 2016

## **Historical Development of the Tribunal and Natural Procedural Rules in UK**

Acceptance of International Labour Organization's (ILO) Recommendation No 119 on Termination of Employment in 1964 by United Kingdom was an influential factor for the development of the Unfair dismissal law in United Kingdom.<sup>87</sup> The recommendation states that the termination of employment should not take place without backed by a valid reason.<sup>88</sup>

The Labour government elected in 1964, set up a Royal Commission in 1965 with an objective to consider the relationship between the managements and the employees and the role of trade unions and employers' associations in promoting the interests in promoting their members in accelerating the social and economic advance of the nation, with particular reference to the law.<sup>89</sup> The recommendations of The Donovan Report 1968 brought a massive revolution to the labour market of the UK. Particularly, giving the employee the rights to lodge complain for unfair dismissal, introduction of tribunals, changes to the remedies provided for the employees with regard to unfair dismissal claims, emphasizing the importance of satisfactory voluntary dismissal procedures and also stressed on the reasonableness of disciplinary reasons due dismissal could take place.<sup>90</sup> When turning in to pinpoint objectives of the introduction of the labour tribunals are wholly particular that, labour tribunals would be more suitable for providing easy access and speedy hearings of complaints. The commission report insisted that both reinstatement and compensation should be given as the avenues for the tribunal in providing remedies to the employees.<sup>91</sup> The tribunals should also have the right to review the reasonableness of the rules, depending on which the disciplinary actions were taken.<sup>92</sup>

## **The importance of knowing the best practices in Developed Countries**

The political turbulence in 2003 has led to a great many changes in to the legal system of Maldives. The most dominant change include the new constitution that came in 2008 conferring wide range of protections to the citizens of Maldives. Article 43 of the constitution states that "everyone has the right to administrative action that is lawful, procedurally fair, and expeditious" and also "everyone whose rights have been adversely affected by administrative action has the right to be given written reasons."<sup>93</sup> These rights conferred

<sup>87</sup>Deakin & Morris (n 1) 420.

<sup>88</sup> ILO, 'Recommendation 119 Of International Labour Organization, Termination of Employment Recommendation' 1963, Art (2) 1

<[http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100\\_INSTRUMENT\\_ID:312457](http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100_INSTRUMENT_ID:312457)

> accessed 01<sup>st</sup> September 2015

<sup>89</sup>David Cabrelli, *Employment Law in Context Text and Materials* (OUP 2014) 586.

<sup>90</sup>Royal Commission on Trade Unions (n 8)

<sup>91</sup> Royal Commission on Trade Unions (n 8)

<sup>92</sup> Royal Commission on Trade Unions (n 8)

<sup>93</sup> Article 43 of the constitution of Maldives

from the new constitution has made a fundamental change to the employment relationships in Maldives.

In Employment Law, Maldives follows a pattern well established in the systems of mainland Europe including the United Kingdom. The Employment Act 2008 stipulated rights such as procedural fairness, right to a notice and fair reasons before dismissal. These rights were first accepted in countries like UK, therefore it is important to know the best practices and adopt the best of them since these have been experienced in the developed countries since decades back.

### **Employment Rights prior to Employment Act 2008 in Maldives**

Before Employment Act came in to force, the employer had an open-ended power to bring the contract of employment to an end without the need for substantive justification and imposing general standards of procedural fairness upon the process of dismissal or any disciplinary actions.<sup>94</sup> As long as the employer could terminate the contract of employment at will (or on short notice), it effectively had the right to dismiss and re-employ on those terms which it deemed acceptable by placing the employee in a weak bargaining position.<sup>95</sup> It could be seen that before the legislation, the employees were left extremely exposed since there was no fetter on the employer's ultimate power of dismissal. The only possible avenue for the employee would have a remedy if the dismissal was in breach of the contract, in which case it was possible to sue for damages which was also limited then.

There were two legislative attempts made in 1968 to provide a legal status for the government officials.<sup>96</sup> Despite the attempts the power still was vested to the president's total authority to appoint, dismiss and transfer state officials. Similarly, till the legislation came in to effect, lots of attempts were made to formalize public employment but the power vested on the president remained unchanged, giving him unlimited power to manage the public employees.<sup>97</sup>

Now this power of the employer is limited by the principles adopted in the Employment Act 2008, by not simply underpinning the accrued contractual rights of the employees: the framework of implied and express terms through which the parties reciprocal rights and obligations are expressed rests upon the capacity in line to the Act to stabilize the employment relationship.

