



Malo o Samoa

Ministry of Natural Resources & Environment

INSTITUTIONAL RESTRUCTURING REPORT

**Infrastructure Asset Management Project
Government of Samoa & World Bank
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EXECUTIVE SUMMARY

1. The Ministry of Natural Resources and Environment (MNRE) Institutional Strengthening Programme (ISP) Phase II was part of the Government of Samoa (GOS) - and World Bank-funded Infrastructure Asset Management Project (IAMP), implemented in three parts. Part 1 was a review of the principal legislation; Part 2 was the institutional restructuring involving the strengthening of six key institutional elements, namely the institutional policy, organisational structure, corporate plan, annual budget, service charter and capacity building;. And Part 3 conducted an evaluation of the implementation of Parts 1 & 2. This report outlines the results for Part 2.
2. A participatory approach was adopted with the entire process led by the MNRE management of the Chief Executive Office (CEO) and Assistant CEOs. External stakeholders were also widely consulted. Through a series of workshops MNRE management and staff were closely involved in project planning, formulation and reporting from start to finish. The goal was to encourage greater staff involvement in the institutional planning and decision making processes of the ministry and improve staff awareness of the issues involved in order to promote ownership of the final outputs.
3. The institutional policy sets out the MNRE functions and responsibilities including a number of new areas under the ministry's jurisdiction resulting from the Public Service Commission (PSC) ISP. It also outlines the framework for partnership with the private sector, with a general timing for transfer of responsibilities. But with limited capacity in the private sector it may be some time before many of the ministry's operational activities could be undertaken by private companies. The long-term aim is for the MNRE to become a regulatory authority within the natural resources and the environment sectors.
4. Compared to the 1999 situation the new organisational structure shows a significant growth in the level of human resources - 114 to 200 positions. It reflects the level of human resources required by MNRE to execute its functions and responsibilities. The increase was due mainly to a three of reasons: (i) the expansion of existing activities within MNRE, (ii) the transfer of functions from other ministries, and (iii) the formalisation of ad-hoc responsibilities under MNRE. With the limited funds available in the budget for new positions it is expected that the implementation of the new structure will follow the filling of the selected priority positions, while also dependent on government project needs or the availability of external assistance.
5. The new corporate plan provides the overall operational framework for the ministry for the next three years. It was developed based on the lessons learned from the last plan, changes in the public service and inputs from consultations involving MNRE management, staff and external stakeholders. It also strongly reflected the provisions of the institutional policy and proposed principle legislation. Unlike the previous plan where the objectives were based on cross-cutting themes the new plan objectives are aligned with the works of MNRE divisions and in turn linked directly to the budget outputs. This ensures that business plan activities arising from the corporate plan will be directly linked to the budget activities.
6. In order to streamline the budget process and improve staff awareness of budget preparation procedures the development of the MNRE 2003/2004 budget became

another key project output. It was considered that improved financial management by staff was strongly dependent on better appreciation of the budget rationale particularly its underlying constraints. The consultative approach in a workshop setting was therefore most appropriate as it facilitated not only the formulation of details but allowed for question- and answer-type training in aspects of the budget system. It was also important for staff to understand the connections between the budget and other institutional elements to enhance transparency and accountability.

7. The service charter informs the public about the types of services provided by MNRE and the required standards for service delivery. It also sets out the procedures for the procurement of services and the mechanisms for resolving outstanding complaints. Like the corporate plan it was developed based on the experience gained from the implementation of the previous charter, changes in MNRE functions and responsibilities and inputs from consultations between staff and other stakeholders. The successful implementation of the new charter would depend largely on the availability of sufficient budgetary allocations and the adequacy of staff capacity to deliver the required services.
8. As discussed above the successful implementation of the corporate plan leading to the timely delivery of customer services in the charter is strongly influenced by the capacity of staff to effect the required work programme. It was this integrated assessment of capacity against the other institutional elements that resulted in the identification by each division of new skills to enhance their existing capacity. For capacity building a list of priority needs was compiled to guide future efforts. And like the other institutional elements above, capacity building is largely dependent on the availability of adequate budget or other financial provisions for effective implementation.
9. The inter-connectivity of outputs was well demonstrated during this project, confirming the need to consider the institutional elements concerned together at the same time. Staff positions shown in the organisational structure are required for the implementation of the functions and responsibilities in the institutional policy, through the work programme in the corporate plan. But such would depend on financial resources in the budget and the capacity within the ministry to undertake the required tasks. All are linked to the delivery of customer services as set out in the service charter.

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1. INTRODUCTION

Purpose of the report

The purpose of this report is to provide a summary of the project outputs of MNRE ISP Phase II, funded under the coastal component of the IAMP. This phase of the MNRE ISP builds on the results of Phase I which conducted an assessment of the current corporate management and institutional setting of the MNRE and possible implications for the ministry of the PSC ISP which dealt with the wider reforms in the Samoan public service.

While the legislative review formed an integral part of the MNRE ISP Phase II and is presented separately, this report focuses on institutional strengthening aspects generally and the following outputs in particular:

1. Institutional policy
2. Organisational structure
3. Corporate plan
4. Annual budget
5. Service charter
6. Capacity building

Structure of the report

The report comprises the following sections:

- Section 1 Outlines the purpose and structure of this report.
- Section 2 Explains an overview of the IAMP and gives the overall Coastal Component of IAMP under MNRE with particular focus on the institutional strengthening component under D4.
- Section 3 Describes the methodology used in the MNRE ISP.
- Sections 4-9 Demonstrate the development of the six ISP outputs, and
- Section 10 Presents the conclusion

2. INFRASTRUCTURE ASSET MANAGEMENT PROJECT

The IAMP was a joint GOS and World Bank project funded under an International Development Association credit. The implementing agencies were:

- Department of Lands, Surveys and Environment (DLSE) - now MNRE;
- Public Works Department - now Ministry of Works, Transport and Infrastructure (MWTI);
- Samoa Airport Authority;
- Ministry of Transport - now part of MWTI; and
- Treasury Department - now Ministry of Finance (MOF).

