

Government of Seychelles

MINISTRY OF EDUCATION AND HUMAN RESOURCE DEVELOPMENT

National Human Resource Development Policy



PROMAN



Foreword by the Minister



The Ministry of Education and Human Resource Development is pleased to launch the revised National Human Resource Development (HRD) Policy, 2018. The previous HRD Policy, which was the country's policy, covered the period 2005 to 2015 and was the first coherent attempt to guide the development of human capital for the country. The overall objective of the present policy is to serve as an overarching framework for supporting and guiding the complementary HRD strategy, the HRD Implementation Plan, the National Training Plan and other related interventions. This will

allow all line-ministries, agencies, stakeholders from both the public and private sectors to work in a collective and concerted manner to build the required human capital which will ensure the sustainable economic development of Seychelles.

Education, training and professional development continue to be focal areas in promoting national human resource development. Seychelles being a Small Island Developing State, with limited natural resources, seeks to remain competitive and to be successful in the modern global economy. It is with this in mind, that the Government has decided to not only have a national HRD Policy but a national HRD Strategy with a view to harmonise efforts for the development of human resources. This is testimony that the Government will continue to honour its commitment in investing in human capital development through the provision of an effective education and training system as well as providing opportunities for further professional development in areas of need in the country.

Currently, Government and private sector alike are facing the challenges of not knowing what occupations are required in certain sectors; a lack of commitment to lifelong learning; youth being wrongly placed in the labour market; insufficient readiness skills being developed amongst graduates; and inadequate support for Technical and Vocational Education and Training (TVET) and technological education. The Government recognises the need to eliminate these challenges so as to achieve sustainable socio-economic development. In close co-ordination with its key stakeholders, the Government has developed a new Human Resource Development (HRD) Policy to serve as a guide to government officials, enterprises and all HRD staff with the objective of providing opportunities for youth to develop their skills and competencies, encourage people at all levels to engage in continuous learning and ensure that the education sector provides competency-based curricula.

I believe that within the next five years, this policy shall help boost the development of human resources in Seychelles and facilitate the effective implementation of HRD interventions at all levels, with a view to providing youth with the appropriate competencies, skills, knowledge and attitude for a productive and healthy life. We will continue to work together to ensure that we have the "best fit" for the Seychellois workforce so as to achieve a high level of organisational leadership and quality service delivery in order to compete successfully in the global, knowledge-based economy.



Mrs Jeanne Simeon

Minister for Education and Human Resource Development

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Definitions

Competencies: Skills, knowledge and attitudes by quality standards output that are required for satisfactory or exemplary job performance within the context of a person's job roles, responsibilities and relationships in an organisation and its internal and external environments.

Development: Instructional programmes and/or experience designed to equip employees with the knowledge, skills and attitude to be efficient, professional and to achieve future positions.

Education: Process in which prime purpose is to impart knowledge and develop the way mental faculties are used.

Human Resources: Totality of skills and knowledge available to a society as well as the prevailing attitude and resourcefulness of the members of that society to manipulate natural, physical and other resources towards the production of socially and economically valuable goods and services.

Human Resource Development: Policies and programmes that support and sustain opportunities for continuity in acquisition and application of knowledge and skills which promote individual autonomy and are beneficial to individuals, the community and the environment.

HRD Trainer: Person identified by the employing organisation as responsible to provide training and development interventions.

HRD Officer/Coordinator: Person entrusted with the responsibility for training and human resource development activities in the organisation hence must possess trainer skills to discharge the training function.

Human Resource Development Policy: The HRD Policy provides an overarching framework for supporting and guiding the complementary HRD strategy, the HRD Implementation Plan, the National Training Plan and other related interventions.

Human Resource Development Strategy: This outlines the strategic vision for the country's human resource development over the next 5 years, the major constraints and how they will be tackled, including the major interventions.

Human Resource Development Information System (HRDIS): The internal ICT systems within the ANHRD that supports the collation, collection and analysis of data.

Learning: Changes in behaviour which occur because of education, training or previous practice or experience.

Learning organisation: An organisation that both learns and encourages learning and promotes the exchange of information among its employees.

Life-long learning (LLL): Learning that meets the diverse and context-specific needs of all age groups, including the acquisition of basic literacy and technical skills through both formal education and effective alternative pathways to learning. Adult learning, TVET, literacy and workplace learning all represent significant components of the LLL process. (*World Education Forum, 2015*)

National Training Plan: The collation and analysis of training needs and priorities obtained from government departments and cumulated to identify the national needs or requirements.

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Occupations in high demand: Those occupations where the demand for a certain type of occupation in a sector outstrips the supply of that occupation in the sector.

Priority occupations: Those occupational areas that are considered important by the Government due to strategic or social reasons.

Training need: The gap between the desired level of performance and the actual performance which can be corrected through a training and development intervention.

Training needs analysis: The process of assessing and prioritising training and development requirements.

Acronyms

AfDB	African Development Bank
ANHRD	Agency for National Human Resource Development
SCCI	Seychelles Chamber of Commerce and Industry
DPA	Department of Public Administration
DoIED	Department of Investment and Entrepreneurship Development
HR	Human Resource
HRD	Human Resource Development
HRM	Human Resources Management
ICT	Information Communication Technology
LM	Labour Market
LLL	Life-long Learning
MDA	Ministries, Departments and Agencies
MoEHRD	Ministry of Education and Human Resource Development
MoEICS	Ministry of Employment, Immigration and Civil Status
MoFTIEP	Ministry of Finance, Trade, Investment and Economic Planning
MoYSC	Ministry of Youth, Sports and Culture
NBS	National Bureau of Statistics
NEET	Not in Employment, Education or Training
NGO	Non-Governmental Organisation
PC	Professional Centre
PPP	Public Private Partnership
SQA	Seychelles Qualifications Authority
SSA	Sub-Saharan Africa
TEC	Tertiary Education Commission
TVET	Technical and Vocational Education and Training

1. Introduction

Human Resource Development is at the heart of the country's *Sustainable Development Strategy for 2012 to 2020* and focuses on a better national economy for tourism, fisheries, fresh water supply, agriculture and recreational activities¹. In the past, the Government of Seychelles was solely responsible for human resources development, but now this responsibility must be shared with individuals, enterprises and partners. The Government cannot be totally responsible for developing HR and rather, must facilitate this process by creating the conditions for partners to work together and improve commitment to life-long learning and human capital development.

Globalisation and the revolution in information and communication technologies have brought about the emergence of the 'knowledge-driven economy' — an economic system which has at its core, the value of knowledge capital. This has implications for workforce development, as it puts people at the centre of development. The knowledge-driven economy is set to become reliant on life-long learning of its employees. In the future, individuals will be employed as much for their ability to acquire new knowledge and skills, as for what they already know. Increasingly, individuals must take responsibility for their learning and recognise that during their life-time they will have one, two or more careers that will require different skills.