### **Critical analysis of Employment Act 2008 with UK Employment practices**

#### **Qualifying Period**

<sup>94</sup> 'Muazzafunge kanthatha Hingumuge Gavaaidh' (2004)

<sup>95</sup> Ibid (n2)

<sup>96</sup> Official Kantha [Issues] Chapter 1 Act No. 1/68 (1968) and Official Kanthah [Issues] Chapter 2 Aact No 2/68 (1968)

<sup>97</sup> Ibid (n 4)

Having addressed the sequential stages of Employment rights before the Act, now it is prudent to move on to address whether the Act accommodates to the significance given by the Framers of the Law to its existence. From a cursory glance at section 13 (f) of the Act<sup>98</sup>, the qualifying period is being stipulated as 2 years which gives the impression that this coincides with the reform taken by the conservative government of UK in 1985 and coalition government in 2010 of extending the qualifying period from 1 to 2 years in order to remove perceptions of risk attached to taking on a new labour of staff<sup>99</sup> and to give a reasonable time for the employers to evaluate the suitability which in turn would reduce the tribunal claims. But this has been subjected to criticism since the reasons were not practical and has been claimed as an indirect discrimination over to the vulnerable employees including women and young employees.<sup>100</sup>

### **Limited term contracts**

One could be stuck by the degree of overlap between the statutorily prescribed time duration for the expiry of limited term contracts in Employment Act of Maldives. The tribunal and courts have decided subjectively on the issue which leads to inconsistencies in judicial decisions leaving a gap in the legislation to dispense with a sophisticated body of case law which had been built up around it such as in the case of *Ali Azim v ACC*<sup>101</sup> and *Moosa Nazim & others v GMR International Airport*<sup>102</sup> which was decided differently on the same issue. Thus, legislation needs to confine to clarity of the section 13 (h) of Employment Act of Maldives to entail the duration, a fixed term contract could be renewed, and the employee could be treated as if she or he was employed for a contract of indefinite duration with the full protection as a permanent employee. The Act also need to stress that if the employer could not establish a good reason for the use of fixed term contracts, those contracts are deemed to be treated as a contract of indefinite duration which has been accepted as best practices in the European Countries.

### **Centered Employment Tribunal**

Maldives being a geographically scattered island Nation, huge number of employees resides in different islands. Currently it is very impractical for all the employees to have access to justice through centered Employment tribunal located in the capital city, Male'. Meanwhile, employees has lodged employment disputes to the Magistrate courts to decide their matter. However, those cases have been dismissed on the ground that the jurisdiction solely lays upon the Employment Tribunal. There has been discussions going on in parliament recently to decentralize the tribunal system, but nothing has been legislative till now.

<sup>98</sup> s 13(f) Employment Act 2008

<sup>99</sup> Deakin & Morris, *Labour law* (6<sup>th</sup> edn, Hart Publishing 2012 ) 425.

<sup>100</sup> David Renton and Anna Macey, *Justice deferred: a critical guide to the Coalition's employment tribunal Reforms* (Institute of Employment Rights 2013)

<sup>101</sup> 195/VTR/2012

<sup>102</sup> 65/VTR/2011

## **The need for an Employment Appeal tribunal**

It is worth stressing to the alarming issue that the courts take disproportionate amount of time to decide a case at courts whereby causing the other party to incur irrecoverable legal costs and loss of valuable working time. Section 86 of the Maldives Employment Act allows Employment tribunal decisions to be subjected to appeal for High Court.<sup>103</sup> This clearly strikes to the point that the High Courts are given the task of reviewing the cases of all types thereby causing delay to decide on employment disputes as well. Besides the fact that the establishment specialist tribunals were to provide the parties an easily accessible, speedy, informal and inexpensive procedure for the settlements of employment disputes partly motivated to keep the courts out of employment or statutory claims. But if the appeals from the tribunal are heard directly to the High Court, then the objective for the tribunal existence could not be met, leading the courts to exercise a fundamental role in deciding the employment cases.

Nevertheless, Employment Appeal Tribunals are established in UK to cater this need. When the Employment Tribunal decides a case, the appellant could appeal the case to the Employment Appeal tribunal on a point of law, where it is composed of judges of the High Court and lay members with expertise in industrial matters matching those powers of the High Court.

