NATIONAL APPROACHES TO HUMAN RESOURCES DEVELOPMENT IN THE PACIFIC



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NATIONAL APPROACHES TO HUMAN RESOURCES DEVELOPMENT IN THE PACIFIC



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The country papers have been issued without formal editing.

PREFACE

The present volume contains the proceedings of the Pacific Subregiional Meeting of ESCAP National Focal Points for Human Resources Development, 2-5 July 1991, Port Vila.

Part I contains the report of the Meeting, including proposals to strengthen national efforts to promote human resources development in the Pacific.

Part II contains nine country papers that were presented by the participants at the Metting.

It is hoped that this publication will provide useful information to policy makers and planners on human resources development policies and programmes of the Pacific island developing countries and territories of the ESCAP region.

This publication is part of a series of activities being undertaken by the ESCAP Network of National Focal Points for Human Resources Development. The Network is funded by the United Nations Development Programme under project RAS/89/023 on Assitance towards the implementation of the Jakarta Plan of Action on Human Resources Development.

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PART ONE

REPORT OF THE PACIFIC SUBREGIONAL MEETING OF ESCAP NATIONAL FOCAL POINTS FOR HUMAN RESOURCES DEVELOPMENT

2-5 JULY 1991, PORT VILA

I. ORGANIZATION OF THE MEETING

A. Background

1. The Economic and Social Commission for Asia and the Pacific (ESCAP) at its forty-fourth session in April 1988 adopted resolution 274 (XLIV) on the Jakarta Plan of Action on Human Resources Development in the ESCAP Region. The Plan constitutes a comprehensive policy framework addressing the expressed need to develop the human resources of the region.

2. One of the major recommendations contained in the Jakarta Plan of Action was for ESCAP to establish an institutional mechanism to support the efforts of Asian and Pacific countries in devising an integrated approach to human resources development policy-making, planning and programming.

3. In pursuance of that recommendation, ESCAP, with the financial support of the United Nations Development Programme (UNDP), established the ESCAP Network of National Focal Points for Human Resources Development. The Network is a region-wide mechanism comprising government entities (national human resources development focal points) responsible for the coordination of national policy-making, planning and programming for human resources development.

4. As one of the activities of the Network, ESCAP organized the Pacific Subregional Meeting of ESCAP National Focal Points for Human Resources Development at Port Vila, Vanuatu, from 2 to 5 July 1991. The Meeting was the first of a series of three subregional meetings of national human resources development focal points scheduled to be convened for the Pacific, South Asian and East/South-East Asian subregions.

5. The major objectives of the Meeting were to provide an opportunity for representatives of the national human resources develop-

ment focal points in the Pacific subregion, in their capacity as members of the ESCAP Network of National Focal Points for Human Resources Development, to discuss national approaches to human resources development policy-making, planning and programming and consider further courses of action for the Network and its members at the national, subregional and regional levels.

B. Attendance

6. The Meeting was attended by representatives of national human resources development focal points from the following 12 ESCAP members and associate members: Cook Islands, Fiji, Guam, Kiribati, Marshall Islands, Federated States of Micronesia, Republic of Palau, Papua New Guinea, Samoa, Solomon Islands, Tuvalu and Vanuatu.

7. A representative of the Commonwealth Youth Programme, South Pacific Regional Centre, was also present.

C. Opening of the Meeting

8. The Meeting was opened by His Excellency Father Walter Lini, Prime Minister of Vanuatu. In his opening address, the Prime Minister took note of the significance of human resources development as a prerequisite for the advancement of the Pacific developing countries. In that connection, he welcomed the establishment by ESCAP, in cooperation with UNDP, of the ESCAP Network of National Focal Points for Human Resources Development. He noted that the Network was a visible manifestation of and essential tool for the effective implementation of the Jakarta Plan of Action. The Prime Minister emphasized the importance of the Meeting as a step forward in the mobilization of the Pacific countries to strengthen their human resources. He expressed the hope that the Meeting would formulate effective policies, plans and programmes to guide Pacific governments in maximizing the potential of their human resources.

9. In his introductory statement, the Chief of the Social Development Division, ESCAP, reviewed the Jakarta Plan of Action on Human Resources Development in the ESCAP Region as a blueprint for human resources development in the developing Pacific island countries. He explained that ESCAP, with the financial support of UNDP, had established the Regional Network of National Focal Points for Human Resources Development as a mechanism to promote the exchange of relevant experience, information and technical expertise on national approaches to and activities for improved human resources development policy-making, planning and programming. In closing, he expressed his appreciation to H.E. Father Walter Lini, Prime Minister of Vanuatu, for honouring the Meeting with his presence and opening address, and to the various senior officials from various Pacific countries and territories for their participation in the Meeting.

10. In his welcoming statement, the Head of the ESCAP Pacific Operations Centre (EPOC), conveyed his thanks to H.E. Father Walter Lini, Prime Minister of Vanuatu, for delivering an inaugural statement to the Meeting. He welcomed the senior government officials who had accepted the ESCAP invitation to participate and expressed his hope that the Meeting would fulfil with distinction its task of strengthening the cause of human resources development in the Pacific subregion.

D. Election of officers

11. The Meeting elected Mr. John Sanvana (Solomon Islands), Chairman, and Mr. Fonoivasa L. Ah Ching (Samoa), Mr. Herman Rodas (Republic of Palau) and Ms. Immaculate M. Gimots (Papua New Guinea), Vice-Chairmen.

E. Adoption of the agenda

12. The Meeting adopted the following agenda:

1. Opening of the Meeting.
2. Election of officers.
3. Adoption of the agenda.

4. National approaches to policy-making, planning and programming for human resources development.
5. Modalities for strengthening the role of national focal points in intersectoral coordination for human resources development.
6. Enhancement of cooperation between Governments and non-governmental organizations for human resources development.
7. Recommendations.
8. Closing of the Meeting.

II. NATIONAL APPROACHES TO POLICY-MAKING, PLANNING AND PROGRAMMING FOR HUMAN RESOURCES DEVELOPMENT

13. Each of the 12 participants presented a paper reviewing the human resources development policy and planning situation and related matters prevailing in his/her country or territory. Those papers are provided in part two of the *Proceedings*.

14. The Meeting had before it document SD/PS/NFP/1 entitled, "Guidelines to an integrated approach to human resources development policy-making, planning and programming."

15. In presenting the paper, Ms. Lorraine Corner, Resource Person, reminded the Meeting that the concept of human resources development advocated by the Jakarta Plan of Action was a holistic one, focusing on the development of people as both the beneficiaries of development and the most important contributor to development. It places a balanced emphasis on participation by all people both as consumers of an improved quality of life and as investors in human capital.

16. The Plan, in discussing human resources development policy-making, focuses on the establishment of a national concept of human resources development and the identification of key priority areas. An understanding of the nature and importance of human

resources development, fostered through debate within the public administration, the private sector, the non-governmental sector and the media, was required to provide the political will to integrate human resources development effectively into the policy, planning and programming system.

17. With regard to human resources development planning, the Plan focuses on provision for coordination and programme implementation. The establishment of a national human resources development focal point and the creation of appropriate institutional arrangements for human resources development were seen as means of achieving effective coordination and integration. The national focal point should be established as an independent body or within the central planning agency in order to facilitate a broad multisectoral approach to human resources development.

18. With respect to programme implementation, the Plan emphasized that methods of implementation were themselves an aspect of human resources development. It was suggested that implementation should take special account of the nature and impact of individual incentives and disincentives. Targeting of key enabler groups and disadvantaged groups was advocated on the grounds of both efficiency and effectiveness. In particular, careful examination of the specific incentives and disincentives facing women and other disadvantaged groups was essential for effective human resources development. The expansion of client choice, the enhancement of rewards and the reduction of disincentives, decentralization and the provision of a strong information base were advocated as effective means of encouraging people's participation in human resources development.

19. As to monitoring and review, the Plan emphasized that those should be an integral element of programme development and implementation. It highlighted the need for a timely, comprehensive and widely disseminated national human resources development information base. The importance of monitoring was closely related to the need for adaptive and evolving human resources

development strategies that adjusted to changing needs and situations.

20. The discussion of those points by the Meeting revealed a range of national views. Some participants indicated that their countries focused primarily on a narrow concept confined to manpower development, in some cases even more strictly confined to the public sector, in others more broadly conceived to include the private sector. Participants from a few of the larger Pacific countries indicated that their countries were currently moving towards the broader concept of human resources development advocated by the Jakarta Plan of Action, particularly focusing their attention on the human resources development of disadvantaged groups and on the rural rather than urban populations.

21. Countries taking the more narrow, manpower development orientation had tended to adopt largely reactive human resources development policies and strategies to address immediate problems. Among those problems, rural-urban migration, intercountry migration (the "brain drain") and the role of expatriate professionals; the impact of foreign donor priorities on national policy-making and planning; and critical shortages of financial and other resources, especially in education, were highlighted. It was suggested that the impact of emigration and the brain drain on manpower development could be usefully analysed in terms of the incentives and disincentives that were encouraging high-level manpower to migrate to more developed countries. Alternative strategies might emerge from efforts to identify the kinds of incentives that might retain skilled workers, attract them to return (for at least part of their working lives) or help them to preserve their cultural roots, facilitating remittances and their eventual return. Some participants felt that financial constraints were to some extent the result of inappropriate national standards adopted in response to external pressures. Alternative low-cost strategies, such as the potential for distance education to expand coverage in the education sector, and the integrated delivery of health, nutrition and educational services, were suggested as ways of alleviating the resource constraint.

22. It was observed by a few participants that human resources development trends in various territories in the Pacific were being distorted as a result of dependency relationships with various developed countries. They called for a further examination of that issue within the context of the ESCAP programme on human resources development.

23. Considerable discussion focused on the difficulties of achieving integration and coordination, which participants felt were aggravated by the overwhelming impact of bilateral and multilateral aid agencies on development policy-making and planning on some Pacific countries, and the tendency of aid programmes to be driven by their own sectorally-oriented programme priorities and strategies.

III. MODALITIES FOR STRENGTHENING THE ROLE OF NATIONAL FOCAL POINTS IN INTERSECTORAL COORDINATION FOR HUMAN RESOURCES DEVELOPMENT

24. The Meeting had before it document SD/PS/NFP/2 entitled, "National approaches to inter-organizational coordination in human resources development policy-making, planning and programming in ESCAP countries."

25. In presenting the paper, Mr. J. Veera Raghavan, Resource Person, drew attention to the need to strengthen the role of national human resources development focal points as a means of facilitating intersectoral coordination for human resources development.

26. The following measures were proposed to achieve the above objective:

(1) Strengthening national human resources development focal points through formal, legislative empowerment, locating them at a high level within the national govern-

ment so that they would have the requisite authority to influence human resources development policy, and through providing them with sufficient financial resources and technically qualified staff;

(2) Establishing supportive links between national human resources development focal points and other relevant government agencies;

(3) Enhancing administrative coordination procedures of national human resources development focal points with other relevant government agencies;

(4) Identification by national human resources development focal points and other relevant government agencies of priority human resources development issues and disadvantaged target groups;

(5) Building a strong human resources development information base;

(6) Expanding collaboration between national human resources development focal points and the private and non-governmental sectors.

27. With reference to the country papers that had been presented earlier, it was pointed out that intersectoral coordination among the concerned ministries was needed to deal with problems of unemployment, shortages of skilled manpower and problems of migration through better matching of supply and demand for manpower in coordination with other policies. The Meeting was cautioned that manpower forecasts should not be taken literally, but should be treated as indicative, and that there was a need for regular monitoring of manpower shortages and surpluses. Concern was expressed that the education/recruitment system would have to respond quickly to the situation revealed by such monitoring. Reference was made to the importance of coordination between employment, education, health and other social service areas; the

need to avoid multiplicity of delivery systems; and the need to adapt science and technology to rural and local problems.

28. In discussing the issue of intersectoral coordination of human resources development and the means of strengthening the national human resources development focal points in that regard, the participants briefly reviewed the situation in their respective countries. Some countries had located their national focal point in ministries or departments of human resources development where those existed. Other countries had located the focal point in their departments of personnel ("personnel" in many of those cases being formally referred to as "human resources"). Some others had established them in their lead agencies dealing with economic development planning, while a few others had located the focal point in their education or health ministries.

29. The Meeting recognized that, given the broadening view of human resources development as covering such areas as education, health, social services, employment etc., it would be necessary to establish strong linkages with ministries/departments dealing with those areas where national human resources development focal points were not specifically located in such ministries/departments.

30. It was noted that progress with respect to the establishment and strengthening of national human resources development focal points was diverse within the Pacific subregion and that the various countries and territories of the subregion were at very different points in their implementation of the Jakarta Plan of Action. Special interest was expressed, in that regard, in the experience of Fiji, which had in 1989 convened a national workshop to devise a national plan of action to implement the recomendations and proposals contained in the Jakarta Plan of Action.

31. The need for specific technical assistance that could be provided by ESCAP in coordinating the implementation of the Jakarta Plan of Action and more specifically in strengthening national human resources development focal points was raised. It was

indicated that proposals had been made to UNDP and that, if approved, strengthening the role of national human resources development focal points would become the focus of attention and assistance in the next phase of ESCAP activities in support of the implementation of the Jakarta Plan of Action.

32. The question of strengthening EPOC as a unit of the ESCAP secretariat in coordinating the implementation of the Jakarta Plan of Action in the Pacific subregion was also raised.

IV. ENHANCEMENT OF COOPERATION BETWEEN GOVERNMENTS AND NON-GOVERNMENTAL ORGANIZATIONS FOR HUMAN RESOURCES DEVELOPMENT

33. The Meeting had before it document SD/PS/NFP/3 entitled, "Enhancement of cooperation between governments and non-governmental organizations for human resources development."

34. In presenting the paper, Mr. David Cox, Resource Person, emphasized that four sectors played a significant role in human resources development: the statutory, commercial, non-governmental and informal sectors. Of the four, however, it was the informal or community sector that was the most important in mobilizing and facilitating human resources development, because such development was essentially for the people and involving the people.

35. The danger of human resources development involving only the more advantaged or more accessible sections of the community was highlighted, and the critical role that non-governmental organizations had to play in ensuring that the more disadvantaged and isolated sections of society received access to government service provisions was emphasized.

36. If government accepted the role of the non-governmental sector, government could play important roles in encouraging that sector. That could be achieved by determining the specific roles of

the non-governmental sector, involving it in planning for human resources development, including non-governmental organization representatives on relevant planning and other councils, and providing non-governmental organizations where possible with necessary resources.

37. It was emphasized that government could contribute to an effective non-governmental sector by providing training opportunities for the staff of non-governmental organizations, providing technical assistance to strengthen their functioning and evaluating the impact of their work.

38. Coordination between the two sectors could be achieved by involving non-governmental organizations on central and other planning bodies, ensuring that all government programme development was based on maximum consultation and facilitating such cooperation through establishing NGO umbrella bodies.

39. Finally, it was emphasized that political stability, so important to development, was more likely to result from a high level of people's participation in development, a goal that non-governmental organizations could help achieve.

40. In the discussion that followed, participants endorsed the importance of the role of non-governmental organizations in human resources development and noted the need for close cooperation between the the government and non-governmental sectors. In particular, the Meeting emphasized:

(1) The roles of various religious bodies as active non-governmental organizations in the Pacific;

(2) The importance of promoting the role of women in human resources development through national women's councils and other women's organizations at the village level;

(3) The significance of integrating Pacific youth into the human resources development process;

(4) The benefits of involving non-governmental organizations in dealing with major national issues like economic development and poverty eradication;

(5) The useful role to be played by umbrella councils or federations of non-governmental organizations;

(6) The distortions sometimes introduced into national human resources development processes by external donor funding of non-governmental organization work and the importance of government monitoring of this procedure;

(7) The need to recognize both the positive and negative roles of traditional culture in the development process.

V. PROPOSALS FOR ACTION

41. The Meeting, in reviewing the conclusions reached in the course of its deliberations, formulated a series of proposals for action. The proposals were framed with specific reference to the special needs of the developing Pacific countries and territories.

A. Establishing and strengthening national human resources development focal points

(1) Where a national human resources development (HRD) focal point does not already exist, governments should establish or designate an appropriate agency to coordinate national human resources development policy-making, planning and programming. The National HRD Focal Point should be established at a high level in the policy-making and planning machinery and should be endowed with adequate manpower and financial resources

to enable it to accomplish its mission effectively. Specifically:

(a) The national human resources development focal point should be given legislative or other formal authority where this has not already been done;

(b) The national human resources development focal point should be located at a sufficiently senior level to permit it to be directly involved in policy-making and planning for all sectors engaged in human resources development;

(c) The national human resources development focal point should be given the authority to coordinate all national human resources development activities and to establish liaison with international agencies involved in human resources development, particularly to secure financial assistance and expertise in support of national human resources development programmes;

(2) National human resources development focal points should act as the national liaison agencies for the collection and dissemination of human resources development information from the ESCAP region and for coordination with other countries on matters relating to human resources development;

(3) National human resources development focal points should establish supportive linkages with other organizations concerned with human resources development, including non-governmental organizations and the private sector. A priority list of institutional linkages should be developed and periodically reviewed;

(4) National human resources development focal points should strengthen their role and function in generating, organiz-

ing and analysing information about human resources development needs and develop links with national data collection agencies and research institutions in this regard.

B. Promoting human resources development policy-making, planning and programming

(1) Human resources development-related foreign assistance that is channelled through sectorally-oriented programmes tends to ignore the need to take an integrated approach to human resources development at the national level. Governments should prepare guidelines for foreign assistance for human resources development to encourage a more effectively coordinated approach to human resources development support from donor agencies.

(2) Measures should be implemented to reduce the brain drain, encourage the return of skilled migrants, and ensure a larger flow of remittances from emigrants to the developing Pacific countries and areas. Specifically:

(a) Governments should encourage local employers in the public and private sectors to improve job satisfaction and career opportunities for skilled manpower.

(b) Governments should negotiate agreements with recipient countries to encourage skilled emigrants to work on attachment in their countries of origin.

(c) Governments should encourage ESCAP and other international bodies and agencies to undertake and fund research on individual incentives to reduce the "brain drain" and other forms of international migration adversely affecting the developing Pacific countries and territories.

(d) Governments should encourage ESCAP and other national and international bodies and agencies to assist them in devising and effectively implementing policies to manage both in- and out-migration of skilled manpower.

(3) Education and training systems should be adapted to meet national human resources development needs, taking into consideration not just local needs for skilled manpower but also the importance of primary and basic adult education for all aspects of human resources development. More flexible, low-cost approaches to the delivery of education, including distance education, involvement of non-governmental organizations, and non-formal, adult and community education need to be explored. Specifically:

(a) Governments should give priority attention to primary education as the foundation of all human resources development;

(b) Governments should pay greater attention to adult and community education as a basis for further human resources development;

(c) Education programmes should encourage the development of general learning skills rather than the acquisition of rote knowledge or specific skills;

(d) The role of on-the-job training for the acquisition of specific skills should be enhanced.

(4) Accurate, comprehensive and timely information on human resources development situations and on the progress of programmes is required by policy makers, planners and programmers. Countries should therefore take steps to make existing information more accessible, both

within and outside the public sector, improve its quality, expand its coverage and improve its timeliness. Specifically:

(a) Every country should establish a human resources development database.

(b) Special attention should be paid to the establishment of an adequate information base relating to quality of life issues, and to the provision of information by gender and socio-economic status, and for local areas.

(5) Monitoring should be an integral element of human resources development programmes in order to provide information about programme successes, failures and limitations and to facilitate adaptation and adjustment for greater effectiveness.