Internally, there are significant problems facing the country's labour market. There are low participation rates amongst youth, with around 15% of youth not working. The country faces significant skill shortages. A recent enterprises survey² found that 55% of enterprises experienced shortages for middle-level occupations, compared to a much smaller 15% who experienced shortages for higher-level occupations. There are also growing disparities in wage levels between foreign and national workers who perform the same task.

Faced with the challenges of small economies of scale, limited natural resources and the recent move towards protectionism in parts of the globe, Seychelles is compelled to enhance productivity, improve competitiveness, create new products and access new markets in a climate of global economic uncertainty and heightened expectations of the population. The latter issue is pronounced amongst youth, where expectations are much higher for their careers than for past generations. This will need to be managed carefully to avoid disappointment and ensure that youth are directed into the appropriate career paths that match their aspirations and skills.

The Government is aware of these challenges and is moving towards a system of sector-based strategies. Under these reforms, individual line Ministries focus resources upon priority areas, strengthen Public Private Partnerships (PPP), increase utilisation of modern technology for production and communication, improve institutional efficiency and alliances with entrepreneurs, sustainable use of resources and ensure that sufficient numbers of adequately trained personnel are developed at the craft, technical, managerial and professional levels. Priority must be given to ensuring that Seychellois are provided with the appropriate qualifications and directed into higher level skilled occupations.

While economic growth is fundamental to meeting development goals, a universal objective is to give greater recognition to the skills, knowledge and dispositions embodied in all individuals within a society. It is generally acknowledged that the decisive factor in addressing the major developmental challenges is the extent to which the country can equip and continuously upgrade its human capital to create and seize opportunities for individual, social and economic growth and fulfilment. This also requires creating an environment which facilitates optimum development and deployment of human

¹See page 4, preface of the sustainable development strategy 2012 to 2020.

²See page 32, perceptions of employees in the report on occupations in high demand, 2017

resources, with individuals and the private sector taking more responsibility for this process.

The key to moving forward is to ensure that HRD needs are accurately identified and that both the public and private sectors know those skill areas that are likely to be in demand and result in increased employment opportunities for young people looking for work. This also requires ensuring that there is improved productivity amongst those already in employment. Intelligence on needs forms the basis for determining how resources for HRD are invested in the Seychelles, including the resources utilised by local providers and for scholarships. It is vital that Seychellois develop skills that have an identified demand and that provide entry into higher levels of occupations.

The identification of HRD priorities is a technical and political process. It is technical in the sense that appropriate methodologies must be developed to produce the intelligence that provides an understanding of what human resources are in demand in the labour market. This requires that valid and timely labour market data is produced on a regular basis. The process is also political in that intelligence must be used by policy makers and stakeholders to make informed decisions about future investment for human resources. The decisions will also be guided by changes in markets and social/political priorities, including government priorities such as the *Blue Economy*.

The increased commitment to learning by enterprises and individuals will not automatically occur, and the government will facilitate this process through the introduction of appropriate institutional structures, mechanisms and incentives. The institutional structures refer to the structures or arrangements that allow the public and private sector to work together in the field of HRD, especially in decision making and delivery processes. The mechanisms are the legislation, protocols or agreements that should guide how the partners work together. Finally, the incentives are the funds or penalties that influence the behaviour of public and private bodies to become more involved in HRD.

1.1 Overview of Policy in the International and National Context

The previous HRD Policy covered the period 2005 to 2015. This was the country's first HRD Policy and was the first coherent attempt to guide human resource development and provide the current foundation for education and training. Since 2015, significant changes have occurred in the Seychelles. There has been a move away from manpower planning and a shift towards the use of labour market analyses as a means of informing the Government and stakeholders about HRD priorities. The institutional arrangements for supporting HRD and the impact of the global environment have also changed. There has been a shift in the country's development trajectory, with increasing importance given to the environment and sustainability. Therefore, the structure of the first HRD Policy provides a basic framework for this revised policy, but the content differs radically to reflect the changing context.

This HRD Policy provides the facilitation framework for the HRD Strategy and Implementation Plan, and the National Training Plan. The relationship between the HRD Policy and other components influencing HRD is shown in Figure 1. There are four separate levels where policy development and frameworks are affecting HRD in the Seychelles. At the top level is the macro-policy framework guiding development for the country and facilitated by the Ministry of Finance, Trade, Investment and Economic Planning. Currently, the Ministry of Finance, Trade, Investment and Economic Planning, in conjunction with development partners, is in the process of developing the "National Development Strategy" which will play a key role in driving human resource development and ensure that they are geared towards national demands or priorities.

In line with the macro or national level strategies, the individual government ministries in the Seychelles have their own strategies. These strategies cover a period of 5 years and fit into the

government planning framework. In the past, the line Ministries' strategies tended to focus on the activities of the Ministries themselves, but now there are proposals for the Ministries to focus their strategies upon the sector. So, for instance, the Ministry of Health's strategy would focus upon health issues across the Seychelles (instead of just activities funded by the Health Ministry) and cover primary, secondary and tertiary health, provided and supported by the public, private and non-governmental organisations. These are the drivers for HRD demand at sector levels.

After the macro and sector-specific strategies, there are frameworks for human resource development. These help ensure that the strategies identified have the appropriate quality and quantity of human resources to support effective implementation. Each of these has different functions and outcomes.

The HRD Policy is a set of principles, guidelines, protocols and arrangements that enables the Government of the Seychelles, together with partners, to achieve the agreed vision for HRD. The vehicles for helping to determine precise needs, strategic direction and implementation are the National Training Plan, the HRD Strategy and the HRD Implementation Plan. The National Training Plan helps determine government priorities and identified areas for training. The HRD Strategy outlines the challenges facing the sector and how they can be tackled. Finally, the HRD Implementation Plan contains actions to address priorities. The HRD Strategy and Implementation Plan cover a period of 5 years. The final layer includes the enterprises that use the skills that have been supported and, in some instances, undertaken human resource development themselves. Under the current HRD Policy it can be expected that enterprises will improve their utilisation of resources and start to become more committed to life-long learning. This includes supporting training themselves, instead of resorting to poaching when they need human resources. Employers also need to move towards introducing modern HRM and HRD practices in the workplace to ensure that the conditions exist for using acquired skills and ultimately lead to improved productivity. This will provide the conditions for ensuring that Seychellois move into middle and higher level occupations.

The previous policy focused on human resource development as a top-down process, with HRD priorities being determined by the Government through macro and sector strategies. The revised policy adopts a bottom-up approach and priorities are fed into the HRD system through the plans produced by enterprises and organisations. The adoption of such an approach will ensure that needs and priorities are continually updated in the country's HRD system in response to changing priorities on the ground.