A Project Steering Committee comprising representatives of the implementing agencies and chaired by the CEO of MOF managed the project under guidelines from the GOS and the World Bank. It was being undertaken as a series of component contracts, coordinated by project component managers. Under the D4 component, a review of MNRE institutional setting was carried out which not only recognised those activities of the IAMP that would be incorporate into the MNRE but other functions and responsibilities that would best come under the ministry.

DLSE institutional review

In 1999 the then DLSE through a staff-driven process undertook several initiatives to begin its current MNRE ISP. They involved the development of a new organisational structure, institutional policy and corporate plan and resulted in PSC approval of the organisational structure late in 1999 and Cabinet approval in early 2000 of the institutional policy and corporate plan.

MNRE ISP phase I

Phase I of the MNRE ISP under the IAMP was carried out by Yeoman and Ward Consultants of New Zealand during 2001. It involved an institutional review looking at the following:

- Institutional issues which, when addressed, would contribute to the further development of MNRE; and
- Institutional issues which need to be addressed to enable the sustainability and success of the coastal environmental and institutional services component of the IAMP.

A consultative process was adopted, which included workshops, interviews and some training, geared towards maximising stakeholder participation to promote better understanding of the study. Several recommendations arose from this review, including:

- Existing legislation to be reviewed to provide a clearer mandate, through removing internal inconsistencies, repealing irrelevant provisions and consolidating legislation into several key Acts;
- A sustainable development and management framework (i.e. identification of links between legislation, policies, strategies, plans, best practice guidelines etc) to be developed to provide a more effective operating environment;
- Organisational structure to be further refined to better support key functions.
- Divisional business plans be prepared to provide more details in relation to the concepts presented in the management plan section of the corporate plan, and divisional business plans to establish priorities and target dates for the completion of tasks.
- Management of out-sourced functions should be strengthened, through developing policies on tendering, quality control and revenue management; and
- The corporate plan and institutional policy be integrated to provide improved efficiency, transparency, budget control and staff management.

The consultation undertaken during the review reinforced the above recommendations and highlighted further institutional issues for further development of MNRE to support IAMP sustainability. A number of constraints were found to directly affect the ministry's ability to meet its responsibilities:

- Understaffing of established positions by 33%;
- Scarcity of skilled human resources;
- Inability to compete with the private sector for skilled staff;
- Need to prioritise resource allocation and establish basis for performance management;
- Lack of long-term skill/career planning;
- Scattered office locations;
- Lack of funding for staff training; and
- Lack of empowering legislation.

These constraints impacted strongly on the MNRE's ability to undertake its existing functions. In addition, a functional analysis indicated that only 13% of staff resources were devoted to policy development, resource management, programme planning and

implementation and organisational support - considered to be the main areas of ministry's operations.

The above constraints also suggested that it would be very difficult to achieve the objectives of the first corporate plan. MNRE was continually subjected to a series of competing demands putting further strain on its limited resources. In particular over the next 1-2 years the ministry would be required to absorb activities from IAMP and PSC ISP as well as develop information technology and data management functions. Recommendations for further work included: legislative review; human resource management; accounting and information technology; customer services; external services; and training.

MNRE ISP phase II

The Strategies for the Development of Samoa (SDS) set out the direction of national development for 2002-2004. Priority was on the partnership with the private sector, requiring the out-sourcing of operational activities that could best be implemented by private companies. For the environment sector the main focus was on sustainable development. Cabinet in 2002 also approved the establishment of the Planning and Urban Management Agency (PUMA) to provide environmental planning and urban management services.

These parameters provided the basis for the MNRE Phase II which was undertaken in three parts. Part 1 was the legislative review of the current Lands, Surveys and Environment Act 1989 and produced the MNRE Bill 2003 which had been submitted to the Attorney General for clearance before tabling in Parliament. Part 2 dealt with institutional restructuring which involved a review of existing key institutional areas - institutional policy, organisational structure, corporate plan and service charter, annual budget and capacity needs - in order to incorporate the implications of the new MNRE functions and responsibilities. And Part 3 involved an evaluation of the implementation of Parts 1 and 2.

Phase II began in an atmosphere of major changes in the public service – 26 departments were realigned to 14 ministries with functions and responsibilities being grouped or transferred where they could be best managed. The changes came into effect in May 2003 and DLSE was renamed MNRE. The new ministry became responsible for natural resources and the environment with water resources transferred from MWTI, watershed management from the Ministry of Agriculture and disaster management from the Ministry of the Prime Minister's.

Continuing on from Phase I, the MNRE ISP Phase II was promoted, developed and implemented based on the outcomes of the following:

- MNRE ISP Phase I;
- PSC ISP;
- SDS; and
- Relevant Cabinet directives.