Maldives is in need of an institution as the Employment Appeal Tribunal would deal the employment related appeals making the process speedier and informal by coinciding to the real need of the establishment of tribunals in resolving the employment disputes. Along with the reform, it is also important to give more powers for the tribunal to strike out a claim at preliminary hearing on the basis of grounds including scandalous, vexatious or has no reasonable prospect of success.

## **Introduction of Tribunal Fees**

UK introduced tribunal fees to discourage the issues which could be resolved within the parties to be brought to the court in order to enable the wasted time and resources of the court on such vexatious claims to be diverted to cases which really have to be looked in to. Though this reform, this had reduced the number of vexatious claims and encouraged the dispute to be resolved within the parties of employment. The statistics showed that from October 2013 to June 2015, there has been 67% decrease in the number of single cases received to tribunal while the number of multiple cases has been reduced to 69% within these periods in UK after imposing tribunal fees.<sup>104</sup> This has been subjected to lot of criticism as this would not enable the right to access to justice for all the employees. Therefore, it is an important change that

<sup>103</sup> s 86 of the Employment Act 2008

<sup>104</sup> Doug Pyper Feargal, 'Employment Tribunal Fees' (2015)

<<http://researchbriefings.parliament.uk/ResearchBriefing/Summary/SN07081> Employment Tribunal Fees Post Implementation Review' Gov.uk> accessed on 11<sup>th</sup> June 2015

could be brought to the Maldivian Tribunal system, in order to use the tribunal time and resources effectively.

### **Grievance Handling and Procedural Fairness**

It is a widely accepted fact that the disputes in the workplace cost time and money, which in turn affects the economic growth by reducing country's productivity.<sup>105</sup> However, from the recent studies and researches it is being identified that the parties to an employment contract are reluctant to resolve their issues within themselves, instead it has been a trend that the tribunal is the only resort for resolving their disputes for every issue that arises between them.

<sup>106</sup>

The Tribunal statistics of Maldives clearly converge to the same issue of growing trend in Maldives.<sup>107</sup> Employment Tribunal of Maldives 2010 statistics shows that more than 50% of the claims received were regarding promotion issues, breach of employment contracts, demotion, and issues relating to denial of salary payments. These issues could be settled out of tribunal by adopting alternative to dispute resolution procedures. Therefore, a further statutory in roads is needed in Maldives Employment Act to rectify the current trend and the parties' perception rational way because it prevents waste of resources and time through excessive or badly targeted consumption.

### **An Independent Labour Relations Authority (LRA)**

The Labour Relations Authority (LRA) is mandated to oversee the compliance of the Employment Act (2008/2) and its enacted regulations, with the functions, to inspect and implement the administrative steps required for the adherence of the Employment Act of Maldives, to investigate disputes and claims regarding employment and labour, to create awareness for the purpose of ensuring the proper observation of this Act and its regulations and to provide technical information and advice required by employers and employees.<sup>108</sup> These responsibilities has been stipulated in Section 77 (a) of the Employment Act 2008.<sup>109</sup>

In UK, The Advisory, Conciliation and Arbitration Service (ACAS) is a statutory body independent of government. It is subject to the direction of a council, composed of a chairman and between 9 and 15 ordinary members appointed by the secretary of state. Its primary function is dictated by statute namely the promotion of the improvement of Industrial Relations. It discharges this obligation by providing conciliation and arbitration services in respect of individual and collective workplace disputes. Much of its work is directed at

<sup>105</sup> BIS, Consultation Paper, *Resolving Workplace Disputes*(as cited in Smith &Wood's, *Employment law* (11<sup>th</sup> edn, OUP 2013) 474

<sup>106</sup> Ibid (n20)

<sup>107</sup> Employment Tribunal statistics <<http://www.employmenttribunal.gov.mv/VTRreports/stat/2010h.pdf>> accessed on 20<sup>th</sup> April 2016

<sup>108</sup> <http://www.lra.gov.mv/> Accessed on 1<sup>st</sup> March 2016

<sup>109</sup> S77(a) of Employment Act 2008



keeping employment disputes out of the employment tribunal is at all possible by encouraging settlements through the “cost effective filters” of conciliation or arbitration.