C. Fostering government/non-governmental organization cooperation

(1) Governments, recognizing the important roles of non-governmental organizations in human resources development, should involve non-governmental organizations in their human resources development planning and programming, making specific provision for the representation of specific disadvantaged groups, such as women, youth and disabled persons.

(2) Governments should provide non-governmental organizations with guidelines covering the expectations that government has of the roles of non-governmental organizations in human resources development. Among these expectations should be that non-governmental organizations complement government human resources development programmes and provide for accountability and programme evaluation.

(3) Governments should identify those human resources development tasks best played by non-governmental organizations, encourage them to carry out those tasks and assist them in securing the financial resources necessary for that purpose.

(4) Governments should ensure that personnel of non-governmental organizations are provided with training in management and in such specific social concerns as drug abuse and AIDs, hygiene and nutrition, family planning, community development and employment skills as a means of enhancing their contribution to human resources development.

(5) Governments should encourage non-governmental organizations to establish umbrella organizations with which government agencies can establish liaison and through which they can integrate the non-governmental sector effectively into national human resources development policies, plans and programmes.

D. Strengthening subregional cooperation

(1) ESCAP should take early action to provide technical assistance to national human resources development focal points in the Pacific subregion to strengthen their role in implementing the Jakarta Plan of Action. More specifically, ESCAP should provide direct advisory services to the developing Pacific countries and territories in the establishment of national steering committees (having government, non-governmental and private sector representation) which would function under the aegis of the national human resources development focal points. ESCAP should obtain UNDP financial support as a direct follow-up to the present UNDP-funded project, for the execution of that activity.

(2) ESCAP Headquarters should serve as a regional centre to promote information networking among the national human resources development focal points as a means of strengthening national human resources development policy-making, planning and programming. To improve the effectiveness of such information networking, EPOC should serve as the subregional centre for information exchange among the developing Pacific countries and territories.

(3) ESCAP should provide technical assistance to national human resources development focal points in establishing a human resources development database.

(4) ESCAP should promote interaction among national human resources development focal points of all three subregions of the Asian and Pacific region (Pacific, South Asia, East/South-East Asia) through the holding of regional meetings of national human resources development focal points on a regular basis, to promote technical cooperation among developing countries in the field of human resources development.

(5) ESCAP should organize a series of subregional training courses for national human resources development focal point personnel, both to enhance their capabilities and to provide opportunities for the exchange of information and views.

(6) ESCAP should assist national human resources development focal points through technical assistance and mobilization of funds in organizing national-level workshops to promote wider understanding of the Jakarta Plan of Action.

(7) ESCAP should provide national human resources development focal points with educational, training and public awareness materials for use in promoting the concept of

human resources development at the national, subnational and local levels.

(8) ESCAP should provide, on request from Governments, the services of its Professional staff to serve as resource persons at meetings organized by the national human resources development focal points and to assist in other relevant government activities.

(9) Communication between the national human resources development focal points and ESCAP Headquarters should be improved. In view of the geographical distance between ESCAP headquarters and the Pacific countries, EPOC should assist ESCAP headquarters in coordinating the Pacific subregional activities of the ESCAP Network of National Focal Points for Human Resources Development.

(10) ESCAP headquarters should explore the possibility of strengthening the staff resources of EPOC to enable it to function as an effective unit in assisting ESCAP headquarters in providing technical support to and monitoring of the activities of the national human resources development focal points. In that regard, ESCAP should prepare an extrabudgetary project to provide for the services of an expert in the field of human resources development to be outposted to EPOC.

VI. ADOPTION OF THE REPORT

42. The Meeting adopted its report on 5 July 1991.

Annex

LIST OF PARTICIPANTS

A. National focal points

COOK ISLANDS	Mr. Rangi G. Tuavera Director Personnel Planning and Training Office Public Service Commission Rarotonga
FEDERATED STATES OF MICRONESIA	Mr. Nachsa Siren Environmental Health Coordinator Department of Human Resources Pohnpei
FIJI	Mr. Lopeti Vulaono Principal Planning Officer (Population and Manpower) Central Planning Office Suva
GUAM	Mr. Peter S. Calvo Director Agency for Human Resources Development Tamuning
KIRIBATI	Mr. Ntiua Tetinaniku Under Secretary Personnel Division Office of the President Tarawa

MARSHALL ISLANDS	Mr. Clary Makroro Assistant Chief Planner Office of Planning and Statistics Majuro
PAPUA NEW GUINEA	Ms. Immaculate M. Gimots Assistant Secretary Training Policy Development and Evaluation Department of Personnel Management Waigani
REPUBLIC OF PALAU	Mr. Herman Rodas Chief, Division of Labour Ministry of Commerce and Trade Koror
SAMOA	Mr. Fonoivasa L. Ah Ching Secretary Public Service Commission Apia
SOLOMON ISLANDS	Mr. John Sanvana Under-Secretary Ministry of Education and Human Resources Development Honiara
TUVALU	Ms. Teniku Tatapu Higher Executive Officer Personnel Division Office of the Prime Minister Funafuti
VANUATU	Mr. George Borugu Regional Development Planner National Planning and Statistics Office Port Vila

B. Non-governmental organizations

Commonwealth Youth Programme (CYP)	Mr. Hannington G. Alatoa Regional Director Commonwealth Youth Programme South Pacific Regional Centre University of the South Pacific Suva, Fiji

C. Resource persons

Ms. Lorraine Corner	Graduate Programme in Demography Australian National University Canberra Australia
Mr. David Cox	Department of Social Work La Trobe University Bundoora, Victoria Australia
Mr. J. Veera Raghavan	Former Secretary Ministry of Human Resources Development New Delhi India

PART TWO

COUNTRY PAPERS

COOK ISLANDS

MANPOWER DEVELOPMENT AND TRAINING IN THE COOK ISLANDS*

I. INTRODUCTION

The manpower situation in the Cook Islands is dominated by the fact that large numbers of Cook Islanders are migrating to New Zealand in search of more lucrative employment opportunities. The special relationship which the Cook Islands has with New Zealand, whereby the people can freely migrate and work in the larger country, has provided economic opportunities for many people and relieved what otherwise could have been a serious unemployment situation. At the same time, migration has also become a matter of concern for the country as large numbers of the most productive, talented and best educated citizens have left for better paying jobs overseas. Returns on the Cook Island's investment in education and training, while beneficial to individuals, are to a large extent lost to the country that plans for them.

The ability to retain skilled manpower is linked to the ability of the economy to provide remunerative employment opportunities. Unless the best of the Country's indigenous human resources can be retained and utilized in the development process, the country itself cannot be expected to develop according to the aspirations of the people.

While there is an overall shortage of employment opportunities in the Cook Islands, there are also certain occupational areas where there is a shortage of skilled manpower. In some cases, the absence of workers with crucial skills no doubt inhibits industrial growth. In other cases, where skilled labour is unavailable, manpower is recruited from overseas.

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* By Mr. Rangi G. Tuavera, Director, Personnel Planning and Training Office, Public Service Commission, Rarotonga, Cook Islands.

(a) National Demographic Trends

As air services and the availability of employment opportunities in New Zealand and Australia have expanded, the population of the Cook Islands has steadily declined since 1971.

Between 1971 to 1976, a minus 3.3 per cent annual decline in population was experienced. This rate of decline has since decreased gradually to about minus 3.4 per cent for the years 1981 to 1986. The total population recorded for 1986 was 17,455.

From 1981 to 1986, Rarotonga registered a 0.3 per cent increase in population and by 1986 accommodated fifty-four percent of the country's total population. During the past five years, the percentage of total population growth recorded was the negative growth rate of approximately minus 0.6 per cent. In 1986 the proportion of population in the rest of the Southern and Northern Group was 32 and 13 per cent respectively.

Tables 1 and 2 show the population statistics for the benchmark years 1976, 1981 and 1986. The tables imply that without migration, natural population increase in the Cook Islands would have caused the population to grow from 17,754 in 1981 to approximately 18,100 in 1986. It is also evident from the tables that although growth rates for both Rarotonga and the Outer Islands are negative for the years 1976 to 1986, these rates have experienced increases.

Table 1. Rates of birth, death and natural increases (Cook Islands)

Year	*Total birth during the year*	*Total death during the year*	*Mid-year pop cens*	*CBR per cent*	*CDR per cent*	*Natural increase (CBR-CDR)*
1976	458	107	18,381	2.49	0.58	1.91
1981	461	111	17,500	2.63	0.63	2.00
1986	428	103	17,600	2.43	0.59	1.84

Table 2. Population with annual growth rate from 1976 to 1986

Year	Cook Islands number	Rarotonga		Outer Islands		Annual growth rate (percentage)
		Annual growth rate (percentage)	Number	Annual growth rate (percentage)	Number	
1976	18,127	–3.25	9,802	–3.15	8,326	–3.35
1981	17,754	–0.42	9,530	–0.56	8,139	–0.45
1986	17,455	–0.34	9,678	–0.31	7,777	–0.91

Note: Includes 8 persons at sea ** Includes 85 persons at sea.

II. NATIONAL MANPOWER DEVELOPMENT PLANS AND IMPLEMENTATIONS STRATEGIES

The preparation and implementation of a national manpower development plan in small island states is fraught with problems. To appreciate the difficulties of effective manpower planning in the Cook Islands, it is necessary to understand that the population is spread over 11 islands, the furthest being some 700 miles from Rarotonga, the seat of Government, the administrative and commercial centre and the main island.

The preparation and implementation of a national manpower development plan is essential as an integral part of overall development planning. Clear objectives must be identified with due recognition given to the problems of population loss and restricted human resources.

(a) Objectives

The long term objectives for manpower planning in the Cook Islands are:

(i) Localization of specialist positions currently held by recruited expatriates whose salaries are supplemented by external governments or agencies as a form of aid;

(ii) To supply overall manpower requirements based on future developments in identified priority areas such as:
- fisheries and marine resources development;
- tourism;
- agriculture/forestry processing;
- educational advancement;
- health promotion;
- water supply projects;
- low costs housing development;
- energy resources; and
- communications.

(iii) To plan for the replacement of existing economically active Cook Islanders lost through migration, death and retirement;

(iv) To encourage qualified and trained Cook Islanders to remain in or return to the Cook Islands where their skills are most needed; and

(v) To ensure that educational and training opportunities are granted to suitable Cook Islanders in fields that are of direct relevance to the country's development while providing equal opportunities between islands.

(b) Issues and Constraints

Both primary and secondary schools are experiencing problems with staffing, as local teachers are lost to higher paying jobs overseas.

(c) Strategy

The main initiative for overcoming present and anticipated manpower shortages and for achieving overall objectives will be through training Cook Islanders in appropriate skills.

Due mainly to the small size of the population and labor force and the small numbers required in given occupations, it is not economically feasible to set up formal training institutions for a large number of different training areas. Other alternatives are to send students overseas for specialized or high level courses or to depend on firms and departments to carry out their own on-the-job training programmes.

It is an accepted policy that each expatriate employed in the public sector will identify a suitable local counterpart whom he/she will train to eventually take over the position at the conclusion of the contract. Unfortunately, this practice is often affected by migration or internal movements necessitated by changes in priority and/or unforeseen shortages in other critical areas.

Training and education to meet manpower planning requirements based on stated objectives is the responsibility of the Personnel Planning and Training Office (PPTO), a section of the Cook Islands Public Service Commission.

Through the staff of the PPTO, potential trainees are assessed and selected for various overseas programmes that meet the training requirements that will provide Cook Islanders with the skills and knowledge necessary for the economic and social development of the country.

The PPTO's selection process is often predetermined by the criteria for course attendance stipulated by training and educational institutions or funding agencies. For training programmes in excess of three months, all recommendations made by the PPTO for attendance are considered by the Cabinet Scholarship Committee. All attendance at any overseas programme, regardless of duration, require the consent of the Cook Islands Cabinet.

As an indication of the level of foreign training in the professional, technical and trades areas, the table below shows the education programme for the years 1987 to 1990.

In order to ensure that the scholarship scheme is consistent with overall development objectives, and that aid funds are channelled in the most effective direction, a policy paper is adhered to. This enables the granting of educational and training opportunities to suitable Cook Islanders in fields that are of direct need to the country.

Subject areas:	*Scholarship students by way of years of completion*			
	1987	*1988*	*1989*	*1990*
Humanities	–	11	8	5
Engineering	–	1	2	–
Commerce	–	–	3	7
Management	–	2	1	–
Health	2	6	–	2
Science	–	5	1	4
Agriculture	–	1	–	3
Trades	–	2	1	–
Law	–	–	–	4
Journalism	–	1	1	–
Surveying	–	–	1	5
Total	2	29	18	30

III. LABOUR FORCE AND EMPLOYMENT

The size of the labour force fluctuated between 1971-1981, reaching 5,810 in 1981 (Employment Census).

The total labour force in 1986 was 6,511 with 6,145 employed and 366 unemployed. Rarotonga accommodated 41.3 per cent of the unemployed group, of this number 65.6 per cent were from the Outer Islands (Refer to Tables 3 and 4).

The expected benefit of any economic or social development plan must take into account the uneven distribution of both economic and social development in the Outer Islands and especially, the population size.

Table 3. Composition of employment by major industries (percentage)

	1971	*1976*	*1981*	*1986*
Agriculture and fisheries	22.7	21.8	29.2	16.5
Manufacturing, construction and quarrying	20.9	14.9	12.4	14.0
Electricity and water	1.2	1.5	2.4	2.5
Transport and communication	9.0	8.1	10.0	9.4
Wholesale and retail trade	7.5	9.2	12.3	16.8
Other services	32.4	33.5	29.3	33.3
Not classified	–	3.8	4.3	1.9

Table 4. Employment status of the labour force (percentage)

	1971	*1976*	*1981*	*1986*
Unemployed	6.2	3.3	4.6	5.6
Employed	93.8	96.7	95.4	94.4
Labour force (total amount)	6,270	5,113	5,810	6,511

(a) Changes in Patterns of Labour Force and Employment

Since the last decade, the Cook Islands has gone through dramatic social and economic changes. These changes are primarily related to two general areas. First, the size and composition of the work force. Second, changes in the economic environment of the country and the associated labour pattern of involvement. This second area of change is primarily evident in the rapid decrease of agricultural production, especially in Rarotonga where the agricultural work force has dropped by over fifty percent. The increasing prominence of the tourist industry, administration and other service sectors is also evident.

IV. PRIORITY TRAINING NEEDS FOR HUMAN RESOURCES DEVELOPMENT

There are three distinct priority groups that are recognized as in need of training. The first group consists primarily of individuals selected for long term training programmes that are qualification orientated. This group is relatively easy to identify because of the prerequisites for entry into educational programmes. In addition, the type of qualification relates directly to the policy of localization, future manpower demand and replacement demand.

The second group consists of those that require short term training in order to extend their level of efficiency and competence in areas of work that they have become responsible for without receiving previous training. The identification of these training needs often arises through changes in local priorities resulting in a shift in direction of the country's future development. For example, an upturn in the tourist industry and the resulting demand of potential tourists may immediately place tourism ahead of agriculture as the country's major industry.

The third priority group is made up of individuals that lack marketable employment skills. This group is often composed of school leavers or low academic achievers who failed to find success in the "papaa education system". In a community that has a paradoxical situation of manpower needs, unemployment groups are among the major sufferers.

Manpower planning procedures must take into account that groups of unskilled and unemployed youth create social problems either in the Cook Islands or in New Zealand where they may migrate.

A skills training programme is necessary to enable the unskilled to acquire marketable skills or enter cottage industries that will provide subsistence income and self respect, thus alleviating possible social problems.

With restricted human resources in a small, isolated island state, there is a need for continued training, re-training and the updating of knowledge and skills. The primary direction should focus on those who have the capability to be sufficiently versatile to adapt into new areas of work and have the ability to advance into the higher levels of supervision and management.

It is often the case that senior managerial positions are filled by young Cook Islanders under 30 years of age who have shown potential and initiative through educational achievement and self advancement.

Unfortunately, theoretical knowledge is not always combined with practical experience. The need for quick exposure to management and/or supervision techniques becomes essential.

In addition, the temptation to place technically competent personnel into top management positions cannot be resisted because of the restricted availability of suitable individuals or as a form of incentive to retain their services. This problem is not unique to a small state, but the problems associated can have a much greater effect than a similar situation in larger countries such as New Zealand.

Therefore priority areas exist in all aspects of management training with a particular emphasis on top level management where formal qualifications are coupled with experience and technical competence is interpreted as administrative ability.

Table 5 shows manpower training programmes and projects for 1988-1992.

Table 5. Manpower requirements for the plan period (1988-1992)

	Total	*1988*	*1989*	*1990*	*1991*	*1992*
AGRICULTURE						
Continue training in diploma of	5	1	1	1	1	1
Tropical Agriculture degree level	7*	1 Master degree	2	1	2 Master degree	1
FISHERIES (marine resources)						
Continue training at diploma level on Tropical Fisheries	5	1	1**	1	1**	1
If qualified, to upgrade them to degree level in Marine Biology	2			1		1
HEALTH						
Medicine	7	1	2	1	2	1
Optician						
Nurses						
Advanced training	5	1	1	1	1	1
Paramedic short-term	25	5	5	5	5	5
Dentists	7	1	1	2	1	2
Dental technicians	3	1	1	1		
Lab Technologists or Medical Technologists	3	1		1		1
Dental nurses	5	1	1	1	1	1
Pharmacists (Diploma in Pharmacy)	2	1		1		
Anaesthetist	2		1		1	
OFFSHORE BANKING						
Accountant to be trained for CKI Development Bank	4		2		2	
MINISTRY OF PLANNING AND ECONOMIC DEVELOPMENT						
Economists in specialized fields	2	1		1		
Statistics	2		1		1	
Planning	2		1		1	
Programming	2		1		1	
TRADE LABOUR COMMERCE						
Civil and Harbour Engineering	2		1	1		
Civil Aviation (Traffic Control)	2		1		1	
Mechanical Engineer for Civil Aviation	1		1			
General Administration	6		2		2	2

Table 5 *(continued)*

	Total	*1988*	*1989*	*1990*	*1991*	*1992*
MINISTRY OF WORKS						
Mechanical Engineering (degree level)	2		2			
Quantity Surveyors	1	1				
Architect (degree level)	1	1				
Surveyors (cert level)	6	2		2		2
Drafting (cert level)	6	2		2		2
SURVEY DEVELOPMENT						
Surveyors (cert level)	6	2		2		2
Surveyor (degree level)	1		1			
Drafting	4			2		2
CIBNC						
Journalism (cert level)	3		1	1	1	
Broadcasting short term training courses ongoing						
LAW						
Accountancy (different depth)	5		2	1	2	
Printing	4		2		2	
Manpower planning with commitment	1		1			
EPS						
Mechanical Engineer (degree level with commitment)	2	2				
New Zealand Cert in Engineering with commitment	2		2			
ENERGY						
Energy Planner	1		1			
TREASURY						
Accountant	1		1			
INLAND REVENUE						
Taxation area	1				1	
INTERNAL AFFAIRS WOMEN DEVELOPMENT						
Appropriate Technology	1				1	
Handicraft area	1				1	

Table 5 *(continued)*

	Total	*1988*	*1989*	*1990*	*1991*	*1992*
POST AND TELECOM						
Training technicians short term block courses only when needed						
Computer programmer (Cook Islands training)						
Administration	1		1			
CROWN LAW						
Replace expatriates	2		1		1	
Total	153	26	41	29	32	25

* 2 Master's Courses to be undertaken: one 1988-1989, one 1990-1991
** Training in Marine Biology

V. TRAINING FACILITIES WITHIN AND OUTSIDE THE REGION

The Cook Islands, with a population of 17,455 (1986 census) is not in a position to sustain a major education and training institution outside the secondary school level. For this reason, the country is entirely dependent upon regional and international training facilities.