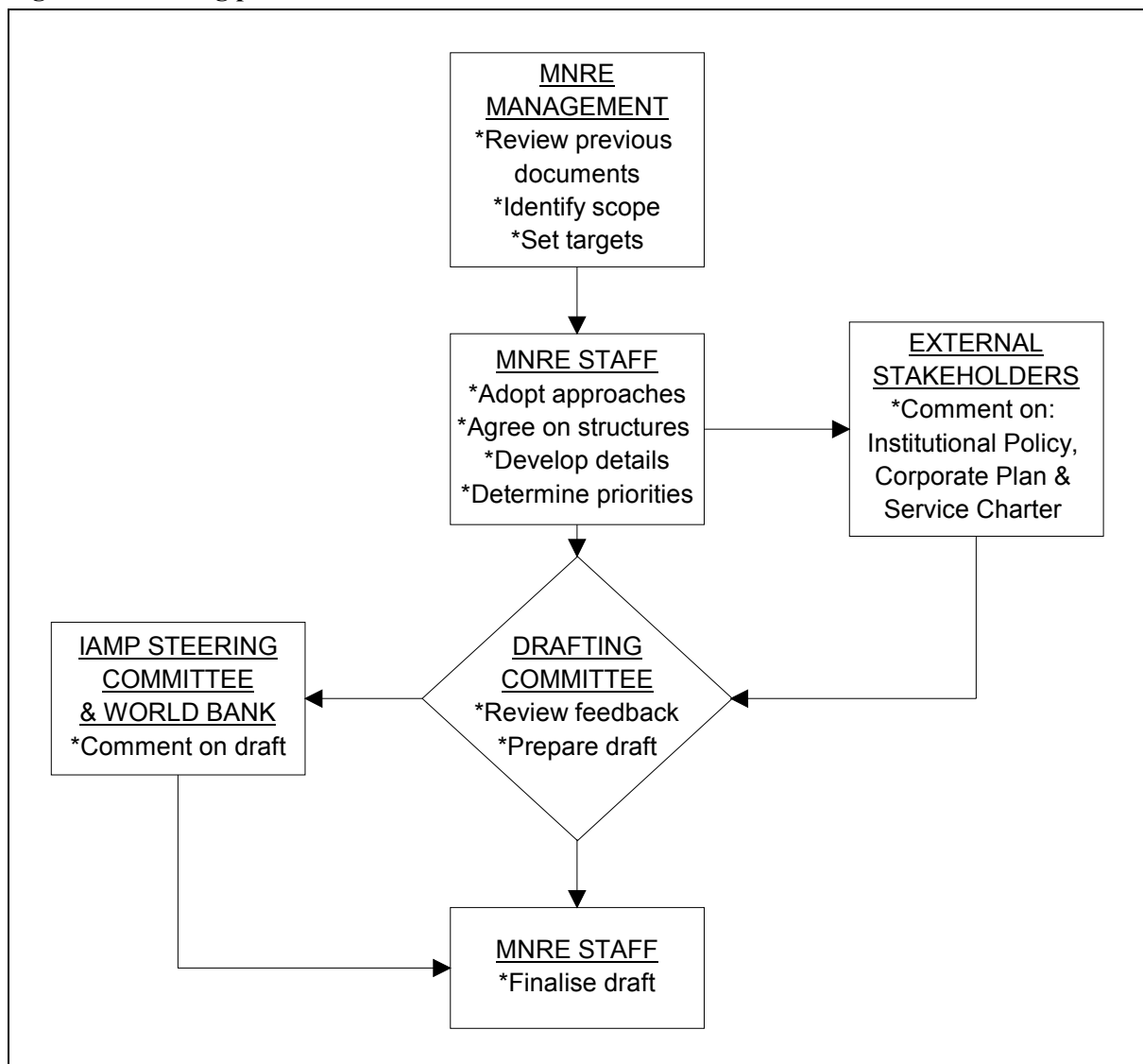
The expected outputs of Part 2 are the subject of this report including:

1. Institutional policy;
2. Organisational structure;
3. Corporate plan;
4. 2003/2004 budget;
5. Service charter; and
6. Capacity building

3. METHODOLOGY

The whole planning process for the institutional strengthening part of Phase II was driven by MNRE staff through a participatory approach that involved all stakeholders. Compared to Phase 1 that was conducted by overseas consultants, this work was designed, organised, implemented and the final outputs decided by MNRE staff themselves. Conscious of the difficulties encountered during the ministry's institutional strengthening initiatives in 1999, it was agreed nevertheless that the only way to ensure maximum staff participation and claim ownership to the final outputs was to the conduct the work themselves. This also was considered to promote transparency and accountability with the involvement of staff and external stakeholders.

Figure 1: Planning process



Overseeing the planning process for institutional restructuring was the MNRE management of the CEO and the Assistant CEOs. It defined the scope and set the targets for the project (see Figure 1). Staff then in a series of workshops developed details and determine priorities for the respective project outputs. External stakeholders were involved in consultations on the institutional policy, corporate plan and service charter. A drafting committee then compiled

the draft report which was circulated to members of IAMP steering committee for comments, with final scrutiny conducted and approval decided at a staff workshop.

One of the highlights of this review process was the decision by the MNRE management to adopt a ministry-driven approach rather than an 'outside'-driven one. The ministry's experience in the development of its first institutional policy and corporate plan in 1999, while extremely rewarding was not without problems. One of the main difficulties arose from the large amount of time that staff, particularly the MNRE management, spent on the formulation processes, on top of performing normal duties. This meant it took a lot more time to complete compared to one that was coordinated by a full time consultant. However the positive aspects of this approach including its suitability, credibility and ownership of the end products as a result of the collective effort by the ministry far outweighed any perceived problems.

The process involved wide consultations within the ministry involving all staff from the officer level and up. These consultations were important in several respects in that they provided opportunities for staff to participate directly in the development of ideas and options and, through open workshops, also served as educational activities. They also helped to expand the learning experience of staff beyond routine knowledge and increased the levels of awareness and understanding of the key institutional factors affecting their jobs and the work of the ministry.

Consultations that were carried out during the project are summarised in Figure 2. This schedule was designed to ensure both a top-down and bottom-up approach to the development of the required outputs. There were MNRE management workshops followed by staff consultations to develop details of each output. Divisional staff first consulted amongst themselves and their findings presented at the scheduled workshops. Three of the six outputs - institutional policy, corporate plan and service charter - also involved consultations with other key external stakeholders because of their vested interests in these areas. Key stakeholders involved included representatives of other government agencies, private sector businesses and non-governmental organisations.

Figure 2: Schedule of consultations

Project outputs	Consultations		
	MNRE management	MNRE staff	Public
Institutional policy	Tuesday, 18 March	Thursday, 20 March	Tuesday, 17 April
Organisational structure			
Corporate Plan	Tuesday, 25 March	Friday, 28 March	Tuesday, 17 April
2003/2004 budget	Tuesday 1 April	Friday, 4 April	
Service charter	Tuesday, 8 April	Thursday, 10 April	Tuesday, 17 April
Capacity building			
All	Tuesday, 1 July	Friday, 4 July	

The planning process required the MNRE management to review required directives and previous documents to develop the scope and a schedule of the activities. The scope was then relayed to each division through Assistant CEOs where it was reviewed and debated with their staff. Details and the required information was collected and developed through these sessions. Inputs from each division were presented at a series of MNRE staff workshops and the results compiled into the draft documents of project outputs by the drafting committee. Drafts of the institutional policy, corporate plan and service charter were also presented to an

external stakeholder workshop and comments incorporated into the final final drafts. The final draft of the report with documents was distributed to IAMP steering committee members and discussed at a MNRE management and staff workshop before the drafting committee completed the final report.

