

Water Sector Programme Support
Programme Management Support
Institutional Strengthening Report

EuropeAid/121282/D/SV/WS
Accounting no. 9-ACP-WSO-04

July 2006

Water Sector Programme Support Programme Management Support Institutional Strengthening Report

EuropeAid/121282/D/SV/WS
Accounting no. 9-ACP-WSO-04

file : Y8506.01.001
registration number :
version : 1

July 2006

CONTENTS	PAGE
ABBREVIATIONS	3
EXECUTIVE SUMMARY	5
1 INTRODUCTION	8
2 WASSP FRAMEWORK AND PMS SCOPE FOR INSTITUTIONAL STRENGTHENING	9
2.1 WASSP Logical Framework	9
2.2 PMS TOR	9
2.3 Water Sector Domain definition	10
3 WASSP PROGRAMME MANAGEMENT AND ITS MANAGERS	12
4 INSTITUTIONAL STRENGTHENING NEEDS	14
4.1 Introduction	14
4.2 Water Sector Steering Committee	15
4.3 WSMU	16
4.4 Implementing Agency Coordinators	17
4.5 Technical Steering Committee members	18
4.6 Working Group chairpersons	19
4.7 Summary of Institutional Strengthening needs	20
5 IMPLEMENTATION PLAN AND COST ESTIMATE	21
5.1 Delivery methods	21
5.2 Cost estimate	22
APPENDIX 1. PROPOSED ORGANIZATION FOR WATER SECTOR PROGRAMME MANAGEMENT	23
APPENDIX 2. MANAGEMENT REPORTING AND MONITORING FORMATS	29

ABBREVIATIONS

PMA	Programme Management Advis or (WSMU)
PMS	Programme Management Support (EU)
PPMS	Programme Performance Monitoring System
PRGS	Poverty Reduction and Growth Strategies
PUMA	Planning and Urban Management Agency (MNREM)
RWS-CP	Rural Water Supply – Consolidation Project (EU)
SDS	Samoa Development Strategy
SOE	State Owned Enterprise
SOEMU	State Owned Enterprises Monitoring Unit (MOF)
SOPAC	South Pacific Applied Geo-science Commission (Fiji)
SPMS	Sector Performance Monitoring System
SPSP	Sector Policy Support Programme
SSDP	Samoa Sanitation and Drainage Project (ADB)
SUNGO	Samoa Umbrella for Non-Governmental Organisations
SWA	Samoa Water Authority
SWAp	Sector Wide Approach
TA	Technical Assistance
TL	Team leader
ToR	Terms of Reference
TSC	Technical Steering Committee
UFW	Unaccounted For Water
WaSSP	Water Sector Support Programme (EU)
WB	World Bank
WRD	Water Resources Division (MNREM)
WSMU	Water Sector Management Unit
WSSC	Water Sector Steering Committee

EXECUTIVE SUMMARY

This Institutional Strengthening report aims to build institutional capacity for water sector programme management. Whereas the emphasis should be on programme management capacities in MOF, attention should also be paid to the institutional capacities of the Implementing Agencies and the WSSC. This objective should be achieved by the time of the Mid-term Evaluation when the following capabilities should be demonstrated:

- MOF capable of sustaining WaSSP initiatives independent from substantial TA
- MOF capable of sector management planning, steering and controlling and effectively carrying out programme management
- Implementing agencies capable of utilising/disbursing at least 75% of annual PE committed funds
- WSMU providing technical inputs to WSSC meetings; WSMU effectively planning & organising regular WSSC meetings

The report presents the results of an evaluation of institutional strengths and weakness related to water sector programme management and the means to address these. A work programme and cost estimate for the implementation of the recommendations are also included.

This Institutional Strengthening report is the first report in a series of 3 reports. While this report is prepared 4 months after the start of the Consultant, reviews and updates of this report shall be submitted after months 18 and 30, in order to further enhance the institutional capabilities for water sector programme management.

In order to determine the institutional strengthening needs of the water sector management, and as no clear domain definition of Samoa's water sector exists, the water sector has been defined, for the purpose of this report, to comprise the conservation, development, use, and monitoring and evaluation of all fresh water resources, both in terms of water quality and water quantity.

Currently, all water projects have their own management structure with a steering committee, management unit, implementing organizations and technical assistance. So does the WASSP, with the exception that, by design and by government ambition to embark on a sector wide approach (SWAp), it is foreseen that the WSSC and the WSMU will, at some moment in time, be overseeing all water projects in the sector.

Therefore, the methodology used to determine the institutional strengthening needs are based on 2 notions, one related to existing knowledge and skills within the current programme set-up, the other one being more forward looking to determine any additional requirements for the SWAp to be under effective implementation.

In order to allow Samoa to introduce and implement SWAp in its water sector, detailed recommendations are presented in the report and its appendices on the envisaged institutional framework, with for each management unit a description of its roles, mandates, composition, meeting schedules, agendas and reporting formats. Apart from integrating programme and project management functions into a joint water sector steering committee and a WSMU, also new structures are suggested, including Technical Steering Committees for each of the different projects and IA coordinators for each of the Implementing Agencies.

Therefore, the target groups identified and their institutional strengthening needs analysed in this report include the WSSC, the WSMU, the IA coordinators, the Technical Steering Committee and the Working

Group chairpersons. Each of these groups was analysed against their knowledge, skills and attitudes on structural reform and organizational change, systems and procedures, management, financial and human resources.

The results of the analysis were obtained through a series of discussions with key resource persons, and personal observations during the various meetings attended by the Consultant, including those of the WSSC, the WSMU, of the WASSP working groups and in meetings of other water projects. These results are summarized in the table hereunder.