The table below indicates long term training students by course:

Country	*Number of students*
New Zealand	43
Fiji	26
Papua New Guinea	5
Western Samoa	8
Australia	9
United States of America	2
Canada	1
Sweden	1
Solomon Islands	5
	100

Although the likelihood of attrition is higher in New Zealand, there are numerous benefits in the training of Cook Islanders in New Zealand as the local professional, technical and trade standards are directly linked to New Zealand.

In addition, Cook Islanders enjoy the benefit of being New Zealand citizens. As long as this situation exists, there will continue to be a leaning towards the standards and qualifications and training in New Zealand.

While institutions in other regional countries will continue to be supported it is evident that the existing trend will continue.

One negative aspect in training Cook Islanders in countries other than New Zealand is that they are normally part of a minority group, thus homesickness becomes a negative influencing factor on the success of their studies.

VI. THE ROLE OF EXTERNAL ASSISTANCE IN MEETING TRAINING NEEDS

Without external assistance it would be difficult for the Cook Islands to maintain either long or short term training programmes.

Currently, out of 100 students studying for tertiary qualifications, all but two are funded through external aid. As far as short courses are concerned, attendance by Cook Islanders is directly linked to financial assistance available by funding agencies.

Four types of training programmes which have proven beneficial to the Cook Islands are:

Tertiary studies for recognized qualifications: The provision of Third Country Awards has been a significant contributing factor to the success of the tertiary education programme. These awards have been utilized in all fields of training covering many disciplines of study.

The Cook Islands' major aid donor is New Zealand and it has been the normal practice to allocate the majority of New Zealand training aid funds for tertiary education in that country.

The availability and allocation of fellowships by aid agencies in a greater number of developed countries would enable greater flexibility in institution choice and greater participation in countries outside of New Zealand where institutions offer specialist courses relevant to the development programs of the Cook Islands.

Short term courses: The number of Cook Islanders that are given opportunities to attend short term courses is significant. Programmes relevant to manpower planning and development are supported without exception and participation, subject to the availability of external funds is eagerly pursued.

There is much to be gained from attending such courses provided the selection process by home countries is in accordance with the criteria stipulated by the institutions and course organizers. However, the cost is significant and the expenditure involved in launching the variety of courses available must cause some concern to the funding authorities. In addition, the benefits of attendance may well be lost if home countries do not institute a follow-up programme in order to monitor the performance of participants upon their return.

In view of these facts, the continual support of aid agencies in funding short term programmes is vital to the manpower development efforts of the Cook Islands.

Practical attachments: In conjunction with formal programmes, much benefit has been gained from attachments to counterpart organizations. For example the manpower development of customs officers in the Cook Islands incorporates a six month attachment to the New Zealand Customs Department where the officer gains valuable practical experience in all forms of Customs detection and administration. Such experience could not be gained through formal courses.

There are many areas where attachments of a similar nature would have much benefit. In a majority of cases, the effect on improving the officers work performance and abilities are immediate due to the practicality of this mode of learning.

In-country courses: Due to limited expertise in course development and presentation within the Cook Islands, it is necessary to request assistance from training consultants for in-country courses. In the past two years, courses conducted with external assistance have included:

- Senior Management;
- Middle Management;
- Basic Supervision;
- Health Education (various);
- Small Business development;
- Statistics; and
- Small engine maintenance.

Further programmes are being planned and assistance has been organized.

As with most other types of training, the ability to continue in-country training is directly related to funding and assistance by aid agencies. It is considered that this form of assistance has many advantages beyond overseas courses, not least of which is the opportunity for a greater number of locals to participate. It is planned to increase in-country training, provided suitable trainers can be funded.

The Cook Island's view is that regional institutions offer valuable training facilities, therefore, opportunities to participate within relevant programmes are rarely ignored. There is little doubt that awareness of the culture, problems and people of the countries in the region brought about by association with regional institutions has real benefits. For the future leaders of the region, this association can only mean a greater understanding which leads to enhanced regional cooperation.

With the current arrangement whereby regional representatives sit on the governing bodies of most institutions, countries are given the opportunity to seek reviews of programmes should an institution not be meeting country needs. There is also value in a visitation programme at regular intervals of three to five years by regional country representatives to institutions in Fiji, Papua New Guinea, Western Samoa and Honiara to discuss with faculty such issues as course curriculum, new course demands, student accommodation and student progress and behavior.

In institutions where short-term training programmes in specialist areas are conducted, it is apparent that courses have been developed with the Pacific environment in mind. There have been few complaints concerning the relevance of the topics discussed in these programs. Some comments have been made that presenters at some sessions are "aiming too high" which creates difficulties in comprehension.

The Cook Islands is indebted to the institutions for the facilities and training programmes provided and will continue to be reliant upon these institutions to provide appropriate educational opportunities for our students.

VII. CONCLUSION AND OVERALL OUTLOOK ON TRAINING AND MANPOWER DEVELOPMENT

Training needs in various occupations and skill levels are currently achieved either through local or overseas programmes. During the period 1989-1991, there will be continual monitoring of training needs and expansion or contraction of levels of output in accordance with demand. At the professional level, training in engineering, accounting, business studies and agriculture will be increased.

Secondary school leavers will be carefully selected and guided, so that when they reach the tertiary education level they will have sufficient grounding in the basic core subjects to undertake further studies in needed professions.

Attrition has been a major problem associated with training, especially with students sent to New Zealand. For overseas scholarship holders a bonding system is being applied and, in the case of police trainees, agreement has been reached with New Zealand authorities to refrain from hiring Cook Islanders trained in New Zealand. Underlying the problem however is the disparity in incomes available to trained persons for doing the same job.

Training alone is not sufficient to guarantee that the objectives of manpower planning will be achieved.

Coordination of all Government Departments and institutions associated with manpower development should be an integral ingredient, along with regular forecasting of general economic growth and likely employment demands by industry. Such efforts will ensure that the training needs of both the private and public sectors are met.

FIJI

APPROACHES TO HUMAN RESOURCES DEVELOPMENT POLICY-MAKING, PLANNING AND PROGRAMMING IN FIJI*

INTRODUCTION

Since the conclusion of the Second World War, development of human resources has been one of Fiji's major development planning objectives. Fiji, upon gaining independence in 1970 had a population size of around three-quarters of a million. At that time, human resources development was viewed strictly on the basis of meeting manpower requirements. Greater attention was given to expanding the education sector with training institutions set up to carry out skilled manpower training at various levels. However, from 1980 onwards a much broader approach to human resources development was adopted to include strategies such as improving the quality of life.

In this connection, human resources development in the eighties was diverted to increase the material welfare of Fiji's population. In an effort to foster self-reliance and a sense of national unity the government began working toward the provision of basic needs such as health and education, assistance for women in becoming equal partners in development and an improved variety and nutritional content of the local diet.

Now, twenty years after independence, the country once again faces the challenge of rebuilding its capacity of human capital, due primarily to the unprecedented high level of emigration of skilled manpower since 1987. Although measures have been put in place to counter the adverse consequences of manpower loss, more

* By Mr. Lopeti Vulaono, Principal Planning Officer (Population and Manpower), Central Planning Office, Suva, Fiji

needs to be done. This paper briefly reviews the current status of the economy including its human resources, and outlines approaches to human resources development policy-making, planning and programming.

I. THE FIJI ECONOMY

Fiji is made up of 300 islands spread over 1.3 million sq km of ocean. Only one-third of these islands are permanently inhabited. Most economic activities are concentrated on the two main islands, Viti Levu (10,429 sq km) and Vanua Levu (5,556 sq km) which together account for 87 per cent of the entire 18,300 sq km land area and 90 per cent of the total population.

Sugar and tourism are the dominant industries of Fiji. Sugar accounts for 15 per cent of the Gross Domestic Product (GDP), 50 per cent of domestic export and employs around 17 per cent of the total labour force. Tourism on the other hand, generates an income of around 12 per cent of the current foreign exchange receipts. The industry employs about 24,000 people and, because it is import intensive, the net foreign income is a lot less.

The business services sector has grown significantly. Consisting mainly of wholesale and retail trade, financial services, transport and communications services, this sector accounts for between 45 and 50 per cent of the GDP. The social services, largely Government based, accounts for about 18 per cent of the GDP.

In nominal terms the per capita the GDP rose an average of 5 per cent per annum between 1980-1988 declining only in 1983 and 1987. Real per capita income fluctuated substantially in the 1980s and overall declined by about 1 per cent per annum between 1980-1988, with a sharp fall experienced in 1987. Real growth resumed in 1989 with the GDP rising to a level of 12.2 per cent, the largest annual increase for well over a decade, restoring real per capita income to its 1980 level.

The remarkable achievement of Fiji's economy in 1989 was due largely to a set of economic measures which were introduced by Government to counter the economic downturn of 1987 and 1988. The benefits of the devaluations of the Fiji dollar combined well with an excellent performance of the sugar and tourism sectors in 1989. In addition, gains were made through a newly introduced Tax Free Factory/Tax Free Zone (TFF/Z) scheme in 1988 which offered substantial tax holidays and other concessions to exporters.

The introduction of the TFF/Z is part of a major economic policy reform oriented towards an export led economy, a strategy aimed at speeding up the rate of economic growth in the short, medium and long terms. In this connection, has pursued other policy adjustments:

- Deregulation of the economy with the lifting of the import license requirements of manufactured products, compensatory tariffs to assist importers wishing to move towards exporting, extensive tariff reductions on agricultural products and a wide range of consumer and industrial goods including electronic equipment.

- Encouraging greater private sector participation and less direct Government involvement in economic activities.

- Tax reform with the objective of broadening the tax base.

- Labour Market reforms with the aim of increasing job opportunities while keeping wage and salaries competitive.

While the introduction of TFF/TFZ has had considerable impact on the formal employment sector, the direct benefits of the other policies such as deregulation have yet to be assessed. The issues of both tax and labour reforms are now receiving greater publicity since Government tabled the Value Added Tax and the Labour Market Reform proposals to the National Economic Summit (NES) in May this year.

II. POPULATION, LABOUR FORCE AND EMPLOYMENT

Fiji's population has more than tripled over the past 50 years, rising from 198,000 in 1936 to over 715,000 in 1986. Rapid growth in population was experienced in the three decades between 1936 and 1966 when the average annual growth rate rose from 1.6 per cent in the decade ending in 1936 to a peak of 3.3 per cent in the decade ending in 1966. A national family planning programme was launched in the late sixties to assist in reducing the high rate of population growth to around 2 per cent per annum. During the period 1966 to 1976 Fiji's population grew at 2.1 per cent per annum and this declined further to 2 per cent in the next decade.

Population estimates for for the period from 1986 to 1990 are shown in Table 1.1. As the tables shows, population declined in 1987 for the first time in 50 years. The unusually high level of emigration was largely responsible for this decline. Positive growth resumed in 1988 and the total population in 1990 is estimated at 733,000.

Table 1.1. Population estimates, 1986-1990
number of persons (end year)

	1986	*1987*	*1988*	*1989*	*1990*
Fijian	331,272	338,882	344,969	351,966	358,667
Indian	349,320	341,787	339,943	337,557	335,153
Others	36,148	34,863	34,553	37,581	39,630
Total	716,740	715,532	719,465	727,104	733,450

Source: BOS.

The Indian component of the population was overtaken by the Fijian component in 1988. There are indications that the gap may widen further given that the combined effects of a declining Total fertility Rate (the average number of children born alive to an average woman during her lifetime) and a high rate of emigration have a greater impact on the Indian population.

Based on different assumptions relating to fertility, mortality and migration, the Bureau of Statistics high variant projection estimates a rise in population to about 930,000 by the year 2001. The medium and low variants estimate the population will increase to 850,000 and 800,000 respectively during the same period.

(a) Labour Force

Labour force estimates for the 1987 to 1991 peroiod show that an absolute decline estimated for 1987 was reversed in 1988, with a total labour force estimated at 248,300. Estimates for 1989 and 1990 are 255,700 and 260,000 respectively.

The skill structure of Fiji's labour force has undergone considerable change in the last four years. Between January 1987 and December 1989, a total of 16,124 people officially emigrated from Fiji. Of these, 6,500 were skilled and professional workers while 9,625 were potential members of the work force, such as housewives and students. The exodus of highly skilled workers is likely to continue and will exacerbate skill shortages in the immediate future.

Labour force projections to the year 2000 suggest that between 1990 and 1999 around 10,000 to 14,000 young people will enter the labour force each year. After taking into account declines in the labour force through retirement, emigration and deaths, it is estimated that the net annual increase in the labour force will rise from 6,300 in 1990 to 8,800 by the year 2000. Thus the size of the Fiji's labour force, which stood at 260,000 in 1990, is projected to reach 287,000 by 1996 and 323,000 by the end of the century. This is based on the Bureau of Statistics medium population projection.

(b) Employment

Agriculture accounted for almost half of the total employment in 1986 (see Table 1.2). Most of the agricultural work force is own account and unpaid family workers and is employed in sugarcane (42,000) and other cash crops (33,000). Just under 32,000 people

were farming for subsistence only. Compared to 1976 this represents a considerable growth in cash cropping, particularly in sugarcane.

Significant numbers of own account and family workers - just under 20,000 - are working in non-agricultural activities. This is indicative of a thriving informal sector which has grown by 69 per cent since 1976. Most of these workers are in the trade, hotels, manufacturing, construction and services sectors.

By contrast, both private and public employees, who represented 46 per cent of total employment in 1986 (see Table 1.2), only grew by 11 per cent from 1976, with public sector employees accounting for most of that growth.

Table 1.2. Employment by sector and status, 1986
number of persons

	Employees		*Own account and family workers*	*Total (1)*	*Percentage of growth 1976-1986*
	Private	*Public*			
Agriculture	4,171	655	101,159	106,305	38.3
Mining	1,277	34	27	1,345	--8.1
Manufacturing	11,670	3,908	2,470	18,106	38.9
Electricity	107	2,027	20	2,154	32.3
Construction	6,932	2,518	2,309	11,786	5.4
Trade and hotels	17,863	368	7,685	26,010	49.7
Transport and communication	6,153	4,126	2,826	13,151	45.5
Finance etc.	4,538	955	496	6,016	71.0
Services	10,193	23,411	2,920	36,619	25.7
Total	62,904	38,002	119,912	221,492	–
Growth 1976-1986 (per cent)	6	23	66	36	–
Not Stated and unemployed	649	100	319	19,668	–
Total	63,553	38,102	120,231	241,160	–

(1) Total column includes those whose status was not indicated.

Sources: Censuses of Population, 1976 and 1986.

The unemployed represented 7.5 per cent of the labour force of 241,160 in 1986. Preliminary results from the Household Economic Activity Survey conducted in 1989/90 show a fall in unemployment to 5.4 per cent. The fall in unemployment is attributable to a rise in wage and salary employment. This is reflected in Table 1.3, which shows that continuous paid employment grew from a low of 77,600 in 1987 to 88,900 by mid-1990, an increase of 11,300. This unprecedented growth has been mainly achieved by growth in private sector employment rather than public sector employment. The growth has been concentrated in manufacturing (7,200), trade and hotels (3,500), and transport and communications (1,800).

Table 1.3 Paid employment by sector, 1985 to 1990
number of persons

Sector	*1985*	*1986*	*1987*	*1988*	*1989*	*1990*
Agriculture	2,577	2,165	1,915	2,004	2,130	2,312
Mining	1,214	1,206	1,327	1,363	1,465	1,402
Manufacturing	14,057	13,973	13,814	14,040	19,666	21,051
Electricity	2,141	2,070	2,082	2,471	2,548	2,543
Construction	6,856	6,964	5,992	5,304	5,227	5,727
Trade, Hotels	14,805	14,100	11,347	11,616	13,695	14,849
Transport etc.	7,811	7,747	7,679	8,048	9,852	9,520
Finance etc.	4,891	4,864	4,957	5,071	5,385	5,633
Services	26,730	26,765	28,484	27,814	28,209	25,915
Total	81,082	79,854	77,597	77,731	88,177	88,952

Note: As at end June.

Sources: BOS Annual and Quarterly Employment Surveys.

These trends in employment are primarily a result of the shift in Government economic policy since 1987. Before 1987 Government policy emphasized import substituting activities. High import barriers were erected to make manufacturing for Fiji's small domestic market profitable. Since 1987 Government policy has been to promote export oriented activities. Part of this export promotion was the creation of the Tax Free Factories and Tax Free Zones Scheme(TFF/Z).

This scheme, coupled with the increased competitiveness arising from the devaluations of the Fiji dollar in 1987 made Fiji an attractive location for export-oriented manufacturing industries. The dropping of import quotas in New Zealand under the SPARTECA also boosted growth in the TFF/Z sector. The TFF/Z scheme has been particularly successful in attracting investment in garments and much of the growth in manufacturing employment has been in this sector.

III. HUMAN RESOURCES DEVELOPMENT PLANNING MECHANISMS

The overall responsibility for coordinating the formulation, implementation and monitoring of overall national development policy including human resources development rests with the Central Planning Office, situated within the Ministry of Finance and Economic Planning. The Central Planning Office serves as a technical and advisory secretariat to the Economic Strategy Committee and Cabinet, the highest decision making forum on social and economic development policy. The Central Planning Office is assisted by the Bureau of Statistics in the actual collection and compilation of labour market data through the Population Census which is conducted every ten years (the last one in 1986 Population census), while the Household Economic Activity Survey, the Household and Income Surveys and the Employment and Unemployment surveys are conducted on an 'ad hoc' basis when the needs arise and funds are available. The more regular surveys include the annual and quarterly Employment Surveys.

Major functions of the Central Planning Office are to:

(i) Promote and facilitate economic and social development in Fiji;

(ii) Undertake the overall national development policy formulation and planning;

(iii) Strengthen the level of coordination in all development related matters; and

(iv) Regularly monitor and evaluate progress in the implementation of national development policies.

To perform the above functions, the activities of the Central Planning Office are divided into five technical units as follows:

(i) Macro Economic Planning Unit;

(ii) Manpower Planning and Population Policy Unit;

(iii) Sectoral Planning Unit;

(iv) Regional Planning Unit; and

(v) Project Planning and Evaluation Unit.

The Manpower Planning and Population Policy Unit is designated the national focal point responsible for the coordination of overall human resources development policy and planning work. It assists Government ministries and other agencies in the formulation and implementation of population and manpower policies, plans and projects. In order to do this, the unit is required to assess the overall population and manpower data base, identify critical policy issues and suggest measures for remedial action.

Since human resources development planning covers all sectors of the economy, close liaison needs to be maintained between Government ministries, departments, statutory bodies as well as private sector organizations and agencies. It is, therefore, very important for the Central Planning Office to be actively involved in the various inter-ministry coordinating committees and boards which can provide useful feedback on programme implementation from the organizations involved, as well as the private sector and non-governmental organizations. They also provide the Central Planning Office with the opportunity to influence policies in different

sectors and to ensure that the implementation of these policies is in accordance with national plans.

The committee responsible for the coordination of human resources development related activities in Fiji is the Working Committee on Manpower comprising representatives from the Public Service Commission (Training Division), Ministry of Employment and Industrial Relations, Bureau of Statistics, Ministry of Education, Fiji National Training Council and the Central Planning Office, which provides technical back up support through its Manpower Planning and Population Policy Unit.

The main role of the Working Committee on Manpower is to facilitate inter-ministry cooperation and coordination in the exchange of manpower information, undertake manpower research and analysis, and to make appropriate recommendations through the Central Planning Office to Cabinet on matters pertaining to manpower and employment. The Working Committee on Manpower, since its inception in 1981, has undertaken several important tasks which have greatly facilitated coordination, but many of the difficulties common to efforts in ensuring effective coordination still remain.

