



Malo o Samoa

Ministry of Natural Resources & Environment

INSTITUTIONAL POLICY

June 2003

1. Title of policy

Ministry of Natural Resources & Environment (MNRE) Institutional Policy

2. Purpose of proposal

This proposal reviews the current institutional policy taking into account the MNRE's experience on policy implementation and reflecting the current changes in the Samoan public service. The new policy will guide the ministry's efforts to improve the cost-effectiveness of its operations through the identification, planning and implementation of institutional responsibilities for the public and private sectors respectively.

3 Previous reference

The current policy was approved by Cabinet in 2000. The new policy reflects the provisions of the Strategies for the Development of Samoa (SDS).

4 Requesting agency

MNRE

5 Implementing agency

MNRE

6 Other relevant department/agencies

Public Service Commission (PSC) on human resources and the Ministry of Finance on budgetary matters.

7 Background to the formulation of the policy

As shown in Box 1 MNRE has undergone some major changes in its organisational structure since the last review in 1999. The new division of Planning and Urban Management Agency (PUMA) was established in July 2002, and in May 2003 the name of Department of Lands, Surveys and Environment was changed to MNRE. Disaster management and Water resources sections were transferred from other ministries. The Legal Services division is being promoted as a full-fledged division. Internally the new sections of Operations & maintenance and Information & communication technology are proposed and projects have been streamlined into the structure.

Box 1: MNRE structure, June 2003

<i>Divisions</i>	<i>Sections</i>
Land Management	Land registration, Land administration, Land development, Land commission (new), Projects
Environment & Conservation	Terrestrial biological diversity, Marine biological diversity, National parks & reserves, Water resources (new), Projects
Technical Services	Surveying, Draughting & plan examination, Land & asset valuation, Samoa national maps
PUMA	Strategic planning, Sustainable development, Urban management
Corporate Services	Disaster management (new), Projects Administration, Finance, Capacity building & human resources development, Operations & maintenance (new), Information & communication technology (new)
Legal Services	Legal services

During the previous policy period a number of services have been fully contracted-out (e.g. urban ground maintenance, solid waste collection, running public toilets, cemeteries upkeep). This public to private transfer has progressed well with minimum disruptions. Other operational responsibilities have been partly privatised (e.g. surveying, land valuation) with the ministry performing all government works as there is limited private capacity to deal with all services.

As shown in Box 2 a number of new functions have been formally included although some of these (e.g. mapping, valuation) have been undertaken by the MNRE for some time. Apart from sand and coastal materials the management of other land-based resources are new functions. Planning and urban management are also new functions under PUMA and so are the responsibilities for watershed and disaster management, transferred from the Ministries of Agriculture and the Prime Minister's respectively. With Samoa's accession to several multilateral environmental agreements (MEAs) the implementation of these conventions has also become a major MNRE responsibility involving Environment & Conservation, PUMA and Land Management.

Box 2: MNRE functions and responsibilities

<i>Functions</i>	<i>Responsibilities</i>
Land management	Administration of government lands under the Land Board Land registration Management of land-based natural resources -Sand and coastal materials -Soil and aggregate materials (new) -Minerals (new) Alienation of lands Taking of lands for public purposes
Environment & conservation	Conservation of terrestrial biological diversity Conservation of marine biological diversity Management of national parks & reserves Management of water resources (new)
Technical services	Surveying Draughting & plan examination Land valuation (new) Samoa national maps (new)
Planning services	Urban and rural planning Development approval Management of waste Pollution control Management of chemicals Disaster management (new)
Urban management	Landfill operation Market operation Solid waste collection Septic tank sludge disposal Urban ground maintenance Public toilet operations Public cemeteries maintenance
MEAs	Implementation of international conventions

The limited capacity of the private sector to take on all the operational tasks from the MNRE is still the main constraint in putting this policy into effect. While the regulatory functions will always remain with the ministry (e.g. plan examination, development approval, resource allocation) there has been little improvement in private sector capacity in a number of key technical areas. For instance there are still only two private surveying firms, three land valuers and no specialist mapping or planning firms. But given a proper development climate, it is envisaged that the private sector will respond to the local demand for technical services that will be so created.

It is expected that considerable effort will be required to strengthen the private sector capacity in a number of technical areas (e.g. biodiversity resource management, national parks, watershed management, mapping, urban and rural planning) before the private sector can take over any of the operational activities in those areas.

8. Detailed statement of the policy

8.1 Objectives

The long-term objective of the policy is for the MNRE to become an efficient and effective organisation, well-placed to manage and address Samoa's natural resource needs. This is essential in order for the MNRE to promote the government's economic and social development goals. As well the Policy supports greater involvement of the private operators in MNRE activities through the implementation of those tasks and services that are best provided by the private sector.