1.2 Rationale for the Policy

The National HRD Policy provides an overarching framework for supporting and guiding the complementary HRD Strategy, the HRD Implementation Plan, the National Training Plan and other related interventions. The National HRD Policy will also ensure a more holistic approach to the development of human resources. This will utilise local human resource capacity for sustainable socio-economic development and reduce reliance on expatriate labour. Other objectives for the Policy are:

To explicitly declare the position of Government on the principles and intentions with regards to the development of human resources

To guide and ensure a holistic and integrated approach to the development of human resources and those relating to economic development

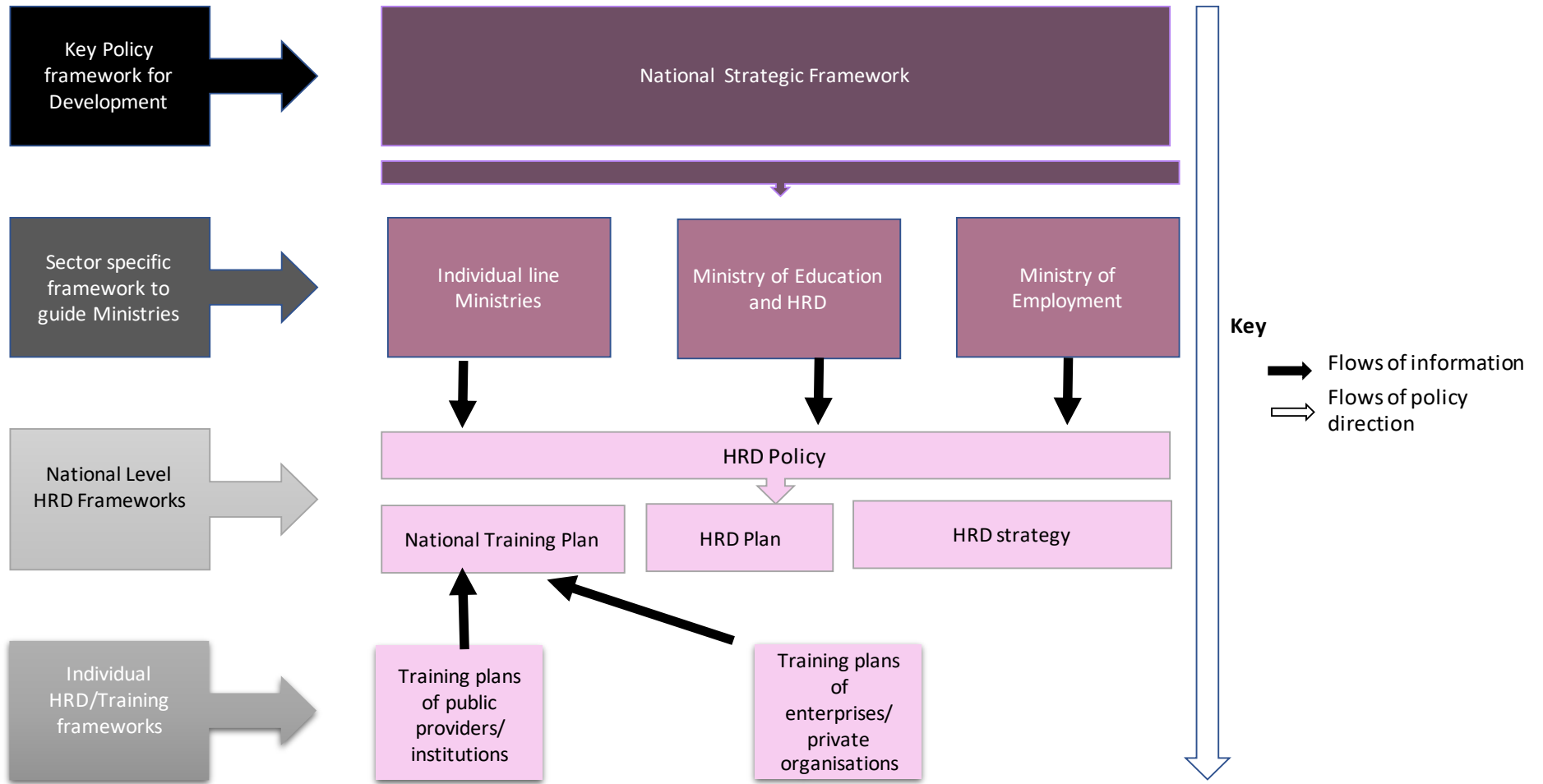
To ensure that the concept of HRD is linked to strategic goals and is firmly embedded within all employing organisations

To ensure that the private sector and individuals take more responsibility for their HRD

To strengthen personal and organisation's development, for improved performance, career development and job satisfaction, irrespective of gender

To raise awareness on capacity development to, in turn, improve the quality of life of all employees by providing healthy and safe work environments

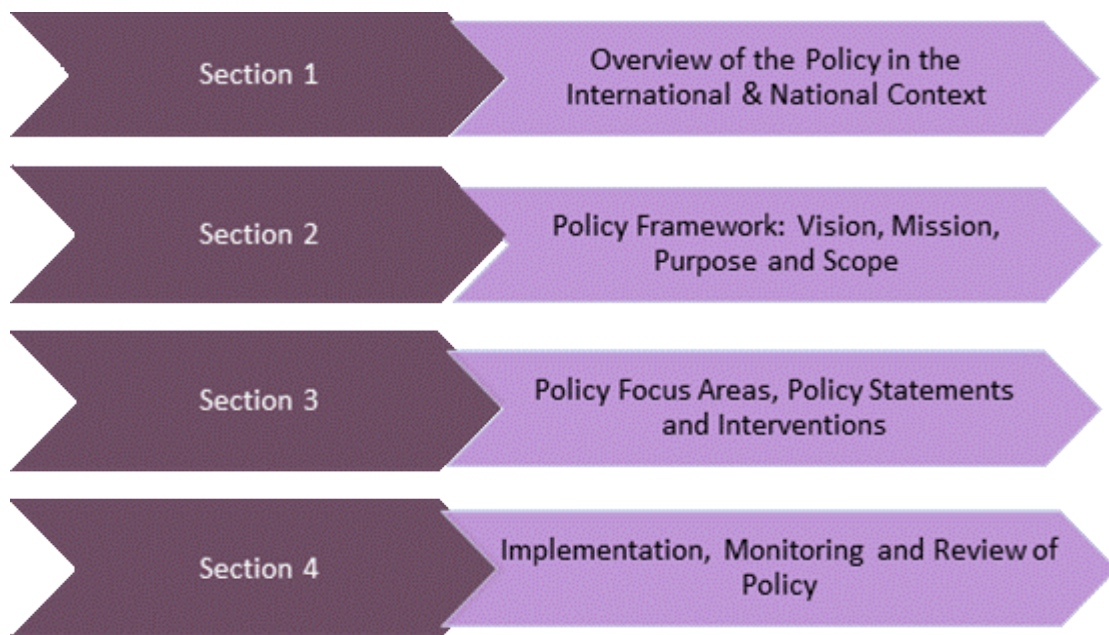
Figure 1: Relationship between frameworks for national development and those for HRD