Target Groups	WSSC members	WSMU staff	IA coordinators	TSC members	WG chairpersons
Institutional Strengthening needs					
<i>Structural Reform/Organisational Change</i>					
Push Reform Agenda: Streamline water policies, strategies, regulations & enforcement					
Push Reform Agenda: SWAp: gaps/overlaps in institutional mandates, roles WSSC/WSMU	X				
Push Reform Agenda: Realign budget system to allow monitoring policies & strategies implementation (MOF)	X				
Understand Reform Agenda: Streamline water policies, strategies, regulations & enforcement		X	X	X	X
Understand Reform Agenda: SWAp: gaps/overlaps in institutional mandates, roles WSSC/ WSMU		X	X	X	X
Understand Reform Agenda: Realign budget system to allow monitoring policies & strategies implementation		X			
<i>Systems and Procedures</i>					
PPMS	X	X	X	X	X
EDF		X	X		X
<i>Management</i>					
Use of management information	X	X	X	X	X
Preparation of management information		X	X		X
Time management	X	X	X	X	X
Delegation of responsibilities and powers	X		X		X
<i>Human Resources/Training</i>					
ADB supported regional meetings on National Water Sector Apex Bodies	X	X			
EDF procedures training on procurement			X		X
EDF procedures training on Imprest Account holding, accounting & audit procedures			X		
Financial management & forecasting training		X	X		X
Management and leadership training		X	X	X	X

The implementation period of this Institutional Strengthening programme will have a duration of 14 months and will end by December 2007. At that time, a review and update will be carried out, and the results and recommendations presented in an updated Institutional Strengthening report.

At the time the WaSSP Programme Estimate #2 was prepared, which implementing period starts in July 2006 and finishes in June 2007, the recommendations of this report were not yet known. Though some budget reservations were included in PE#2 for training, most of these allocations relate to technical water related training courses and workshops.

Nevertheless, it is expected that most of the capacity building activities can be accommodated by making best use of ongoing technical assistance contracts in the water sector, though some additional funds may be required for the time management and management and leadership skills training courses and the ADB supported regional meetings.

1 INTRODUCTION

Pursuant to Section 4.3 of the Terms of Reference (TOR) of the Water Sector Support Programme (WaSSP) / Programme Management Services (PMS), the Consultant shall prepare an Institutional Strengthening report four months after the start of the services and to prepare reviews and updates of this report after months 18 and 30

The objective of the PMS services is to ensure the effective and timely delivery of the WaSSP and to build institutional capacity for sector programme management, thereby ensuring the Ministry of Finance (MOF) will have the managerial capacity necessary to carry out their functions in an appropriate manner. The scope of work of the PMS comprises the following seven task packages:

1. Advice and support
2. Programme and component management
3. Sector co-ordination
4. Medium-term Expenditure Framework
5. Sector performance monitoring and reporting
6. Institutional development and capacity building
7. Reporting

This report relates to task packages 6 and 7 and represents the first report on Institutional Strengthening for improved programme management.

The next chapter aims to provide the setting for this report in view of what has been described in the WaSSP logical framework as well as in the TOR of the PMS contract. Furthermore, an effort is made to define the domain of the water sector, so as to be able to demarcate the domain of this report in terms of institutional strengthening of water sector programme management.

Based on the definition of what constitutes the water sector in Samoa, the third chapter tries to outline the different organizations and levels of management and managers that together comprises water sector programme management. This is by no means a static management environment as Samoa, which is underscored by the fact that Samoa seems ready to embark on a sector wide approach (SWAp) for the water sector.

The fourth chapter provides the analytical framework, the methodology and the results of the institutional strengthening needs analysis. These results are presented for each of the management groups identified, i.e. the Water Sector Steering Committee (WSSC), the Water Sector Management Unit (WSMU), the (proposed) coordinators of the Implementing Agencies, the (proposed) Technical Steering Committees (TSC) and the chairpersons of the working groups.

The proposed delivery methods and related cost estimates of the proposed institutional strengthening measures are presented in the fifth and final chapter.

2 WASSP FRAMEWORK AND PMS SCOPE FOR INSTITUTIONAL STRENGTHENING

2.1 WASSP Logical Framework

Within the overall framework of the WASSP, as outlined in the WASSP logical framework, slightly revised during the preparation of the Programme Estimate 2, the institutional strengthening report would aim to support the implementation of the Programme Management component 0 of the WASSP. This is clearly illustrated in the figure below, taken from the revised Logical Framework, in which the component objective and relevant results are presented.

Figure 1. Institutional Strengthening in WASSP logical framework

COMPONENT 0 - PROGRAMME MANAGEMENT		
Narrative Summary	Objective Verifiable Indicator	Source of Verification
Objective		
Build institutional capacity for sector programme management especially in MOF	MOF capable of sustaining WaSSP initiatives independent from substantial TA by Mid-Term Evaluation	WaSSP Mid-Term and Final Evaluation Reports
Results		
Effective and sustainable capacity for water sector programme management within MOF	Ministerial staff capable of sector management planning, steering and controlling and effectively carrying out programme management by Mid-Term Evaluation	WaSSP Mid-term evaluation report, WaSSP Progress Reports
Sector implementing agencies demonstrate capacity to manage projects and components	Implementing agencies capable of utilising/ disbursing at least 75% of annual PE committed funds by Mid-Term Evaluation	WaSSP Mid-term evaluation report, WaSSP Progress Reports
Properly functioning Water Sector Steering Committee receiving appropriate technical support and advice	WSMU providing technical inputs to WSSC meetings; WSMU effectively planning & organising regular WSSC meetings	WSSC minutes of meetings, WaSSP Progress Reports

2.2 PMS TOR

According to the Section 2.3. of the Consultant's TOR, the main results pertaining to institutional strengthening within the PMS contract are:

- the development of an effective and sustainable capacity for water sector programme management within the Ministry of Finance
- a strengthened and sustainable capacity for project/component management among the sector Implementing Agencies

- a strengthened and fully functioning Water Sector Steering Committee (WSSC) receiving appropriate technical support and advice

In terms of scope of work as described in Section 4.1 of the TOR, these expected results for institutional strengthening and capacity building are to ensure skills and capabilities are in place to provide strong leadership and management of the water sector programme. Tasks for the Consultant would include:

- To review the institutional context for the management of a water sector programme and assess organisational capacity of the key stakeholder groups
- To identify gaps and institutional strengthening needs in-line with Government priorities, requirements, and absorption capacity
- To develop, agree and implement an institutional strengthening programme with a focus on skills transfer and on-the-job training
- To periodically evaluate the impact of the institutional strengthening programme and make recommendations for future support activities

The Institutional Strengthening report should present an evaluation of institutional strengths and weakness, related to sector programme management, and the means to address these, along with a work programme and cost estimate for implementation of the recommendations. In addition to this specific report, a first review and update should be prepared by month 18, a second review and update by month 30.