4. INSTITUTIONAL POLICY

In 2001 the Cabinet approved the first MNRE institutional policy setting out the institutional reforms for partnership between the department and the private sector. As shown in Figure 3 the main aim was for the ministry to deal with its regulatory responsibilities while allowing the private sector to undertake its operational responsibilities. Since then all the external services except for operations of markets have been contracted out. The target for contracting out market operations would be when the associated facilities have been upgraded as planned. Private firms have carried out all private surveying and valuation services. However the main constraint to the achievement of the other targets was the limited capacity in the private sector to take on the relevant operations from MNRE.

Figure 3: MNRE institutional reforms 2001

Functions	Responsibilities	Implementation
Land management	Policy and legal	DLSE
	Land registration	DLSE
	Land leases	DLSE
Technical services	Policy an legal	DLSE
	Standards	DLSE
	Surveying	DLSE/PS
	Survey plan examination	DLSE/PS
	Land valuation	DLSE/PS
	Mapping	DLSE/PS
	Urban an rural planning	DLSE/PS
Environment and conservation	Policy an legal	DLSE
	Environmental planning	DLSE/PS
	Resources conservation	DLSE/PS
	National parks	DLSE/PS
	Capacity building	DLSE/PS
Corporate services	Policy and planning	DLSE
	Finance	DLSE
	Staff training	DLSE/PS
	External services:	
	-Public toilets	PS
	-Public cemeteries	PS*
	-Apia urban cleaning	PS
-Apia urban waste collection	PS*	
-Savalalo/Salelologa markets	PS	

Notes: PS – private sector; PS* – already contracted-out

The SDS and the PSC ISP fully supported the partnership between the public and private sectors. This was set out in the first institutional policy identifying which responsibilities would remain with MNRE and which were to be contracted out or assumed by the private sector. With the restructuring of government ministries and the allocation of new functions

and responsibilities to MNRE it was timely that a review of the existing policy be done to reflect the current situation.

In reviewing the institutional policy the following provisions and factors were carefully taken into account:

- SDS;
- PSC ISP;
- New functions of MNRE;
- Implications on legislative mandate; and
- Capacity of both the public and private sectors

Figure 4: MNRE institutional reforms 2003

Functions	Responsibilities	Implementation
Land management	Government lands under Land Board	MNRE/FPS
	Land registration	MNRE
	Management of land-based natural resources: - Sand and coastal materials - Soil and ground materials (new) -Minerals (new)	MNRE/FPS
	Alienation of lands	MNRE
	Taking of lands	MNRE
Environment and conservation	Conservation of terrestrial biodiversity	MNRE/FPS
	Conservation of marine biodiversity	MNRE/FPS
	Management of national parks & reserves	MNRE/FPS
	Management of water resources (new)	MNRE
	Management of environmental conventions	MNRE
Technical services	Surveying	MNRE/PS
	Draughting and plan examination	MNRE/FPS
	Land valuation	MNRE/PS
	Samoa national maps	MNRE/FPS
Planning services	Strategic planning – urban & rural	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 tank cleaning	PS
	Urban ground maintenance	PS
	Public cemeteries maintenance	PS
	Public toilet maintenance	PS
MEAs	Implementation of environmental conventions	MNRE/FPS

Notes: MNRE – all responsibilities to remain with the Ministry; MNRE/FPS – all work currently done by the ministry but operational activities may be contracted out in the future; MNRE/PS – regulatory and government work carried out by the Ministry while private services provided by the private sector; PS – all operational responsibilities are performed by the private sector.

As shown in Figure 4 the MNRE has a new planning function while urban management is a continuation of external services. Responsibility for market operations will remain with the

ministry until such time when the facilities are sufficiently upgraded for external management. The implementation of multilateral environmental agreements (MEAs) has become a major responsibility with the growing number of environmental conventions that Samoa is party to. Regulatory functions will remain with the MNRE while for now, the responsibilities for government operations in surveying and land valuation will be done by the ministry. And the operational components of all other responsibilities will be considered for contracting out in the future when adequate capacity is available in the private sector.

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 envisaged 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. In the short-term the MNRE and private sector will cooperate to provide the necessary services wherever the capacity is available.

The institutional policy is attached in Annex A.

5. ORGANISATION STRUCTURE

The last review of the MNRE organisational structure was approved by the PSC in 1999. As shown in Figure 5, five divisions were approved namely Land Management, Environment & Conservation, Technical Services, Corporate Services and Legal Services. While Assistant CEOs headed the first four, Legal Services was a one-person operation with just a principal legal officer. The Land Management and Legal Services were newly established divisions then although the land management responsibilities had always been under the ministry.

Since then there have been some significant changes, which have affected the scope of the new structure. First the government implemented some bold reforms including the PSC-ISP, which resulted in a major restructuring of the public service. The DLSE was changed to MNRE. Watershed management and disaster management functions were transferred from other ministries and existing responsibilities for natural resources were expanded. Second under the IAMP, initiatives were developed and implemented in coastal management, capacity building and institutional strengthening. And third under an Asian Development Bank technical assistance project, planning and urban management strategies were developed leading to the establishment of PUMA.

To facilitate the review of the organisational structure the MNRE management established the criteria that guided the development of the new structure. Keeping in mind the constraints in terms of budget and available resources the following guidelines were adopted:

- Total of six divisions, the five from 1999 plus PUMA;

- Sections to highlight the specific functions of each division and their names to reflect their respective responsibilities;
- Structures to reflect the PSC accepted systems for staffing as approved in 1999;
- Due consideration give to budgetary constraints and the shortage of qualified personnel;
- New positions to strengthen efficiency and effectiveness of services; and
- Provide clear career paths provided within each divisions

Figure 5: Organisational structure, 1999

Division	Sections	Comments
Land Management	Land registration	Under Technical Services before
	Land leases	Under Corporate Services before
	Land policy	New
Environment & Conservation	Planning & policy	As before
	Resource conservation	As before
	National parks & reserves	Transferred from Forestry
	Capacity building	As before
Technical Services	Surveying	As before
	Draughting & plan examination	As before
	Land valuation	As before
	Mapping	As before
Corporate Services	Administration	As before
	Accounts	As before
Legal Services	Legal	New

As shown in Figure 6 there is a new Land Commission section in the Land Management division to provide administrative support for the Land Commission. In the Environment & Conservation division, the Resource conservation section is split into the terrestrial and marine resources and a new section for Water resources is formed. There are no major changes in the Technical Services division except the establishment of the Spatial information branch in the National maps section. PUMA is a new division incorporating planning and external services from other divisions and a new Disaster management section.