1.3 Structure of the Policy

This document sets out the national policy guidelines for the development of human resources. It addresses the crucial role of learning, education, training, development, HR planning, management and utilisation of the potential of every Seychellois, irrespective of gender or age. The Policy is organised as follows:

Figure 2: Organisation of the Policy



2. Policy Framework: Vision, Mission, Purpose and Scope

2.1 Purposes of a National HRD Policy

The objectives of the National HRD Policy are to:

- **Develop a framework for Life-Long Learning:** Develop a framework that would facilitate continuous learning and fulfil development of nationals' potential in all sections of society.
- **Support a demand-led approach:** Make sure HRD responds to the identified occupations in high demand and government priorities for HRD, including those related to computing, ICT, agriculture, aquaculture, fisheries and tourism.
- **Ensure youth transition to the labour market is improved:** HRD and supportive strategies play a key role for ensuring that youth are able to engage in decent work, including the provision of appropriate career guidance and counselling.
- **Facilitate an integrated approach to HRD:** Provide an enabling mechanism whereby all sectors of society can integrate HRD into their respective organisation.
- **Help clarify defined roles and responsibilities for HRD partners:** Clarify the roles and responsibilities of the HRD partners, including individuals and employers, and empower them to better discharge their responsibilities.
- **Put HRD at the centre-stage in development:** Acknowledge that the people of Seychelles are the key asset in the country's socio-economic development, allowing HRD to become centre stage in national development.
- **Establish effective partnerships:** Strengthen the partnership amongst HRD related stakeholders, including those for public/private partnerships, focusing upon the development and utilisation of competencies and skills.
- **Facilitate sustainable investment in Human Capital:** Ensure that enterprises and individuals take responsibility for participating in funding skills development where there is an identified demand.

To achieve these goals, the policy will focus on providing mechanisms to:

- Ensure accurate intelligence is obtained to understand changing current and future HRD needs through tracer studies and other approaches, especially in fields of priority such as computing, ICT, agriculture, aquaculture, fisheries, tourism etc.;
- Reduce dependency on expatriate workers through developing, re-tooling and upgrading the skills of nationals, including those in formal education, the workplace and the unemployed;
- Cater for emerging skills requirements from advances in Information and Communication Technology (ICT) in the national economy, ensuring that an over or under supply does not occur;
- Provide career guidance and counselling throughout a person's working life. Career guidance can ensure the world of work is embedded in the formal education system and workers know which skills to obtain in response to structural and technological change;

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- Facilitate increased commitment to workforce development in the public and private sectors, involving the use of successive planning and strategies for raising productivity;
- Build the physical and institutional capacity of those involved in the planning and delivery of HRD;
- Increase the utilisation of innovative techniques for HRD, including the use of blended learning, interactive and innovative technology and wide-scale use of self-directed and distance learning;
- Ensure that changes in the labour market are continually monitored and appropriate changes introduced into the HRD Policy, so that foreign workers are replaced with Seychellois at middle and higher level occupations.

2.2 HRD Vision Statement

The population is equipped with the requisite skills, knowledge, and competencies to engage in continual learning and support sustainable economic and social development.

2.3 HRD Mission Statement

To establish the necessary framework to monitor and assess human resource development needs in the context of national development and establish mechanisms to ensure that these needs are met. In so doing, it will provide maximum opportunities for Seychellois to fully develop their potential.

2.4 Scope of the HRD Policy

The scope of HRD in this policy takes a national dimension, pertains to all sectors of the society and includes all actions relevant to:

- a) interventions for education, employment, training and development focused on managerial, technical and professional areas in all sectors of the economy;
- b) a mechanism for tooling, re-skilling and giving access to life-long learning to cater for changes in the labour market;
- c) the integration of HRD in all aspects of national, social and economic development;
- d) processes for HRD impact assessment; and
- e) a more focused view on demand related issues and reforms to workplace practices.

2.5 Target Group

The target group for the HRD Policy must be all-encompassing and covers the following:

- Key line Ministries and related agencies e.g. Education and HRD, Employment, Finance, Trade, Investment and Economic Planning;
- Employers and Industry representatives;
- Education and Training Providers;
- Community Associations;
- The employed, unemployed, and self-employed;
- Youth, particularly those not in employment, education or training (NEET).

2.6 Guiding Principles

Implementation of the HRD Policy shall be guided by the following principles based on the tenets of equity, accountability, transparency, relevance, employability, autonomy, training and development and inculcating creativity and innovation:

Equity	<ul style="list-style-type: none"> • Ensure equal access to information, training and other HRD requirements • Fair selection for training and development programs, and scholarships • Recognition of non-formal learning and work experience • Equal support is given to training leading to qualifications for all professions and occupations
Accountability	<ul style="list-style-type: none"> • HRD decision makers are accountable to the HRD lead agency for their actions • Individuals and enterprises are more accountable for their own training and development • Government line ministries take a more active role in all aspects of HRD • Managers must ensure appropriate engagement with partners in development of HR
Transparency	<ul style="list-style-type: none"> • All Seychellois should be given the opportunity to engage in life-long learning • Selection process for training should be done openly and in accordance with set criteria • HRD practitioners in decision making positions shall be accountable • Public intelligence must be available on an annual basis on the performance of HRD providers
Relevance	<ul style="list-style-type: none"> • All HRD actions shall contribute towards meeting the country's socio-economic needs • Employees shall be multi-skilled and flexible to adapt to any work environment • Suitable youth shall be equipped for employment / self-employment through skills training • Government priorities and longer term strategic needs must be tackled by the HRD system
Employability	<ul style="list-style-type: none"> • All individuals who leave the formal education system should have a set of competencies, understandings and personal attributes that make them more likely to gain employment and be successful in their chosen occupation • Employers must provide a conducive environment that can provide opportunities for personal and professional growth
Autonomy	<ul style="list-style-type: none"> • The need to meet bureaucratic requirements should be reduced • Autonomy over decisions relating to HRD should be promoted and facilitated • Freedom should be given to employees in the public and private sector to influence their own personal and professional development • Providers must have the ability to influence the contents of HRD programs
Training & Development	<ul style="list-style-type: none"> • Different levels of training are linked by learning pathways • Occupational standards are developed and maintained through industry's involvement • Training providers are responsive to and receive support to meet national needs • Develops pre-service TVET programs for secondary school level teachers
Inculcating creativity & Innovation	<ul style="list-style-type: none"> • Promote a culture of creativity and innovation in HRD practices through government sponsored award scheme e.g <i>Youth Entrepreneurs Awards</i> • Publicise exemplary practices e.g effective PPP, HRM and workplace practices • Recognise effective industry-education partnerships where occupation and innovative practices have led to mutual benefits for the partners

