



**OFFICE OF THE  
PUBLIC SERVICE COMMISSION**

# **GUIDELINE FOR RESTRUCTURE OF A MINISTRY**

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## Legal Framework

The Constitution of the Republic of Vanuatu was signed on 5<sup>th</sup> October 1979 to pave the way for political independence to become a reality on 30 July 1980. The style of government designed by the authors of the Constitution of Vanuatu is a marriage of convenience between the (British) Westminster system of Government and the (French) Presidential system of Government. Chapter 7 of the Constitution is concerned with the “executive” functions of the Government of the Republic of Vanuatu. Article 39 (1) explicitly states that the “*executive power of the people of the Republic of Vanuatu is vested in the Prime Minister and Council of Ministers.*” Article 40 is concerned with the composition of the Executive. The Council of Ministers is also popularly referred to as “the Executive.”

The term “executive” in simple language and in relation to governments, means persons appointed to executive positions and responsible for the administrative and managerial functions of a government to ensure that the government is effective in delivering its services to its people. In sub-article (2) it states that the “number of Ministers, including the Prime Minister, shall not exceed a quarter of the number of members of Parliament.”

There are 52 Members of Parliament and so *ipso facto*, there are thirteen (13) Ministries provided for under the Constitution. Although there have been recent discussions regarding a fourteenth Ministry based on increase in population, this would require Constitutional change through a referendum to increase Members of Parliament to 56.

How these 13 Ministries are composed – which Departments, Units and Agencies – is at the discretion of the Prime Minister. The name of each Ministry is also clearly mandated through the Prime Minister’s control of the structure and composition of portfolios – often referred to as the “Machinery of Government.” Therefore, if the Prime Minister decides on a portfolio distribution for a “new” Ministry, this must be done by transferring Departments and Units from existing Ministries, creating new agencies but still keeping within the Constitutional ceiling of thirteen (13) Ministries.

The Constitution of Vanuatu as the “Mama Law” provides the Prime Minister with the power to specify the functions, duties and responsibilities of each Minister; to oversee the implementation of Government policy and to review the machinery and structure of Government,

## Constitution of Vanuatu

### Prime Minister

- (1) The Prime Minister is the principal minister of the Council (of Ministers) and responsible for the appointment from amongst the members of Parliament of other Ministers to the Council and, may appoint a Deputy Prime Minister from within the Council.
- (2) The executive power of the people of the Republic of Vanuatu shall be vested in the Prime Minister and the Council and shall be exercised as provided for by the Constitution and by any other enactment not inconsistent with the Constitution.
- (3) The Prime Minister may by written instrument specify the functions, duties and responsibilities of each Minister.

### Leadership role of Prime Minister

The Prime Minister will have principal responsibility for:

- (a) strategic policy, planning and significant administrative decisions;
- (b) coordinating the activities of Government;
- (c) determining the fundamental direction of foreign policy;
- (d) ensuring observance of the rule of law in public affairs;
- (e) *overseeing the implementation of Government policy;*
- (f) *reviewing the machinery and structure of Government.*

At any time, the Government Gazette has a list of the Ministries established by the Prime Minister, approved by the Council of Ministers as detailed by a specific Council of Minister's Decision (COM Decision with its number and date referenced).

Additionally, the Government Act (243) of 2008 provides further guidance:

### Ministries and the Public Service

- (1) The Prime Minister may, by notice published in the Gazette, designate ministries, departments, State appointed offices, agencies, instruments, authorities and corporations as being within the Public Service in which event every person employed therein shall from the date of the publication of the notice be employed as a member of the Public Service.
- (2) The Prime Minister may by written Instrument direct what functions a ministry shall be responsible for and may from time to time assign to, or withdraw functions from, a ministry.
- (3) A Minister may, after consultation with the Prime Minister, assign, by written instrument, functions to a ministry for which he or she is responsible.

Further details of the establishment of a Ministry are provided in the Public Service Act of 1998.

The Public Service Act requires a Director-General, amongst other matters to:

- carry out the functions and duties of the Ministry, including the implementation of Government policies;

- manage the activities of their Ministry in an efficient, effective, and economical manner.

To meet these requirements, Directors-General need to ensure that the organisational structure of their Ministry, including the organisational structures of the Ministry's departments, are appropriate to support the service delivery requirements and objectives of the Corporate Plan.