As the scope of the Institutional Strengthening report has significant relations with the activities of Working Group 0 of the WASSP, the Consultant has brought this issue to the agenda of the Working Group, and in which meetings it was discussed.

2.3 Water Sector Domain definition

However, before one can determine the institutional strengthening needs of the water sector management, it is important to first and clearly define the water sector. The domain of the water sector in Samoa is defined here to include the management of all fresh water resources, both in terms of water quality and water quantity, while water management is being understood to comprise conservation, development, use, and monitoring and evaluation.

As a consequence, it is also important to note that the domain of the WASSP/PMS does not cover the entire water sector, not only in terms of international funding, but also in terms of its coverage of water sub-sectors, as well as through its implementing organisations. The WASSP focuses on (rural) drinking water supply and sanitation facilities in schools and hospitals with SWA, MNREM/WRD and MOH as implementing agencies. The RWS-CP includes rural drinking water supply with SWA as implementing agency. The SSDP (ADB funded) include (mainly urban) drainage and sanitation with SWA, MWTI and MNREM/PUMA as implementing agencies. The Grassroots Programme (JICA funded) and the Micro Projects (EU funded) cover among other things rainwater harvesting and deal directly in their programme implementation with NGOs. Other projects have its main domain outside the water sector, but do have some water segments in their design (e.g. improving the water and sanitation situation in schools and district hospitals), e.g. the WB funded Health Sector Programme (HSP) implemented by MOH which also aims to improve the water and sanitation facilities in district hospitals and the education sector

programmes (ESP 1 and 2), funded by the ADB, NZAid and AusAid., and implemented by MESC which aim to improve the water and sanitation facilities in primary and secondary schools.

Notwithstanding this, it is understood and appreciated that the EU-funded WASSP and its corresponding management structure with the WSSC and the WSMU as its technical secretariat within MOF (and with its 3 Implementing Agencies (IAs)) are expected to expand its mandate over time to cover the management of the entire water sector.

In conclusion, water programme management does not operate in isolation, but should be conscious of its wider environment with which it maintains a relationship of interdependence. Institutional strengthening and capacity building for improved programme management should therefore not only include the WSSC, the WSMU and its three IAs. The current report aims to address the institutional strengthening needs of the entire water sector, however, with special emphasis on those management structures related to the EU funded WASSP. These are further elaborated in the next chapter.

The revisions and updates of this Institutional Strengthening report after 18 and 30 months are expected to encompass more comprehensively the programme management capacity building needs of all the relevant water organizations in Samoa.

3 WASSP PROGRAMME MANAGEMENT AND ITS MANAGERS

Currently, managing the water sector in Samoa is predominantly done on a project basis. Investments in the water sector are predominantly funded by International Financing Institutions (e.g. WB, ADB) and bilateral (e.g. NZAid, AusAid) and multilateral (e.g. EU, UN) donor agencies. The Government contribution in financial terms may be relatively small, but in terms of management contributions very significant and at times cumbersome, trying to comply with different sets of systems and procedures. Human resources in Samoa are scarce, and the same persons participate in different management structures of different water projects, which results in a perception of duplicating efforts and overlaps and one of less than maximum efficiency.

The water sector is quite different from other sectors like education and health. Therefore, managing the water sector also poses some big challenges as it has a number of specific characteristics and issues, which all have to be addressed and reconciled:

- Institutional fragmentation through the many organizations (different ministries, corporations) dealing with water, without one central ministry for management and coordination
- Many water sub-sectors like water supply, sanitation, water resources, drainage, sewerage, wastewater treatment, hydro-power, irrigation, rural versus urban
- Two sides of the water sector, one of water as a social sector (water supply, drainage, sanitation), another of being a productive sector (hydropower, irrigation)
- Lack of clear and separate identification of water in the national budget
- Predominance of large stand-alone donor projects in the water sector with relating aid-dependence
- Many options and less consensus on models of water service delivery

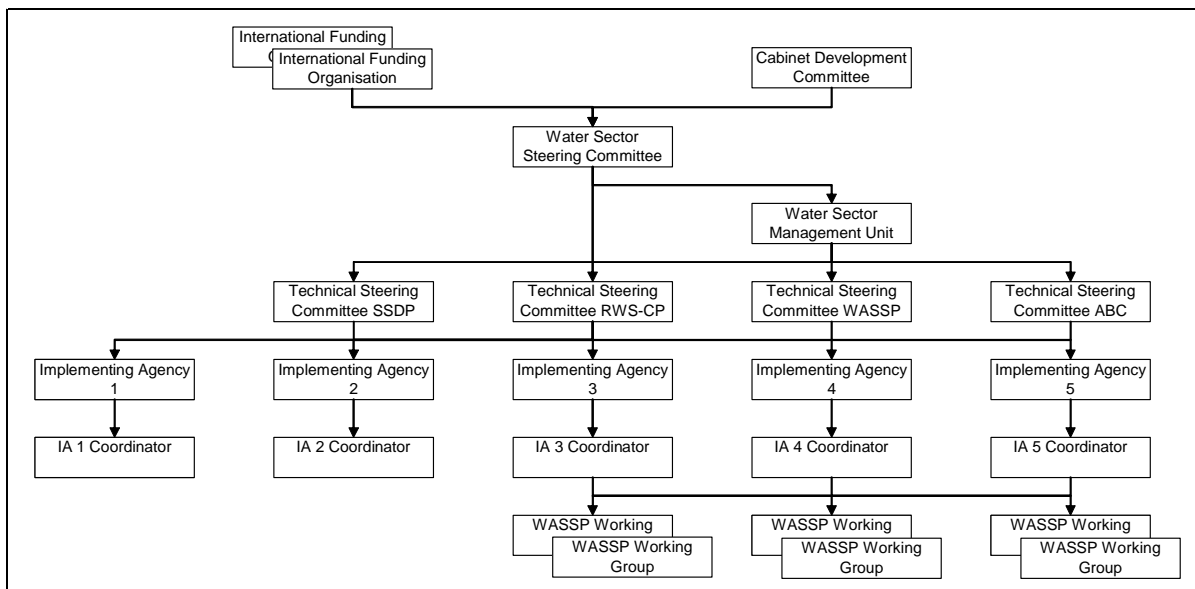
At the moment, each project has its own management structure with its own steering committee, management unit, implementing organizations and technical assistance. So does the WASSP, with the exception that, by design and by government ambition to embark on a sector wide approach (SWAp) for the water sector, it is foreseen that the WSSC and the WSMU will, at some moment in time, be overseeing all water projects in the sector.

