OFFICE OF THE
PUBLIC SERVICE COMMISSION

GUIDELINE FOR PREPARING A HUMAN RESOURCE DEVELOPMENT PLAN IN THE VANUATU PUBLIC SERVICE

Foreword, Chairman of the Public Service Commission

The *Guidelines for Preparing a Human Resource Development Plan in the Vanuatu Public Service* has been prepared by the Public Service Commission (PSC) with the assistance of the PSC's Innovation and Policy Development (IPDU), the Human Resources Management (HRM) Unit and the Vanuatu Institute of Public Administration and Management (VIPAM) to support Public Sector Reform – particularly in the areas of institutional improvement and innovation in the Vanuatu Public Service.

The National Sustainable Development Plan (NSDP) 2016 – 2030 and the National Human Resource Development Plan (NHRD) 2016 – 2030 also provide a policy and planning framework to further guide development of each Ministry's Human Resource Development.

These HRD Plan Guidelines have been developed to assist Directors General and Directors to adhere to the requirements of the Public Service Act. The Act requires Directors General to provide "a Corporate Plan in a form, content and at a time directed by the (Public Service) Commissioner," of which the embedded HRD Plan is a critical component.

> *20. (1) A Director-General is to be responsible to the appropriate Minister for:*
> *(a) carrying out the functions and duties of the ministry including the implementation of Government policies; and*
> *(c) complying with the Public Finance and Economic Management Act 1998;*
> *(g) providing a Corporate Plan in a form, content and at a time directed by the (Public Service) Commission.*

Each Ministry's Human Resource Development Plan encompasses the planning period of the Ministry's Corporate Plan. The revision of the PFEM Act, mandating a 5-year planning framework for Corporate Plans with a Human Resource Development Plan as a critical component defining the strategies and processes to guide the capacity building and organisational support for the Ministry's officers, arguably the most critical resource of the Ministry.

With the launch of the Public Service Staff Manual (PSSM), a further Guideline for Undertaking Restructures (2023) including components for a Fit-For-Purpose structure has been developed (2024) to provide operational detail. In addition, the Annual Report Guidelines (OPSC 2021) and Business Plan Guidelines (PSC 2021) each contain planning and reporting components for Human Resource issues to be incorporated. The Human Resources Network Retreat in February 2024 resulted in a collaboratively-developed HRD Strategy framework designed to elaborate the components Ni-Vanuatu Human Resources practitioners felt were needed in a HRD Guideline designed and contextualised for the operating and delivery environment of Vanuatu.

To that end, capacity building training through the Human Resources Network, coordinated by the Human Resources Management Unit and the Vanuatu Institute of Public Administration and Management (VIPAM) of the Office of the Public Service Commission, has utilised the collective expertise of the PSC's Human Resource officers to design the HRD Plan Guideline components presented in this document.

It is my intention as Chairman of Public Service Commission to institute reforms and policy frameworks to establish strategies to make the Public Service the Employer of Choice in Vanuatu.

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Martin Mahe
Chairman,
Public Service Commission
October, 2024

GLOSSARY OF TERMS USED IN GUIDELINES

Term	Definition
Activities	Activities are aligned within the Programs (specified in Budget Narratives) of the Ministry to deliver the objectives of Ministry Programs. Activities should be developed, bearing in mind the challenges identified to ensure delivery strategies can be implemented. Furthermore, the activities in the Corporate Plans should not only be informed by the NSDP goals and objectives but also by any other strategic policy documents that are relevant to those areas being planned, including any Sector Plans or Recovery Strategies that are in place.
Objectives	Objectives in the Corporate Plan are the over-arching organisational goals to be reached within the main program areas of activity of the Ministry. They should derive more or less directly from the NSDP, as expressed in the Budget Narratives. They express the expected outcomes (changes in the life of the target population) of the Ministry's endeavour. These objectives will be the same objectives as appear in the Budget Narrative.
Outcome	An Outcome can be expressed as a change in skills, attitudes, knowledge, behaviours, status, or condition, including life condition. An outcome is a long term Impact Indicator. In the Vanuatu Government, outcomes are linked to the NSDP and objectives and are mapped against the Programs.
Output	Outputs (Service Targets/Indicators) are mapped against each Activity included in the Budget Narratives. In aligning targets to outcomes, Ministry planners will start with the baseline target level and project the desired level of improvement (taking into consideration available resources over a specific time period).
Program	A Program establishes the structure for internal responsibilities while providing clear line of sight regarding Ministry objectives. Programs have a broad focus, with most ministries developing at least two and most likely, no more than six strategic programs for the Corporate Plan. The identified Programs form the basis of the Budget Narratives against which the Appropriations Budget is allocated.
Risks	A risk is a factor that may make it difficult to achieve delivery of a planned activity. Options should be considered to lessen or mitigate against an identified risk
Service Targets	Service Targets or outputs are mapped against each Budget Narrative Activity. In aligning targets to outcomes, Ministry planners start with the baseline target level, and project the desired level of improvement (taking into consideration available resources over a specific time period). The Service Target indicates what the program will produce, with the resources provided to meet the identified need which the objectives are intended to address. Specific targets are expressed to measure results.
Strategic Direction	The Strategic Direction (often referred to as a Strategic Objective) of the Ministry includes the central forces that move the Ministry towards intended objectives, in particular the NSDP. This aligns the vision, mission, and core values so that strategies can be designed to reach the desired goal outcomes.
Strategy	A strategy is a plan or tactic to be followed to achieve objectives and related activities, considering resources needed and the potential risks.
SMART Indicators	A SMART indicator or target is: **S**pecific – clearly defined to anyone that has a basic knowledge of the project, program or policy. **M**easurable – to be counted, observed, analysed, tested or challenged. **A**chievable – is practical and can be done in time & with available resources – not too ambitious **R**elevant – contributes to the value of the activity **T**ime-Bound – has clear dates for implementation/completion