Past efforts to involve the private sector in a high level National Manpower Advisory Committee did not prove to be successful, mainly because of the difficulty in getting executive level management to deal with advisory matters on a sustained basis. On the basis of submissions and recommendations made by the Working Committee on Manpower, the purpose of the National Manpower Advisory Committee was to advise and make appropriate policy recommendations to Government on matters relating to manpower and employment. Now that the advisory committee is moribund and its functions taken over by other forums, it may be useful to broaden the membership of the committee with representation from the private sector.

IV. AIMS AND OBJECTIVES

The current aims and objectives of human resources development are:

(a) To maintain the current rate of population growth at 1.9 per cent per annum;

(b) To ensure an adequate supply of skilled manpower to meet the labour demand of various sectors of the economy;

(c) To provide clearer wage signals to investors, employers, job seekers, etc. to reflect labour demand in order to maintain wage competitiveness and encourage skill upgrading;

(d) To improve linkages between education/training and the labour market with the overall manpower planning and development policies;

(e) To stem losses of current highly skilled manpower;

(f) To provide a balanced programme of education for the full development of the person as an individual and productive member of society;

(g) To promote and maintain the quality of health standards throughout the country; and

(h) To continue to encourage and involve women as equal partners in the overall development efforts.

To meet the above objectives, Government will continue to promote health and education development programmes, as well as income generation and employment creation projects.

(a) Policies and Strategies

Given the integrated approach to human resources development in the overall national development plans, most human resources development policies and strategies are incorporated with the various sectors. This refers in particular to the health and education sectors and to the role of women in development. For labour market issues, the policies and strategies are in four dimensions: labour supply; demand for labour; price for labour (wage mechanisms); and manpower development.

Policies and strategies for the first three dimensions are being pursued through greater population control combined with a better control of the labour supply into the labour market; increasing demand for labour through rapid economic growth and employment generation; and removal of wage controls in order to allow market forces to dictate an equitable distribution of labour.

The most critical problem currently facing the country is one of skill shortages which the manpower development dimension aims to address. The manpower development policies and strategies that have been put in place are: the immediate replenishment of manpower losses in existing operations; the provision of sufficient manpower to cater for any expansion of existing operations; and the training and skill upgrading of additional manpower to cater to new skill demands as dictated by structural changes in the economy.

In the short term, overseas recruitment and re-employment of pensioners will provide temporary relief to the labour shortage. Investment in training and skill upgrading of the labour force will remain the best solution in the medium and long term.

(b) Implementation of Human Resources Development Projects and Programmes

Manpower development and skill upgrading remains a major Government undertaking in response to the perceived needs in the various sectors of the economy. The upgrading of the Fiji Institute

of Technology to a Polytechnical level is intended to match the increasing sophistication of the training demands from the private sector. The role of the Fiji National Training Council (FNTC) is also being directed to the same objective. In addition, the establishment of the Garment Training School and the plans to upgrade the existing Hotel and Catering School are intended to provide training and skill upgrading for the manufacturing and tourist sectors.

The University of the South Pacific has continued to provide the country's middle and high level manpower through the University's degree, certificate and diploma programmes in the faculties of science, social science, technology, and research development. The University's positive response to the changing needs of regional countries by offering new programmes and courses such as Tourism Studies, Development Studies, etc., will be beneficial to the region.

The role of the urban Youth Employment Centre under the Ministry of Youth and Sports will greatly assist in providing labour market information. The centre is providing career counselling, practical training and advice to students and school leavers on employment prospects, self-employment and running small business ventures. Effective participation of the private business sector and other statutory bodies have been a prominent feature of this AIDAB funded project. Similar training programmes are being carried out for rural youth by Government ministries such as the Ministry of Fijian Affairs, Ministry for Rural Development and Rural Housing, Ministry of Women and Culture and non-governmental organizations, such as the YMCA, YWCA and religious bodies.

International agency mission reports on human resources development commissioned by Government in recent years have provided valuable sources of labour market information and some of the recommendations have been implemented. These reports include the UNDP report on Manpower Planning and Development in the Public Service which is being implemented, the AIDAB funded report on the labour market Skills Assessment Survey of the manufacturing Sector and the World Bank report on human resources

development. These reports have formed the basis for new policy initiatives and approaches to human resources development.

In addition, in June 1989, Government convened a week long workshop for senior officers within the civil service, USP, and FNTC, to consider the Jakarta Plan of Action on Human Resources Development (HRD) designed generally by the ESCAP Secretariat as an human resources development guide for its member countries. The workshop favourably considered the Jakarta Plan of Action on Human Resources Development in great detail and drew up a Fiji Action Plan (FAP) on human resources development. In keeping with the Jakarta Plan of Action format the Fiji Action Plan focussed on the themes of: employment and manpower development; technology; and quality of life. The group recommended strengthening human resources development at the national level with the establishment of a National Human Resources Development Committee whose membership should comprise representatives from the civil service (key ministries and departments), non-governmental organizations (Coordinating Bodies); the private sectors (FECA, Chamber of Commerce, small business); and any other appropriate agencies.

The committee will have an advisory role with functions including formulating policies for human resources development, identifying specific projects/programmes, assisting agencies involved in human resources development and managing and recommending the allocation of funds for human resources development.

In addition Government is committed to relaxing wage controls currently in place to allow greater freedom for employers and workers to negotiate wages. In doing so it is envisaged the labour market will be allowed to operate more efficiently.

V. IMPACT OF TECHNOLOGICAL CHANGES

The impact of technological changes in Fiji has warranted Government to re-examine its education and training systems and institutions over the past decade. The modern business approach, which has now overtaken both the public and private sector in Fiji,

requires greater use of modern management techniques, microchips and new technology. This is apparent in nearly all sectors of the economy. The Fiji Sugar Corporation in recent years has invested substantially in modern sugar production machineries. In the tourism and service sectors greater use of computers to ensure efficiency in the delivery of services has been apparent.

To keep abreast with technological changes, Fiji is now introducing measures to ensure that manpower development and training are kept abreast with these changes. Recent decisions to upgrade the Fiji Institution of Technology to Polytechnical level is a direct response to the new demands and needs in the private sector. Although progress has been made in the upgrading of buildings, equipment, curriculum and staffing, more needs to be done.

Similar decisions have been made for the upgrading of the Hotel and Catering School and Forestry Sector Training School. Both institutions will play significant roles in the development of their respective sectors in the 1990s. The greatest potential for expansion in these two industries comes from their being competitive internationally. In this connection it is vital that training and development of manpower in these sectors is geared towards meeting the demand for increased sophistication and the high quality required of timber exports.

In the manufacturing sector, the recent establishment of the Government Training School is indicative of responses to new demands for skills which are not only lacking, but need upgrading. Plans to re-orient the technical and vocational education and training in Fiji is high in the agenda of new initiatives in the education sector.

Fiji is therefore looking at the creation of training institutions which are innovative and responsive to rapid technical innovations and the changing economic environment. The two most critical factors that are likely to frustrate these efforts would be the financing of capital works and equipment and the lack of skilled manpower for the training institutions.

VI. CURRENT MAJOR DIFFICULTIES IN THE LABOUR MARKET AND SKILL DEVELOPMENT

Skill shortages remain critical to all sectors of the economy and this problem is the main theme that human resources development must address. Given that heavy emigration has been the major cause of skill shortages, immediate stop-gap measures (overseas recruitment and re-employment of pensioners), combined with training, skill upgrading and manpower development have been put in place. The constraint is that overseas recruitment and training are expensive and the gestation periods for training are often quite lengthy.

Wage determination influences labour market performance. While the Government is aware of the need to free wage controls, the main concern is the likelihood of losing competitiveness should the demand for increased wages escalate to a level that prices the country out of the international market.

Data collection is also a major problem in human resource development. Financial constraints have prevented the strengthening of appropriate institutions to carry out data collection and the monitoring of labour market activities on a regular basis. The data collection institution is, therefore, faced with both financial and technical skills shortages necessary to carry out these functions.

VII. CONCLUSION

It is obvious that given the current loss of skilled manpower through emigration, Fiji's priority lies in the training of skilled manpower. Although other aspects of human resources development are programmed and implemented by various Government ministries, and non-governmental organizations, the need for a coordinated national approach to human resources development remains urgent. As long as the Human Resources Development National Coordinating Unit at the Central Planning Office remains under staffed and under equipped, the development of Fiji's valuable Human Resources will remain fragmented and may possibly lead to the inefficient use of scarce resources.

GUAM

HUMAN RESOURCES DEVELOPMENT – THE GUAM SITUATION*

Guam is an island nation of 225 square miles. Located in the western Pacific, the island is approximately 1,500 miles from Manila and Tokyo to the west and north, and 3,800 miles from Hawaii to the east.

Guam's population is approximately 140,000, with the indigenous Chamorro representing about 45 per cent of the population. Since Second World War, U.S. immigration policies have resulted in significant demographic changes with approximately 25 per cent of Guam's existing population being Filipino, approximately 20 per cent "Statesiders", with the remaining 10 per cent coming from Asian countries and Micronesia.

Politically, Guam is a Non-Self-Governing Territory under the administrative power of the United States. Guam is a U.S. possession with its affairs being subject to the legislative, administrative and judicial authority of the United States Government. The island has limited self-Government as provided by the U.S. Government in 1950. Guam is currently seeking to enter into a bilateral relationship with the U.S. Government under Commonwealth status.

I. BACKGROUND

1. The Incipient Monetary Economy

Until the end of the Second World War, Guam's economy was based on subsistence agriculture. However, with the U.S. Government taking of over 40 per cent of the island's real property at the

* By Mr. Peter Salas Calvo, Director, Agency for Human Resources Development, Tamuning, Guam.

end of the Second World War, the possibility of continued agricultural subsistence was foreclosed. The U.S. Government, in ushering in a changed economic base, supplemented an introduced monetary economy with extensive Government subsidies.[1] The U.S. funding support provided for employment in the Government of Guam, and some U.S. Government jobs were available to local residents.[2]

However, most of the U.S. Government labour needs were met through the importation of skilled labour. The use of imported skilled labour was originally cited by the U.S. military as necessary to fill positions required for the immediate development of military facilities reconstruction. However, the use of imported labour continued well in to the 1980s.[3]

> "Due principally to the efforts of the U.S. Department of State and Defense, the U.S. policy up until 1977 was designed to facilitate the wholesale importation of cheap, temporary nonimmigrant alien workers into Guam."[4]

The dependent employment climate for local workers was further frustrated by the absence of potential development in Guam's private sector. Until 1962, Guam was a closed port, with the U.S. Government requiring a security clearance for all incoming visitors

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[1] A Congressional Research Service study of 1985 notes: "To secure its strategic interests the United States continues extensive government spending programmes in Guam..."(CRS Report No. 85-218, p.CRS-3)

[2] Chamorro participation in the U.S. Government employment sector was retarded due to: (i) the absence of wide spread training programmes for Chamorros in occupations the U.S. Government established; (2) the U.S. reliance on importing skilled cheap labour; and, (3) a 25 per cent wage differential for "stateside" (i.e. U.S. mainland) hired workers.

[3] Aller, Osman, Vencill, "The Economic Impact on Guam of the Department of Labour's Adverse Effect Wage Rate Regulation" (Center for Applied Manpower Research, Berkeley, CA: 1980) p.14.

[4] "Historical Overview of Guam's Temporary Non-immigrant Alien Labour Policies: 1947-1980" p. 1 (A project funded by the U.S. and Guam Departments of Labour).

(including returning residents). This "closed port" requirement clearly had a negative impact on the ability of Guam's civilian sector to pursue sources of capital for economic advancement and provide non-public employment.[5]

While the economy of Guam generally boomed in the period following the war due to contract expenditures, war claims monies, Government (U.S.) employment and the large supply of circulating dollars, the rate of Chamorro growth in the occupational expansion was less than 5 per cent of the overall occupation enlargement.[6] Many Chamorros left Guam for other destinations – primarily the United States – and large numbers joined the U.S. armed forces which provided occupational training as well as stable employment.[7] Following the lifting of the U.S. Military's oppressive security clearance requirement in 1962, the development of infant industrial operations in the mid-1960s, and the election of the island's Chief Executive in 1970 (prior to that time, the Governor was appointed by the President of the United States), occupational growth for local labour began to make new inroads.

2. Local Attempts to Develop the Economy

By 1972, approximately 1,500 local labourers were employed in watch assembly and garment manufacturing operations – industries which began in the mid-1960s. By 1972, as a result of the unilateral changes in quotas and a substantial transformation of

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[5] J. Gilliam, "Foundations of Guam's Economy Series, Vol. 1 (The Print Centre, London: 1988) pp. 22-23.

[6] R.O. Haverlandt, "The Guamanian Economic Experience" in *The Socio-Economic Impact of Modern Technology Upon an Developing Insular Region: Guam* (University of Guam press, Mangilao, 1975) p.113.

[7] See R.A. Underwood, "Excursions into Inauthenticity: The Chamorros of Guam".

requirements by the U.S. Customs Service, the products of these industries, for export purposes, was halted.[8]

Beginning in the early 1970s, Guam began exploring the possibilities of a tourist industry in an effort to boost the civilian economic sector to promote employment opportunities and reduce Guam's dependence on U.S. funding. Supported by Government of Guam backed incentives for investment, the tourist industry infrastructure was established.[9] In relation to this economic activity the island's employment base – directly related to hotel and tour operations as well as indirect support infrastructure such as wholesaling, retailing, and goods supply – was substantially expanded.

While the current state of Guam's economic progress has meant new levels of employment opportunity, Guam's private sector continued a practice of importing skilled labour. Developers and contractors in Guam successfully lobbied the Government to support U.S. policies that provided for imported skilled labour, primarily in the construction field, to fill occupations that the local labour force was not trained to participate in. Government policymakers rationalized that occupational skill development in the construction industry, at a level which met the needs of developers, would be counter-productive in the long-term, leaving skilled local workers with no means of qualified employment once the construction cycle finished. However, attempts by Guam's Government to encourage apprenticeships for construction occupations for those who wished to participate[10] in the industry also failed for myriad fac-

[8] "Executive Briefing on General headnote 3(a) of the Tariff Schedules of the United States" by the Chief Economist, Guam Department of Commerce, July 1990).

[9] 1970 Guam had 10,000 visitor arrivals. 1990 Guam had 800,000 visitor arrivals.

[10] C. Vincell, "History of Temporary Employment of Aliens on Guam and the Evolution of the U.S. Department of Labour's Intervention Policies: 1979 (Appendix A).

tors.[11] Attempts by the U.S. Department of Labour in 1977 to impose mainland wage standards on Guam's construction industry, in an effort to supplant alien labour with U.S. workers,[12] also failed.[13] By the time that investment in Guam began picking up in the early to mid-1980s, foreign labour again became the backbone of the construction industry.[14]

Although opportunities in Guam's labour market have been beset with institutional impediments vis-a-vis local skill development, many other opportunities exist. Tremendous growth has been evident in Guam's economy, and ultimately – in spite of barriers – employment opportunities have been created. Between 1960 and 1990, retail sales have grown from $US 33 million to $US 1 billion. Meanwhile, household income rose from $3,500 to $33,000 during this same period.[15]

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[11] A 1980 Study funded by the U.S. Department of Labour noted that the local skills development programmes were best by failure because of:

> "uncooperative contractors whose policies discourage (local) trainees and apprentices from remaining in the construction industry." (Historical Overview," p.29)

Allegations by employers that Chamorros were lazy, or that construction work in the hot sun was not deemed to be suitable appear to be unbounded since Chamorros worked in similar jobs for the Government of Guam of U.S. Government where wages were twice those of the private sector. (Aller, et.al, *op.cit.,* p.15)

[12] The U.S. Department of Labour wage standards only applied to *imported labour* and not local workers.

[13] The reasons for failure were numerous. Despite the fact that local labour could still be paid lower wages than U.S. and alien labour under the U.S. Dollar "adverse wage effect: ruling, contractors did not show interest in government developed training programmes. Additionally, wage hikes forced construction cost increases; U.S. labour did not arrive in any significant number; local workers apparently disliked working equivalent jobs with off-island labour for less pay; and an international recession was setting in.

[14] In August of 1990, 3,961 non-immigrant temporary workers (nearly all in the construction industry) were registered with the Guam Department of Labour. (Source: Guam Department of Labour, September 1990).

[15] Bank of Hawaii April 1991 Review of the Economic Conditions in Guam.

The number of private sector jobs has more than doubled in the past seven (7) years, while the Government of Guam and federal unemployment levels have remained fairly constant.[16]

> "Since 1984 Guam has registered compound annual total employment growth of 8.4 per cent. Total civilian employment has risen faster than the population by about 20 percentage points as a result of residents' higher labour participation to satisfy the intense and growing labour market."[17]

Overall payroll employment increased from just over 30,000 employment positions in 1982, to over 57,00 in 1991.[18]

Two fundamental changes have occurred in Guam's employment base during the island's recent economic boom. First, the majority of existing jobs are in Guam's private sector rather than public sector (i.e. Government of Guam and the U.S. Federal Government).[19] Additionally, service occupations have gained prominence in the private sector as opposed to construction occupations – occupations which had been fueled by the U.S. funded development and island reconstruction (including typhoon building reconstruction) periods from the Second World War through the early 1980s.[20]

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[16] Information provided by Guam Department of Commerce and Bank of Hawaii Report (1991) *op.cit.*

[17] Bank of Hawaii Report, *op. cit.* p.4.

[18] Department of Commerce information (March 1991).

[19] Approximately 11,000 employees work for the Government of Guam, 7,000 for the U.S. Government, and the balance of 39,000 employment positions are in Guam's private sector. (Source: Bank of Hawaii Report, *op.cit.,* p.4).

[20] Comparing investment in the period 1960-1990, the Bank the Hawaii Report notes that for the first 25 years "most of the major construction and infrastructure projects....were funded by U.S. private and public equity of debt... By contrast, the development over the last five years has been heavily under the direction of foreign private design and funding."

As employment opportunities have expanded, unemployment has declined. 1990s March benchmark unemployment rate of 1.9 per cent stands in marked contrast to the 1983 high of 9.4 per cent.[21] Guam's employment market is essentially saturated, and reliance on imported labour for future expansion of the economy appears necessary.

3. Summary

In summary, Guam's monetary economy has traditionally been bound by and tied to external sources of development (and un-development) and capital. Human resource requirements of Guam's economy, until the 1970s, were dictated by the nature of U.S. military and political control. This resulted in a limited availability of employment opportunities for local workers, leading to extensive out-migration of local residents. In-migration of skilled labour by the U.S. further exasperated local human resources development prospects. Since the 1970s, Guam's economic development has relied on the investment of foreign capital in the tourist industry. Human resource utilization among the local population has tremendously increased in the service sector and now approaches the point of being inadequate to meet development needs.

II. MISSION OF HUMAN RESOURCES DEVELOPMENT/ SERVICE DELIVERY

1. Overview

Human resources development, as an institutional objective of the Government of Guam, faces several challenges. Long-term challenges require adjustment of human resource training to deal with extraneous facets of Guam's development climate. Identifying employment opportunities in relation to the impact of Guam's political relationship with Washington D.C. – that affect the scope of industrial and service development – is one major structural

[21] Ibid.

challenge. Clearly the U.S. Government's unilateral control over Guam's affairs, including but not limited to the trading relationship and immigration control, has a big impact on Guam's potential industries and employment opportunities.

Similarly, dealing with changing regional economic trends that impact economic conditions in Guam requires thoughtful consideration. For example, Guam policy makers have not forcefully pressed large-scale human resources development in the area of construction because of the cyclical nature of the industry's employment opportunities. Another example is in relation to the island's dependence on foreign investment for industrial development – a condition that requires thoughtful long-range planning and careful trend analysis.