Where employment claim has been presented by an employee claimant to an employment tribunal and a copy of it has been sent to an ACAS Conciliation Officer. The Conciliation officer is obliged to step in to endeavor to promote a settlement between the parties without it being determined by the employment tribunal in certain circumstances. Now the Enterprise and Regulatory Reform Act 2013 has made it mandatory to consult to ACAS before lodging any case to tribunal.<sup>110</sup>

But the important fact to be noted is that when the parties consult with ACAS, the time limit to submit a case to the tribunal will be extended with the consulting period with the ACAS.<sup>111</sup> Once the ACAS has decided on the matter, it has no obligation to inform the parties about the length of time the parties have to lodge a case to the tribunal, in case if the dispute was not resolved with consulting with the ACAS.<sup>112</sup>

This has been a practiced avenue to resolve the disputes before heading to the tribunal and it has been seen on the face of the record that out of total 60,800 notifications made to ACAS in the period of April to December 2014, 15% of cases were formally settled whereas, 22% progressed to Employment Tribunal.<sup>113</sup> It is also fair to note that that the 63% of the cases which were not settled by ACAS did not progress to tribunal claims, but was settled informally within the parties and some employees deciding not to proceed with to tribunal after discussions with ACAS conciliators.<sup>114</sup>

Under Maldivian Employment Act 2008, LRA is the only institution which could play a significant role in mediating and conciliating before the dispute is being lodged to the tribunal similar to the task assigned to The Advisory, Conciliation and Arbitration Service (ACAS) in UK.<sup>115</sup>

A broad range of functions across the field of grievance handling in the employee relations could be vested on LRA including Statutory recognition and information and consultation and also serving as an voluntary arbitral body that takes place in the shadow of the tribunal and brings the parties the ‘realism’ to bear, encouraging parties to settle their disputes by

<sup>110</sup> Enterprise and Regulatory Reform Act 2013, s 7

<sup>111</sup>ERRA 2013,s 9

<sup>112</sup>ERRA 2013,s 9

<sup>113</sup> Acas, Early Conciliation Update 4: April 2014 - March 2015 (7 July 2015) <

<http://www.acas.org.uk/ECupdate>> accessed on 10<sup>th</sup> October 2015

<sup>114</sup> Ibid

<sup>115</sup> Ibid (n 11)

giving the information about the nature of the tribunal hearings, the outcomes with regard to the nature of the dispute if it is lodged to the tribunal.<sup>116</sup>

This flexible and problem solving approach could be promoted by stipulating some statutory restrictions upon the parties, by mandating them to consult the LRA before submitting the dispute to the tribunal, imposing some penalties for not following the stated procedure such as reducing the compensatory awards if the employee by-passed the procedure and conversely increasing the compensatory award to the employee if the employer by-passed the procedure and lodged directly to the tribunal. The touch stone aim of LRA should be to reduce the claims proceeded to tribunal at an early stage; it would be also wise to extend the time limit to submit a case to the tribunal by including the consulting period with the LRA. Of course these changes are only feasible and practical if the institution is an independent body.

Currently, LRA employees are under the office of civil service commission, which would be impracticable for the institution to take up the functions, since being an employee of the largest employer; it would be impractical to establish the grievance handling procedures independently. Therefore, due to the practicability and desirability of the procedure, Employment Act of the Maldives are in need of this change. This enables issues which has no substance at all such as employees bringing claims just for the sake of bringing the employer to tribunal due to the dismissal, to be settled before proceeding to tribunal, by saving the tribunal and both parties valuable time and money.

Current Employment Act directs attention to the employer's conduct rather than overall fairness of the outcome which includes the right to be accompanied, generally accepted standards of procedural fairness, how investigations and suspension could be done prior to disciplinary hearings. To assess and harmonize these procedures within all employers, a crucial source could be the independent LRA where it could adopt a Code of practice which entails the procedures and could inform the government to bring the necessary reforms to the Employment Act by shaping it meeting the practical situations that arises in employment relation arena, which indeed is the tasks assigned to the institution currently, but it is fair to say that the institution is handcuffed to carry out the tasks since not being an independent institute by itself.

### **Range of Reasonable Test**

There are difficulties and challenges faced for both parties due to some enactments in the Maldives Employment Act 2008. Section 23 of the Act does give space for the employers to terminate an employee when an work ethic is deemed unacceptable and further continuation of employment is on reasonable grounds seen by the employer as unworkable, whereas the tribunals and courts does overturn the decisions made by the employers on this ground simply

<sup>116</sup> Professor Bryan Clark 'Mediation and employment disputes' In *Access to justice in employment disputes : surveying the terrain* (Institute of Employment Rights, 2013 ) 12

on the fact that the employer had failed to follow some of the procedures which was deemed to have been fulfilled prior to termination.<sup>117</sup>

This is an issue which needs to be given paramount importance in the employment relations as it is unreasonable to reinstate the same employee who had been terminated on a ground which the employer was fully convinced that employee had done an offence so heinous and the facts so manifestly are clear that a reasonable employer would have acted as same as the employer had done. The Law has to provide redress to these kinds of matters since in the best practices followed there has been avenues to deal with such kind of issues.