ACRONYMS USED IN GUIDELINE

Acronym	Meaning
CIU	Compliance & Investigation Unit
COM	Council of Ministers
CSU	Corporate Services Unit
DCO	Development Council of Officials
DSPPAC	Department of Sectoral Policy Planning & Aid Coordination
EA	Expenditure Analyst
FHU	Fleet & Housing Unit
HRM	Human Resource Management
HRMU	Human Resources Management Unit, OPSC
HRMIS	Human Resource Management Information System
JDs	Job Descriptions
KPI	Key Performance Indicator
KRA	Key Result Area
KTA	Key Task Area
MBC	Ministerial Budget Committee
MFEM	Ministry of Finance & Expenditure Management
MPM	Ministry of Prime Minister
NHRDP	National Human Resource Development Plan
NSDP	National Sustainable Development Plan
OAG	Office of the Attorney General
ODU	Organisational Development Unit
OGCIO	Office of the Chief Government Information Officer
OPSC	Office of the Public Service Commission
PMO	Prime Minister's Office
PMS	Performance Management System
PPP	Public Private Partnerships
PSC	Public Service Commission
PSSM	Public Service Staff Manual
RDP	Role Delineation Policy
RO	Reporting Officer
RTI	Right to Information
SA	Sector Analyst
TNA	Training Needs Assessment
VBMS	Vanuatu Budget Management System
VIPAM	Vanuatu Institute of Public Administration & Management
VNPF	Vanuatu National Provident Fund

Contents

1. Background to the Preparation of the HRD Plan Guidelines

These Guidelines are an integral part of a raft of Guidelines consultatively developed from 2020 to 2024 to support and align service delivery through up-to-date planning and reporting documents that better reflect Government policy priorities and an increasingly more complex workplace and delivery environment.

A Survey undertaken by the Public Service Commission (PSC) in 2023 on issues facing the Public Service confirmed that pressures on the PSC's operating environment have become more complex and the scope of service delivery had also widened. The Survey demonstrated that the current model of Public Service delivery required an overhaul to align with global best practice and rapidly rising public expectations for better service delivery.

The reality is an increasingly complex operational context of human and financial resource constraints, Climate Change and Disaster Risk Reduction, globalisation, Right To Information (RTI), human rights and social inclusion, political change, policy proliferation, rapidly changing ways of doing business through evolving ICT innovation and Cyber security threats. How to support the delivery of the targets of the National Sustainable Development Plan (NSDP), the Vanuatu National Human Resources Development (HRD) Plan (2020 – 2030) and the decentralisation? How then to "future fit" the Vanuatu Public Service to become proactive – not reactive - in the face of challenge and change? How to design a Whole of Government strategy - not a piecemeal approach - to build institutional capacity to address identified issues?

These challenges demand innovative responses of which a Human Resource Development Plan plays a critically important role for all Government of Vanuatu Ministries.

To that end, with the Innovation and Policy Development (IPDU), the Human Resources Management (HRM) Unit and the Vanuatu Institute of Public Administration and Management (VIPAM) are working together to improve the performance and corporate culture of the Vanuatu Public Service, driving change through Competency Based Performance to improve service delivery for the people of Vanuatu. By modernising, a career path in the Public Service will attract and retain high calibre Public Servants – making the Public Service an "Employer of Choice."

A Human Resource Development Plan is a component in the newly revised Corporate Plan Guidelines (Nov 2020). However, the Corporate Plan Guideline only contains a precis of Human Resource Development Plan component requirements. Because the development of a HRD Plan is a complex exercise, it was decided to develop a separate Guideline detailing not only the Hunan Resource components required by the Corporate Plan, Business Plan and Annual Report but also strategies and processes to underpin the HRD Plan development.

1.1 The PSC Reform Agenda

The Public Service Commission, working closely with the Ministry of Finance & Economic Management (MFEM) and the Department of Policy, Planning & Aid Coordination (DSPPAC), has already developed the following planning and reporting Guidelines and tools:
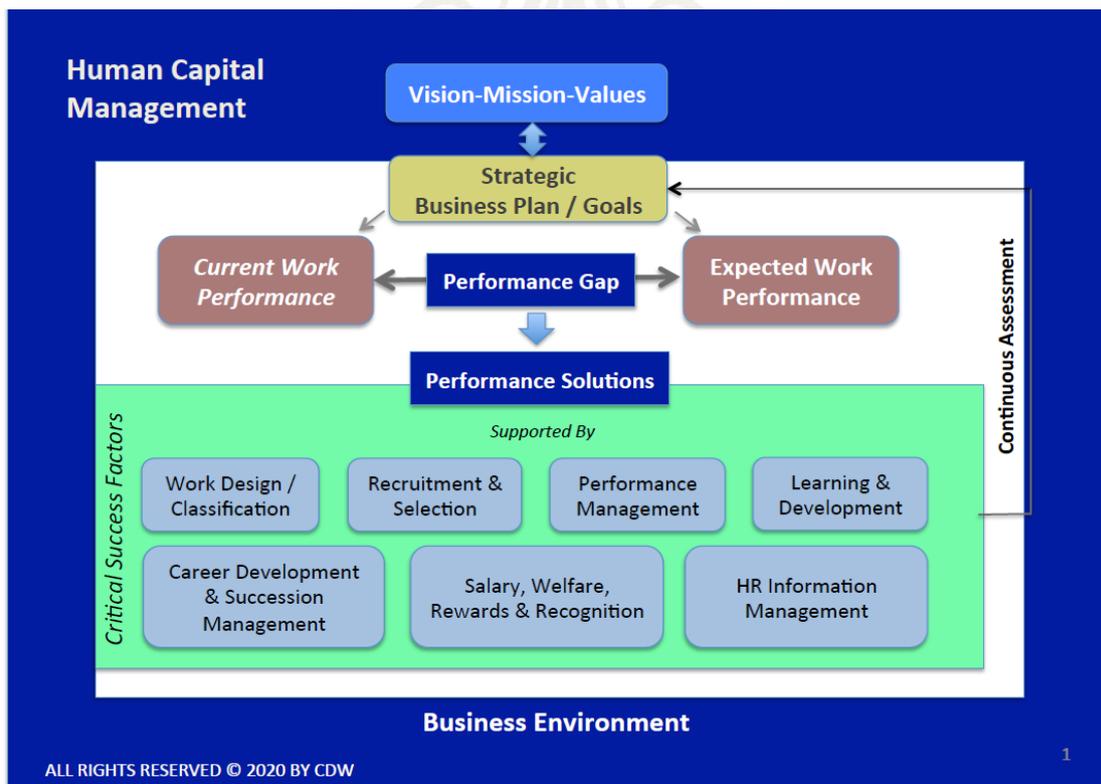
- Corporate Plan Guidelines;
- Business Plan guidelines;
- Annual Report Guidelines;
- Quarterly Report Guidelines;
- Half Yearly Report Guidelines
- Restructuring a Ministry Guideline

- Orientation, On-Boarding & Induction Guideline
- NSDP Alignment Tool to align Corporate Plans, Business Plans & Provincial Government Plans with the NSDP)
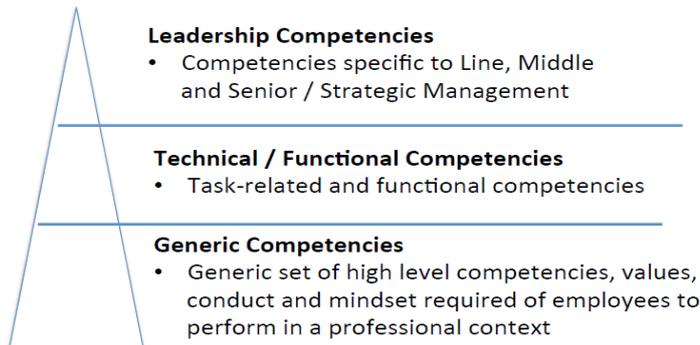
In addition, other reforms to improve service delivery and institutional performance are underway.