The corporate services division hosts the combined Capacity building & human resources development and the new sections of Operations & maintenance and Information & communication technology. The Legal Services division is expanded and headed by an Assistant CEO. And project staff for the Environment & Conservation and PUMA divisions, although financed under donor funding, have been incorporated into the new structure.

A total of 114 positions were established in the 1999 structure and in March 2003, 91 were filled and 23 vacant. The new structure has a total of 200 positions of which 95 were occupied (including 4 from Watershed management), 29 vacant (including 4 from Watershed management and 1 from Disaster management), 15 project positions and 61 new posts. While the total positions in the new structure represented a marked increase from the 1999 structure, they were considered to be the necessary level of human resources to implement the ministry's revised functions and responsibilities. Filling these positions, however, would be subject to the needs of priority programmes and the availability of funds.

The organisational structure is attached in Annex B.

Figure 6: Proposed organisational structure, 2003

Division	Sections	Comments
Land Management	Land registration	As in 1999
	Land development	Land leases in 1999
	Land administration	Land policy in 1999
	Land Commission	New
Environment & Conservation	Terrestrial resources conservation	Split Resources conservation section into Terrestrial and Marine
	Marine resources conservation	
	National parks & reserves	As in 1999
	Water resources	Transfer from Agriculture
	Projects	Donor funded
Technical Services	Surveying	As in 1999
	Draughting & plan examination	As in 1999
	Land valuation	As in 1999
	Samoa National Maps	Mapping in 1999
PUMA	Strategic planning	Informally under Technical Services in 1999
	Sustainable development	Under Environment in 1999
	Urban management	External services under Environment & Corporate Services in 1999
	Disaster management	Transfer from Prime Minister's
	Projects	Donor funded
Corporate Services	Administration	As in 1999
	Accounts	As in 1999
	Capacity building & human resources development	Capacity building under Environment & Conservation in 1999
	Operation & maintenance	New
	Information technology	New
Legal Services	Legal services	Headed by Assistant CEO

6. CORPORATE PLAN

This is the second MNRE corporate plan, outlining the ministry's work programme for 2003-2005. It was built on the experience learned from the implementation of its first plan for 2000-2002. It was also based on the provisions of the SDS which set out national goals for development where the main focus for the natural resources and environment sectors was sustainable development.

As shown in Figure 7 the highest order of the corporate plan logic is its Vision, which sets out the overarching and long-term direction of the MNRE. Next, the Mission identifies the key components for the achievement of the Vision. This is followed by the Goals which represent the cross-cutting themes that link all functions and responsibilities of the ministry. The Objectives operationalise the higher ordered targets, which in this plan are realigned with divisional functions and responsibilities as provided in the annual budget outputs. Outcomes are based on the functions and responsibilities of divisional sections within divisions while Outputs are the groups of specific targets to achieve the Outcomes.

For consistency and to avoid confusion it was important that the corporate plan and the annual budget were closely aligned. This also ensured that funds allocated in the budget

correlated directly with plan targets. However the same terminologies were treated differently as follows:

<u>Corporate plan</u>	<u>Budget equivalent</u>
Objectives	Outputs
Outcomes	Sub-output
Outputs	-

Figure 7: Hierarchy of corporate plan targets

Order	Targets	Details
1	Vision	Sustainable management of the country's natural resources and environment to ensure a better quality of life for all Samoans.
2	Mission	Best practice in the sustainable development of the country's natural resources and environment, in partnership with all relevant stakeholders.
3	Goals	<ol style="list-style-type: none"> 1. Appropriate policies to guide sustainable development and management of natural resources and the environment; 2. Optimum benefits from the use of natural resources; 3. Efficient and cost effective services related to sustainable development; 4. Adequate resources for MNRE to fulfill its functions and responsibilities.
4	Objectives	<ol style="list-style-type: none"> 1. Sustainable management of lands and land-based natural resources; 2. Strategies for the sustainable management of natural resources and the environment; 3. Technical services in support of the sustainable development of natural and resources and the environment; 4. Planning services in support of sustainable development in urban and rural areas; 5. Corporate services in support of the efficient operations of all the other divisions; 6. Legal services in support of the sustainable management of natural resources and the environment.
5	Outcomes	Based on the functions and responsibilities of Sections within Divisions
6	Outputs	Deliverables for the achievement of outcomes

While the new plan generally followed the format of the old plan as shown below there was a shift from the broad objectives covering the whole ministry to more specific objectives dealing with the work of each division. The annual budget is presented this way and one of the main problems with the old plan was the difficulty in trying to match the cross-cutting goals against budget outputs. So the budget in effect was adopted as the business plan.

<u>Components</u>	<u>Details</u>
Planning process	How the plan was developed
Assumptions	Operating situations for the plan to function
Mandate	Authority that governs MNRE's operation s
Operating environment	Influences, internal and external, affecting MNRE actions
Organisational structure	Human resources implications for the plan
Values	Principles guiding MNRE work and service
Vision	As in Figure 7
Mission	As in Figure 7
Goals	As in Figure 7
Objectives	As in Figure 7
Management plan	Summary of MNRE work targets.

The main feature of the corporate plan is its management plan where its components are realigned with the budget components. Divisional objectives are matched against the required outcomes. As stated above the plan outcomes are similar to the budget sub-outputs, representing the goal for each section generally. Outcomes are further broken down to groups of outputs which would be translated to activities in the divisional business plans. Factors affecting success and performance measures were also indicated in the management plan.