Here, the tribunal needs to analyze subjectively the reasonableness of the employer's mind at the time the decision was made, whether it is reasonable for an employer to have dismissed an employee at a situation as such. If the procedural fairness has not been met by the employer, a compensatory award could be given to the employee without the need for his reinstatement to his previous job where these avenues could be entailed in a Code of Practice of an independent LRA.

### **Maximum Compensation limit**

The Maldivian Employment Act 2008 needs to establish a maximum compensation limit, where an overall cap on median wage within which no employee could receive more than one year of their own wages as compensation whereby giving both employer and employee a realistic perception of awards they would receive in tribunal thereby encouraging settling the disputes within themselves.

The maximum compensatory cap on median wage in UK at £26000 has in turn reduced the number of claims forwarded to tribunal and thus encouraged the parties to employment to resolve the issues within themselves since it is worth to settle the disputes within the parties itself instead of spending the time and money which mostly would be more than the amount the employees could receive as a redress for compensation.<sup>118</sup>

### **Introduction of Alternative methods of Dispute Resolution (ADR)**

If the employers and employees need to be encouraged to work together to resolve disagreement that arise in the workplace, the government need to adopt mediation, early conciliation and compromise agreement as avenues to alternative to dispute resolution and a way to implement these procedures need to be addressed.

### **Mediation**

Mediation is “a process that delivers a solution developed and agreed by both parties, a “win-win” outcome that benefits parties not only in terms of the direct savings from avoiding the

<sup>117</sup> Section 23 Maldives Employment Act 2008

<sup>118</sup> BIS, ‘Resolving workplace disputes-government response’ (n 180) 8

tribunal route, but also in terms of preserving the employment relationship, maintaining productivity, reducing sick absence and increasing employee engagement.”<sup>119</sup>

The government needs a pilot study on mediation in order to see whether mediation could be a good medium to resolve workplace disputes and needs to be incorporated in to the legislation the possible ways to do it. This could be done through an independent LRA playing a pro-active role which was discussed previously, acting as a mediator of all employees and employers in Maldives to resolve the issues at an earlier stage to preserve the employment relationship before it gets more worsened.

### **Compromise Agreements**

It is fair to note that there would arise situations where both parties could not come to an agreement, in these situations the UK government recognizes the compromise agreements as a mean of settling disputes in situations where the employment relationship is not possible to retrieve between the parties whereby ending the relationship could only be seen as the only possibility.<sup>120</sup>

Compromise agreements could accelerate the process of parting the ways between the parties, by coming to an agreement that employee would accept a monetary payment by compromising to claim against the employer in employment tribunal afterwards. This could lead the employer to incur some costs, but still this could provide a better avenue to resolve the dispute in a more efficient, cheaper way than resolving through the tribunal.<sup>121</sup> Employees are always welcome to decline the offer for settlement if they want to with the existing safeguards reserved for them.<sup>122</sup>

### **Protected Disclosures**

Protected Disclosures could also be another avenue for both the parties to come for a settlement before the case is put before the tribunal. In this, the employer is allowed ‘without prejudice’ to come to an agreement with the employee on terms that the contents of the agreement would not be put before the tribunal.<sup>123</sup> The rationale behind this is to enable the employer to talk with employee in an informal way to come to a settlement without that conversation being used by the employee as evidence to tribunal at a later date.

The Government of Maldives need to focus on these avenues to shape the employment law at an accepted level by adopting best practices in order to have a flexible, effective and fair labour market.

<sup>119</sup> *Resolving Workplace Disputes* (n77) 474.

<sup>120</sup> *Resolving Workplace Disputes* (n77) 474.

<sup>121</sup> Ibid

<sup>122</sup> Ibid

<sup>123</sup> Enterprise and Regulatory Reform Act 2013, s 17

## **Conclusion**

It is evident from the facts discussed above that Maldives Labour Market has been moving towards a system which adopts the best practices from the developed countries. Even though, the Maldives is a developing country having a small population compared to the other developing countries, its Employment Act has adopted the main principles from the best practices applied worldwide and within the past 08 years of its enactment it is a known fact that these developments are practical in Maldives and has made a lot of positive impacts to the Country's Labour Market.