A whole of Public Service revision of Job Design is in progress using a new Competency-Based Job Description template based on function, technical expertise and professional outcomes and strongly aligned for support and deliver NSDP targets. Critical Success Factors guide the design of Key Result Areas (KRAs), Key Task Areas (KTAs) and Key Performance Indicators (KPIs). A linked revision of the currently subjective Performance Management System aims to objectively tie performance to skills-based competencies.

Restructures of key agencies will be undertaken to accommodate stronger performance. A fully computerised HRMIS is being developed with inter-operable applications aligned to SmartStream to not only capture critical personnel data but also to track Performance Management, Training Needs Assessments, Skills Gaps Audits, Training Plans and delivery as well as Succession and Retirement Planning. To underpin these changes, a revision of the Public Service Staff Manual (PSSM) has provided policy, procedures and templates for Human Resource practitioners across the whole of Government. This is summarised diagrammatically below:

Capacity Building Competency Framework

Leadership Competencies
- Competencies specific to Line, Middle and Senior / Strategic Management

Technical / Functional Competencies
- Task-related and functional competencies

Generic Competencies
- Generic set of high level competencies, values, conduct and mindset required of employees to perform in a professional context

2. Background to HRD Guideline Development

These Guidelines have been developed to assist Directors General and Directors adhere to the requirements of the Public Service Act. The Act requires Directors General to provide "a Corporate Plan in a form, content and at a time directed by the (Public Service) Commissioner."

The Corporate Plan Guidelines clearly specify the development of a Human Resource Development Plan for each Ministry.

This revision of the Corporate Plan and the creation of the HRD Plan Guidelines was necessitated by the review of the Public Finance and Economic Management Act that now stipulates 5-year planning timeframe instead of the previous 3 year time frame. It should be noted that the Corporate and HRD Plans are to be reviewed annually to capture slippage and emerging priorities linked to the annual Business Plan and Budget Narratives process. The Business Plan contains very specific human resource planning components. The Annual Report reports against the use of the appropriations funding approved by the Parliament in the Appropriations Act - the funding provided being operationalised in the Business Plan. The Annual Report also has specific reporting sections on Human Resource issues. Detailed Guidelines are available from the Public Service for the Corporate Plan, Business Plan and Annual Report and training on Budget Narratives from VIPAM.

With new Corporate Plans and the embedded HRD Plan to be developed for 2021 to 2025 and then 2026 to 2030, alignment with the Ministry Corporate Plan and with the National Sustainable Development Plan's completion date of 2030 will also align to the National Human Resource Development Plan (2020 -2030) - itself aligned to the NSDP.

2.1 Alignment of Human Resource Development Plan to NSDP & NHRD Plans

Whilst the National Sustainable Development Plan does not specifically target Human Resource development in the Public Service, there are implied references that have an impact on Human Resource Development strategies and for reporting on progress:

SOCIETY PILLAR 1

Society 4: *"An inclusive society that upholds human dignity and where the rights of all Ni-Vanuatu including women, youth, vulnerable groups and the elderly are supported, protected and promoted in legislation and institutions."*

    Soc 4.1 Implement gender responsive planning and budgeting processes;

      Soc 4.1.1 Proportion of government departments with gender responsive policies, legislation and programs;

    Soc 4.3 Empower and support people with disabilities;

Soc 4.3.3 Percentage of all political, community and government leadership positions have people with disability represented.

Society 6: *"A dynamic public sector with good governance principals and strong institutions delivering the support and services expected by all citizens of Vanuatu and other government programs."*

Soc 6.1.2 Annual number of public officials receiving relevant qualifications through VIPAM

Soc 6.4 Strengthen national institutions to ensure that they are cost-effective and well-resourced to deliver quality public services.

ECONOMY PILLAR 4

Economy Pillar 4: *An enabling business environment, creating opportunities and employment for entrepreneurs throughout Vanuatu*

Eco 4.9 Strengthen dialogue between government and the private sector and enact a robust governance framework for effective partnerships

Of these, Society 6: *"A dynamic public sector with good governance principals and strong institutions delivering the support and services expected by all citizens of Vanuatu and other government programs"* is the most direct.

There is a very clear link between national institutions that are cost-effective and well-resourced to deliver quality public services and training, recruitment, reward and retention – all key HRD planning issues.

Economy Pillar 4.9 provides the opportunity for the OPSC and Ministries to explore Public Private Partnerships (PPPs) to deliver training from private providers to supplement the in-house capacity provided by the OPSC's training wing the Vanuatu Institute of Public Administration (VIPAM), mentoring, Work Attachments and other HR development strategies.

Public Sector demand through PPPs could drive and support the commercial development of a stronger skills training sector with properly accredited Training Providers, certified courses and qualified trainers. Where there is planned, secure, long-term demand cemented inside Ministry HRD plans and budgets, provision of high quality, sustainable, cross-accredited and appropriate Public Sector training will follow.

2.1.1 National Human Resource Development Plan (2020 -2030) and links to HRD Planning

Obviously ensuring links to the National Human Resource Development Plan is a high priority in the development of a Ministry's HRD Plan. The following are pertinent to Public Service HR targets:

Strategic Framework SF 2: Demand Led planning

SF 2.7 – All Government Department strategic and corporate planning related to human resource development clearly identifies and articulates the specific skills gaps and skills shortages impacting service delivery

SF 2.8 - All Ministries through sectoral managers insert in all Terms of Reference for Technical Advisors and consultants the transfer of skills to Ni-Vanuatu as a key deliverable.