In such a situation in which funding organizations and government are committed to implement a SWAp for the water sector, along with related agreements on harmonization and alignment, the current water sector organization could be restructured as presented in the figure on the next page.

The main features that can be derived from the figure include the following:

- International funding organizations have harmonized their procedures
- International funding organizations have aligned to policies and strategies of the Government
- International funding organizations have agreed to the national government being in the driving seat to develop the water sector
- One (rather than several) Steering Committee oversees and guides the main trends and developments in the water sector
- One (rather than several) technical secretariat (WSMU) to support the WSSC
- Each implementing agency has one designated water coordinator to coordinate all water activities within his/her organisation
- One Technical Steering Committee is responsible for the day-to-day oversight of each of the water projects.
- Inter-departmental working groups exist to plan and implement the activities

Figure 2. Possible water organization under Sector Wide Approach (SWAp)



In Appendix 1, draft roles and responsibilities are described, as well as meeting schedules and proposed composition for this ‘new style’ WSSC, the WSMU, the IA coordinators and the WASSP Working Groups, thereby jointly and separately being responsible for the proper management of the water sector.

The management modalities between the GOS and its international development partners are not described in this document. These should be the result of bi-lateral and multi-lateral discussions and negotiations.

Even with a new management structure for the water sector, the number of managers at the various levels will remain to be significant. The figure only provides a schematic presentation of the water sector organization, and does not yet explicitly include all stakeholders, neither from the public sector, nor from civil society and the private sector. However, the main benefit of this new situation, as compared to the status quo, will be that efforts are made in a more coordinated manner, thereby increasing overall effectiveness, and with less financial and human resources being utilised, thereby increasing efficiency of the management of the water sector.

4 INSTITUTIONAL STRENGTHENING NEEDS

4.1 Introduction

The management needs of the GOS for its relations with her international development partners are not discussed here. These are hard to specify at this moment, rather than that there should be a clear awareness, understanding and commitment to embark on a SWAp, and the implications this may have on current development and management practices.

The focus of this chapter is rather on the second and lower levels of management, to include the WSSC members, the WSMU staff, the IA coordinators, the (proposed) Technical Steering Committee members, and the Working Group chairpersons.

The analysis carried out to define institutional strengthening needs in the area of programme management has included these groups of managers against the following areas within the institutional domain: structural reform and organizational change, systems and procedures, management, financial and human resources. Financial constraints in programme management were not identified as the bulk of the necessary financial resources is secured by the international funding organizations. The resulting analysis grid is presented in Figure 3.

Figure 3. Grid for Institutional Strengthening analysis

Needs Target Group	Structural Reform Organisational Change	Systems & Procedures	Management	Human Resources
WSSC members				
WSMU Unit staff				
IA Coordinator (*)				
TSC (*) members				
Working Group chairpersons				

(*) Proposed new to be created positions, committees

The results of the analysis were obtained through a series of discussions with key resource persons, and personal observations during the various meetings attended by the Consultant, including those of the WSSC, the WSMU, of the WASSP working groups and in meetings of other water projects. These results are presented in the next section for each of the main target groups. However, it is important to note here that the findings do not relate to any specific individual person(s) but rather to the group in general. Any specific recommendation on individual performance improvement needs would require significant additional analysis, including on knowledge, skills and competencies at the individual level and on the individuals' environmental and structural constraints that may hamper proper personal performance.

4.2 Water Sector Steering Committee

The current WSSC meets on a quarterly basis and comprises 14 members, mainly at CEO/GM level, to include one chairperson (MOF), two deputy chairpersons (MNREM, SWA), 6 government body representatives (MWTI, MWCS, MOH, EPC, MOF/EPPD, MOF/Aid Coordination), two non-state actors (SUNGO, Chamber of Commerce) and one international funding organization (EU), with the WSMU (2 persons) acting as technical secretariat. In view of its envisaged Apex-body mandate, it is suggested to expand the composition with one member, being the MAFF. In addition, a number of persons may be asked on special invitation to participate in the WSSC, these being the coordinators of the Implementing Agencies, the team-leaders of the main water projects (WASSP, SSDP, RWS-CP), and with one or more additional representatives of the international funding organizations. Its proposed roles and responsibilities are presented in Box. 1.

By virtue of its current and envisaged mandate, as well as of the challenges it is facing to embark on a SWAp for the water sector, it is first and foremost important that the WSSC members together in the WSSC meetings, but also separately in their own organizations and in other forums, promote and push the reform agenda.

Box 1. Proposed WSSC Roles and Responsibilities

1. Guide sector policy and planning processes
2. Mobilise support across sub-sectors and interest groups
3. Guarantee quality output
4. Monitor water policy and programme implementation at a sector-level
5. Address key risks to sector progress and development
6. NEW: Review and approval of Water for Life (WFL) document, Medium Term Expenditure Framework (MTEF)
7. NEW: Appraise general progress and planning of individual water projects and address serious and/or structural constraints in project implementation
8. NEW: Review and recommend new legislation and policies to CDC
9. NEW: Review and approve individual water projects' (Pre-)Appraisal Reports, Financing Agreements, Annual Work Programmes, Mid-term Evaluation, Final Evaluation,
10. NEW: Endorse TA Inception reports, TA Final Reports

This reform agenda includes the streamlining of water legislation (including the creation of subsidiary legislation, regulations and proper enforcement), of policies and strategies (being complementary and comprehensive). There is a need to streamline the different water mandates between the various water organizations (including closing gaps and doing away with overlaps). Similarly, as stated before, introducing and applying the SWAp needs to be properly communicated, understood, appreciated and embraced by all stakeholders as international experiences clearly show that not involving the private sector, NGOs and civil society in general may easily result in failure of this approach.

As a special point in case, there is also a need for budget reform, more specifically in the budget coding system. Water policies and strategies need to be closely monitored, not only on its results in the field, but also in terms of budget expenditure. Currently, the existing budget coding system does not allow proper monitoring of the implementation of water policies and strategies.