3. Policy Focus Areas, Policy Statements and Interventions

3.1 Strategic Policy Areas

- **Systemic Reforms in Institutional Structures:** Improved linkages between central and local government structures and the move towards more joined-up thinking between government departments and stakeholders involved in HRD;
- **Support the move towards using modern HRM practices and improved commitment to life-long learning:** Within this framework, an increased responsibility must be given to enterprises and individuals, with the government playing a facilitating role;
- **Put youth at the centre of any HRD reforms:** Ensure youth can make better choices about education and are able to successfully enter productive employment, including working for themselves. This must be integrated with the work of other government agencies.
- **Ensure improved intelligence is produced on trends in the labour market** and that it is used as a basis for making more informed decisions about what type of human resources should be developed for the Seychelles, over the medium and longer terms.

3.2 Issues and Challenges³

3.2.1 Consistent challenges

One of the consistent challenges facing the HRD system is understanding the **key occupational demands or priorities and the corresponding link between priority economic sectors and HRD**. Currently, there is no coherent understanding of what occupations are required in certain sectors or what skills are required to support major projects. Similarly, the Government needs more accurate information on the priority requirements for scholarships or other areas of HRD⁴. Unless the country can accurately determine their priority needs or demands, it cannot provide the appropriate response or determine what type of human resources is needed or where investments should be directed. If this situation continues, the country will not be able to ensure that synergies are achieved between what is coming out of the education and training system, what is supported under the scholarships system and what is required by the public and private sectors. Unless this is tackled, the country will become more dependent on expatriates for middle and higher-level occupations.

Another continual challenge facing HRD is the **lack of commitment to life-long learning (LLL)** and the need to raise productivity. The commitment to LLL is the responsibility of both the individual and the organisations. Unfortunately, the country has a problem of companies preferring to poach a skilled person instead of training existing personnel. This is recognised in the Global Competitiveness Report where Seychelles scores very high on companies' ability to attract talent, but comparatively low on their ability to retain them. Seychelles is also not doing well in some indicators, especially in those for pay and productivity. To improve commitment to LLL and improve productivity there is a need to **introduce more modern HRM practices in the workplace and move towards more demand-orientated solutions. Lack of succession planning in the public and private sector is resulting in significant HRD gaps that could be easily addressed.**

³ The issues and challenges are based on information gathered through interviews with key Ministries, agencies and stakeholders, as well as through an analysis of available data.

⁴ The President, in his February 2017 State of the Nation Address, announced a small expansion of the scholarships scheme to include a small number of high performing TVET students.

One other challenge facing the Seychelles and one that has implications for all levels and aspects of HRD is the growing dependence on expatriate workers. According to official statistics⁵, there has been growth in expatriate employment in all listed occupational groups in the Seychelles. The numbers of foreigners at craft level and technician level occupations are the largest, but the highest growth in foreign workers has been for those employed in managerial and professional level occupations. This trend needs to be reversed and foreigners replaced with competent and qualified Seychellois. Improvements in the capacity of the HRD system can play a key role in tackling this constraint.

3.2.2 New challenges

One of the new challenges facing HRD in the Seychelles is ***the unfavourable position of youth in the labour market***. Currently, the level of unemployment facing this group is much higher than other groups. According to most recent data, unemployment levels facing youth are 18%, compared to an average national figure of around 2% to 3%. More research is required on why youth are facing barriers to entering the labour market and how this can be resolved. Part of the problem appears to be one of attitude and the desire of some young people to work in certain forms of employment or even train for longer-term occupations. The recent study of youth⁶ argued that young people prefer to work on temporary work or engage in part-time work, instead of being committed to a professional occupation. Others have pointed to the apparent poor work ethic of young people. Research is required to confirm or refute these allegations, prior to implementing concrete responses.

Another challenge facing the HRD system is ***low responsiveness of current HRD provision***. Excellent progress has been made in expanding access and supporting provision, but one of the significant challenges facing the system at all levels is responsiveness to the needs of employers. This low responsiveness can be found in the employers' perceptions of a lack of work readiness skills being developed amongst graduates. Part of the explanation for this situation is the limited linkages between the HRD system and employers. Currently, employers do not play an active role in the driving of strategies. Similarly, there is limited engagement of employers at the provider level. Some of the institutional structures are in place to encourage such engagement, but there is a lack of incentives for ensuring that the public and private sectors actively work together to support HRD.

A final constraint, and one that impacts on the development of qualified technicians and technologists, is ***the lack of support for TVET and technological education***. Unfortunately, TVET is viewed as second-rate and only to be followed when a young learner cannot enter the pathway for a university education. This is a common perception in many countries, but most countries are now starting to prioritise TVET above higher education. The poor perception towards TVET has meant that limited attention has been given to the continual and professional development of instructors and to boosting enrolment levels, both of which impact on the numbers and quality coming out of the system. In turn, this lack of quality results in the poor perception towards TVET being confirmed and a continued dependence on expatriate workers for particular occupations.

⁵NBS report, quarter 2.2016, released on 30th September 2016

⁶ National Youth Survey 2014-2015

Figure 3: HRD Issues and Challenges



3.3 Strategic Policy Statements

- The Government of Seychelles recognises the value of human resources in achieving sustainable socio-economic development. The Government also acknowledges the need for institutional and human capacity building interventions to support its goal of improving the quality and delivery of the services provided in the country;
- The Government, in liaison with the key stakeholders, is committed to play a catalytic role to provide all citizens with opportunities for optimum development of competencies for the achievement of their goals and aspirations in a rapidly evolving world environment;
- The Government and its partners are committed to developing a learning culture that promotes life-long learning, personal/self-development, learning organisations in which people at all levels, individually and collectively, are continually encouraged to learn and enhance productivity;
- The education and training system provides a broad competency-based set of curricula at the appropriate level, oriented to the practical utilisation of knowledge which will be a sound foundation for the development of a variety of skills.

The education system will provide career guidance at an early age and strengthen guidance with counselling in secondary/post-secondary schools. Career planning, which is an essential part of a person's growth and development and career management will be reinforced through the human resource management system in employing organisations, to manage people's expectations and address the demand of the labour market competencies.