SF 2.9 - The Vanuatu Institute of Public Administration and Management (VIPAM) competency database be completed and maintained with data from all Government agencies to guide targeted public sector in-service professional development in high skill demand areas.

SF 2.10 - A centralised and standard system for capturing and maintaining all relevant public sector personnel data is implemented.

SD 2: PSET Institutions

SD 2.1- The Vanuatu Institute of Public Administration and Management (VIPAM) is incorporated into the Institute of Higher Education as a separate school with specific responsibilities for pre-service and in-service management training for both the public and private sectors.

SF 2.7 clearly demands the development of Human Resource Development Plans to address specific skills gaps and shortages in the Public Service that will improve service delivery. Therefore, each Ministry's HRD Plan must plan and budget for Training Needs Analyses (TNAs) and Skills Gap Appraisals to identify and address training needs, preferably through evidence-based methods. The newly developed Performance Planning & Review (PMR) provides strategies to ensure appraisals clearly identify training needs.

Provision of staffing data to the OPSC and VIPAM is critical in ensuring correct personnel information and statistics are available for planning and reporting. Inclusion of study areas identified as priorities must be included in reports and Training Plans provided to the Human Resource Development Unit, OPSC and to VIPAM to underpin VIPAM's development and provision to Public Servants of demand based, not supply based in-house training. Prioritised training needs must be included in each Ministry's HRD Plan.

3. What are HRD Plans Used For?

Human Resource Development Plans are fundamental to good management practice to promote effective service delivery for the public of Vanuatu. HRD Plans specify what are the most important work-related and HR strategies and activities that are to be undertaken.

In combination with the Corporate Plan, Budget Narratives and Business Plans, the HRD Plan is also used for stimulating high level performance within the organisation to ensure efficient and effective delivery of services to the public. The HRD Plan specifies what are the most important work-related strategies and activities that need to be undertaken so that the organisation uses the plan to seek funding to fulfil the objectives specified, the organisation itself is "fit-for-purpose" with restructures identified if needed and people recruited to the organisation with appropriate training and development opportunities in accordance with business needs.
The HRD Plan is used to:

- Set and communicate strategic directions;
- Assess progress towards strategic objectives;
- Streamline a Ministry's activities with the Government of Vanuatu's national policies and priorities i.e. those defined by the National Sustainable Development Plan (NSDP) and the National Human Resource Development Plan (NHRDP);
- Measure organisational performance;
- Assist officers to improve their understanding of their role;
- Identify clearly the competencies each officer needs to deliver the Key Performance Indicators specified in the role's Job Description;
- ***Ensure adequate human resources are available to operationalise Government & Ministry through a Human Resources Development Plan;***
- ***Decentralisation initiatives are planned and resourced;***
- ***Alignment with the National HRD Plan;***
- ***The structure of the Ministry is fit-for-purpose or requires restructure in the 5-year planning window;***
- ***Identify financial resources needed to operationalise the Plan;***

- **Provide a link to performance assessment of a Ministry and its Director General.**

The Human Resource Development (HRD) Plan for the Ministry needs to be based on assessment of workforce planning needs - the numbers and skills' profiles currently in each Ministry's Public Service Commission approved staffing structure, what is required for delivery of the Corporate Plan in the next 5 years and what may be needed for the future. An analysis of the current organisational and staffing structures should also be undertaken as this has an impact on proposed restructures presaged in the Corporate Plan during the 5-year planning time frame.

Incorporation of the National Human Resource Development Plan targets that may be specific to a Ministry must also be incorporated in each Ministry's HRD Plan.

3.1 HRD Plan Links to Planning & Reporting

HRD Plans are forward-looking documents that are set over a *five-year time frame*. For each of the five years, a Ministry will develop a Business Plan which is the main method to link the Appropriation Act's Budget Narratives and Program Budgets to the objectives of the Corporate and HRD Plan.

The Ministry HRD Plan, with each Department's HR Plan captured in Section 3: Business Plan, should be reviewed annually. Whilst it is necessary to *review* the Ministry's Corporate and HRD Plan every year, it may be that Government policy has not changed, the budget remains static and the strategies to achieve the outcomes have proven to be successful. In such cases, the update of the Plan may involve only minor fine-tuning or adjustment. In the case of a major disaster, it might require a more significant reprioritisation.

The Business Plan will reflect these adjustments. Annually the Budget Narratives, Business Plan and New Policy Projects (NPPs) will very clearly identify recruitment needs. These will provide the basis for Financial Visa approval to advertise, interview and recruit prioritised positions identified in the Implementation Plan for a PSC approved Restructure Submission. As well, these will meet emerging GoV development and policy priorities and the natural attrition of retirement, resignation and illness.

The Business Plan has very specific components related to the operationalisation of the Ministry HRD Plan and Corporate Plan. It must be reiterated that an annual Business Plan delivers a 1-year (12 month) program aligned to the Government Budget Policy Statement for that year and the Ministry's Program Activities provided annually in the Budget Narratives – including any HR initiatives.

Refer to OPSC's "Guideline for Business Plans" Section 3.

The Annual Report demonstrates progress against commitments in the Budget Narratives and the one-year Business Plan that operationalises budget allocations and delivery of objectives stated in the Corporate Plan. The Annual Report demonstrates to the Government how the financial resources approved by Parliament in the Appropriations Act have been spent to achieve service delivery and value for money. Separate Guidelines for the Annual Report have been prepared to assist in preparation, with very specific reports on Human Resources required.

Refer to OPSC's "Guideline for Annual Reports" Page 5

The Annual Report – with its sections on Human Resource Development - must be provided to Parliament annually. Subject to Article 60 of the Constitution and to the provisions of the Public

Service Act, Directors General are required to prepare their Annual Reports by 31st March each year. Ministers are required to table the Report in Parliament within 14 sitting days following receipt of the reports. Therefore, it is absolutely critical that a HRD Plan includes activities to deliver and report on budgeted programs.

An Organisational Audit is undertaken annually by the Organisational Development Unit (ODU) in the office of the Public Service Commission following the April Sitting of Parliament to check performance delivery of each Ministry. The Organisational Audit is now incorporated into each Director General's Performance Appraisal. Assessment of performance against Service Targets contained in the Budget Narratives occurs with the program of regular sector performance reviews performed by the Sector Analysts within DSPPAC. This is reported on in Annual Reports. This will complement the regular expenditure reviews done by the Expenditure Analysts in MFEM.