In terms of systems and procedures, over and above the budget (coding) system, an important tool for the WSSC to advocate and embrace is the Programme (or better: Sector) Performance Monitoring System for the water sector. Such PPMS will be a powerful and necessary tool for the WSSC in its own right to

monitor and guide the developments in the water sector, to carry out joint monitoring reviews and take policy decisions with a broad support from its national and international stakeholders, and ultimately to be accountable for its actions and decisions as part of good governance.

In order to carry out its mandate properly, the WSSC should not focus on operational details and day-to-day management aspects of water projects and activities. In stead, it should focus and rely on proper management information provided through concise reporting formats. Some proposed management information formats are attached in Appendix 2. Time management can also be improved through less and more efficient and effective meetings. Appendix 1 presents a proposed agenda for WSSC meetings.

Human resources and training are not considered a specific need. The WSSC has members from the highest management levels in the country. However, in view of the relatively recent emergence of SWAp-s, and the envisaged WSSC mandate to become an apex-body to cover the entire water sector, it is suggested that some members attend the ADB supported regional meetings on National Water Sector Apex Bodies.

4.3 WSMU

The Water Sector Management Unit currently comprises 3 members, a Programme Manager, an Assistant Programme Manager, assisted by an international Programme Management Adviser. Its existing roles and responsibilities are presented in Box 2.

Box 2. Existing WSMU Roles and Responsibilities

1. Act as a technical secretariat for the WSSC (with support from others)
2. Preparation of over-arching programme estimates for sector programme implementation
3. Manage day-to-day processes for sector policy and programme implementation
4. Ensure compliance with financial, contractual and administrative procedures of EU (and other financing organizations)
5. Support and coordinate implementing agencies, working groups and others
6. Lead on performance monitoring and reporting at the sector-level (with support from others)
7. All functions carried out in close co-ordination with existing other MOF Divisions (EPPD – overseeing sector planning processes; Donor Coordination and Debt Management.– management and co-ordination of donors; Budget – mobilizing domestic funding and monitoring output; and SOEMD – monitoring water related SOEs)

Different from the WSSC members, rather than pushing and shaping the reform agenda, the WSMU does need to fully understand the need for and contents of the reform and communicate this and its results to the national and international stakeholders. As stated in the previous section, this reform agenda includes streamlining of legislation, policies, strategies, institutional mandates, the SWAp, and the budget (re-) coding system.

The WSMU should also be fully capable to understand and operate the proposed Sector Performance Monitoring System (SPMS) for its own monitoring purposes as well of complying with the WSSC monitoring requests. The WSMU, apart from performing the technical secretariat functions of the WSSC, is also the Programme Management Unit of the EU-funded WASSP, by which it should also be fully versed with EDF procedures on programme estimates, procurement, contract management, disbursements, accounting and audit, reporting, etc.

Therefore, the WSMU should not only be able to prepare suitable management information to the WSSC and the EU, but it should also be capable to use its own management information to oversee the planning and progress of the WASSP, and other projects if so requested. In view of the size of these tasks against the relatively limited size of the unit, time management also becomes a requisite for proper functioning. The international Programme Management Adviser is currently available on a full-time basis to provide technical assistance in the day-to-day management of the unit. In addition, weekly management meetings have been introduced using a set action list format (See Appendix 2) to allow for further gains in efficiency and effectiveness.

In terms of human resources and training, several recommendations can be made to improve WSMU performance. First, the final decision on shaping the WSSC into an apex-body may also affect the mandate of the WSMU to include management tasks related to projects other than the WASSP. If so, not only will additional staff capacity be required, but also in terms of training, will the ADB supported regional meetings on National Water Sector Apex Bodies become of interest to the WSMU Programme Manager.

Second, EDF procedures on programme estimates, procurement and on Imprest Account holding and accounting procedures have been identified as a specific training need of the Assistant Programme Manager. In view of the large amounts of money available to the water sector and the WASSP, it is furthermore recommended to provide financial management and forecasting training. Training in financial forecasting is furthermore required to support the development of a Medium Term Expenditure Framework being an important element of the SWAp. The Programme Manager may also need to attend management and leadership training courses.

4.4 Implementing Agency Coordinators

The Consultant has proposed the concept of the Implementing Agency Coordinators. Although these positions do not yet exist, in essence the concept is not totally new to Samoa, as SWA has a donor coordinator, overseeing internationally funded projects. Likewise, the SSDP works with 3 Implementing Agencies, each having a component coordinator, maybe not as a separately created position, but rather as an additional role to their existing position. Its suggested roles and responsibilities are presented in Box 3.

Box 3. Proposed Roles and Responsibilities of IA Coordinators

1. Coordinate on behalf of the Implementing Agency the day-to-day management of the water project activities the Implementing Agency is involved
2. Liase with the (A)CEO/GM of the Implementing Agency on overall progress and planning, problems and solutions, and major decisions to be taken in the day-to-day implementation of the water project activities.
3. Participate by special invitation in the Water Sector Steering Committee (WSSC) and report on progress, planning, problems and solutions of activities within the Implementing Agency
4. Participate as member in the Technical Steering Committees (TSC) of those projects the Implementing Agency is involved
5. Liase with/participate in WASSP (and other projects') working groups in which the Implementing Agency is involved.

What is new in the concept of the Implementing Agency Coordinator is especially the third and fourth point. If this proposal would be accepted, specific requirements would be posed to the persons holding this position.

Like the WSMU staff, he or she would need to fully understand the need for and contents of the reform agenda and communicate this and its results to the national and international stakeholders.

In terms of systems and procedures, the coordinator should be fully capable to understand and operate the proposed Sector Performance Monitoring System (SPMS) for its own monitoring purposes as well as for reporting to the WSSC. In addition, he or she should also be acquainted with EDF systems and procedures regarding programme estimates, procurement, reporting, etc.

Specific management skills requirements of the IA coordinator would include the preparation and use of management information (SPMS) and time management, as this person would deal with the WSSC, donor organizations, and within his own organization with his CEO, who would have effectively delegated a number of his responsibilities and powers, and his colleagues engaged in the working groups of the different projects.

Specific training needs of the coordinator would most probably include EDF procedures on programme estimates, procurement, Imprest Account holding and accounting procedures, as well as financial management and forecasting to allow for the preparation and implementation of programme estimates and Medium Term Expenditure Frameworks. Management and leadership training may also be needed for the coordinator.