Like the other outputs in the project the development of the new corporate plan was driven by MNRE management and staff through a series of consultations. A meeting venue away from their work places was chosen to ensure better staff involvement away from their normal commitments. Inputs from private stakeholders were solicited in a separate workshop before the final draft was prepared by the MNRE drafting committee. The completed corporate plan was confirmed at a final workshop of MNRE management and staff. And like the previous plan, annual reviews of the new plan will be conducted with a major assessment at the end of the three-year plan period when putting together the next corporate plan.

The corporate plan is attached in Annex C.

7. ANNUAL BUDGET

The 2003/2004 budget became a key project output because it was a key component of institutional development and implementation. It was also done in order to mainstream the budget process amongst MNRE staff and demonstrate the principles of performance budgeting. While the implementation of all ministry programmes except donor-funded projects was dependent on the budget provisions, it was only MNRE management (output managers) and finance staff that fully understood the budget development and administration systems. The aim therefore was to familiarise staff with budget planning, execution and monitoring so they could better appreciate the budgetary implications on the other institutional outputs of the project generally and the divisional activities in particular.

To start off budget preparation for the new financial year the MOF outlined the strategy governing the proposals by ministries. This set the limits of spending or budget envelope, personnel requirements and priority programmes. During 2002/2003 Samoa's economy was strongly influenced by international events including the war in Iraq and the outbreak of the SARS epidemic.

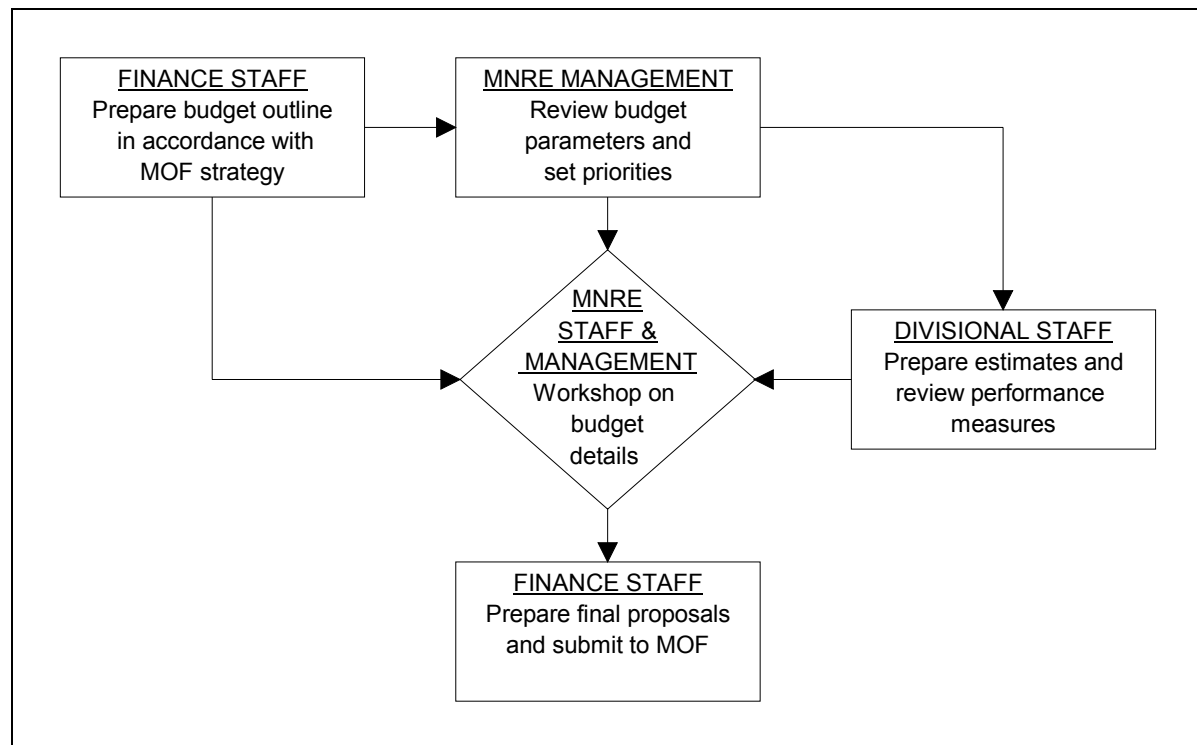
The budget strategy was therefore aimed at maintaining a surplus between current revenue and expenditure. Ministries were asked to take a more stringent approach and reduce expenditure with controlled spending while improving revenue collection. As well ministries were asked to prioritise activities, demonstrate clear linkage between outputs and strategic outcomes of government, allocate resources to priority outputs, and provide cost effective service delivery. Budget proposals were also to be supported by current corporate plans.

Tough conditions were imposed for personnel during the 2003/2004 preparation as follows:

- No new positions to be considered;
- Freeze the hiring of casual workers;
- Strict enforcement of the retirement policy;
- All vacancies to be reviewed.

The MNRE annual budget was therefore largely dependent on the above conditions and not necessarily reflective of the scope of its work or level of responsibilities. It was \$6,008,418 in 2001/2002, \$6,684,132 in 2002/2003 and \$6,029,769 in 2003/2004. In spite of MNRE's expanded role with new functions and responsibilities, its current budget has hardly changed in three years. A successful final budget was therefore not in the total amount but in the details of the individual sub-outputs.