Targets to achieve these planning and reporting requirements are now incorporated in both Director's General and Director's Performance Agreements.

At the time of developing Human Resources Development (HRD) Plan, it is essential to consider traditional processes but also innovation to build the capacity of the human resources of the Ministry.

The inclusion of details relating to human resources and therefore budget allocations ensures that the planning is conducted in the knowledge of likely allocations over the next five years to match the timeframe of the Ministry Corporate Pan – also 5 years as per the legal requirement of the PFEM Act and MFEM's Medium Term Investment Framework (MTEF). However, if the Government's priorities shift, providing more or less resources than previously thought, it will be necessary to plan the increase or decrease of staffing, equipment and operations budgets.

The National Human Resource Development Plan (2016 – 2030) has been designed to harmonise with the NSDP. Each Ministry's Human Resource Development (HRD) Plan should reflect the training and development needs of an organisation to deliver the NSDP targets and those of the National Human Resource Development (HRD) Plan.

A Ministry's HRD Plan outlines the objectives of training and lists the strategies that the organisation will utilise to meet the training and development needs of its staff to deliver the Corporate, the Business Plans and of course deliver on HR related activities in the Budget Narratives. The HRD Plan should only contain training and development activities for its officers that will actually help the organisation to get its work done. It is important that the HRD Plan be realistic, achievable and affordable.

Important questions to be considered with answers accommodated are:

- Does our current organisational structure support the range of strategies determined?
- Do the Job Descriptions of the Ministry capture the officers' roles?
- Do we currently employ the right mix of officers to undertake the new expectations?
- Do we currently employ officers with the appropriate skills? What skills are currently not available?
- Is it possible to recruit new staff or transfer other officers from within the Ministry or across the public service with those particular skills?
- Are there possible training and development options that would provide those skills to current staff or newly recruited staff?
- What are the most appropriate skills development options; on the job training, mentoring or more formal training courses?

- Are such courses available generally across the public service or is the skills development more specific to the Ministry?
- Could Public Private Partnerships – PPPs – be pursued to outsource identified training to private sector skills/training providers?
- What other Workforce Planning strategies can we use?
- Do we need to restructure Departments to provide stronger, cost effective and efficient service delivery against the targets of the Corporate Plan?

The answers to these questions may result in the need to consider structural change (restructures), opportunities to transfer existing staff into the priority function, a recruitment program to employ the right mix of staff or a reduction in staff. The answers will assist in understanding the skills gaps in the Ministry and consideration of options to address the gaps through well-crafted components for the Ministry's Human Resource Development (HRD) Plan.

HUMAN RESOURCE DEVELOPMENT PLAN FLOW CHART
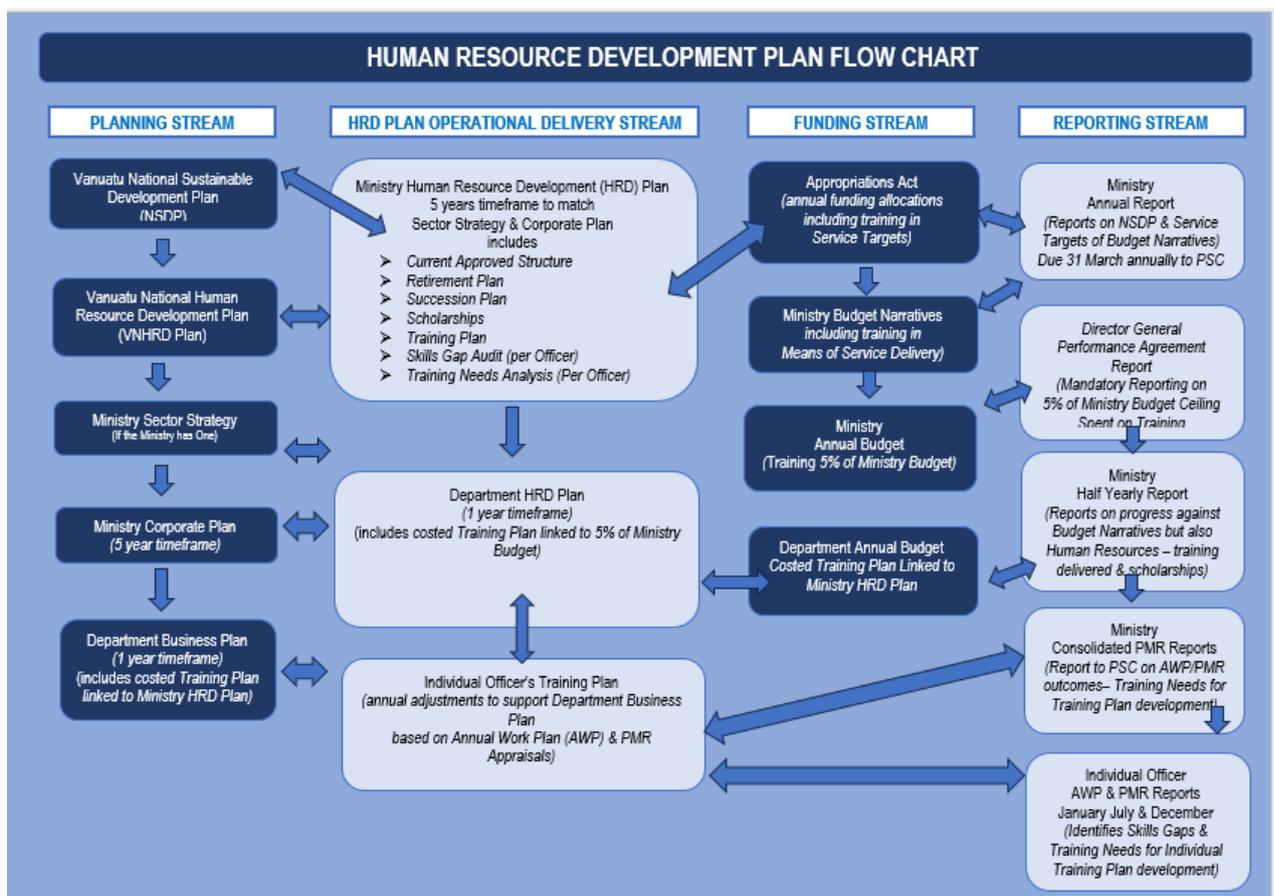
4. Components of a HRD Plan

The components of the HRD Plan *have been collaboratively determined by the Human Resource Network,* a grouping consisting of Human Resource Managers (HRMs), Human Resource Officers (HROs), Ministry Planners and in the Office of the Public Service Commission (OPSC), the Human Resource Management (HRM) Unit, the Vanuatu Institute of Public Administration (VIPAM) and the Organisational Development Unit (ODU).