4.5 Technical Steering Committee members

The concept of the Technical Steering Committee is also a new concept, which is to become a definite option if and once it is decided to establish an apex-body for the water sector. Recommendations regarding strengthening of these Technical Steering Committees are therefore fully contingent on the Government acceptance of the WSSC to perform apex-body functions. The recommended roles and responsibilities of the Technical Steering Committees would be totally complementary to those of the WSSC and are presented in Box 4.

Box. 4. Proposed TSC Roles and Responsibilities

- | |
|--|
| <ol style="list-style-type: none"> 1. Review and approve annual planning documents for the relevant project and its components 2. Review technical progress versus planning for the relevant project and its components 3. Review financial progress (commitment vs. disbursement) versus planning for the relevant project and its components 4. Review and approve expert inputs (TOR) and outputs (technical reports) 5. Review and approve TA-Inception Report and Final Report 6. Identify problems and recommend solutions 7. Forward serious and/or structural problems to the WSSC for review |
|--|

TSC members, having the level of ACEO and Principal Officer, should need to fully understand the need for and contents of the reform programme and communicate this and its results to the national and international stakeholders.

TSC members also need to appreciate the proposed Sector Performance Monitoring System (SPMS) and be able to assess and value management information from it to be able to carry out its progress-monitoring task.

Training in management and leadership skills are also considered necessary to be able to carry out TSC functions properly.

4.6 Working Group chairpersons

Currently, working groups only exist within the framework of the WASSP, each programme component being planned and implemented by one inter-departmental working group, and being presided by a working group chairperson. Box 5 presents the main roles and responsibilities of this chairperson, the roles and responsibilities of the working group secretary and members are presented in Appendix 1.

Box 5. Working Group Chairperson Roles and Responsibilities

1.	Convene and prepare agenda for working group meetings in consultation with the PIA team leader
2.	Chair working group meetings
3.	Inform CEO/IA coordinator of lead organisation on planning and progress of working group activities
4.	Consult CEO/IA coordinator of lead organisation on key decisions affecting the working group
5.	Draft correspondence to other organisations to be signed by the (A)CEO of the lead organisation
6.	Request payment and justify expenditure for working group activities to WSMU
7.	Assign tasks to working group members and other staff within the lead organisation
8.	Participate as a full member of the working group meetings and activities
9.	Participate in WASSP quarterly component meetings
10.	Monitor and guide working group members and other staff within the lead organisation in the implementation of working group activities

Like all other managers described in the previous sections, the working group chairperson needs to understand the need and contents of the reform programme and be able to explain this to his working group members, other colleagues and stakeholders.

He or she should also understand the need and use of the Sector Performance Monitoring System (SPMS) for its own monitoring purposes as well as for reporting to the TSC. Furthermore, the chairperson should be aware and understand the EDF systems and procedures regarding programme estimates, procurement (see formats in Appendix 2), and reporting.

Being able to prepare and use management information, the chairperson would be expected to work with special formats for the effective and efficient planning and implementation of his working group's activities. A special format prepared for this purpose is presented in Appendix 2.

The chairperson should be able to stimulate and motivate his working group members not only to actively participate in working group meetings, but also to do extra work individually or in sub-groups in between meetings.

In terms of training courses, possible training needs include financial management and forecasting for PE preparation and an awareness of EDF procedures on procurement. Management and leadership training could also be relevant for the working group chairpersons.

4.7 Summary of Institutional Strengthening needs

On the basis of the information provided in the previous sections on the different target groups and the different types of institutional strengthening requirements, Figure 4 presents an overview of all institutional strengthening needs to improve programme management capabilities in the water sector.

Figure 4. Summary table of institutional strengthening needs

Target Groups	WSSC members	WSMU staff	IA coordinators	TSC members	WG chairpersons
Institutional Strengthening needs					
<i>Structural Reform/Organisational Change</i>					
Push Reform Agenda: Streamline water policies, strategies, regulations & enforcement	X				
Push Reform Agenda: SWAp: gaps/overlaps in institutional mandates, roles WSSC/WSMU	X				
Push Reform Agenda: Realign budget system to allow monitoring policies & strategies implementation (MOF)	X				
Understand Reform Agenda: Streamline water policies, strategies, regulations & enforcement		X	X	X	X
Understand Reform Agenda: SWAp: gaps/overlaps in institutional mandates, roles WSSC/ WSMU		X	X	X	X
Understand Reform Agenda: Realign budget system to allow monitoring policies & strategies implementation		X			
<i>Systems and Procedures</i>					
PPMS	X	X	X	X	X
EDF		X	X		X
<i>Management</i>					
Use of management information	X	X	X	X	X
Preparation of management information		X	X		X
Time management	X	X	X	X	X
Delegation of responsibilities and powers	X		X		X
<i>Human Resources/Training</i>					
ADB supported regional meetings on National Water Sector Apex Bodies	X	X			
EDF procedures training on procurement			X		X
EDF procedures training on Imprest Account holding, accounting & audit procedures			X		
Financial management & forecasting training		X	X		X
Management and leadership training		X	X	X	X

5 IMPLEMENTATION PLAN AND COST ESTIMATE

5.1 Delivery methods

The TOR for this particular report specifically asks for the development, agreement and implementation of an institutional strengthening programme with a focus on skills transfer and on-the-job training. This is appreciated and the Consultant has already made efforts to improve programme management knowledge and skills on a day-to-day basis.

The need for the reform agenda and its main direction are already well understood by the WSSC members, the challenge is to have these senior managers find some time away of day-to-day management tasks to really push this agenda forward at the relevant forums where they can make a significant impact.

A similar danger exists with the other programme management groups identified, who all seemed overburdened with day-to-day management tasks, leaving them little time to take the necessary time and distance to look at the greater picture and need for reform.

The full need and scope for institutional and legal reform will be presented as a result of a study, which will be contracted out as part of the WaSSP Programme Estimate 2 (component 1), which will be carried out in the second half of 2006.

The expected outcome of the study will be a detailed plan of action to tackle these structural and organizational reform challenges, which will be widely discussed (in workshops and meetings) with all relevant parties involved, also at the lower levels of management. In addition, funds will also be made available to implement the recommended changes.

PPMS and EDF are the 2 outstanding systems and procedures that have been identified as areas where capacity building is needed.