From the research mentioned above, it has appeared that there are avenues and more practices that Maldives could adopt in order to improve shaping of the Employment Law to attain a level where most of the developed countries Labour Market has attained. Hence, the comparison between the employment law of Maldives and UK has given the idea that Maldives needs to adopt the Alternative to Dispute resolution methods such as Mediation, compromise agreements and protected disclosures.

ACAS, maximum compensation limit, range of reasonable test, introduction of fees to tribunal and Employment Appeal Tribunal are different avenues which has been adopted by UK since decades back. Since Maldives Employment Act was enacted only 8 years back and consists of a very few such avenues to resolve issues, Maldives has a very long way ahead to attain the employment system which is practiced in UK.

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لَا تُحَرِّسُوهُ 6

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برسوسو سوسو

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- [illegible]

- د بڼه وړي، ژورناله، پراخوونکي، لاس ته راغلي، زياتر برخې يې ترسره شوي دي.  
د سوله ايزو موټرچ خوږه ناسته ترسره شو.

[illegible]

تحریری و لغوی معنی:

- [illegible]

[illegible]



- [illegible]

دَرْسُوۡرُ حُرُوۡفِ دُوۡسْتِ خُرُوۡفِ سَوۡفِ:

- [illegible]

۳۰۱

- [illegible]

[illegible]

تجاری و صنعتی و خدماتی و ...

[illegible]

دَرَسُو مُرَدُّو سِر دُرُو مَو سَهَبُ:

[illegible]

2017

[illegible][illegible]

تغریز و تحریک و تلمیح و تکرار:

- [illegible]

[illegible]

- [illegible]

دَرْسُومُ بَرْدُوسُ وَتَرْجُومُ سَوَّحُ:

- دُخْرُ الرِّمَى ذُو الْقُرْبَى اِيْمَانٌ رَاحَةُ الْمَرْجُو.
- وَبِالْحَقِّ نَحْنُ الْمَعْلَمُ حَسْبُكَ دَرَجَتُهُ هَكَذَا اِنْدَرَسَ.

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- $\frac{1}{2} \frac{d}{dt} \left( \frac{1}{2} m v^2 \right) = \frac{1}{2} m v \frac{dv}{dt} = \frac{1}{2} m v \frac{d}{dt} \left( \frac{1}{2} m v^2 \right) = \frac{1}{2} m v \frac{d}{dt} \left( \frac{1}{2} m v^2 \right)$
- $\frac{1}{2} \frac{d}{dt} \left( \frac{1}{2} m v^2 \right) = \frac{1}{2} m v \frac{dv}{dt} = \frac{1}{2} m v \frac{d}{dt} \left( \frac{1}{2} m v^2 \right) = \frac{1}{2} m v \frac{d}{dt} \left( \frac{1}{2} m v^2 \right)$
- $\frac{1}{2} \frac{d}{dt} \left( \frac{1}{2} m v^2 \right) = \frac{1}{2} m v \frac{dv}{dt} = \frac{1}{2} m v \frac{d}{dt} \left( \frac{1}{2} m v^2 \right) = \frac{1}{2} m v \frac{d}{dt} \left( \frac{1}{2} m v^2 \right)$
- $\frac{1}{2} \frac{d}{dt} \left( \frac{1}{2} m v^2 \right) = \frac{1}{2} m v \frac{dv}{dt} = \frac{1}{2} m v \frac{d}{dt} \left( \frac{1}{2} m v^2 \right) = \frac{1}{2} m v \frac{d}{dt} \left( \frac{1}{2} m v^2 \right)$

٥ دَرَسُوکِ اِیْمَر دَسْتُوکِ دَقْتَرِ هَیْمَرِ اَیْمَرِ دَسْتُوکِ دَرَسُوکِ اِیْمَرِ  
 دَسْتُوکِ دَرَسُوکِ اِیْمَرِ دَسْتُوکِ دَرَسُوکِ اِیْمَرِ دَسْتُوکِ دَرَسُوکِ اِیْمَرِ

- 
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سر سرتو

[illegible][illegible]

برق و صنعت

- [illegible]

សេចក្តីសម្រេច និង ការសម្រេច របស់ អង្គជំនុំជម្រះ

០. សេចក្តីសម្រេច, 2 អង្គជំនុំជម្រះ  
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12 អង្គជំនុំជម្រះ, 2 អង្គជំនុំជម្រះ  
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