The components (to be described in detail later in these Guidelines) are as follows:

1. Preface from Minister endorsing the HRD Plan (1 page);

2. Introduction & Overview of Ministry by the Director General (1-2 pages);

3. Statement of Ministry's Vision, Mission, Objectives, Values (1-2 pages);

4. Policy Drivers for the HRD Plan (length dependent on complexity of Ministry);

5. Function Analysis of the Ministry (in tabular format);

6. An Environmental Scan (SWOT) of Ministry identifying issues a HRD Plan could address/mitigate;

7. PESTLIED Analysis to analyse underpinning factors to be addressed in developing a HRD Plan;

8. Structure of Overall Ministry as gazetted with approved structure diagrams (pdf-ed & stamped) showing each Department as well as affiliated SOEs and Statutory Authorities;

9. Stakeholder Map (Partner Ministries & Departments, Development Partners, NGOs/CSOs);

10. Restructure Plan across all of the agencies in the Ministry (same as one in Corporate Plan);

11. Retirement Plan (across whole of Ministry) process: description;

12. Succession Plan (Department by Department) process description;

13. Performance Review process as defined by PSSM, including use of Competency Based Job Description;

14. Training Needs Analysis & Skills Gap Audit across all Departments. A Skills Gap Audit underpins the TNA but contains private individual information and as such are not to be incorporated in the HRD Plan – a public document;

15. Retention Strategy i.e. Orientation, On-Boarding, Induction & Off-Boarding, Incentives, Increments, Mentoring;

16. Implementation Plan for HRD Strategy in table format with indicative budget;

17. Optional Sections for specific Ministries. Each Ministry has specific HR processes that not all Ministries utilise i.e. Career Pathways, RDPs, Training Committee Reports. These may be added as/if needed. It is noted HRD Plans may contain subsets or other components depending on the size of the Ministry and its institutional capacity.

18. Optional Sections for specific Ministries.

5. The Human Resource Development Plan By-Component Analysis

5.1 Minister's Preface

(Length – 1 page)

A short preface provided by the Minister. This HRD Plan may be presented in the Council of Ministers (COM) and be used to further expand resourcing requests made through the Budget Narratives presented to Parliament. This might include a statement on how the HRD Plan appropriately positions the Ministry in the context of the vision, goals and policy priorities of the Vanuatu Government.

5.2 Introduction & Overview of Ministry by the Director General

(Length 1-2 pages)

This might usefully explain:

- History of the Ministry
- Short analysis of Government's overarching policies in relationship to the Ministry i.e. NSDP, NHRDS strategy elements from which the Ministry's objectives are derived
- Current and emerging trends, issues, opportunities, risks, risk mitigation strategies and challenges being faced for which HR strategies are being developed to strengthen and/or mitigate.

5.3 Statement of Ministry's Vision, Mission, Objectives, Values

(Length 1 – 2 pages)

This can be copied directly from the Ministry Corporate Plan

5.4 Policy Drivers for the Ministry

(Length – as needed according to size & complexity of Ministry)

This section might contain HR related analysis

- NSDP's specific Pillars and objectives pertinent to the Ministry;
- Emerging GoV Policy priorities i.e. decentralisation;
- National Human Resource Development Plan: specific policy and objectives pertinent to the Ministry;
- Ministry Legislation framework (in table format);
- Ministry Convention framework (in table format);
- Ministry Policy i.e. Labour Mobility Policy OR Employee Personal Care (Work For Life) OR GEDSI;
- Ministry Sector Strategy (if Ministry has one);
- Ministry Corporate Plan

5.5 Function Analysis of the Ministry

(Length – In tabular format as needed according to size & complexity of Ministry)

What are the core functions of the Ministry? These discussions of Core Functions should underpin the development of the HRD Plan as part of sound Workforce Planning strategies. Where are the gaps between what exists HRD strategies are in place and emerging priorities and needs? What new legislation or a COM Decision or GoV approved policy now drives the creation of new posts or a new Unit or the need for specific training? Decentralisation is an excellent example.

Almost every function of a Ministry falls under one of six function types. Analyse all the functions of the Ministry and list them under their appropriate heading. If there is a function you do not think belongs under any of the six headings, list that under an Other Functions heading. The HRD Plan will need to adequately staff and train to meet these functions.

1. Policy – List the Ministry's policy related responsibilities;
2. Regulation – List the legislation for which the Ministry's has regulatory responsibility;
3. Service to the public – List the services the Ministry is responsible for providing to the public and the specific groups served;
4. Services to other agencies – List the government or other agencies to which the Ministry provides services (e.g. co-ordination of a sector body) and the services the Ministry provides;
4. Governance – List the agencies the Ministry is responsible for monitoring on behalf of the relevant Minister;
5. Corporate services – List the Ministry's corporate services;
6. Other Functions – If needed.

Note: This is a section required in a Restructure Submission. If so, adapt that table already devised.

5.6 SWOT Analysis
(Length: Can usually be done in 1 page Landscape if using format of Arial Narrow)

Before determining the organisation's HR objectives, an operating environment analysis assessing should be undertaken. This will assist in appraising the current status, considering where the organisation is and where it wants to be as it aligns with NSDP priorities and goals. This can be done through an Environmental Scan or SWOT.

It is noted that a SWOT is an internal analysis; whilst the PESTLIED Analysis analyses external factors affecting a Ministry.

A SWOT Analysis is an analysis of four issues: strengths, weaknesses, opportunities, and threats. What are the organisation's strengths and weaknesses, opportunities and threats? Factors to consider include political, cultural, social, economic, environmental, and legislative issues. A SWOT analysis is a strategic planning technique used to evaluate the internal environment in which the organisation operates.

A SWOT analysis helps ensure that major changes, constraints and risks for the Ministry are considered. Indeed, a good HRD Plan will address every issue identified in the SWOT with strategies for strengthening and risk mitigation over the period of the HRD Plan.