The PPMS, currently under conceptual design, will allow managers at all levels to monitor the performance of the water sector. The Consultant is expected to issue a separate report on PPMS at the same time as this institutional strengthening report, which will be discussed with the prospective end-users and operators. It is furthermore expected that within a period of 3-6 months, the PPMS will be fully operational for all managers to use. Workshops and training sessions will be organized to familiarize these persons on how to best use and maintain the system.

The EDF systems and procedures on procurement, imprest account and financial management and reporting are all long and well established, only to be modified every now and then by the EC in Brussels. Thanks to the presence of the EU in Samoa for an extended period of time, well developed knowledge and skills are available in-country, e.g. with the TA to the NAO and the current WASSP Programme Manager, who can easily be tapped into as trainers to explain and make use of these systems and procedures to a wider audience.

Training in time management and in management and leadership training may be best given during specific training courses. Also considering the specific cultural setting of Samoa, it can be considered to contract these training courses out to local management consultants, rather than be implemented by an international consultant.

Finally, the ADB-supported regional meetings on National Sector Water Apex Bodies may prove an interesting opportunity for WSSC and WSMU members to attend. At the time of this report, however, no further information on frequency and costs were available. This will be followed-up through communications with the ADB in the next few months.

The implementation period of the proposed Institutional Strengthening programme will have a duration of 14 months and will end by December 2007. At that time, a review and update will be carried out, and the results and recommendations presented in an updated Institutional Strengthening report. The updated programme will run until end December 2008, when a second update is foreseen that will be implemented until the end of the PMS contract period.

5.2 Cost estimate

At the time the WaSSP Programme Estimate #2 was prepared, the results of this investigation were not yet known. Though some budget reservations have been included for training, most of these are related to technical water related training courses and workshops, notably under components 1, 3, 4 and 6. Under component 0, a provision has been made for training in the area of financial management and analysis.

Notwithstanding this, most of the capacity building activities can easily be accommodated by making best use of ongoing technical assistance contracts in the water sector, notably the current the PMS contract, and the contracts for PIA and the TA to the NAO. However, financial cover may still need to be sought for the time management and management and leadership skills training courses and the ADB supported regional meetings.

In view of the currently proposed institutional strengthening programme and the envisaged updates of this report after month 18 and 30, it is expected that future work programmes will be able to provide sufficient funds for further strengthening of programme management skills and knowledge.

APPENDIX 1. PROPOSED ORGANIZATION FOR WATER SECTOR PROGRAMME MANAGEMENT

WATER SECTOR STEERING COMMITTEE

ROLES AND RESPONSIBILITIES

- Guide sector policy and planning processes
- Mobilize support across sub-sectors and interest groups
- Guarantee quality output
- Monitor water policy and programme implementation at a sector-level
- Address key risks to sector progress and development
- NEW: Review and approval of Water for Life (WFL) document, Medium Term Expenditure Framework (MTEF)
- NEW: Appraise general progress and planning of individual water projects and address serious and/or structural constraints in project implementation
- NEW: Review and recommend new legislation and policies to CDC
- NEW: Review and approve individual water projects' (Pre-)Appraisal Reports, Financing Agreements, Annual Work Programmes, Mid-term Evaluation, Final Evaluation,
- NEW: Endorse TA Inception reports, TA Final Reports

MEETING SCHEDULE

- Regular WSSC meetings will be held quarterly on the 1st Wednesday of the month, starting June 2006.
- Extraordinary WSSC meetings may be organized as and when required, e.g. to discuss (joint) donor identification, (pre-)appraisal, monitoring and evaluation missions, special themes and urgent issues.

COMPOSITION

- Chair (now designated to co-chairs): CEO Ministry of Finance
- Deputy Chair (s): CEO Ministry of Natural Resources, Environment & Meteorology, Managing Director, Samoa Water Authority
- Govt. Members: CEO Ministry of Health, CEO Ministry of Women, Community & Social Development, CEO Ministry of Works, Infrastructure & Transport, (NEW) CEO Ministry of Agriculture, Forestry and Fisheries, GM Electric Power Corporation, ACEO - Economic Policy & Policy Division, MOF, ACEO - Aid Management & Co-ordination Division, MOF
- NEW (on special invitation): Implementing Agencies coordinators (SWA, MOH, MWTI, MNREM/WRD, MNREM/PUMA)
- Non-state actors: Chamber of Commerce (CC), Samoa Umbrella of NGOs (SUNGO)
- Invited donors (on special invitation): European Union; (NEW) ADB and others (*)
- NEW (on special invitation): TA teamleaders of water related projects (PIA, SSDP, RWS-CP, etc.)
- Secretariat: Water Sector Management Unit (WSMU)

(*) It can be considered that the EU representative be nominated as lead donor for the water sector to represent all relevant donors and International Financing Institutions (IFIs) on water sector development. During donor/IFI water missions, representatives could be invited to attend (regular or extraordinary) WSSC meetings.

AGENDA

1. Welcome and introductions
2. Apologies
3. Meeting agenda and objectives
4. Confirmation of previous minutes and matters arising
5. WSMU special matters
6. Ongoing activities
 - a. Progress and Planning (by IAs)
 - b. Problems and Solutions (by IAs)
 - c. Review and Endorsement matters (by TA)
7. Future perspectives
8. Other matters
9. Date of next meeting
10. Closure

WATER SECTOR MANAGEMENT UNIT

ROLES AND RESPONSIBILITIES:

- Act as a technical secretariat for the WSSC (with support from others)
- Preparation of over-arching programme estimates for sector programme implementation
- Manage day-to-day processes for sector policy and programme implementation
- Ensure compliance with EU (and possibly other financial institutions') financial, contractual and administrative procedures
- Support and coordinate implementing agencies, working groups and others
- Lead on performance monitoring and reporting at the sector-level (with support from others)
- All functions carried out in close co-ordination with existing other MOF Divisions (EPPD – overseeing sector planning processes; Donor Coordination and Debt Management.– management and co-ordination of donors; Budget – mobilizing domestic funding and monitoring output; and SOEMD – monitoring water related SOEs)

MEETING SCHEDULE

- Regular WSMU meetings will be held every Monday morning 09.00-10.30, the PIA teamleader also attending.
- Extraordinary WSMU meetings may be organized as and when required

COMPOSITION

Programme Manager
Assistant Programme Manager
Programme Adviser
PIA Teamleader
Other relevant Teamleaders