Guam has attempted to deal with these two factors that shape the job market possibilities by reassessing the political relationship with the United States. On the other hand Guam has sought to promote industries that foreign businesses will find as an attractive investment within the limits of the country's existing political status barriers.

Following these broader conditions, Guam looks inward to bolster the conditions of training and employment development among the community. Pre-employment education and acculturation in relation to job opportunities and the individual skills of those who will enter the job market; identification of those who require, or are benefitted by skill development or enhancement; and on-the-job training, are the foremost examples of current human resources development in Guam.

The challenges are numerous and complex. The current state of private sector development is based on the tourist industry and adjunct services. An acute labour shortage in this service industry looms in enormous proportions. While Guam is currently at a level that most would consider full employment, the number of hotel rooms in Guam is expected to double over the next five (5) years. The number of hotel projects currently under construction alone

would increase the number of available hotel rooms by 1/3. The fact is, Guam simply does not have the human resources locally available to fill future market demands for labour. While private sector planners are going to unusual means to find employees,[22] keep employees,[23] and even limit operations in relation to less than full employment by the enterprise,[24] the only real solution appears to lie in the importation of labour for those jobs where no local labour is available.[25]

On the other hand, policy makers seek to diversify the economic base of the island through encouraging light manufacturing -- a prospect that will only be successful following a realignment of the current political relationship with the United States. While the current job market is saturated, the possibility of all of Guam's economic eggs being in one basket is equally discomforting.

The mission of Guam's human resources development programmes is to fill positions in Guam's job market which most suit family economic prosperity and the potential skill levels of local residents. Securing the best jobs for local residents and arming them with the necessary skills to fulfil their employment objective is a primary thrust of the island's human resources development. The focus of this thrust is the promotion of skills among those who have few marketable employment abilities.

To be sure, this is no easy task, particularly when dealing with a Government structure in which different agencies perform differ-

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[22] A firm was recently established in Guam which recruits employees in the U.S. mainland.

[23] Several of the new lodging establishments have offered liberal stock and pay incentive plans to keep employees.

[24] A recently opened establishment (of 400 hotel rooms) has projected to keep its potential operations to 70 per cent of its capacity as a result of the lack of available labour and the training necessary to provide appropriate skills.

[25] Unfortunately, Guam's present political relationship with the U.S., which vests immigration control in the U.S. Government, has proved problematic as a national reduction in imported labour has been scheduled to take effect because of depressed employment opportunities in the United States.

ing tasks in relation to the overall objectives. The process of human resources development is of course further mystified when dealing with private sector employers who seek avenues for satisfying labour needs through the process of temporary alien labour, or who perform direct human resources development for their particular commercial operation.

2. Coordination/Consolidation of the Human Resource Mission

From the Government's vantage, an "investment" – integrating the human resources systems and services has begun. This process has been put in place to streamline the business of Government to achieve a human investment system in response to a recognized absence of comprehensive planning and coordination. Presently, over a dozen Government agencies, a dozen advisory bodies and numerous programmes that are delivering human resources development services are in operation. All of these entities are being brought under the umbrella of a Human Resources Advisory Committee to promote linkage and coordination.

To bring this group together, the island's primary, secondary and tertiary educational institutions have been targeted, together with the Guam Department of Labour, youth criminal code offender alternative sentencing programmes, the corrections department, welfare programmes, senior citizens programmes, the military veterans office, and youth organizations such as agricultural clubs, junior achievement, and the youth congress. The linkage step has been established and now the objective is to promote coordination.

Many programmes already exist among the various Government agencies and private interest groups which have been targeted for the linkage of human resources development services. A list of these programmes is too extensive to fully explore here, but they range from skills development training in the education system, to mitigation approaches for juvenile offenders and the economically disadvantaged.

Although barriers to integration of programmes exist over bureaucratic "turf" issues, most of the Government agencies recognize the common need of integration. Steps to integration include a consolidated human resources development planning activity through the establishment of intra-departmental contacts and a working group. This group would examine the labour market needs and available sources of labour in relation to human resources development legislation and the strengths and weakness of such mandated programmes. Through this process, duplicated and unnecessary programmes could be eliminated and more relevant programmes introduced. Memorandums of understanding for collaborative and cooperative efforts between agencies would be entered into with the ultimate goal of establishing a Human Resources Service Centre with the co-location of staff from various agencies in a common building or cluster of offices. Legislation, to carry out the recommendations of consolidated human resources development programmes, would then be advanced to policy makers for mandated performance.

Although problems with human resources development and service delivery are tied to many external factors, the issues associated with coordinating the performance of Government agencies are made easier by the relatively small size of the island's Government and job market. Together with a sincere commitment on the part of the Government to address needs, coordination and collaboration on an intra-Governmental and public to private sector basis are healthy indicators of potential success.

Evidence abounds that the Government of Guam takes the issues of human resources development service delivery seriously. In addition to a concerted attempt to readdress Guam's political relationship with the United States[26] to enhance the framework of

[26] The language of the measure to change Guam's political relationship with the United States received electoral endorsement in 1987.

economic development[27], the Government is involved in myriad programmes to deal with a mitigation of efforts vis-a-vis the status quo. A recognition that Government service delivery, in general, needs to be upgraded in relation to the rapid impact of development and social change has resulted in scholarship programmes for Government employees to earn undergraduate and graduate degrees at the University of Guam during working hours. This liberal educational augmentation effort has been widely acclaimed and utilized by employees.

On the private sector side, the Government of Guam has embarked on an intensive drive to train a newly available labour source – in-coming citizens of the Federated States of Micronesia (FSM) who are allowed to travel and work in the United States as a result of the Compact of Free Association with the U.S. Government. Many citizens of the FSM have chosen to live and work in Guam because of the limited employment opportunities in their nation.[28] Most of those arriving are forced to adjust to tremendous social change and are mostly unskilled. To assist in-migrants from the FSM to adjust to the social conditions of employment in Guam; to assist the private sector in placing skilled employees in jobs where labour sources are scarce; and to provide nationals of the FSM with service industry skills which will in all likelihood expand in their nation, Guam has begun a programme which promotes human resources development in the FSM. This effort will achieve all the objectives necessary to assist the private sector in relation to the dearth of employable persons, as well as assist the FSM with human resources development as their economy expands and as residents return in the future to their homeland.

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[27] The proposed political status addresses the entire scope of Guam's relationship with the United States, but the economic benefits – including control over immigration, which calls for an end to naturalization for U.S. citizenship in Guam and the importation of temporary alien labour as is needed – are equally important. The proposed Commonwealth proposition is often referred to as an economic manifesto as well as a political one.

[28] Estimates of the number of FSM residents who have arrived in Guam since 1986 are as high as 8,000. (Source: Guam Bureau of Planning).

3. Summary

Despite traditional barriers to economic development and human resource utilization in Guam, the Government of Guam has made tremendous strides in attempting to go beyond and even manipulate imposed limitations. Perhaps as an overreaction to the need, however, existing Government programmes and administrative oversight of human resources development service delivery is fragmented and requires consolidation and coordination. The earnest interest of the Government of Guam in fully developing human resources potential is evident and, together with the relatively small size of Guam's economic system, the potential for optimum utilization is good.

Still, Guam's current economic growth is expanding beyond the availability of local labour sources. Human resources development then is geared toward: the placement of local employees in the most economically advantageous and desirable occupations; training and service delivery for those who do not maximize initial opportunities in pre-employment training, or who were not the recipients of such services; and filling the remaining opportunities with imported labour on an as-needed basis.[29]

III. THE CHALLENGE OF HUMAN RESOURCES DEVELOPMENT

The Government of Guam must follow through with its existing proposals to consolidate and coordinate human resources service delivery administration and programmes. The large public sector, in which the indigenous Chamorros are the overwhelming majority of the employees, requires continuing revenues for efficient operation. Moreover, the Government of Guam has been the trend-setter

[29] Presently, U.S. immigration policies with respect on non-immigrant alien labour has created a barrier to bring to Guam needed labour on a temporary basis. This has created consternation amongst developers and employers given the limits on locally available labour.

in wages and employment conditions – a factor that drives employment conditions and remuneration in the private sector.[30]

For its economic future to be secure, Guam's political relationship with the U.S. Government must be readdressed to provide for a more balanced economic base which includes a stable trading relationship with the U.S. Government and local control of immigration.

Future human resources development must concentrate on the problems associated with non-immigrant skilled labour vis-a-vis the development of skilled local labour for positions "temporarily" filled. Planners will need to move beyond being satisfied with the level of services provided by non-immigrant labour in skilled and professional fields to assure that Guam's labour market is as self-sufficient as possible in critical service areas. Fortunately, Guam's experience with U.S. immigration policies that have stifled labour participation in the past provide a good foundation for a self-governing Guam to make weighted value judgements for its future.

[30] The average government of Guam salary is over $US 20,000. Additionally, the Government of Guam has generally led the U.S. in minimum wage standards.

MARSHALL ISLANDS

APPROACHES TO HUMAN RESOURCES AND DEVELOPMENT POLICY-MAKING AND PROGRAMMING IN THE REPUBLIC OF THE MARSHALL ISLANDS*

INTRODUCTION

The Republic of the Marshall Islands is an archipelago of 29 atolls and 5 islands located in the Central Pacific between 4 and 14 degrees North latitude and 160 and 173 degrees East longitude. It covers a sea area of over 750,000 square miles.

The country became a full sovereign nation in 1986, following more than 100 years of foreign rule. It now maintains a close political and economic relationship with the United States under an agreement called the Compact of Free Association. Under this agreement, the United States provides economic assistance for a fifteen year and in return leases land in Kwajalein for a missile testing range. The United States is also responsible for defence although the Marshall Islands conducts its own foreign affairs.

Following the 1988 Census of Population and Housing, the population stood at 43,380. At 4.0 per cent per annum, the country has one of the highest population growth rates in the world. The population is very young with over one half being in the 0-15 years age group. More than two thirds of the population is concentrated in the two urban centres of Maujuro and Ebeye - an island on the Kwajalein atoll. The remaining population is distributed over 22 other atolls in small sizes varying from about 90 to about 1,700 people. The population is also scattered in small communities within each atoll. The distance to these atolls from Majuro, the administrative and commercial centre, varies from about 16 to 800 nautical miles.

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* By Mr. Clary Makroro, Assistant Chief Planner, Office of Planning and Statistics, Majuro, Marshall Islands.

With a land area of about 70 square miles, the country is lacking in natural resources. There are no known land based mineral resources, but considerable quantities of high grade cobalt are known to exist about 5,000 feet under water. The technology for the exploitation of this resource is not yet developed.

In 1988, the gross domestic product of the Marshall Islands was about $US 69 million, with a per capita product of about $US 1,600. It should be noted, however, that the modern economy is very much service based, urban concentrated and sustained largely through public sector expenditures. Thus in 1988, close to one half of the total product came from the tertiary sectors, while close to 56 per cent of the gainfully employed labour force was engaged in tertiary level activities.

Over 60 per cent of GDP consists of wages and salaries and other benefits to paid employees. Most of these employees work for the Government, the United States owned missile range in Kwajalein and for the private sector which includes wholesale and retail trade, construction, hotels and restaurants, banking and insurance and transportation related activities.

It must be noted, that in the final analysis, the country's economy is fuelled by foreign economic assistance, mostly from the United States. This is due to the fact that the public sector, which supports the modern economy, is largely financed from such assistance. About three fourths of the annual Government expenditure is funded by such economic aid. Even local revenue can be traced to such assistance, as the main basis of such revenue is employment, consumption and imports which are created with such assistance.

If the foreign aid element were left out of the computation of total and per capita product estimates, the result would be that the country's per capita per annum would be in the range of only $US 250-600.

I. DEVELOPMENT EFFORTS

The Marshall Islands are in the fifth and final year of implementing its first five year development plan. The second five year plan is being formulated at present and is expected to be ready for implementation in October 1991. The second plan is a highly focussed document which will attempt to integrate both national level as well as local planning.

With regard to the real sector, the main focus of development in the second five year plan will be on fisheries, tourism and related infrastructures. Most investment will go into these sectors with a priority being given to fisheries. At the same time, ongoing programmes in the area of coconut replanting, agricultural diversification and agro-based small scale industries will continue. The main purpose of this approach is to ensure a continuity of efforts, guaranteeing local food production, while providing an adequate and nutritional diet to the population as a whole, especially children.

With regard to the social sector, an attempt will be made to improve health and educational standards of the population and to ensure that their basic needs will be satisfied. In addition, an effort is being made to develop the human resource skills of the nation in order to enhance the absorptive capacity of the economy while providing jobs to the fast growing labor force.

II. HUMAN RESOURCES DEVELOPMENT

(a) Policy Making

Policy making in this area is done through a process in which the parliament (Nitijela) passes appropriate legislation on the recommendation of the Cabinet. Before the Cabinet makes its recommendations, however, appropriate studies are made by the relevant ministries and agencies in the Government.

In both the first and second five year plans, the scarcity of skilled human resources has been identified as a major problem in the economy. Economic development efforts are constrained at this stage by a shortage of skilled manpower rather than by a lack of infrastructures and employment opportunities. No doubt the latter are also challenges facing the country, but they are not the most pressing challenges at present. The question is, why is there a lack of manpower capable of managing and developing the country's limited resources? The plans also point out the existence of high rates of unemployment in the economy, especially in the urban areas. The plans identify the provision of employment to a rapidly increasing labour force as one of the overall objectives of development. It should be noted that high unemployment is partly due to the lack of skills among the Marshallese. As a result of this, a large number of skilled labour, managerial and technical jobs are currently held by foreigners.

Although the first five year development plan stated that a comprehensive manpower supply and demand balance will be prepared on the basis of a labour market survey, this has not been undertaken so far. However, certain important measures have been taken during the first plan period towards human resources development.

(b) Education Master Plan

One such measure is the formulation, adoption and implementation of the Ten Year Education Master Plan. This plan which was funded by the U.S. Department of Interior and formulated in October 1989 by a group of education specialists, aims at the following objectives.

(i) Upgrading the quality of primary education.

(ii) Strengthening the secondary education to focus more forcefully on the Republic's need for skilled and trained manpower.

(iii) Developing the Republic's post secondary capabilities to augment and strengthen its continuing reliance on external colleges and universities.

The main recommendations of this plan are as follows:

Primary Education

(i) Primary education will be designated as a universal standard for all citizens of the Republic;

(ii) Shifting a greater share of the responsibility for the management of primary schools away from the central Government to local communities;

(iii) Technical assistance, educational standards and testing procedures to be provided by the National Government; and

(iv) All possible measures will be taken to stem the migration of students from rural to urban areas and to maintain acceptable educational standards.

Secondary Education

(i) The role of public high schools will be changed from that of college preparation to job preparation in fields in which jobs are likely to be available in the economy;

(ii) College preparation will be limited to private high schools which are to be subsidized by the Government; and

(iii) Basic educational and vocational training programmes for adults and out of school youth will be established at College of Marshall Islands.

Post Secondary Education

(i) The establishment of a College of Marshall Islands; and

(ii) The undertaking by the College of such courses as two-year degree programmes, teacher training and college preparatory programmes, adult basic and vocational education and scholarship and financial aid administration.

The master plan is currently being implemented. The Asian Development Bank has made available a technical assistance grant to identify projects from this plan for implementation as well as to assist population planning, health programmes, the development of small business training courses and training in the public service.

In addition there are several other major projects under implementation in the area of human resources development.

(a) Private Industry Council

A vocational training programme funded by the U.S. Government Job Training Partnership Act has been functioning in the Republic for the past several years. This is supervised by an organization called the Private Industry Council consisting of representatives from both the Government and the private sector.

(b) Vocational Training: High School and College of Marshall Islands

A limited amount of vocational training activities are undertaken by the Marshall Islands High School and the College of Marshall Islands.

(c) National Training Council

A project has been launched recently that seeks to establish a

National Training Council. The council will serve as an advisory body to the cabinet. The primary role of the council will be to identify future vocational training needs, design manpower training programmes, coordinate the activities and implementation of other vocational training agencies, set national vocational training standards and establish a national vocational testing and certification scheme.

(d) Management Development Institute

The Government has approved the establishment of a Management Development Institute, which is a national institute of training for the public sector. Its purpose is to provide a training programme for personnel in the Government ministries, statutory bodies, local Government councils and the private sector. In addition, the institute will provide a centre for policy analysis and information generation. The initiative for the establishment of this institute has come from the United Nations Development Programme which has offered to assist in the establishment of management development programmes in several developing countries.

(e) Government Scholarship Programme

The Government, through the scholarship funds provided under the Compact of Free Association, offers scholarships to students to study in the United States. This programme is administered by the Ministry of Education under the authority of a governing body created by law to provide financial opportunities to qualified citizens of the Marshall Islands. During the period 1986-1990, 380 scholarships were awarded to students for higher education abroad.

(f) Other Training Projects

A Seamen's Training Project is jointly funded by UNDP, the U.S. Government and the Government of the Marshall Islands. The project is about a year old and seeks to train about 25 able bodied

seamen every year. In addition,the Asian Development Bank, as part of a fisheries development project that it is funding, has agreed to establish a Fisheries Training School. College of Marshall Islands has an ongoing programme in the training of nurses and school teachers. There are also many other short term training opportunities made available every year by aid donor agencies, both in country and overseas.

There is a need to coordinate all human resources training activities and focus such activities towards the achievement of goals and objectives identified in the development plan.

FEDERATED STATES OF MICRONESIA

APPROACHES TO HUMAN RESOURCES DEVELOPMENT POLICY-MAKING, PLANNING AND PROGRAMMING IN THE CONTEXT OF OVERALL NATIONAL DEVELOPMENT PLAN IN THE FEDERATED STATES OF MICRONESIA*

INTRODUCTION

National Development Plan

The Federated States of Micronesia is a Constitutional Federation of four states - Chuuk, Kosrae, Yap, and Pohnpei - which came into being as a distinct political entity in 1979. The Federated States of Micronesia first comprehensive National Development Plan was established for 1985-1989 (Plan Period).

This Plan covers the first of three phases of a long-term programme adopted by the nation to develop the economy and increase the standard of living and welfare of the people.

The first phase of the long-term development programme (1985-1989) was the "Transition Reconstruction" phase. During this phase, the Nation completed it's transition from United Nations trusteeship to full self government, seeking to reconstruct the economy with an emphasis on the private sector and Human Resources Development. The second and current phase (1990-1994) is the "Sustainable Economic Growth" phase. The third phase (1995-1999) will be the "Economic Self-Reliance" phase. During this phase the country hopes to see continued development towards a self-reliant local economy. Government expendi-

* By Mr. Nachsa Siren, Environmental Health Coordinator, Department of Human Resources, Palikir Station, Pohnpei State, Federated States of Micronesia.

tures and imports will stabilize, export income will increase, and employment growth will be clearly focused in the private sector.

ECONOMY

The 607 islands of the nation are spread across more than a million square miles of the Western Pacific Ocean within an east-west chain of islands known collectively as the Caroline Archipelago. The Federated States of Micronesia lies between the equator and 14 degrees north latitude and between 135 and 166 degrees east longitude.

While the nation is large in size, the total land area is only 2,708 square miles with an additional 2,776 square miles of lagoons. The 607 islands vary from large, high mountainous islands of volcanic origin to small coral atolls with approximately 65 of the islands inhabited.

Agriculture and fisheries made the largest contribution to the nation's economy during 1983 (Table 1.0). This sector accounted for over 40 per cent (42.2 per cent) of total goods and services produced in the country during the past year, value at $44.9 million, of which about $40.6 million was in non-market production of food, meat and fish, which were produced and consumed by households.

Governments Administration accounted for about 30 per cent or $31.5 million of the Gross Domestic Product (GDP). This figure represents the personnel cost of government administration during the year. It does not include such government activities as electricity, water, and sewage, construction and communication services, which are treated separately as governments enterprises (Table 1.0).