A SWOT analysis table example is presented below:

STRENGTHS, WAEAKNESSES, OPPORTUNITES, THREATS (SWOT)	
STRENGTHS	
Internal	**External**
Increase in Budget confirmed by MBC	Aid support from donors
WEAKNESSES	
Internal	**External**
Under staffed	Political instability leading to changes in priorities and GoV directions
OPPORTUNITIES	
Internal	**External**
HRD Plan to be completed to build capacity	Assistance from International Consultants

THREATS	
Internal	External
Burn out of officers through work overload caused by inadequate staffing	Loss of emerging leaders to private sector or regional agencies

5.7 PESTLIED Analysis

A PESTIELAD analysis is broader than a SWOT. It provides analysis of external challenges, constraints and opportunities:

Political – political issues affecting the Ministry, changes of strategic direction;
Economic – economic trends, budget constraints and resourcing opportunities;
Societal – pressures arising from Vanuatu society and belief systems, need for inclusion strategies;
Technological – ICT opportunities, equipment up-grades, technology training up-grades;
Legislative – the legislative and policy framework guiding your Ministry;
International – regional pressures i.e. Labour Mobility Programs, Development Partner funding, MOUs;
Environmental – Impact of natural disasters, Climate Change but also operating environment;
Demographic – population trends, gender and inclusion, aging or young workforce.

FACTOR	COMMENTS/ANALYSIS
Political	
Economic	
Societal	
Technological	
Legislative	
International	
Environmental	
Demographic	

5.8 Structure of Overall Ministry

(Length depends on Ministry complexity)

Provide an overall Microsoft Office (Word) based diagram of the Ministry followed by copies of the pdf-ed PSC stamped approved structures. This is a simple process.

NOTE: The section of pdf-ed structures may change within the 5 year "life" of the HRD Plan as/i Restructure Submissions are approved by the PSC. This section must be up-dated regularly for use in the Business Plan, Annual Report and to underpin Budget Narrative requests for staffing funding.

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An analysis of the current Structures should be provided. This is to be up-dated annually and provided in the Annual Report (refer Annual Report Guidelines 2020)*:*

Provide a short analysis of the current staffing structures. Staffing information should include data such as:

- Total number of permanent employees, disaggregated by gender and language group;
- Full-time, probationary, contract and daily-rated staff numbers,
- Geographic distribution of officers throughout provinces;
- Analysis of initiatives undertaken to improve gender equity and inclusivity.

5.9 Stakeholder Map
(Length: May be 2 pages Landscape depending on Ministry complexity.)

The Stakeholder Map will provide, in a diagrammatic form, clients and activity partners such as Partner Ministries & Departments, private sector agencies, Development Partners, NGOs/CSOs, the general public. The HRD Plan will need to demonstrate structures and staffing resources to provide the services expected by these clients.

A Stakeholder Map is a requirement of the Corporate Plan and Restructure Submission, so one might be available to copy or amend.

5.10 Restructure Plan
(Length: 1 page Landscape in a tabular format)

A Restructure Plan or forecast for all Departments and agencies in the Ministry is a requirement of a Restructure Submissions and the Corporate Plan so one may already exist for your Ministry to be utilised or slightly amended.

The Restructure Plan is a table showing each agency, the date of its last approved restructure and the planned date for the next Restructure Submission within the timeframe of the Corporate Plan.

This table is a requirement of the Business Plan if a Submission is being undertaken and funds are to be requested for a New Policy Project (NPP) and for Financial Visa purposes.

5.11 Retirement Planning
(Length dependent on complexity of Ministry)

This a critical part of the HRD Plan. *A Training Session is available from VIPAM on request.*

SmartStream Reports clearly show date of birth and Commencement of Employment data. From this a Retirement Plan forecasting the retirement dates of serving officers can be extrapolated very easily.

It is noted that Medical Retirement cannot easily be predicted as health issues emerge in an unforeseen manner. However, if health issues have emerged and re supported by medical testament and the steps for early retirement on medical grounds as specified in the Public Service Staff Manual (PSM), this needs to be factored into the Retirement Plan.

SmartStream can also calculate a Severance Package cost but of course, this depends on Leave Accrual pay outs by the eventual date of retirement. This can also be estimated in close cooperation with the Ministry Finance Manager or Finance Officer.

PLEASE NOTE: This financial forecast of probable retirement package cost must be prepared by May each year for the following year to be included in the Ministerial Budget Submission and Business Plan Budget for the following operational year.

Refer Business Plan Guidelines (OPSC 2020): Section 3

Some Managers prepare a New Policy Project (NPP) in May annually for consideration in the Ministerial Budget Committee Submission, especially if the Retirement Package obligations are large in relation to the Ministry Budget Ceiling. MFEM holds a "pool" of retirement funds that might cover this commitment but these funds are not always enough if many Ministries have significant retirement costs for the same year. Check with the MFEM Expenditure Analyst (EA) responsible for your Ministry and plan accordingly.

VIPAM has a training session that you can request on how to prepare a Retirement Plan.

5.12 Succession Planning

On the basis of the Retirement Plan, develop a Succession Plan for the vacancies predicted/forecast by the Retirement Plan.

The Succession Plan needs to be prepared by identifying a replacement internally or by external advertisement. This will need to be well-timed as selecting, approving and supporting a younger officer to go away on a scholarship is at least a 4-5 year strategy. In reality – it's longer as younger officers identified may need to apply for a scholarship with support/recommendations from the PSC, VIPAM and Ministry, go away to study, complete and return to be mentored by the retiring officer for a period that enables the returnee experience of the work flow of the post. This is realistically an 8-10 year process.

Some Ministries have developed additional strategies to establish Succession Planning i.e. MInistry of Health's Career Pathways, Job Enlargement and Role Delineation Policy (RDP). These can be detailed in the HRD Plan – if seen as a requirement by your Ministry.

It must be noted that the information in a Succession Plan is highly confidential and not for public consumption as it may contain information about an officer's intent to resign and move into the Public Service or from other sector stakeholder agencies.

Strategy for Developing a Succession Plan:
Step 1: Succession Plan table. Provide the management team with a Succession Plan table for populating according to the response strategy of the Ministry *as a confidential, internal document.*
Step 2: Scholarship Selection Strategy to match the succession and retirement planning by identifying a junior officer to move into the post to be vacated by the retiring officer and then by recommending that junior officer for a scholarship to return for a mentoring period after graduation before the senior officer retires.
Step 3: Identify and cost available training in country i.e. VIPAM or local/international private providers as needed by Succession Plans and Training Needs Analysis (TNAs).
Step 4: Costed training & scholarships incorporated into annual Business Plans Section 3 for Succession Planning.
Step 5: Develop an NPP for the costs if needed.
Step 6: Budget Narratives: Incorporate the Succession Planning strategy in Means of Service Delivery and in Performance Measures (Service Targets) for each Department

5.13 Performance Review process
(Length: dependent on each Ministry's individual strategies if these are in place)

The recently revised Public Service Staff Manual (PSSM) launched in December 2023, now includes an entire new chapter (Chapter 10) providing clear guidelines on this process and the templates to be utilised.