AGENDA

1. Review and update Action List
2. Issues arising from Working Group meetings
3. Issues arising from other projects (RWS-CP, PDA, SSDP)
4. Update of who-is-who list (monthly)
5. Update of Water in the news
6. Other issues

WASSP Component Lead Organisation

Tasks and Responsibilities

1. Facilitate and ensure the timely planning and implementation of working group activities
2. Review major decisions and financial proposals by the working group for procurement of goods/services
3. Issue correspondence on working group activities to related organisations

Implementing Agency Coordinator

Tasks and Responsibilities

6. Coordinate on behalf of the Implementing Agency the day-to-day management of the water project activities the Implementing Agency is involved
7. Liaise with the (A)CEO/GM of the Implementing Agency on overall progress and planning, problems and solutions, and major decisions to be taken in the day-to-day implementation of the water project activities.
8. Participate on special invitation in the Water Sector Steering Committee (WSSC) and report on progress, planning, problems and solutions of activities within the Implementing Agency
9. Participate as member in the Technical Steering Committees (TSC) of those projects the Implementing Agency is involved
10. Liaise with/participate in WASSP (and other projects') working groups in which the Implementing Agency is involved.

TECHNICAL STEERING COMMITTEES

TASKS AND RESPONSIBILITIES

- Review and approve annual planning documents for the relevant project and its components
- Review technical progress versus planning for the relevant project and its components
- Review financial progress (commitment vs. disbursement) versus planning for the relevant project and its components
- Review and approve expert inputs (TOR) and outputs (technical reports)
- Review and approve TA-Inception Report and Final Report
- Identify problems and recommend solutions
- Forward serious and/or structural problems to the WSSC for review

WASSP TECHNICAL STEERING COMMITTEE

COMPOSITION

Programme Manager, WSMU/MOF (Chair)
Assistant Programme Manager, WSMU/MOF (Secretary)
Programme Management Adviser, WSMU/DHV
Teamleader, PIA/MWH
Working group leaders of all 6 working groups or IA coordinators

MEETING SCHEDULE

- Regular WASSP TSC meetings will be held every three months
- Extraordinary WASSP TSC meetings may be organized as and when required

AGENDA

1. Welcome and introductions
2. Apologies
3. Meeting agenda and objectives
4. Confirmation of previous minutes and matters arising
5. WSSC/WSMU special matters
6. Ongoing activities
 - a. Progress and Planning
 - b. Problems and Solutions
7. Other matters
8. Date of next meeting
9. Closure

WASSP Component/Working Group Leader/Chairperson

Tasks and Responsibilities

11. Convene and prepare agenda for working group meetings in consultation with the PIA team leader
12. Chair working group meetings
13. Inform CEO/IA Coordinator of lead organisation on planning and progress of working group activities
14. Consult CEO/IA coordinator of lead organisation on key decisions affecting the working group
15. Draft correspondence to other organisations to be signed by the (A)CEO of the lead organisation
16. Request payment and justify expenditure for working group activities to WSMU
17. Assign tasks to working group members and other staff within the lead organisation
18. Participate as a full member of the working group meetings and activities
19. Participate in WASSP quarterly component meetings
20. Monitor and guide working group members and other staff within the lead organisation in the implementation of working group activities

WASSP Component/Working Group Secretary

Tasks and Responsibilities

1. Invite working group members to attend working group meetings
2. Take, elaborate and distribute minutes of working group meetings according to a pre-set format
3. Finalise, distribute and file minutes after receiving comments from working group members
4. Participate as a full member in the working group meetings and activities

WASSP Component/Working Group members

Tasks and Responsibilities

1. Participate in working group meetings
2. Carry out tasks assigned by the working group leader/chairperson
3. Facilitate the free flow of data and information between organisations participating in WaSSP
4. Actively promote the WaSSP among stakeholders

APPENDIX 2. MANAGEMENT REPORTING AND MONITORING FORMATS

Main format for WSMU action list (in use)

NO	WHAT	WHO	WHEN
1			
2			
3			

Main format for Working Groups (in use)

Activity	How	When	Who	How Much

WSSC QUARTERLY REPORTING FORMAT

Implementing Agency

Water Theme
 Water Sub-theme
 Project
 Project component

PROGRESS

Technical progress in reporting period

% on schedule
 No. of months of delay
 Reasons for delay
 Proposed solution

Main achievements during reporting period

Target achieved
 Events
 Reports
 Other

Financial progress in reporting period

Commitments (as % of scheduled)

Disbursements (as % of scheduled)

Cumulative technical progress

% on schedule
 No. of months of delay
 Reasons for delay
 Proposed solution

Cumulative financial progress

Commitments (as % of scheduled)

Disbursements (as % of scheduled)

PLANNING

Technical expected progress in next period

What to be done
 Who to take action

Main expected achievements

Target achieved
 Events
 Reports
 Other

TSC Quarterly Planning and Progress Monitoring sheet

1. Activity Schedule	2006						2007					
	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun
Component 0 Programme Management												
Component 1. Sector Orientation												
Component 2. Capacity Building Water Services Sector												
Component 3. Improvement and rehabilitation of rural water supplies												
Component 4. Increased efficiency and effectiveness of water supply schemes												
Component 5. Sanitation and wastewater services												
Component 6. Sustainable Water Resources Management												

2. Output & Milestones Schedule	2006						2007					
	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun
Component 0 Programme Management												
Component 1. Sector Orientation												
Component 2. Capacity Building Water Services Sector												
Component 3. Improvement and rehabilitation of rural water supplies												
Component 4. Increased efficiency and effectiveness of water supply schemes												
Component 5. Sanitation and wastewater services												
Component 6. Sustainable Water Resources Management												

3. Expert Input Schedule	2006						2007					
	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun

5 COLOPHON

Client	: National Authorising Officer
Project	: Water Sector Support Programme/Programme Management Support
File	: Y8506.01.001
Length of report	: 34 pages
Author	: Ludo Prins
Contributions	: Ludo Prins
Project Manager	: Ludo Prins
Project Director	: Jan Oomen
Date	: 24 July 2006
Name/Initials	:

DHV B.V.

*Laan 1914 no. 35
3818 EX Amersfoort
P.O. Box 1132
3800 BC Amersfoort
The Netherlands
T +31 33 4682000
F +31 33 4682801
E consultants@dhv.nl
www.dhv.com*