The third major sector in the economy is wholesale and retail trade, which contributed $12.7 million (11.9 per cent) to the GDP after wholesale and retail trade, the individual contributions of the other sectors become rather small.

The GDP for 1983 was $106.5 million of which the monetized component was $63.9 million (60 per cent) and the non-monetized component $42.6 million (40 per cent).

Table 1.0 summarized the Gross Domestics Products of the Nation by Industrial Origin for 1983.

Table 1.0. Gross domestic product by industrial origin, 1983 (in $ million)

Sector		*Amount ($US)*	*Percentage*
Agriculture and fishery		44.91	42.2
Export items	$ 1.32	–	–
Other market items	3.00	–	–
Non-market production	40.59	–	–
Manufacturing		0.38	0.4
Handicrafts	0.38	–	–
Electricity and water		1.01	0.9
Construction		0.99	0.9
Wholesale and retail trade		12.67	11.9
Hotels and restaurants		1.01	0.9
Transport and communications		1.51	1.4
Banks and insurance		0.58	0.5
Real Estate		3.00	2.8
Government administration		31.50	29.6
Other services		3.73	3.5
Less imputed bank service charges		0.50	0.5
Gross domestic Product at factor cost		100.79	94.6
Indirect taxes		5.88	5.5
Less subsidies		0.16	0.1
Gross Domestic Product at market prices of which,		106.51	100.0
– The monetized component is:		63.92	60.0
– The non-market component is:		42.59	40.0
		106.51	100.0

Note: Estimate are based on inadequate data, and should be considered provisional.

POPULATION

The country's population is a heterogeneous mixture of people with different languages, customs, and traditions, bound together

by recent history and common aspirations. The people are the nation's most valuable resource, and the development of their human potential is the nation's major goal.

The population has been growing at a rapid rate. The mid-year 1985 population (Table 1.1) projection is 87,875 with 6,427 people in Kosrae, 23,091 in Pohnpei 43,032 in Chuuk and 9,745 in Yap. The estimated annual overall growth for the decade 1970-1980 was 3.2 per cent. According to the first Federated States of Micronesia National Development Plan 1985-1989 the estimated annual growth rate is 3.5 per cent.

Table 1.1. Population projection for state and the federated states of micronesia

Year	*FSM 5)*	*Chuuk*	*Kosrae*	*Pohnpei*	*Yap*
1985	87,875	43,023	6,427	28,617	9,745
1986	90,272	44,194	6,607 2)	29,531	9,940
1987	92,735	45,387	6,792	30,417	10,139 4)
1988	95,269	44,612	6,982	31,330	10,345 4)
1989	97,881	47,871 1)	7,178	32,269	10,563
1990	100,577	49,163	7,369	33,263	10,782 4)
1991	103,251	50,491	7,513	34,228	11,019
1992	106,115	51,854	7,785	35,220	111,256
1993	109,009	51,854	8,003	36,242	11,510
1994	111,975	54,692	8,227	37,293	11,763 4)
1995	115,014	56,169	8,425 2)	38,386 3)	12,034

Source: Office of Planning and Statistics, FSM. As of 26 March 1991.

The population structure is heavily weighted towards youth. It is estimated that soon, approximately 44.4 per cent of the country's total population will be under the age of 15. This creates a heavy dependency burden and constraint on development.

Most people live in the coastal areas of the high islands or on small outer islands, with the mountain interiors of the high islands remaining largely uninhabited. Only 29 per cent of the people live in the urbanized areas of Weno, Chuuk, Kolonia, Pohnpei, Colonia, Yap and Lelu, Kosrae.

Labour Trends

The supply and demand for labour has been adversely affected by population growth, government transfer and the reliance on the public sector as the main economic catalyst. The population growth has been demonstrated in a growing labour force. This growth, along with increased employment in the social welfare oriented public sector, has resulted in a low level, service-oriented labour population. In the state centres, this has drawn labour away from traditional productive occupations such as fishing and agriculture and has also contributed to the lack of applicable vocational/technical skills needed for service and production activities.

Expatriate labour is still required to supplement limited resources of trained local personnel in technical and professional services areas. Local workers that go abroad for training in technical areas do not always return. Others, including unskilled workers, migrate to Guam or Hawaii in search of better paying jobs.

Employment

The total employed population is estimated and therefore it is difficult to calculate an accurate unemployment rate. This is due to the difficulties of determining the number of individuals seeking cash income and the number of those desiring to remain in the subsistence sector. Table 1.2 shows the sectorial position of the labour force and Table 1.3 shows forecast of labour supply 15 years of age and over by sex.

Table 1.2. 1989 Employment by sector

State	*Public*		*Private*		*Traditional*	*Total*
Chuuk	2,773		2,568		n.a.	5,301
Kosrae	744	(65)	397	(35)	n.a.	1,141
Pohnpei	2,066	(34.5)	3,915	(65.5)	n.a.	5,981
Yap	132?		1,036?		n.a.	1,168
FSM	5,675		7,916		n.a.	13,591

Source: FSM First National Development Plan (1985-1989).

Table 1.3 Forecast of labour supply 15 years of age and over by sex 1985-1990 (FSM citizens only)

Stage and sex	Mid-1985			Mid-1990			Labour force increase	
	Pop.	LFPR	Ec. active	Pop.	LFPR	Ec. active	No.	Average annual rate
Kosrae								
Males	1,760	83.5	1,470	2,060	83.5	1,720	250	3.2
Female	1,720	32.7	560	2,070	32.7	680	120	4.0
Both sexes	3,480	58.1	2,030	4,130	58.1	2,400	370	3.6
Pohnpei								
Males	7,870	76.5	6,020	9,280	76.5	7,100	1,080	3.4
Female	7,600	47.4	3,600	9,050	47.4	4,290	690	3.6
Both sexes	15,470	62.0	9,620	18,330	62.0	11,390	1,770	3.5
Chuuk								
Males	12,900	74.4	9,600	15,290	74.4	11,380	1,780	3.5
Female	12,690	35.7	4,530	15,040	35.7	5,370	840	3.5
Both sexes	25,590	55.1	14,130	30,330	55.1	16,750	2,620	3.5
Yap								
Males	3,110	76.6	2,380	3,600	76.6	2,760	380	3.0
Female	3,090	61.7	4,290	3,580	61.7	2,210	300	3.0
Both sexes	6,200	69.2	6,670	7,180	69.2	4,970	680	3.0
FSM								
Males	25,640	77.8	19,470	30,230	77.8	22,960	3,490	3.3
Female	25,100	44.4	12,980	29,740	44.4	12,550	1,950	3.5
Both sexes	50,740	61.1	32,450	59,970	61.1	35,510	5,440	3.4

CURRENT HUMAN RESOURCES DEVELOPMENT SITUATION

Imbalances in manpower supply and demand

Micronesia faces serious imbalances in its labour market. On the other hand, most youth enter the labour market without the skills needed to either find employment or become successfully self-employed. School enrolment statistics indicate that a significant proportion of students do not complete their high school or elementary school education. Those who do complete a general education also include some vocational courses. The country's only vocational high school is situated in Pohnpei and graduates about thirty students per year, most of whom are successful in obtaining either wage or self-employment.

Since the mid-seventies, when Micronesians become eligible for U.S. federal grants to attend U.S. colleges, post-secondary education has become widespread. Many students, However, do not return with a degree, while those who have graduated often lack employable skills, due to the kinds of courses taken.

Employers, including the government, experience skill shortages due to the scarcity of qualified workers for available positions. As a result, employers increasingly rely on expatriate workers. Currently, the Government employs about 200 expatriates, while well over 400 expatriates have permits to work in the private sector (FSM Personnel Office and Division of Labour).

In addition, local skills and talents that are available tend to be attracted by the public sector due to relatively high government wages and factors of status and job security. With a few exceptions, private business cannot afford to compete with government where wages do not necessarily reflect productivity levels.

Another imbalance exists between the availability of so-called white and blue collar skills. Most citizen, even those with vocational training, favour "desk jobs". Current wage structures sup-

port this situation and low-level white collar jobs often pay better than blue collar positions that require substantial training.

Skill improvement among employees within certain occupations needs to be strengthened. There is generally a lack of training opportunities, support and a narrow "skill differential".

Current training and job-oriented education activities

Job oriented education is provided by the Micronesian Occupational College in Palau (AA/AS degree), the Community College of Micronesia in Pohnpei (Elementary, Special Education and, recently, Marine Science, AA/AS degree), and the Pohnpei Agriculture and Trade School, the only vocational high school in the Federation. Among training opportunities for employees, the Hawaii Job Corps Training Center and the Micronesian Training Apprenticeship Programme (MTAP) in Guam fulfill important roles. The four-year programme of MTAP enrolls about 40 students and provides the nation with a small but high quality supply of skilled tradesmen who are usually guaranteed jobs in the government upon return. During the Compact period, the nation will continue to have access to the programme. During the past few years, Micronesia has been offered an increasing number of training opportunities by other countries and international organizations.

Several workshops and training courses, organized by the Government with outside assistance, have contributed to the skills and motivation of Government employees. The U.S. Civic Action Teams in each state provide training in the trades to selected trainees.

Social and community services

The most effective human resources development network operating in the Federated States of Micronesia is the "extended family". Child care services, instruction in traditional skills such as celestial navigation, canoe making, fisheries, agriculture, herbal medicine as well as construction of both traditional and contempo-

rary housing are all examples of skills provided and learned through the extended family network. However, as families move from the subsistence economy to a cash economy and from remote islands and villages to urban centres, the effectiveness of the extended family has vanished. Nuclear families, especially those where one or both parents are working in the cash economy, rarely have either the time or all the requisite skills to provide the services, guidance and instruction that children and youth need. Consequently, several organizations and programmes have been created to fill particular gaps in the human resources development network of the social service network.

Youth community activity programme

As more women of child bearing age enter the cash economy, demand for child care services has increased. Non-governmental organizations have been developed child care services in several of the states in response to this demand. One of these, the Head Start Programme, has provided pre-school programmes for children in the three to five year age bracket.

Children and youth comprise the largest segment of the population of the Nation with over 40 per cent of the total population being under age of 15 (Table 1.4). Several community based organizations have been developed to provide structured activities for this large, youthful population and as a means for youth to secure recognition as contributing members of society. These include scouting organizations; the U.S. Peace Corps, church groups, youth clubs; and 4-H programmes. All of these programmes provide and manage after school and weekend activities in which youth learn a variety of skills and perform services deemed valuable by society. Unfortunately, many of these organizations are not well coordinated with government agencies.

In the past ten years, numerous sports facilities have been constructed in the villages and outer islands of the States thereby enabling a much larger segment of the youth population to participate in team sports. Sport council and youth offices have trained

Table 1.4. FSM estimated 1990 population and age distribution

Age group	*Total*	*Per cent*	*Male*	*Per cent*	*Female*	*Per cent*
00–04	16,995	16.90	8,899	17.46	9,096	16.32
05–09	15,597	15.51	8,033	15.76	7,564	15.25
10–14	13,787	13.71	7,176	14.08	6,611	13.33
15–19	10,804	10.74	5,419	10.63	5,385	10.86
20–24	8,015	7.97	3,930	7.71	4,085	8.24
25–29	7,043	7.00	3,449	6.77	3,594	7.25
30–34	6,419	6.38	3,164	6.21	3,255	6.56
35–39	5,434	5.40	2,725	5.35	2,709	5.46
40–44	3,955	3.93	1,980	3.88	1,975	3.98
45–49	2,423	2.41	1,196	2.35	1,224	2.47
50–54	2,349	2.34	1,140	2.24	1,209	2.44
55–59	2,153	2.14	1,096	2.15	1,057	2.13
60–64	1,926	1.91	994	1.85	982	1.98
65–69	1,545	1.54	763	1.50	782	1.58
70–74	1,089	1.08	523	1.03	566	1.14
75–79	629	0.63	314	0.62	315	0.64
80+	414	0.41	226	0.44	188	0.38
All totals	100,577	100.00	50,980	100.00	49,597	100.00

Notes: Combined from the 1990 estimated figures for the state.

and organized a cadre of young adults. These individuals work on a voluntary basis to provide instruction, coaching and officiating for teams which are organized into age appropriate leagues.

Organized sport programmes are perceived as helping to develop desired social values including leadership skills, cooperation, team-work, respect of authority and rules and other qualities deemed important for youth to learn as they begin to assume appropriate roles in the adult society.

In 1983, a nine-month training programme for youth and community organizers was conducted. The programme, which was held in Pohnpei with Government support, enrolled 25 people from the four states. Except for several of the Pohnpei enrolles, all found employment in their field.

Assistance in youth and community services is also provided by the U.S. Peace Corps and by volunteers who work closely with youth and their communities.

Non-governmental organizations include housing authorities, Community Action Agencies, Micronesian Legal Services Corporation and various church affiliated organizations. These organizations have held a series of youth meetings, seminars, conferences and informal gatherings where youth have been asked to prioritize their desires. These youth have repeatedly indicated that what they desire most is a meaningful job at which they could earn an income and gain recognition as a contributing member of their society. Each state, therefore, has supported a summer youth employment programme aimed at youth (both males and females) in the 16-21 year age group providing employment, wages and training in both private and public sectors on a cost sharing basis. This programme is able to cater to almost 1,000 youths per year, about half of those who applied.

The increase in expenditures on sports facilities and the emphasis on promoting sports has been justified as a means to reduce juvenile crime by providing something to occupy the free time of youth.

Drug abuse prevention programme

The Drug Abuse Prevention Programme is designed to developed community activities targeted at drug abuse prevention through education, training, and recreation projects. The projects are aimed at youth who are not at school or who are at risk of dropping out and/or who are at risk of involvement with drug abuse.

Juvenile justice delinquency prevention programme

The Juvenile Justice Delinquency Prevention Programme provides assistance to the states to increase the capacity of state and local governments for the development of more effective education, training, research, prevention, diversion treatment and reha-

bilitation programmes in the area of juvenile delinquency programmes and to improve the juvenile justice system. The emphasis of this project is on youth. Activities carried out under project are drug awareness, drug abuse health education, alternative sentencing, rehabilitation and recreational activities.

Human resources development and women in development

Each of the states, to varying degrees, have stressed the need to develop cottage industries to increase productivity and for the purpose of import substitution.

Programmes have been developed that cater to women, providing village-based institutions such as sewing, handicraft skills, etc. For example, Pohnpei State Community Action Agency has, through its women's programme, established a revolving fund that provides sewing equipment, loans to women to assist them in the production and marketing of clothing and home furnishings. These items are needed in the local economy and this production and marketing effort will also enable the women to earn an income.

In Yap State, the Women's Association operates a handicraft shop and a laundromat. The small industries centre in Chuuk teaches women how to make clothing, handicrafts and market products through their stores.

Family health services

Family health services is shifting the approach from hospital-based health care delivery to community-based Family Health Services. Through this approach the project aims to build capability at the community level.

Prevention health and public health programme

This programme provides preventive health services for individuals and families, especially those of limited means, for a variety of public health services aimed at reducing preventable morbidity

and mortality as well as improving the quality of life. This programme deals basically with the problems of smoking and the use of alcoholic beverages among children and adolescents. In addition, this programme also includes the improvement of nutrition, water and sanitation systems and the control of chronic and communicable diseases.

Mental health and substance abuse

This programme was established within the four states to maintain and improve community mental health services and mental health education programmes. The programme specifically addresses the educational and consultative aspects of mental health, child abuse and neglect and substance abuse. The primary programme focus is on residents in distant villages and the outer island areas.

HUMAN RESOURCES DEVELOPMENT PLANNING METHODS

The future development in the Federated States of Micronesia depends to a large extent on human resources development. Education and Training have been neglected in the past and more attention needs to be devoted to these issues at the elementary, secondary post secondary and vocational levels. The education system and the provision of training opportunities will be more directly related to the needs of the nation.

The Department of Human Resources is responsible for facilitating the functions delineated by the National Government in promoting health and education in the Federated States of Micronesia. The Department of Human Resources is mandated to support and regulate the national system of education and health and to advise the Federated States of Micronesia President and coordinate with other states and National officials on human resources development planning and policy-making.

To perform the above functions, the activities of the Department of Human Resources are divided into the office of Health and the office of Education.

Aims and objectives

- Provide equal access to basic education for all citizens;

- Involve women as equal partners in overall development efforts;

- Ensure that human resources development plans are given priority within the context of overall development planning;

- In the intersectoral distribution of budgetary resources, special provision should be made to ensure that ample resources are given to human resources development programmes and projects;

- Seek and obtain training sources and assistance from outside sources for local training and workshops for administrative and technical personnel;

- Improve the linkage between education/training and labour market within the overall human resources development planning and policy-making effort;

- Develop a population policy to reduce the current population rate to an acceptable level;

- Develop and promote an attitude supportive of science and technology among the population as a means of increasing the nation's capacity for utilizing science and technology for human resources development; and

- Promote and maintain a high quality of health standards throughout the Federated States of Micronesia.

POLICIES AND STRATEGIES

To meet it's objectives and to overcome problems and constraints, the National and State governments will strive to reorient the educational and health systems in order to increase its contribution to the development of the Nation as follows:

- Improving the quality and effectiveness of technical, vocational and science education;

- Emphasizing the possibilities of earning a living and making a career outside of the government;

- Intensifying cooperation between education and manpower development;

- Increasing activities of schools and colleges in applied research in order to enhance the participation of these institutions and their students in development;

- Encouraging cooperation with neighbouring Pacific nations and International Organizations;

- Policy makers and planners should identify and remove socio-cultural and other constraints on the demand for human resources development. Particular attention should be given to demand constraints that impinge upon disadvantage groups such as women, the rural poor, etc.;

- Encouraging the Governments to establish national councils for women and for youth where such do not exist;

- Governments should give serious consideration to the establishment of a community development unit structured to work closely through and with NGOs active at the local community level;

- The governments should encourage a national council of non-governmental organizations (NGOs) in an effort to provide support, cooperation and coordination between the various governments and the NGOs;

- That governments encourage and accept the involvement of churches in all aspects of human resources development, not as religious bodies *per se* but as organizations exercising a strong influence over the people and with a great propensity to further the course of human resources development;

- The various governments should require non-governmental organizations to establish clear goals for their work, including monitoring procedures to determine the extent to which these goals are met. In addition, guidelines should also be developed to require NGOs to be accountable for their use of public funds.

SCIENCE AND TECHNOLOGY

Current situation of development and technology

The management of technology is important in the Federated States of Micronesia because of increasing amount of technology transferred into the country and the problems associated with the introduction of this technology to the islands. It is true that development and technology are closely related, as technology is important in promoting development and self-reliance. Because inappropriate technology has been introduced into the country, it has led to outside dependence and development, benefiting only a few people while disadvantaging many others.

The main problems with the introduction of technology into the Federated States of Micronesia are generally due to the fact that the technology is designed to be utilized in large developed industrial countries, a completely different social, economic and environmental context from this small island state.

The technology is thereby liable to be a poor fit, thus introducing inappropriate technology to the islands. The technology transferred into the Federated States of Micronesia is often too big and too complex with few local people understanding how it works or how to maintain and repair it. The lack of skilled manpower and the lack of funding for operation and maintenance is another contributing factor to the problem of manageable technological transfer.

To keep abreast with scientific knowledge and technological impact and changes in the Federated States of Micronesia, the government has established an education plan to ensure that an adequate number of students are channeled through science and technology at Micronesian Occupational College (MOC) and other secondary schools in Guam, Hawaii and the U.S. mainland.

Policies are being developed to promote attitudes supportive of science and technology among the population as a means of increasing the nation's capacity for utilizing science and technology for human resources development.