Figure 8: MNRE budget preparation procedures



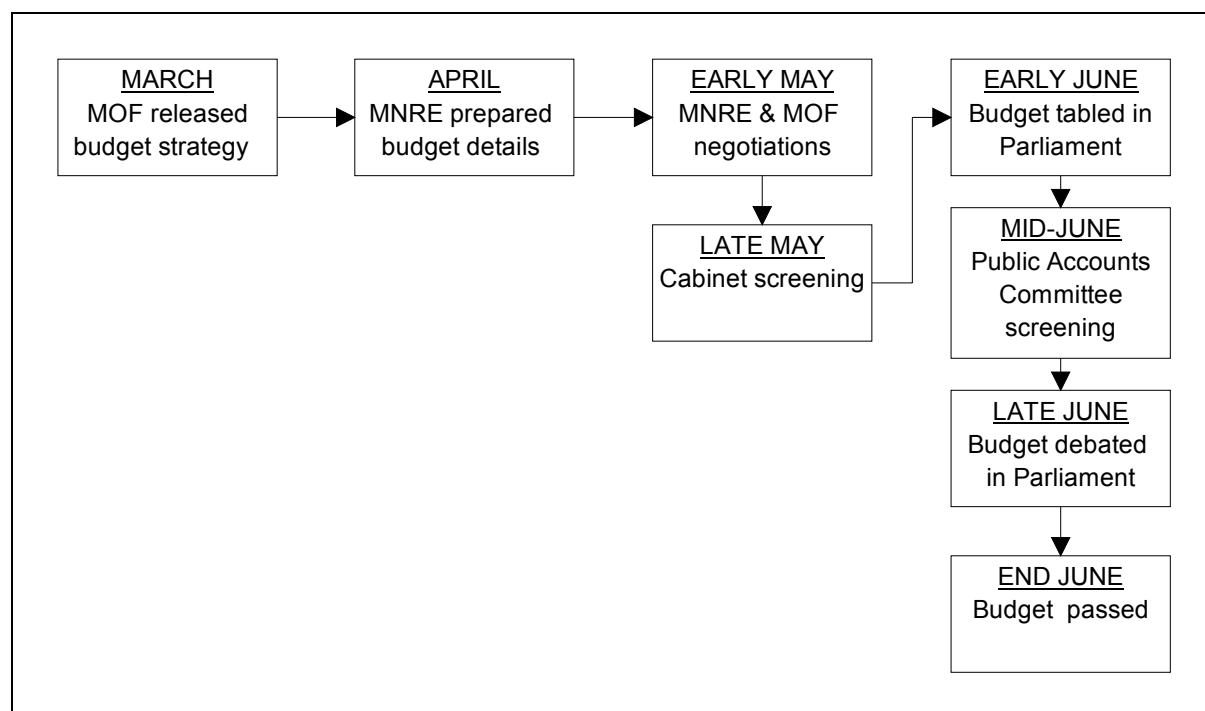
Preparation of the 2003/2004 budget involved all MNRE staff (see Figure 8). First the Finance staff set out the scope based on the budget strategy. Second the MNRE management reviewed the budget outlines, allocated priorities and checked output structure and definitions against the corporate plan. Third the divisional staff prepared their estimates and reviewed the performance measures to reflect any new functions and responsibilities. Fourth the MNRE management and staff held a workshop for consultation where two proposals were established - one with capital costs and higher levels of state transactions and the second with no capital costs and lower state transactions costs. Fifth the Finance staff prepared the final budget proposals for submission to MOF.

The budget calendar shows the development timelines as shown in Figure 9. In early March the MOF released the budget strategy to the ministries for budget preparations. MNRE then prepared its budget details with each division working on the necessary estimates and performance measures. All details were then finalised by the MNRE management and checked against the budget envelope. Details were also reconciled against the government priorities and the requirements of the corporate plan.

By early May the budget proposals were submitted to MOF followed by negotiations on the details. Seminars were conducted by MOF staff to improve understanding of the budget process. Once it was finalised the whole budget was screened by Cabinet before tabling in

Parliament in early June. The Public Accounts Committee conducted its screening before the budget was debated and passed by the end of June.

Figure 9 Budget calendar



As shown in Figure 10, the budget details were consistent with those of the MNRE corporate plan. There were six budget outputs – the first two dealt with ministerial advice and support while the last four related directly to the corresponding objectives in the corporate plan for

Figure 10: Budget outputs and sub-outputs

Reference	Outputs	Sub-outputs
1.0	Policy advice to the minister	
2.0	Ministerial support	
3.0	Land management	
3.1		Land administration
3.2		Land development
3.3		Land registration
4.0	Technical services	
4.1		Survey services
4.2		Plan draughting and examination
4.3		National mapping
4.4		Valuation
5.0	Environment management services	
5.1		Resource and conservation
5.2		Management of national parks
5.3		Environment public awareness
6.0	Planning & urban management services	
6.1		Sustainable development
6.2		Strategic development
6.3		Urban management services
6.4		National disaster management

Land Management, Technical Services, Environment & Conservation and PUMA. The Corporate and Legal Services divisions had no specific outputs corresponding to their respective corporate plan objectives as these are treated as overheads for the other six outputs. Sub-outputs were similar to the outcomes of the four divisions concerned except for Environment Management Services where terrestrial and marine resources were combined under Resources conservation while Water resources was included under National parks.

The 2003/2004 budget is attached in Annex D.

8. SERVICE CHARTER

Cabinet decision F.K(00)25, 13 December 2000, required all government ministries and agencies to develop service charters. This was in line the government's commitment as outlined in the SDS, to improve customer services and strengthen transparency and accountability in the public sector. Generally a service charter provided a framework that set out the service delivery targets. It established the standards of service that customers could expect and allowed the public to judge the performance of the particular agency.

Approved in 2001 the current service charter sets out the nature and details of MNRE services, procedures for delivery and the standards for implementations. But with the expansion of the ministry's responsibilities, addition of new functions and the renting of new office space it became necessary to review the existing document to incorporate the changes. As shown in Figure 11, the main focus was on the types of services, who was responsible and where to go for help. Customer services range from general inquiries and financial transactions to technical assistance and advice on natural resources and the environment.

Figure 11: Types and locations of services

Types of services	Who is responsible	Where to go
General Enquiries	All divisions	Savalalo, Tamaligi or Vaiala
Payments/Receipts	Corporate Services	Tamaligi or Savalalo
Information Services	Corporate Services	Tamaligi
Land Registration Services	Lana Management	Savalalo
Land Administration Services	Land Management	Savalalo
Land Development Services	Land Management	Savalalo
Legal Services	Legal Services	Savalalo
Terrestrial Biodiversity Services	Environment & Conservation	Tamaligi
Marine Biodiversity Services	Environment & Conservation	Tamaligi
National Parks & Reserves Services	Environment & Conservation	Tamaligi
Environmental Planning Services	PUMA	Vaiala
Survey Services	Technical Services	Savalalo
Plan Draughting & Examination Services	Technical Services	Savalalo
Mapping Services	Technical Services	Savalalo
Valuation Services	Technical Services	Savalalo
Urban Management Services	PUMA	Vaiala

Based mainly on the lessons learned during the development and implementation of the existing charter the new one was put together through a participatory approach involving both

internal and external stakeholders. First the MNRE management reviewed the old charter and established the necessary changes due to internal realignment or the incorporation of new functions. Second each division reassessed their particular requirements and procedures for services as well as set delivery standards. Third in a MNRE management and staff workshop the draft details were worked and compiled by the MNRE drafting committee. Fourth the draft details were presented at the stakeholder workshop after which a final draft was prepared. And fifth at a second workshop of MNRE management and staff the details of the final report were adopted.