8.2 Policy strategies for achieving objectives

The strategies for achieving the policy objectives are set out in Box 3. Most of the urban services marked PS have already been contracted out. For responsibilities marked MNRE/PS the ministry deals only with government work while private surveyors and valuers look after the private sector needs. Those marked MNRE/FPS are fully effected by the ministry but in the future associated operational activities may be contracted-out. Responsibilities with specific regulatory implications including land registration, survey plan approval and development approval will remain with MNRE. In the long-term all operational activities will progressively become the responsibility of the private sector.

8.3 Expected benefits from the policy initiative

The expected benefits from this policy initiative are long-term including a more focused MNRE leading to improved service delivery. Through competitive bidding the implementation of those ministry activities to be out-sourced should become more cost-effective. As well the costs of those tasks remaining with the MNRE should become more transparent leading to more sustainable services.

Other benefits which are not so easy to quantify would include:

- A more focused direction for both the MNRE staff and affected private sector entities leading to better outcomes;
- Improved utilisation of available financial and human resources;
- Better standard of services leading to higher customer satisfaction;
- Higher private sector confidence due to increased business activities;
- Potential for greater transparency and accountability;
- More economic flow-ons to the wider economy.

8.4 Relationship to SDS and sectoral objectives/strategies

The policy reflects the provisions of the SDS supporting sustainable development and promoting a strong partnership with the private sector as well as efficient and effective service delivery.

Box 3: MNRE institutional reforms, June 2003

<i>Functions</i>	<i>Responsibilities</i>	<i>Implementation</i>
Land Management	Government lands under the Land Board	MNRE/FPS
	Land registration	MNRE
	Management of land-related natural resources:	
	-Sand and coastal materials	MNRE/FPS
	-Soil and ground materials (new)	MNRE/FPS
	-Minerals (new)	MNRE/FPS
	Alienation of lands	MNRE
Environment & Conservation	Taking of lands for public purposes	MNRE
	Conservation of terrestrial biological diversity	MNRE/FPS
	Conservation of marine biodiversity	MNRE/FPS
	Management of national parks & reserves	MNRE/FPS
Technical Services	Management of water resources (new)	MNRE
	Surveying	MNRE/PS
	Draughting & plan examination	MNRE/FPS
	Land valuation (new)	MNRE/PS
	Samoa national maps (new)	MNRE/FPS
Planning Services	Urban and rural strategic planning	MNRE/FPS
	Development approval	MNRE
	Waste management	MNRE/FPS
	Pollution control	MNRE/FPS
	Management of chemicals	MNRE/FPS
	Disaster management (new)	MNRE
Urban Management	Landfill management	MNRE/FPS
	Market operation	MNRE/FPS
	Solid waste collection	PS
	Septic tanks cleaning	PS
	Urban ground maintenance	PS
	Public cemeteries maintenance	PS
	Public toilets operations	PS
	MEAs	Implementation of international conventions

Notes

MNRE	all work effected by the ministry
MNRE/FPS	all work done by ministry but operational activities may be contracted out in future
MNRE/PS	regulatory and government work done the by ministry while private operational activities done by private sector
PS	all operational responsibilities are performed by the private sector

9. Budgetary implications

With the introduction of performance budgeting this policy initiative is aimed at improving the effectiveness of the allocation of the MNRE resources contained in its annual budget by reducing overheads and ensuring that available funds are spent directly to achieve the intended budget outputs.

9.1 Capital investment

There is limited capital investment required for policy implementation although funding may be required for capacity building in the private sector.

9.2 Recurring costs

Due to expected efficiency gains once the policy is approved and put in place, the normal recurring costs related to staff and administration overheads should be less than the current levels.

9.3 Revenue generation

There are a number of areas where the MNRE can generate revenue and/or reduce costs when the policy is implemented including:

- Realistic pricing of land management services;
- Competitive pricing for technical services;
- Lease of assets (e.g. markets, landfill); and
- Access charges for scenic/recreational sites (e.g. national parks and reserves).

9.4 Proposed sources and conditions of finance

The implementation of the policy will be financed under the ministry's annual budget.

10. Human resources implications

It is most likely that there will be no net job losses as a result of the policy implementation. Where activities are to be contracted-out, it is expected that as far as possible private operators taking over specific activities will be encouraged to employ existing staff as they possess the relevant skills and experience.

11 Legislative implications

A review of the Lands, Surveys & Environment Act 1989 is in progress to reflect the ministry's new functions and responsibilities. Other legislation governing the MNRE's operations will also be reviewed for relevance and/or consistency with the ministry's new role and principal legislation.

12 Involvement of other ministries/departments

There will be close consultation amongst the MNRE, PSC and Ministry of Finance during the policy implementation. It is also expected that the MNRE will work closely with other ministries, departments or corporations with overlapping functions and responsibilities in natural resources and environment or supporting services.

13 Proposed implementation schedule

The duration for Policy implementation will be five years after Cabinet approval. It is to be independently evaluated at the end of this period to assess its success or otherwise.

14 Recommendations to be considered by Cabinet

That Cabinet approves this policy for implementation by the MNRE over the next five years, 2003-2008.

15 Responsible officer

Tu'u'u I. Taule'alo

CEO of MNRE

Date