To ensure the success of that effort, technological project planning should include economic, technological and socio-environmental considerations. The overall goal of technology planning is to maximize positive effects while minimizing any potential negative impact. In addition, every effort should be made to assure that both foreign and local, traditional technologies are being considered.

CONCLUSION

The human resources development concept is concerned not only with education and training but equally with policies, planning and management and to promote health quality standards and quality of life for all. However, the need to improve coordination of human resources development programmes and projects remain an urgent major undertaking for government agencies at the National, State and community levels.

REPUBLIC OF PALAU

MANPOWER AND HUMAN RESOURCES DEVELOPMENT IN THE REPUBLIC OF PALAU*

The Republic of Palau is a tiny island nation of approximately 15,000 people located east of the Philippines and South of Guam. It is the last remaining U.S. Trust Territory under the auspices of United Nations Security Council.

The Republic of Palau currently has no manpower plan or system in operation that provides the necessary direction to develop the programmes necessary to improve and upgrade its labour force. Statistical data on manpower is very limited and projections on future manpower needs are non-existent. In addition, current labour laws protect foreign and government sector workers, yet private sector workers are not protected and no private sector minimum wage law has been established. Government sector employees have a minimum wage law that is based on past Government practices and budget limitations rather than on economic or other factors which are usually used to determine a minimum wage.

The number of foreign workers in the Republic continues to increase while the number of Palauan citizens who remain unemployed or underemployed also continues to rise.

In recent meetings with Government Ministers, the concept of establishing a National Advisory on Manpower and Training has been agreed to as a need within the Republic. A proposal has been developed in cooperation with the Micronesian Occupational College (the local vocational training institution) and will be presented for funding to the Operations and Maintenance Improve-

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* By Mr. Herman Rodas, Chief, Labour Division, Ministry of Commerce and Trade, Koror, Republic of Palau.

ment Programme under the auspices of the Corps of Engineers through the Department of Interior sometime within the next two months. The proposal requests the establishment of a National Advisory on Manpower and Training, the hiring of a foreign consultant on manpower, training and human resources development and the hiring of local coordinator to work as a counterpart with the consultant. The plan is to have the National Advisory Council develop a manpower development plan to assess current needs and design future manpower training projects.

The National Advisory Council would include members of the Republic of Palau Ministries, the Micronesian Occupational College, local businesses, the clergy and other social service groups concerned with manpower and human resources development. Once the plan is developed, assessments are completed and future projects determined, it is envisioned that a four to five year period would be required to determine future training needs and to complete an institutionalization of an on-going training programme.

Part of the problem faced in human resources development within the Republic is that manpower, labour and human resources development is not considered a priority need by Government and congressional leaders. A full understanding of the role that human resources development plays in the economic and social progress of the nation is not generally conceptualized or understood. In addition, the fact that the future political status with the United States has not yet been determined preoccupies the minds of policy makers. Budget constraints, internal politics and conflicts of interest among policy makers further adds to the problem of placing human resources development on the agenda as a priority need within the Republic.

Labour system
Statistical analysis and labour distribution

Employment statistics
Foreign workers

Item	*Nationalities*	*Male*	*Female*	*Total*
1.	United States	8	2	10
2.	Philippines	1,832	644	2,476
3.	Japan	56	7	63
4.	Republic of Korea	65	1	66
5.	Hong Kong (Chinese)	14	1	15
6.	China	372	4	376
7.	Taiwan	167	0	167
8.	Singapore	1	0	1
9.	Australia	1	0	1
10.	New Zealand	2	1	3
11.	Bangladesh	2	0	2
12.	Canada	2	0	2
13.	France	1	0	1
14.	Peru	2	0	2
15.	Other	10	1	11
16.	Grand Total	3,174	661	3,196
17.	Estimated Earnings			$US 6,435, 589.20

PAPUA NEW GUINEA

APPROACHES TO HUMAN RESOURCES DEVELOPMENT POLICY-MAKING, PLANNING AND PROGRAMMING IN PAPUA NEW GUINEA*

I. INTRODUCTION: NATIONAL GOALS AND OBJECTIVES

Papua New Guinea (PNG) is a rapidly developing country with great potential. It is blessed with many natural resources, not the least of which is its people. The development of this potential is enshrined in the National Constitution which sets out Five Directive Principles namely:

(a) *Integral Human Development:* Every person should be dynamically involved in the process of freeing himself or herself from every form of domination or oppression so that each man and woman will have the opportunity to develop as a whole person in relationship with others;

(b) *Equality and Participation:* All citizens should have an equal opportunity to participate in and benefit from the development of the country;

(c) *National Sovereignty and Self-Reliance:* Papua New Guinea should be politically and economically independent and the economy should be self reliant;

(d) *Resources and Environment:* Natural resources and environment should be preserved and used for the collective benefit of all and should be replenished for future generations; and

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* By Ms. Immaculate M. Gimots, Assistant Secretary, Training Policy Development and Evaluation, Department of Personnel Management, Waigani, Papua New Guinea.

(e) ***Papua New Guinea Ways:*** Papua New Guinea should achieve development primarily through the use of it's own form of social, political and economic organization.

These directive principles form the basis in which developmental objectives of the Government are derived.

The present Government emphasizes and places the first of the five directives: Integral Human Development is the number one priority because it recognizes that development must begin with the people.

The Government has several policy guidelines to implement these directives and realizes that the people must be skilled, talented and motivated in order to develop the nation's natural resources.

The Government has established that priority areas to create favourable conditions for development are:

(i) Law and Order

(ii) Education and manpower development

(iii) Economic growth and provision for job opportunities; and

(iv) Administrative reforms.

The achievements of this nation's potential require the full cooperation of all citizens, public service, private sector organizations, churches and non-governmental organizations.

This paper briefly outlines the social policy which includes health, population policy, manpower planning and employment generation, education and training, the Commission of Higher Education, Home Affairs and Youth, and administrative reform which covers the main human resources development areas in

Papua New Guinea. In addition the paper will also outline the Government agencies responsible for human resources development in Papua New Guinea.

II. POLICY AND PLANNING FOR HUMAN RESOURCES DEVELOPMENT

Social policies

The key elements of human resources development in Papua New Guinea include social policies, health, population policy, manpower planning and employment, education and training, home affairs and youth and social affairs.

The development of any country depends largely on the health of the population. A healthy population can fully contribute to the development of the country. The population policy is closely associated with health and is concerned with continuous education, especially on the part of women. Education is also important, as better educated people are more productive, make a greater contribution to the country's economic growth and are more able to cope with change.

Employment opportunities must be shared equally between the rural and urban sectors. The trend in which employment takes place is determined and directed towards development priorities.

With less disruption in law and order, economic growth and employment generation should progress in the right direction.

The sector of the population who do not have access to the formal educational system are taken care of by the Home Affairs and Youth who provide skills and knowledge to enable the participation of women, youth and the disabled.

The social policy would only be effective depending on the favourable conditions of law and order.

(a) Health

Major health objectives are to:

(i) Improve preventive care;

(ii) Improve disease control;

(iii) Enhance the quality of rural life and its attractiveness;

(iv) Improve health behavior;

(v) Reduce malnutrition;

(vi) Maintain minimum standards of secondary health care;

(vii) Improve the quality of urban health care; and

(viii) Improve the efficiency of manpower planning, training and allocation.

These objectives will be achieved through the use of the following strategies:

(a) ***Prevention of Disease:*** People are being educated to live healthier lives and taught to learn about disease prevention. This is done with the assistance of Health and Community Workers.

(b) ***Rural Health:*** Rural Health Services mainly focuses on the needs of women and children, the improvement of rural water supplies and sanitary facilities, the improvement of health and sub-health centres, the provision of training for Community Health Workers, upgrading existing health facilities and supporting church health services.

(c) ***Hospital Improvements:*** Improvements of hospitals in major towns are being done under the Rehabilitation of National and Provincial Hospitals Programme.

(d) ***Urban Health:*** Urban hospitals are becoming too expensive to meet the needs of the growing urban population. Some urban clinics have already been established to cater to the needs of out patients, as the major hospitals cannot cope with the growing number of outpatients.

(e) ***Manpower:*** A large proportion of health care expenditures are utilized in manpower planning, training and management. Certain resources have been targeted to alleviate this problem.

(f) ***Decentralization:*** The National Department of Health is responsible for monitoring the health conditions of the communities in the provinces and also for directing budgetary allocations to priority areas.

(b) The population policy

The population of Papua New Guinea is growing at the rate of about 2.3 per cent per annum. If this growth rate continues, the total population will reach 7.4 million by the year 2015. Of this projected population, 2.3 million will live in urban areas. That is over twice the current total population and nearly eight times the current urban population.

The population policy is mainly focussed on women. Women are mostly encouraged and educated on the various methods of birth control that are available. It is hoped that as more women become educated about contraception, fewer children will be conceived. Information and education about birth control and child spacing is widely disseminated.

A population unit has been established in the Human Resources Planning Branch of the Department of Finance and Plan-

ning to coordinate the implementation of the National Population Policy. The unit will also serve as a data base to collect and disseminate population data.

(c) Education

The Government defines quality education as that which strengthens citizens identification with their own communities. Education should not try to replace traditional values and attitudes of the community, but should supplement these attitudes with new knowledge and skills in such areas as English, mathematics and science. The basic moral strength of the nation resides in the traditional community and family values. Education only redirects those values extending and expanding them to make them relevant to the modern world.

The Government plans to expand primary education so that University Primary Education is achieved by the year 2000. The expansion of high school education through a number of programmes is designed to expand the number of Provincial and National High Schools.

At the tertiary level, the Commission of Higher Education is being strengthened in its role as the overseer of higher education.

The long term objective in the area of education is to develop a system which will provide basic schooling for all children and meet the needs of the Papua New Guinea and its people by preparing students either to return to the village community of formal employment or for continuation with further education and training.

(d) Commission for Higher Education

The Commission for Higher Education serves as the central coordinating body for the entire higher education sector in Papua New Guinea.

The National Higher Education Plan provides the general outline of development objectives for higher education and how these goals are to be achieved. It also outlines the particular functions of the Commission in the achievement of these goals.

Presently, there are over sixty (60) institutions of higher education operating in the country, each pursuing its own programmes.

The objectives of the Commission include:

(i) To foster a rational development of higher education in the light of Papua New Guinea's needs and resources;

(ii) To achieve the nationalization of higher education institutions and resources so that education can be instituted in an efficient and cost effective manner to insure that a high degree of quality is maintained.

(e) The National Training Policy

Training policy and planning in Papua New Guinea has taken a major step forward with the establishment of the National Training Policy. This policy is the major Government vehicle and is designed to develop train and equip the nation's manpower with the relevant skills needed to implement government policies.

The National Training Policy comprises objectives, strategies and actions to plan, conduct and evaluate training in all sectors of the economy. Training should significantly improve the quality of life and contribute to national goals, particularly those of integral human development.

The main purpose of training is to raise worker's motivation, performance and productivity for their departments or companies and in the service of Papua New Guinea and its people. Effective training also supports localization and contributes to individual career development and self-fulfillment.

The National Training Policy highlights the following major issues:

(i) The establishment of the National Training Council;

(ii) Strengthening the partnership between the public and private sectors regarding training, and the application of foreign aid to training across all sectors in accordance with national priorities;

(iii) Improving and upgrading the Public Service Administrative College;

(iv) Preparing Manpower Planning and Training Proposals in selected occupational areas (e.g. engineering, health, accounting, law and order, and agriculture); and

(v) The formulation of three year training plans by departments, provinces, statutory authorities and companies. These plans will be updated, reviewed and evaluated annually.

The key to the successful implementation of the National Training Policy is the effective performance of the Departments of Personnel Management, Labour and Employment and the Papua New Guinea Administrative College.

An aid funded project has been set up to strengthen the capacity of these agencies to carry out their roles effectively under the National Training Policy.

The Department of Personnel Management is responsible for maintaining the training plans, in the public service while the Department of Labour and Employment plays a similar role for the private sector.

The project also includes the improvement and upgrading of the Administrative College with an emphasis on short term, intensive training, for both the private and public sectors.

(f) Manpower planning and employment generation

At present, approximately 1.85 million Papua New Guineans are potentially employable, while only 225,000 are actually employed in formal wage labour. Approximately 50,000 people per year graduate, leave school or otherwise enter the labour market. The labour force, however, has only been able to absorb less than 10,000 per year.

Human resources development is designed to integrate employment generation, manpower and skill development, population policy and the expansion and redirection of the educational system into the development scheme while working to make these components appropriate to Papua New Guineans needs.

Manpower planning is intended to integrate Government policy and the development of human resources in as equitable a way as possible. It is also designed to provide planners with accurate information on labour force composition and manpower requirements.

Employment generation policies are designed to expand employment opportunities with an emphasis on rural areas, equalize access to wage labour positions across the country and promote a reduced rate of urban migration.

(g) Home Affairs and Youth

Home Affairs and Youth is responsible for ensuring that all sectors of the society, especially women, youth and disadvantaged groups such as the disabled are able to contribute to the development of the nation.

The primary aims of Home Affairs and Youth are:

(i) To alleviate youth unemployment and related social problems;

(ii) To develop programmes and projects in support of national policies and development plans;

(iii) To increase the participation of women in the development process; and

(iv) Improve the quality of life for women and youth.

These objectives will be achieved through the use of the following strategies:

(i) Implementation of a Population Policy;

(ii) The National Youth Service;

(iii) Women's Policy;

(iv) A programme entitled "Development of Facilities for the 1991 South Pacific Games";

(v) Formulation of a National Plan for the Disabled; and

(vi) A study of the potential of non-formal education.

The Department of Home Affairs and Youth is also carrying out an institutional strengthening and restructuring process, including initiatives in relation to the Youth, Women, Censorship Board and Welfare Division. Efforts are also being made to increase non-governmental organizations' involvement in the programming and activities sponsored by the Department.

Home Affairs and Youth shares concern with both the Social and Law and Order sectors. The Department is actively involved in overall law and order policy planning, particularly through participation in the sub-committee of the Social Executive Committee of the National Executive Council.

(h) Administrative reform

Given the relatively large size of the administrative service, where Government expenditure comprises about 32 per cent of the gross domestic product, it is imperative to institute a broad plan of administrative reform. The aim of this plan is to reduce the size of the Administrative Service while at the same time increasing the overall efficiency.

The Government is implementing an ongoing exercise to achieve a planned reduction in the size of the Administrative Service through the following:

(i) Abolish, nationalize or merge Government departments;

(ii) A selective freeze on new recruitment, strictly enforced by Special General Orders;

(iii) Retrenchment of 2,500 employees in 1990 and a further 2,000 planned in 1991;

(iv) Selection review of organizations to commercialize certain stable function or services currently run by the Government.

Administrative Reform is being extended and linked to other initiatives to achieve a smaller, professionally trained and efficient public service through:

(i) Phased implementation of programme budgeting in departments;

(ii) Institutionalization of a corporate planning system at agency level;

(iii) Review of central agencies to clearly define their roles and functions and establish lead agencies to coordinate overall efforts to national development;

(iv) Rationalization of Departments and Agencies by sector;

(v) Improvement of access to relevant and reliable Management Information Systems;

(vi) Capacity building of the Public Service through accelerated training and career planning; and

(vii) Retrenchment and pay policy to reflect the changing Public Service structure, capacity to pay by Government and performance based incentives.

These initiatives will require greater consultation and dialogue between line departments and central agencies in order to avoid duplication in Public Service.

The successful implementation of this programme will result in a reduced and effective Public Service.

III. GOVERNMENT AGENCIES RESPONSIBLE FOR PROGRAMMES

In relation to human resources development, the three central agency organizations listed below play the following roles:

(a) **Department of Personnel Management:** Responsible for all personnel issues, one of which is manpower training and development. Specifically, the Department is tasked with the lead role in ensuring that the public sector work force is appropriately skilled, placed and productive.

(b) **Department of Finance and Planning:** Supports the Department of Personnel Management in ensuring that national plans, budget allocation and the relevant resources required for effective human resources development programmes are adequately provided for under given resource constraints.

(c) **Prime Minister's Department:** Plays a lead role in translating political directives into development objectives.

IV. CONCLUSION

Human resources development in Papua New Guinea comprises the social policy sector which covers education, the Commission of Higher Education, health, manpower planning and employment generation, training, Home Affairs and Youth, the population policy, and women's policy.

Implementation of human resources development policies and programmes are undertaken by several ministries and departments. For example, the Department of Personnel Management is responsible for the overall implementation and coordination of all manpower development and training issues in the public sector. The Department of Home Affairs and Youth is responsible for programmes and policies such as the national youth programmes, women's policy and so forth.

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SAMOA

APPROACHES TO HUMAN RESOURCES DEVELOPMENT POLICY-MAKING, PLANNING AND PROGRAMMING IN WESTERN SAMOA*

I. PROFILE

Western Samoa is a small island nation in the central South Pacific with a total land area of 1,093 square miles and is situated about 80 miles to the West of American Samoa and 1,100 miles north of New Zealand. Consisting of two main islands, Upolu, where Apia the capital is located, Savaii and five other small islands Western Samoa is the largest and most populous of the Polynesian island nations with a total population of approximately 160,000.

A predominantly village-based country, Western Samoa contains about 330 villages with an average population of just under 500. Village society is composed of extended families or aiga, each headed by a Matai or titular head. The matai represents his/her aiga at the Council of matais in the village.

Western Samoa became independent in 1962 after adopting its constitution in 1960. The form of government is Parliamentary Democracy that is based on the British pattern of Parliament and modified to take Samoa's customs into account. Parliament consists of 47 members of whom 45 are matais and the other two non-matai represent people lacking tradition aiga status. Since independence in 1962, the 47 matai members were elected by other matais from forty-one electoral constituencies. The country's first adult suffrage election was held on 5 April 1991. Despite the western political focus, the aiga and the Matai system remains the focus of the economic, social and political life of Samoa.

* By Mr. Fonoivasa L. Ah Ching, Secretary, Public Service Commission, Government of Western Samoa, Apia, Samoa.

Western Samoa's natural resources are the people, the land, the sea and its natural beauty. Agriculture, forestry and fishing are the primary industries. The main exports are coconut oil, cocoa, taro, banana and timber. A noticeable decline in Western Samoa's export of these commodities has taken place in recent years. As opposed to this, marked drops in world market prices are alarming and pose a great threat to the country's economy.

Manufacturing industries are still in their infancy. Against the cost of raw materials, most of which are imported, the difficulty of securing overseas customers is a problem which means that local consumers have to bear the burden of high prices. The main manufacturers are the brewery, the cigarette factory and the copra mill. Against the decline of exports, importation of foodstuffs, luxury items and other commodities remains steadily high, introducing inflationary pressures from overseas in their wake.

Greater emphasis is now focussed on the country's natural beauty with a view to developing the tourist industry. This has promising potential and may bring a welcomed supplement to export income.

Western Samoa has close relations with neighboring Pacific countries and is also a member of several global organizations: the United Nations, the International Monetary Fund, the World Bank, the Commonwealth of Nations, the International Fund for Agricultural Development and the World Health Organization - to name but a few.

The operational budgets are "Current" and "Development". The Treasury Department controls and monitors the "Current Budget" while the Planning Unit of the Prime Minister's Department looks after the "Development Budget".

The Current Budget absorbs salaries, operation costs including equipment and machinery, travels, etc. The Development Budget encompasses the costs of on-going infrastructure projects which are funded through aid monies from overseas donors.

The Public Service, consisting of 24 Departments and Ministries forms the core of the administrative machinery of Government. The Public Service is under the control of the Public Service Commission which is appointed under the constitution by the Head of State on the advice of the Prime Minister. The Public Service Commission (3 Members) is responsible for the appointment, recruitment, promotion, dismissal of staff and the maintenance of discipline in the Public Service. Other responsibilities of the Public Service Commission include, fixation of salaries, classification of the Public Service into occupational classes or groups and the training of public servants at all levels.