All HRD activities should be planned in accordance with the training and development cycle (i.e. identification of training and development needs, developing training and development interventions, delivery and evaluation of training). This needs to be relevant, competency-based, demand-driven and directed towards maximising the potential of all Seychellois.

All HRD interventions will include and integrate education, training and development processes so that learning results in skills, outcomes and competencies that are both acquired and applied.

Cognizant of the impact of globalisation, all training providers and employing organisations shall develop generic skills for employment which are needed by employers in the 21st century, e.g. communication, responsibility to work, a good work ethic, adaptability, teamwork, problem-solving, decision making, interpersonal skills and learning how to learn.

Whilst the Government, through the National Training Fund, will continuously invest in the funding of approved training areas, industries are expected to contribute in the funding of other training needs, helping to ensure that expatriate workers at higher level occupations are replaced with competent and qualified Seychellois

Congruent with the guiding principles of versatility and loyalty to the people of Seychelles in HRD practices, graduates in higher education who have benefited from the national HRD efforts, shall endeavour to transfer knowledge and skills through their participation in training activities at national, sectoral and organisational levels.

In pursuit of the goal to optimise the utilisation of available knowledge and skills, the contracts of employment of non-Seychellois workers shall include an element of training of nationals where applicable and Seychellois will always be considered first for jobs and consultancy positions.

Training, development and suitable employment need to include provision for physically and mentally

challenged persons and appropriate utilisation of the expertise of senior citizens.

3.4 Strategic Policy Interventions

3.4.1 Improved institutional linkages for planning HRD and gathering of intelligence on key HRD priorities

Improved institutional linkages are required between government departments, to ensure that trade and investment strategies drive the HRD agenda. For instance, the *Blue Economy* will become increasingly important for the Seychelles and it will be necessary that relevant Ministries inform the ANHRD about their precise HRD needs. The ANHRD will work with partners to collect improved intelligence on their needs and identify those occupational areas most likely to expand in additional employment over the short-term. This endeavour will ensure that synergies occur between key government development priorities and the type of HRD activities supported by ANHRD and other relevant government line ministries. This must be accompanied by an improved understanding of the key priorities or demand in the labour market over the short-term. Improved institutional linkages can help guide funding for scholarships and supplement financial support for life-long learning. Moreover, targeted funding can help ensure that expatriate workers employed in Seychelles can be replaced with competent and qualified Seychellois.

Institutional linkages for planning and the gathering of intelligence will be enhanced through the following:

- Standardising the way in which data on the labour market is collected, collated and analysed;
- Introducing a funding mechanism that links HRD with areas of high market demand;
- Supporting the move towards the development of Sector Based HRD strategies at the Ministerial and private organisation's levels.

3.4.2 Improved commitment to life-long learning and improved productivity

In the workplace, there will be wider and improved use of modern HRM practices and a commitment to skill upgrading (instead of poaching). This will be achieved through using a combination of incentives for training and a commitment to retention strategies, as well as for employers in common sectors to work together to develop human resources (instead of competing). The shift in culture for life-long learning amongst employers will take time and will begin with those employers operating in key sectors of the economy.

To ensure this happens, the Government will improve the conditions for industry working together with TVET providers, or as it is more commonly called, through Public Private Partnerships (PPPs). For instance, the legislation on the apprenticeship system will be revitalised. The glue for binding this together will be an improved flow of funds to this area from ANHRD through a Scholarship Act.

Improved commitment to life-long learning and improved productivity will be achieved through the following:

- Provide better articulation between institutions and clear learning pathways between programmes;
- Improve HR practices and support the use of high-performance working practices to attract and retain workers, including succession planning;
- Support the move towards the wide-scale use of PPPs in HRD, including the development of appropriate structures, guidelines and where necessary legislation;
- Provide other funding opportunities for HRD besides scholarships.

3.4.3 Youth empowerment through entrepreneurship facilitating access to the Labour Market

The HRD Policy will build upon the reforms that are occurring in the education system and employment system. The reforms in education will focus on youths' aspirations and ensure that they follow their own abilities, skills and knowledge. This will be achieved by developing more structured pathways in education that include academic, technological or general studies routes. Similarly, the upcoming youth policy will focus upon how to develop employability skills and leadership amongst youth.

The HRD Policy must add value to the above areas and ensure that young people have the aptitude, skills and knowledge for entering the labour market, including whether they want to work in a formal company or for themselves. Amongst the specific interventions that will be supported are the introduction of entrepreneurship education within the upper primary/lower secondary school system, support for self-employment at professional centres and the expansion of workplace learning, including the revitalisation of apprentice/mentorship.

Initiatives to improve the position of youth will include the following strategic interventions:

- Work with other line Ministries to expand and strengthen initiatives for youth;
- Strengthen career guidance centres within the MoEHRD and support other forms of career counselling offered to young people;
- Build employability, leadership and entrepreneurship skills in secondary and post-secondary education;
- Ensure employers introduce HR practice to attract and retain youth in the workplace, including the use of succession planning to replace mature workers who are highly skilled;
- Develop internship programmes to tackle the challenges of work-readiness and low productivity;
- Strengthen the appeal of general education as a pre-requisite to students undertaking upper secondary education.

3.4.4 Expansion and strengthening of TVET

Improved HRD can be addressed through an expansion and strengthening of technological education. This effect was recognised by the National TVET Conference in 2016 which pointed to the need for a flexible system of technological education. The HRD Policy must ensure that improved interface between different educational pathways, particularly between technological education, academic education and general education. This must be accompanied by an improved commitment to the use of occupational standards and for the promotion of technological education as a pathway to be followed. Another aspect associated with improving the quality of TVET provision includes the need to improve the quality of teaching. A pre-service training programme will be developed for teachers, focusing upon competency-based training and assessment, developing social partnerships and TVET system knowledge. TVET teachers will also be provided with upgraded industrial experience opportunities through supported industry placements. Finally, it should be noted that the expansion of TVET in identified areas of demand will help expand the pool of technicians and technologists for priority sectors such as computing, ICT, agriculture, aquaculture, tourism, etc, therefore ensuring that a significant number of foreigners working in this area can be replaced with competent and qualified Seychellois.

The expansion and strengthening of TVET will be achieved through the following strategic interventions:

- Create a more flexible system for the development of technical and technological skills;
- Support the widespread development and utilisation of occupational standards;
- Promote and improve images of TVET as a pathway of choice through improved career guidance and counselling;
- Develop pre-service TVET programmes for secondary school level teachers and professional centre lecturers;
- Introduce skill upgrading programmes for existing TVET teachers/lecturers and make sure they have continuous industry experience.