There is no need in these HRD Plan guidelines to replicate this information. However, a simple statement could be made that the Ministry encourages a high-performance culture in the Ministry workforce, utilising the strategies detailed in Chapter 10 of the Public Service Staff Manual.

Some Ministries have developed additional strategies to promote a high-performance culture i.e. the MInistry of Health's Career Pathways, Job Enlargement and Role Delineation Policy (RDP). These can be detailed in this section.

Moving your entire Ministry to the new Competency Based Job Description is a huge task. Your Ministry could include in this section a strategy and Time Frame for completion of all older format Job Descriptions into the new competency-based format.

5.14 Training Needs Analysis & Skills Gap Audit
(Length: Dependent on complexity of Ministry)

These two processes in combination with Performance Review Appraisals are absolutely critical for the development of the Ministry's HRD Plan. On the basis of the TNA and Skills Gap Audit & PMRs identifying training needs, your Ministry can devise an evidence-based training plan, a scholarship strategy and of course a Succession Plan.

The training needs identified by your Ministry is a 4-pronged approach combining:

1. a Training Needs Analysis
2. a Skills Gap Audit combined with
3. the training needs jointly identified in the Performance Management & Review (PMR) appraisal process.
4. Government priorities from the NHRDP through the Vanuatu Qualification Authority (VQA);

A Training Needs Analysis
In order to identifying training needs throughout the Public Service, a Training Needs Analysis (TNA) should be conducted using the TNA template provided in the PSSM as PSSM Form 5.5

Experience has shown conducting a Training Needs Analysis (TNA) should be done one-one-one by a HR officer. If this is delegated to a Reporting Office, it is highly likely that the completion of the form will not be done correctly. If it is decided to delegate the completion of TNAs to Reporting Officers – then these officers will need training in how to undertake the process to ensure the correct information is gathered. Experience has shown that asking each staff member to complete the form also does not result in correct information.

The TNA is probably the most intensive, time-consuming part of preparing the Ministry HRD Plan but the time utilised is a wise investment.

It is undertaken in an interview with the officer, the Reporting Officer (RO) and if possible, an HR Officer from the Ministry. The HR Officer may be from the Ministry Corporate Services Unit (CSU) but might

alternatively be a Support Officer in the Department whose Job Descriptions includes HR administrative tasks. The use of Zoom or Teams can facilitate ICT-based interviews between the CSU in Port Vila and officers and their supervisors in provincial locations.

The TNA will capture personal data but also the perception of each officer, their Supervisor (RO) and Director (who signs off the TNA) of the training needed to

- meet the technical requirements of their role;
- do their job better;
- equip the officer for career advancement through capacity building training.

Once keyed in and finalised, the TNA should be approved by the Director and signed.

The Training Needs Analysis should be filed in the officer's personal file. It can be usefully added to with training needs identified in the Performance Review appraisal process (Training Needs column in the PMR Form). The Performance Review (appraisal) process collaboratively developed (between reviewing officer and the post holder) also provides valuable information. Refer Chapter 10 of the PSSM.

The list of courses can be entered into the Skills Gap Audit. A Skills Gap Audit is a very simple process to undertake.

A training session on conducting Training Needs Analysis and Skills Gap Audit processes is available from VIPAM on request.

To fully maximise the benefits and outcomes of the TNA & Skills Gap process, all of the data can be entered on a Training Needs Analysis Outcomes Table. If this step is taken, an evidence based, prioritised list of training can be made. The prioritised training can be split into two types:
1. Generic
2. Technical

Broadly speaking, the Generic training topics (commonly required across by all Public Servants) will be able to be delivered in country by training officers from the Vanuatu Institute of Public Administration & Management (VIPAM), by in-house practitioners or by local training providers. VIPAM has Training Packages (includes PowerPoint, Session Plans, Enrichment Materials & Workbooks for most generic courses).

The Budget for Ministry Training Plan for an up-coming calendar year can specify these generic courses (some delivered annually to accommodate new staff) and costs such as venue hire and catering if needed and materials photocopying. Provincial staff could "join" via Zoom or Teams.

The Technical topics often identify the need for Technical Advisor input or more commonly, specific areas for short term study overseas or scholarships. This then provides evidence-based data for prioritising scholarship areas – and recipients.

5.15 Talent Management
Strong competition for talented officers comes not just from the private sector, Development Partners, NGOs and CSOs but also between the thirteen Ministries in the Vanuatu Government. In this competitive employment climate, it is not merely the issue of attracting talent but also of rewarding and retaining high performing officers.

Talent management strategies – attracting the right personnel, with the right skills and experience, then implementing processes to recognise, reward and retain are absolutely critical.

Martin Mahe, Chairman of the Public Service Commission would like "to see the Public Service Commission become Vanuatu's employer of choice – not last choice."

Some Ministries have utilised an Incentives Program to recognise and reward highly performing staff After a Performance Management Review, Supervisors could identify high performing staff for consideration by the Director and after approval, by the Director General.

The recently revised PSSM provides a linked pathway through the appraisals undertaken in the Performance Management Review process to recommendations for officers to be offered scholarships. Offers of training in-house and in country will not only improve retention but also build capacity for services delivery.

5.16 Implementation Plan for Monitoring of HRD Plan

Prepare a simple Human Resource Development Implementation Plan in table format to match the years left in the Ministry's Corporate Plan. Include details of any planned restructure and significant training strategies.

Track the implementation of the HRD Plan with regular HR Reports provided to the Ministry Management team, identifying opportunities, challenges and risks. Risk Mitigation strategies may need to be devised and applied. Data collection is essential on vacancy rates, retirement forecasting, accrued leave liability, gender& inclusion.

A training package on HRD Reports is available from VIPAM on request with practical examples of a variety of HR Reporting templates such as the risk mitigation based HRD Traffic Lights report.

5.17 Optional Sections for Specific Ministries

Each Ministry has specific HR processes that not all Ministries utilise i.e. Career Pathways, RDPs. It is noted HRD Plans may contain subsets or other components depending on the size of the Ministry and its institutional capacity.

These may be added as/if needed noting this whilst this document is a Guideline and as such additional material may be added, no section recommended should be deleted.