One of the perpetual constraints of development is the outward drift of professional skilled personnel. Towards the end of 1990 the Public Service Commission took a positive step in examining human resources development at the micro level in an attempt to remove the mismatch between demand and supply. A complete database and a manpower plan for the Public Service is expected to be ready in early August of 1991. A series of in-country training programmes on selected problematic areas, funded and conducted by overseas donors, started early this year. The continuity of such training programmes have been assured, ideally to supplement on-going local programmes.

Some improvement has taken place within the administrative machinery of Government in recent times. These include, the transfer of development planning functions from the abolished Department of Economic Development to the newly established Planning Unit in the Prime Minister's Department; the establishment of a new Department of Trade, Commerce and Industry replacing the Department of Economic Development; the establishment of an environmental sector as part of the Department of Lands and Environment; the establishment of a Ministry of Women's Affairs; the regularization of departmental heads within the Public Service as special posts on a contractual basis and the transfer of the appointing function from the Public Service Commission to Cabinet.

II. APPROACHES AND STRATEGY ON HUMAN RESOURCES DEVELOPMENT

Of the country's six development plans, the Fourth Development Plan (DP4 1980-1984) provided the most comprehensive official policy on human resources development. While the Fourth Development Plan compiled the usual sectoral development projects, it also devoted chapters to the analysis and discussion of the following broad development issues: human resources; population policy; women in development; rural development; and the role of the private sector and voluntary organizations.

With the Seventh Development Plan yet to be completed, the objectives of the Sixth Development Plan (DP6 1988-1990) are still current. As in previous plans, the Sixth Development Plan stresses that, for Western Samoa, the long term and paramount development objective is to improve the quality of life of all Samoans. To achieve this objective, the Government has followed three strategies: the attainment of better and sustained economic growth in key sectors especially in agriculture, forestry and fisheries and industrial sectors; macro-economic policies to support production and maintain stability; and human resources development.

On the strategy of human resources development, the Sixth Development Plan states,

> "The country's population is both the source and end of development. Being one of the nation's prime assets with a great productive potential, the development of the human potential is viewed as an investment to spur the attainment of economic growth. The development strategy will be oriented and adopted in areas covering education, training and manpower development as well as social development to not only maximize national production but also to enhance feelings of personal fulfillment."

The Government of Western Samoa emphasizes the importance of human resources development as stated in its development plans and in the 1988 Round Table Meeting (RTM) documentation:

> "Manpower resources in an organization are at the core of any attempt of institution building...the training, motivation and productive utilization of these resources is now, therefore, a matter of national priority".

Positive steps have since been taken in a serious attempt to attain the Government's commitment on the strategy for human resources development. Such measures include: the introduction by the Public Service Commission of an on-going Training Within Industry Programme in 1989; a UNDP/PSC study of the administrative apparatus of Government with a focus on strengthening institutional capability; the amalgamation of the Primary Teachers' College and the Secondary Teachers' College in the Education Department; the Public Service Commission Project on Manpower development planning at the micro-level in late 1990; The Public Service Commission In-country Training Programmes which started in early 1991; the establishment of a Department of Trade, Commerce and Industry, Ministry of Women's Affairs, and a National Planning Office in the Prime Minister's Department.

The new Department for Women Affairs is now responsible for the coordination of all issues relating to the development of women. This Department advises the Government on the appropriate assistance to be given to women as they see fit and shall offer advisory services on how community projects affecting women in the villages can be best assembled, funded and managed.

In sports, the Government is appropriating financial assistance in the 1991/92 Budget for the preparation of designated sports fields for district, international and regional sporting competitions for which Western Samoa's men and women will compete.

Other human resources development activities already approved for implementation within three years beginning in 1991 include: the upgrading of Western Samoa's Technical Institute into a "Poly-Technic" where additional trades will be taught. Opportunities will also be made available for after hours adult classes in selected trades, the relocation of the University of Samoa near the Vaivase 'Poly-Technic' to ensure the sharing of facilities and increased Government assistance for private schools and primary education. Legislation will be considered for compulsory education and the promotion of private sector development in industries which will include manufacturing and visitor facilities as a positive step for the creation of new jobs for school leavers.

Despite these mandates on human resources development, administrative inadequacies and shortfalls in the public sector act as major constraints on the ability of the Government of Western Samoa to stimulate economic growth and administer efficient and effective service delivery. Line Departments tend to act in terms of their own narrow mandates. Their apparent inability to redirect available manpower resources for optimal utilization of skills and capabilities and, to effect reduction in consumption expenditures in conjunction with their lack of coordination towards an integration of efforts, poor accountability and low quality of leadership have weakened the budget and impaired the Government's capability to execute economic policies.

The departments and ministries which bear major responsibility for translating the wishes of the Government into action need to work more closely together, for if they don't, they may further weaken the efficiency and effectiveness of management in other departments and thereby contribute to the frustration of Government's implementation objectives. For this objective to materialize effectively, there is the obvious need to improve the country's capacity to shifting human and financial resources from low to high priority initiatives.

Manpower planners need to know and appreciate the political agenda of the various departments and ministries and how this

may impact on sectoral perspectives. They must know what sort of organization is needed to achieve set objectives, what financial resources will be required and what the training needs are. Private sector employment will also be important. Taken collectively, it should be possible to know more accurately what the manpower requirements will be. The Public Service Commission, in its present efforts to produce a good solid manpower plan needs assistance from all departments, ministries and central authorities (Trade, Commerce and Industry, Foreign Affairs, Prime Minister and Treasury).

Government, on the other hand, needs to take an intersectoral approach to resource management, the adoption of which requires: an emphasis on what is achieved by the Government instead of an executive concern with how properly things are done; a recognition on the parts of Government departments and ministries that the Government's development plans cannot reach their full potential unless common work plans, priorities and targets are adopted by each department or ministry.

A resource management approach can lubricate the relationship between politicians and public servants allowing both to concentrate on important national problems. Secondly, this approach can deal with problems in an intersectoral manner so that all Departments of Government are pursuing agreed goals. Thirdly, resource management which is grounded in the life and circumstances of Western Samoa is a mechanism that can lead to implementation rather than a further proliferation of reports and studies.

III. CONCLUSION

The Government wishes to seriously examine the administrative machinery it has used since independence to see if improvements in the efficiency and effectiveness of Government productivity could help alleviate some of the most severe problems.

To meet this challenge, the Government has envisaged the establishment of a Resource Management Committee chaired by the Prime Minister and including other Ministers of Cabinet that will meet for the purpose of effective consultation rather than prolonged discussion. The Public Service will be represented by the counterpart Secretaries (Prime Minister's Trade, Commerce and Industry; PSC) as well as the Chairman of the Public Service Commission. The Ministry of Foreign Affairs should be associated closely with the committee because of the importance of aid coordination. The Committee will have a small Secretariat which will initially be made up of a Chief Technical Adviser, a senior national officer who will assume the long-term responsibility for the Secretariat, short term consultants as required, two research officers in economics and private sector development (to be recruited as United Nations Volunteers) and two national researchers.

This Committee will meet on a regular basis with separate meetings between the civil servants and the Ministries as well as regular joint meetings. This body will help ensure that the actions of departments and ministries are coordinated, that they develop organized work programmes and form teams to assist in the work of management improvement. The Committee will also have a valuable role to play in the improvement of communication and understanding between the political arm of Government and the Civil Service.

The Committee will provide assistance to the Prime Minister's Department in its on-going work on the policy processes of Government. This will impact on the ways in which policies are formulated and policy representation made, policy proposals are appraised and assessed, policies are approved and most importantly, how policies are implemented. A record of this implementation progress will be regularly submitted to the cabinet.

The Committee will also undertake a review of the major instruments available to the Government to help ensure that policies are translated into action. The instruments involved will include a "fast-track" for selected public investments, the budget (manpower

aspects, etc.), planning documents and planning directives, investment codes, Government regulations and instructions, etc. This review would attempt to highlight and eliminate areas where "red-tape" and paperwork are excessive. The same approach would be adopted for impediments to communication and factors responsible for low morale in the Public Service.

The issue of relations among departments and ministries is not one of centralization versus decentralization. The real issue is where the functions associated with policy work, planning and financial and personnel management can be best performed. The Government needs to consider taking a proactive approach towards the allocation of functions. This means determining what powers, duties and responsibilities the Government wishes to have exercised by heads of departments and ministries.

The Committee will also look at what the public sector needs to do in order to stimulate private sector development initiatives including increasing the flow of foreign direct investment and estimating the likely impact of such events as European Economic Community's 1992 transformation. The Committee will be attempting to define, refine, and communicate the role that the public sector should play to assist in private sector growth. In addition, the Committee will also use these private sector requirements in the transformation of the Public Service into a more distinctively Samoan Public Service. As a consequence of these activities, the committee will prepare projects for donor funding which can address particular public sector management requirements whose funding and execution would be beyond the scope of the present project. In this way, the basic programme framework and activities can be extended beyond immediate priorities to include important areas such as the personnel system, training and leadership screening.

The effect of these activities should be to help establish the policy and planning function of the Prime Minister's Department and strengthen the implementing capacity of the Public Service as a whole.

Any activity which seeks to operate at the highest level of Government must be subject to regular review, but those reviews must be sensitive to the roles of the individuals concerned.

What is envisaged is that there be an annual review conducted by the committee and headed by the Prime Minister of the overall programme objectives with a more detailed review on a semi-annual basis.

TUVALU

HUMAN RESOURCES DEVELOPMENT IN TUVALU*

I. INTRODUCTION

Tuvalu is an independent sovereign State consisting of nine coral atolls. The country possesses a total land area of 26 square kilometres scattered over a large ocean area. The geography of Tuvalu is extreme even by the standards of the world's small archipelagic developing countries. All nine islands are small, flat and low-lying, seldom rising to more than four metres above sea-level.

The limited resource base combined with its intrinsic disabilities such as a small absolute population disbursed over the nine islands, great distances from major ports and market centres and its internal remoteness makes Tuvalu very vulnerable to external economic influences.

Tuvalu is also listed as a least developed country (LDC), which is still very much dependent on external assistance from donor countries for its development. The primary donors are Australia, New Zealand, the United Kingdom and multilateral organizations such as UNDP and the EEC.

Because Tuvalu has very few natural resources, the sea and its people are the main sources of its wealth. The Government of Tuvalu has therefore identified human resources development as one of its priority sectors of development. It has given priority to the development of its human resources in national planning and policy-making.

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* By Ms. Teniku Tatapu, Higher Executive Officer, Personnel Division, Office of the Prime Minister, Funafuti, Tuvalu.

II. HUMAN RESOURCES DEVELOPMENT

The Government of Tuvalu recognizes that, in the near to medium term, the country will be unable to significantly reduce the current dependence on its development partners for the supply of important segments of the country's human resource needs. Notwithstanding, the Government intends to address the manpower constraints by focussing on three main elements: appropriate education and training; manpower planning; and access to primary health services. These efforts will be made within the context of the preservation of the country's culture.

This important aspect of the country's development, however, is deployed between several ministerial portfolios. Manpower planning and some aspects of training fall under the aegis of the Office of the Prime Minister. Education and health fall within the Ministry of Health, Education and Community Affairs. This obvious overlap in the education and training field led to a number of important areas not being given sufficient attention and important long standing projects remaining in the conceptual stage.

The Government has invested a great deal of its resources in the education and training sector. The main aim of this effort is the reform of the education system in order to prepare the country's human resources to cope effectively with the needs and challenges of the new century. The hope is that through the provision of skills and knowledge, Government can foster increased productivity, higher standards and quality of life and greater economic self reliance. This goal will be pursued through the Education for Life programme. This programme is based on a review which was conducted in 1988 by a team of five consultants and a Tuvalu Government representative. This policy and programme is designed for the appropriate training, development and deployment of Tuvalu's human resources. It affirms that:

- Human resources are the premium resource and primary asset of Tuvalu and deserves nurturing through educational investment;

- Human resources development is critical to the future development of the nation;

- Education should not only generate skills for the market but skills for life;

- Education is necessary to raise the productivity of the subsistence sector which occupies about 70 per cent of the total human resources of Tuvalu;

- Appropriate educational content and structure can help to align unrealistic aspirations more closely with reality;

- Expansion of educational facilities and employment opportunities will serve to accommodate the needs and hopes of the nation;

- Improvements in the preparation of human resources through education and training must be complemented by measures to improve the effective utilization of those resources through sufficient attention to job creation and labour absorption; and

- The restructuring and reshaping of Tuvalu's education system is only a means and not an end in self.

A significant portion of development resources and external assistance is invested in the area of manpower planning and human resources development. The pool of skills (local labour market) is severely limited, though improving at a rapid rate. The local labour market exhibits notable distortions reflected in a relatively large number of unskilled or semiskilled labourers juxtaposed with a severe shortage of workers with professional, managerial, technical and vocational skills. These positions are often filled by expatriate workers.

The situation is further aggravated by a low level of remuneration which acts as a detriment to trained Tuvaluans returning to

work in the country. Although efforts have been made to direct tertiary students to areas of national need, the lack of proper manpower planning often results in trained persons returning with no available job, or being employed in an areas for which they were not specifically trained.

The Tuvalu Government, through its Medium Term Economic Framework Programme (MEFP), highlights the importance of an integrated approach to the development process. This programme has created a more integrated approach to planning, policy-making and the programming of development activities in all sectors. Human resources development activities are therefore regarded as an equally important aspect of the nations economic and social development.

Most of the human resources development activities have, over the years, been confined to the public sector. With Government being the major employer, it was necessary that such activities were concentrated and confined to the public sector.

The Tuvalu Government has now identified the development of the private sector as another of its priority areas. Training activities and opportunities have therefore been expanded to incorporate participants from the private sector, namely non-governmental organizations, church groups, women and private entrepreneurs.

Improvement of the peoples quality of life is one of the major objectives of Tuvalu's Medium Term Economic Framework Programme. To achieve this goal, the Government has embarked on a variety of human resources development activities and programmes. The Primary Health Care and Home Gardening projects, for example, were aimed at educating the people on nutrition, primary health care, and child care and development. the Government has encouraged and supported these activities through its Health Services.

The Government has also encouraged the participation of women in the development process. The women of Tuvalu have made considerable progress, due mainly to their equal access to formal education. Advances in technical and vocational training are generally limited, however, as those areas remain the bastion of males. The women are well represented in the work force in terms of volume. In recent years, women have accessed traditionally male-dominated circles with the appointment of a female minister into the Cabinet.

It is the custom in Tuvalu, as in other countries in the region, that women are the bulwark of community, social and cultural activities. Women, through the National Council of Women have been the architects of schemes to provide training opportunities for women, adequate water and better health care programmes. The Government is vigorously devising measures and means to increase their capacity in the medium term.

III. STRATEGIES

The Education For Life (EFL) report suggests an initial time frame of seven years for the successful implementation of the development process. Being the main thrust of human resources development efforts, it will assume an integrated and cohesive approach, ensuring that Tuvaluans of all ages are equally provided with suitable in-country education, particularly at the primary level. As the name suggests, this programme is intended to train Tuvaluans for life, paying greater attention to cultural mores and practices as well as increased emphasis on technical and vocational training. Nevertheless, Education For Life will include facilities for pre-school, primary, and secondary students to pursue academic, vocational and technical education.

Moreover, EFL emphasizes that, along with the provision of education and training, there must be a well planned system to utilize all available human resources for the benefit of the nation. EFL expects to rectify the existing situation of the under-deployment and under-utilization of human resources.

There are six general facets to the EFL programme:

- Curriculum and language training to promote adequate examination, selection, assessment and certification of students and teachers at the major stages of the educational hierarchy;

- Construction of a Senior Secondary School (offering sixth form education);

- Extension of the Tuvalu Maritime School to include training in non-maritime vocational and technical training;

- Upgrading of teachers, both in-service and externally;

- Introduction of community based remedial training; and

- Equipping the Education Division to carry out the management and administrative requirements of this new strategy.

While the EFL is a general statement of policy and intent, the specific projects to be implemented under the programme have not been fully designed and developed. Four further studies are being carried out which include examinations, selection and assessment procedures, a training audit and building and curriculum needs.

Under the EFL programme, it is the purpose of the Government, in the medium term, to conduct a country wide, industry specific assessment of the country's human resource needs. This assessment will focus on the existing situation and the objective of private sector and outer islands development. The long term goal will be to devise a training programme aimed at satisfying an increasing amount of the country's professional, managerial, technical and vocational needs by the year 2000.

The initial aspects of manpower planning will form an important element of the EFL programme. Under this programme, the

Government, with the assistance of UNICEF, intends to commission a needs assessment of the total labour market. This needs assessment will assist the Government in planning for the long term manpower needs of the country. To further this goal, on the job training and short courses will be provided for both the public and private sectors. This needs assessment will allow the Government to determine the most efficient placement and staffing and distribution of the manpower portfolio among various ministries and departments.

Another important sector under human resources development is health care. The primary health care objective is improved standards of curative care for the total population through the prevention of communicable diseases, accidents, and the reduction of the infant and maternal mortality rates.

Tertiary health care will continue to be provided through the many health care programmes offered by the donor community. In the medium term the Government will endeavor to increase the efficiency of this programme while paying particular attention to cost reductions.

Efforts in cultural preservation will not be distinct from other sectors, but will instead form part of an integrated whole. Cultural preservation efforts will seek to identify desirable aspects while undermining those which are harmful to the health, improved living standards and sustained long term growth and development of the country. In addition, the desirable aspects of foreign cultures, which can promote better health, education and social and economic welfare will be encouraged while taking into account the cultural characteristics of Tuvalu. This is particularly relevant in relation to the advancement of the monetized economy and an enhanced role in economic and social activities for the private sector in general and women in particular.

The active involvement and participation of the community, churches, elders and Chiefs, women and youth groups in continuing education on these matters will be essential to reduce the

trauma of perceived or actual conflict. To this end, a welfare officer, with responsibility to develop programmes and monitor progress in this regard has been recruited.

IV. PROBLEMS AND CONSTRAINTS

Human resources development activities within Tuvalu are constrained by many factors. Tuvalu lacks the financial resources to provide the necessary institutions to facilitate such activities. Tuvalu does not have tertiary institutions such as colleges or universities and may never possess the resources to have them. The country relies on the funding support of donor communities to train its people overseas.

The lack of proper manpower planning capabilities and labour market distortions, contributes further to the problem. Manpower planning exists to a limited degree within the public sector but there is a notable mismatch between training and needs, especially within the managerial and professional fields.

Manpower planning and training for private sector needs is almost non-existent. The manpower distortions within the Tuvalu economy takes several forms. There is disguised "unemployment" and substantial under-employment fostered by the communal nature of the society. It is not uncommon to find individuals who want to work but are not desperate to do so because the family will provide for their basic needs. This problem is compounded by the substantial underemployment reflected in the general social welfare function historically provided by the Government. As the principal employer, the Government employs a substantial number of workers in clerical or other unskilled positions. This oversupply of unskilled labour co-exists with a relatively large professional and skilled expatriate labour force within the public sector. The existence of this large expatriate labour force is primarily due to the shortage of skilled nationals to either assume these positions or work as counterparts. There is also a notable shortage of persons trained in the technical and vocational areas while others some-

times pursue training completely out of context with the country's needs and possibilities.

It is the aspiration of the Government of Tuvalu to encourage the development of its human resources. It is hopeful that the Education For Life programme will assist in the development of Tuvalu's human resources to facilitate an improved capability to assist and implement development within all sectors of the Tuvalu economy.

NATIONAL APPROACHES TO HUMAN RESOURCES DEVELOPMENT IN THE PACIFIC