3.4.5 More responsive system to the labour market and government priorities

The HRD Policy must help ensure that the appropriate institutional structures, mechanisms and incentives are in place to promote linkages between the HRD system, the private sector and the labour market. The revision of existing guidelines will ensure funding of HRD is linked to programmes in high demand and that providers form effective linkages with employers for the longer term.

This promotion of linkages will be accompanied by the introduction of incentives for employers and reforms to existing HRM workplace practices (ensuring that more emphasis is given to influencing demand in the workplace). At the same time, it will be important that the HRD Policy provides improved opportunities for Seychellois to obtain professional and technician/ technologist level qualifications that are experiencing a high demand.

Amongst the initiatives that will help the HRD system become more responsive are the following:

- Support the move towards a system of an outcome-based funding model whereby HRD programmes are funded according to whether they have an identified high market demand and lead to employability;
- Create more funding windows for HRD and broaden access to funds, especially in workforce development;
- Support the training of technicians and technologists through the Government Scholarship Act;
- Introduce appropriate mechanisms and incentives to ensure improved industry-education linkages at all stages of the HRD system.

4. Implementation, Monitoring and Review of the Policy

4.1 Introduction

Details of the implementation strategies and monitoring framework are provided in a separate HRD strategy document and an accompanying guide. Figure 4 provides an overview of the Monitoring and Review (M&R) Framework. This is an indicative framework that demonstrates how strategies are monitored, and how these relate to the anticipated outcomes for the HRD Strategy, as well as the longer-term vision that is expected to be achieved. This M&R Framework is derived from the theory of change and explains how and why the desired change is likely to occur in a particular context. Within the context of HRD in the Seychelles, change will be brought about by a series of strategies that will produce an identified series of outputs, corresponding outcomes and progress towards the final vision. The Framework also provides a way of tracking progress and activities, as well as feedback on how strategies could be amended or changed in response to unforeseen circumstances, ensuring that the agreed vision is achieved. The details below provide an overview of the types of strategies that will be implemented under each of the strategic priorities, how the indicators will be monitored, and finally how the HRD Policy will be reviewed, and by whom.

4.2 Strategies for Implementation

Each of the strategic priorities has several accompanying strategies agreed upon with stakeholders and confirmed at a national validation workshop. Table 4 provides details of these strategies for each strategic area and responsibility for implementation is shared amongst other line-ministries, stakeholders and other bodies working in HRD. The ANHRD and the Ministry of Education and Human Resource Development will play an important coordination role in this process since it does not have the capacity, resources or mandate to intervene in such a large number of areas that impact directly, or indirectly, on HRD. This will be achieved through the ANHRD which has the legal mandate to coordinate and advise on HRD issues. This management and governance structure will ensure that decision-making processes are transparent and that the various components that make up the HRD Policy and accompanying implementation strategy are effectively implemented in a cost-effective and sustainable manner.

Figure 4: Framework guiding the Monitoring and Review of the HRD Policy and implementation process