The new charter format is similar to the old although more user friendly and easier to follow. It was agreed to simplify the implementation standards by including only those services that were provided to the public. A number of new services were introduced in environmental planning and resource management. There was also rearrangement of existing services from some divisions or sections to others. With the ministry operating from three main locations it was important to clearly identify the contact points to avoid confusion.

Figure 12: Complaints resolution procedures

Steps	Talk to	What to do
1.	Officer	•First, try and sort it out with the officer with whom you are dealing
2.	Supervisor	•If that person is unable to deal with the matter to your satisfaction, you may ask to speak to his/her supervisor
3.	CEO	•If you are still not satisfied, ask to speak to the CEO
4.	Complaints Committee	•Failing all those, you can file a formal written complaint with the CEO and copy to the Minister of MNRE; any such formal written complaint will be dealt with by the Ministry's Complaints Committee and the decision of the Complaints Committee will be conveyed to the complainant at the completion of the Complaints Committee investigation.

A successful service charter is strongly dependent on customers having the confidence that their complaints would be followed through and resolved. Figure 12 shows the MNRE procedures for complaint resolution. It sets out the mechanisms to follow if a customer was unsatisfied with any service or response tendered by the ministry. Starting with the officer involved, then the supervisor, CEO and finally the complaints committee, MNRE must ensure that the procedures are flexible and robust enough to deal with any type of situation. The aim is to tackle customer concerns by identifying weaknesses in the system and ensuring that weaknesses are addressed to avoid future repetition.

The service charter is attached as Appendix E.

9. CAPACITY BUILDING

Capacity building is considered the most critical success factor in achieving the MNRE objectives as stated in the corporate plan. The institutional policy clearly identified the functions and responsibilities of the ministry; some have been out-sourced to private sector while others remain within the ministry. In the long-term MNRE will become a regulatory

authority while the private sector will undertake all the ministry's operational responsibilities. Future capacity needs will therefore be focused more on management and less on implementation skills.

The assessment of capacity building needs was directly influenced by the other project outputs. MNRE functions and responsibilities are set out in the institutional policy. To undertake its functions and responsibilities it requires the level of human resources as proposed in the new organisational structure. With human resources in place, the work programme as outlined in the corporate plan is required by MNRE to guide the implementation of its activities. This requires adequate funding which is often not provided for in the annual budget. Ideally sufficient budgetary resources and adequate MNRE capacity are the key components to the successful implementation of the corporate plan targets in order to deliver the MNRE service obligations as set out in its service charter.

Figure 13: Capacity building priorities

Capacity building needs	Required actions	Staff
Customer services	Develop and strengthen skill in public relations, communication and customer services	All
Basic computing	Develop and upgrade skills in Microsoft Office e.g. Word, Excel	All
Report writing	Develop/strengthen skills in report structure and composition and style	All
Budget management	Strengthen/upgrade skill in formulation, performance measures, reporting and monitoring	All
Legislation	Strengthen understanding of the law	All
Media production	Develop skill in use of programs such as Pagemaker, Publisher and production of script and visual.	Capacity building staff
Program planning and implementation	Strengthen/develop skills in project formulation, contract management evaluation and use of MS Project	Senior staff
Policy development	Develop/strengthen skills in formulation, structure and implementation	Senior staff
Public consultations	Develop skills in conducting meetings, making presentations (Powerpoint), facilitating discussions, conflict resolution and reporting	Senior staff
GIS applications	Develop skills in use of GIS software e.g. MapInfo and ArcView	Senior staff
Database design	Develop skills in design, update and use of database programs i.e. Access and Excel	Senior staff
Website development	Develop skills in design, update and information dissemination	Senior staff
Urban and infrastructure design	Develop skills in use of planning and engineering programs e.g. AutoCad.	Senior staff
Article writing	Develop skills in structure, composition and structure	Senior staff

As shown in Figure 13, the capacity building priorities for the ministry as a whole were derived from the particular needs of each division. They were generally gaps in current capacity that would apply to the majority of staff and mainly involved the strengthening and/or upgrading of existing skills necessary for the delivery of services. No specialised skills were included as those were covered under the government-sponsored long-term training programme. The newly formed Capacity building & human resources development section of

the Corporate Services division is expected to facilitate the implementation of the capacity building priorities as identified above.

The capacity building report is attached in Annex F.

10. CONCLUSION

Driven by the MNRE staff, all aspects of the institutional restructuring project were planned, agreed upon and implemented internally. All concepts, ideas and details were developed by management and staff in a participatory approach that was both top-down (management to staff) and bottom-up (staff to management). While this approach was difficult to coordinate due to normal work commitment and limited project time it was still an extremely worthwhile exercise with staff being directly involved in the planning of tasks and the development of details leading to the final reports.

There was a real sense of ownership as staff members were closely engaged in consultations, presentations and report drafting. Interactions amongst staff at all levels promoted skills transfer with senior members sharing their experience with others. The involvement of external stakeholders also highlighted the importance of customer services and partnership between the public and private sectors.

The inter-linkage of institutional elements was the key consideration in the development of the project outputs. MNRE functions and responsibilities are set out in the institutional policy while the required human resources for implementation are identified in the organisational structure based on the work programme in the corporate plan. But any implementation would depend of financial resources in the budget and the capacity within the ministry to undertake the required tasks. These are all linked to the delivery of services in the service charter.

Finally the impacts of the current PSC ISP on MNRE featured prominently throughout the project as all outputs were strongly influenced by them, particularly the realignment of government ministries. This project also provided opportunities for staff to understand details of the current public sector reforms programme, the consequences for MNRE and the implications of associated changes on the their jobs and Samoa's future.