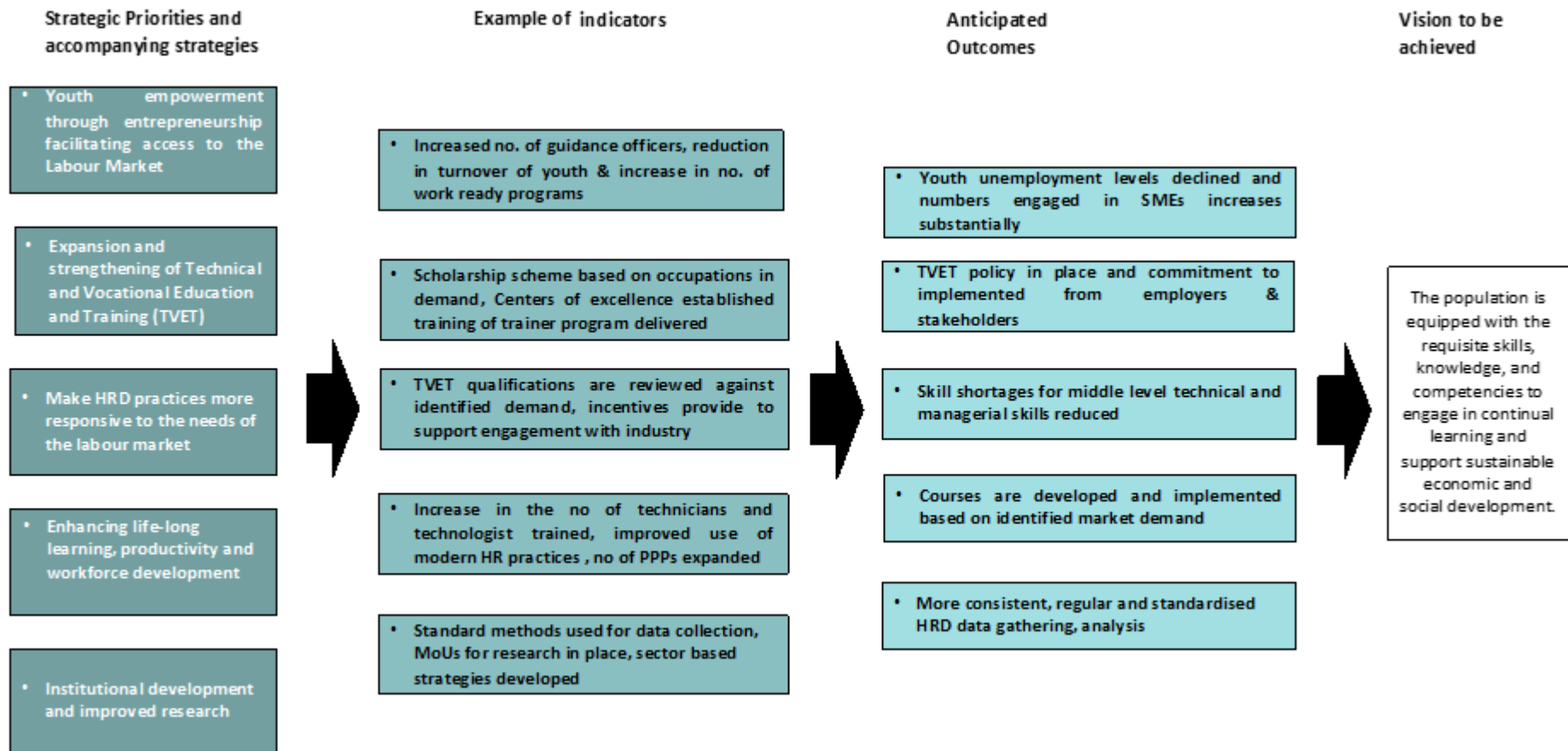


Table 4: Key implementation strategies and responsibility for HRD

Priority Area	Strategic interventions: activities and expected outcomes	Responsibility
Youth empowerment through entrepreneurship facilitating access to the Labour Market	Development of internship programme for unemployed youth	MoYSC, DED working with employers, ANHRD, MEICS
	TVET is strengthened to link knowledge and skills to occupational standards required in the workplace	MoEHRD
	Improved career counselling provided, through trained counsellors	MoEHRD, DoIED and ANHRD
	Development of enterprise education curriculum	MoEHRD, SQA, ANHRD
	Assistance provided for self-employment	DoIED, MoEHRD, ANHRD
	Workplace-based qualifications developed	DoIED, MoEHRD, SQA, ANHRD
Expansion and strengthening of TVET (based on new TVET Policy and Plan and delivered through the new TVET Division)	Creation of a more flexible system for the development of technicians and technologists	MoEHRD, SQA, employers, ANHRD
	Use of occupational standards (OS)	MoEHRD, SQA, TEC, Employers, ANHRD
	TVET is promoted and supported as a pathway of choice	MoEHRD, SQA, TEC
	Currency of industry experience	MoEHRD, ANHRD
Making Human Resources Development practices more responsive to the Labour Market	Targeted funding supported by legislation and policy	DoIED, MoEHRD, SCCI, SQA, ANHRD
	Creating more funding windows and broadening access to available training funds	ANHRD, MoEHRD
	Support provided for training of technicians and technologists	ANHRD, MoEHRD
	Engagement of employers in the education and training activities	SCCI, DoIED, ANHRD, MoEHRD
Enhancing lifelong learning, productivity and workforce development	Promoting a culture of life-long learning	MoEHRD, ANHRD, SQA, DPA
	HRM reforms to retain staff	DoIED, ANHRD
	Development of Public Private Partnerships (PPP)	MoFTIEP, Line Ministries, ANHRD, MoEHRD
	Broader alternatives to scholarships provided for the development of knowledge and skills	ANHRD, MoEHRD, SCCI
Institutional development and improved research	Standardise the information gathering, analysis and sharing of HRD needs	All MDAs, NBS.

In order to move forward with the implementation of these strategies, the following principles will be adhered to:

- **Extensive buy-in by stakeholders and government partners:** communicate the vision, mission and goals and present the details of the plan through several different forums. Ideally, this will include a high-level plenary session (launch) with individual follow-up meetings and opportunities for different stakeholders to seek clarification and obtain more information on what their roles and responsibilities will be;

- **Attend to policy issues where these are incomplete:** Assist and encourage other agencies to complete or implement their policies that impact on HRD in the Seychelles e.g. the TVET Policy, Youth internships, the development of sector plans, data consolidation;
- **Gain agreement on the development budget** and corresponding tasks for HRD to be administered by the ANHRD: Tentative budgets have been developed for implementation, but more details must be provided by partners on the allocation for the first year, second year and so on;
- **Organise training for ANHRD staff to develop the prerequisite skills for the HRD work outlined in the plan:** A common understanding must be developed amongst all staff and partners involved with the HRD Policy, Strategy, Implementation Plan and Guide. It is essential that capacity building (e.g. through workshops, seminars, progress reviews) occurs as a prerequisite for all staff involved in the implementation of this plan;
- **Specialised training will also be required for ANHRD staff:** The development of sector plans is likely to be a major need in the life of the HRD Strategy for both public and private agencies. In cooperation with the Ministry of Finance, the ANHRD has an opportunity to develop effective partnerships with all agencies through work in developing sector plans. The HRD Guide provides the necessary skills and knowledge for developing sector plans and this should be a priority for the implementation of the HRD Strategy. ANHRD staff will need to acquire these skills as soon as possible;
- **Government funding support**, through the ANHRD budget, will need to be provided as a first step for the capacity building of HRD staff engaged in the implementation of the HRD Policy and Strategy.

4.3 Monitoring and Evaluation (M&E)

The MoEHRD will have the overall responsibility for the development of the National HRD Policy. Furthermore, it shall have the responsibility for implementation and monitoring and evaluation of HRD activities falling under its purview in line with government monitoring and evaluation strategies.

In practical terms, there are three main levels where monitoring takes place. Starting at the lower level, there will be a need to monitor output indicators derived from the various strategies that are implemented. As shown in Figure 4 above, each of the strategic interventions has measurable indicators that can provide the basis for lower level activity monitoring. A reporting template will need to be developed so that progress towards these indicators can be measured on a six-monthly basis and forwarded to the ANHRD.

The second level of monitoring will occur for the anticipated outcomes. The monitoring and reporting for outcomes will require a variety of tools and methodologies to measure these processes. Some of the outcomes processes are relatively easier to measure than others. For instance, it will be easier to measure if the planning processes are using valid and timely data. Visits to the ANHRD, government departments involved in HRD planning and a selection of enterprises can validate the use of such information. Similarly, the development and implementation of the TVET Policy (and increased commitment to TVET) can be measured through a small-scale survey or focus group. For the other outcomes, the monitoring is more concerned with the responsiveness of the HRD Policy and Strategy to the needs of the labour market. This responsiveness will be monitored through tracking national statistics (reductions in youth unemployment levels) and the implementation of regular tracer studies to understand TVET graduates in the workplace, particularly in relation to whether new and existing programmes are responding to the needs of the labour market. For the first and second level monitoring, this will be undertaken by an independent contractor and will involve the production of six monthly reports that will be submitted to the Ministry of Education and Human Resource Development.

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The third level of monitoring will focus upon the degree to which the vision of the HRD Policy is being achieved. In contrast to the other monitoring activities, this will only be undertaken on an annual basis. This annual review will be based on the preceding evidence obtained from 6 monthly monitoring reports, and through discussions with stakeholder's and Government, with a view to assessing the progress that has been made towards this vision. Furthermore, an evaluation system shall be set up to measure the impact of HRD institutions and services.

4.4 Review of the National HRD Policy

The National HRD Policy shall be reviewed as and when necessary to reflect the change in environments in Seychelles and internationally, labour market demands and social expectations. Specifically, the National HRD Policy shall be comprehensively reviewed every five years. The review shall be led by the Ministry of Education and Human Resource Development of the Seychelles.

Annex VI: Strategy team

The strategy was produced under the guidance of a Steering Committee composed of:

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Vice Chairperson: Dr. Linda Barallon (Principal Secretary Human Resource Development)

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- Dr. Odile Decomarmond (Principal Secretary, Education)
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- Mr. Jules Baker (Principal Secretary, Employment)
- Mrs. Elizabeth Agathine (Principal Secretary, Economic Planning)
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- Ms. Laura Ah-Time (Chief Executive Officer, National Bureau of Statistics)
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This work is dedicated to the memory of the AfDB's previous task manager, the late Benedict Kunene, who passed away in a tragic car crash in Pretoria in 2015.

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