Therefore, a Ministry may be created or removed at the direction of the Prime Minister, with the list of the 13 Ministries provided in the Government Gazette. Additionally, the Minister responsible for the Ministry, after consultation with the Prime Minister, may assign Ministry functions through a written Instrument. Additionally, a Director General may direct that a restructure takes place within his/her Ministry for the purpose of effectively implementing Government policy and improving cost effective service delivery.

The Public Finance & Economic Management (PFEM) Act (revised in 2020) provides for a 5-year budget planning time frame. With the new 5-year planning cycle, it might be expected that the PSSM would direct restructures every 5 years. However, it is intended that restructure "triggers" will not only be activated by the budget forecasts window but by policy and the need to ensure the "Machinery of Government" – its 13 Ministries - is fit for purpose.

The Public Service Staff Manual (PSSM) provides considerable guidance on initiating a restructure and stipulates that the Public Service Commission must approve all changes to Ministry or Department structures and/or established positions, the addition of new positions to the Establishment and the removal of positions from the Establishment.

The Public Service Commission's new Guidelines for the Corporate Plan of each Ministry provides further specific details related to timing, framing, alignment and preparation of restructures. These Guidelines have been developed to assist Directors General and Directors to comply with the requirements of the Public Service Act 1988 in relation to the Corporate Plan.

This Act requires Directors General to provide "a Corporate Plan in a form, content and at a time directed by the (Public Service) Commissioner."

*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.*

The National Sustainable Development Plan, in Society Pillar 6, whilst not specifically referring to restructures, clearly provides targets for institutional performance in the Public Service:

*Soc 6: "A dynamic public sector with good governance principles and strong institutions delivering the support and services expected by all citizens of Vanuatu."*

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

Additionally, recent review work undertaken of critical GoV planning and reporting processes has direct impact on when, why and how to restructure a Ministry. The Public Service Commission, working in close cooperation with the Ministry of Finance and Economic Management (MFEM) and the Department of Strategic Policy, Planning & Aid Coordination (DSPPAC) has reviewed Guidelines for the following key Government Plans and Reports:

- Corporate Plan Guidelines
- Business Plan Guidelines
- Budget Narratives Guidelines (to ensure alignment of Corporate & Business Plans)
- Annual Report Guidelines
- Half Yearly Report Guidelines
- Quarterly Report Guidelines
- NSDP Alignment Tool (for Corporate Plans, Business Plans and Provincial Government Strategic Plans) &
- Decentralization Acceleration Plan

The Corporate Plan Guidelines provide for five-year planning timeframes to be developed for 2021 to 2025 and then 2026 to 2030. This will align the Ministry Corporate Plans with the National Sustainable Development Plan’s completion date of 2030. Corporate and Business Plans are fundamental to good management practice and are also used for initiating high level performance within the organisation and ensuring efficient and effective delivery of services to the public through restructures if deemed necessary.

Therefore, the Corporate Plan of each of the GoV’s 13 Ministries will need redrafting both to meet the component requirements of the new Corporate Plan Guidelines but principally to ensure the structure/s of each Ministry delivers the Government’s policy and planning priorities in a cost effective, efficient and responsive manner.

The new Corporate Plans and their operational implementation tool the annual Business Plan must deliver the outputs defined in Budget Narratives, for which funding has been appropriated and approved in a Sitting of Parliament. Delivery of the approved outputs therefore becomes a legal obligation of the Ministry and a critical Performance Indicator for the Director General and Directors of a Ministry.

A Corporate Plan must include sections as follows:

- a. *ensure adequate human resources are available to operationalise the plan through a Human Resources Development Plan embedded in the Corporate Plan;*
- b. *identify restructures needed in the 5-year planning period to improve services delivery;*
- c. ensure adequate financial resources are available to operationalise the plan;
- d. provide a link to performance assessment of the Ministry and its Director General.

Each Ministry’s Corporate Plan will clearly specify what Departments, Units and Agencies in the Ministry are to be restructured in the 5-year time frame. It is intended that the principal drivers of the restructure will be approved GoV policies for which human

resources are required to deliver outcomes in a cost effective, efficient and value-for-money manner. To meet these requirements, Directors General should ensure that the organisational structure of their Ministry, including the organisational structures of the Ministry's Departments, are appropriate to support the service delivery requirements and objectives of the Corporate Plan.



## THE RESTRUCTURE PROCESS – A STEP-BY-STEP GUIDE

The following processes provide a Step-By-Step guide to how a restructure should be undertaken to comply with the legislation framework outlined and very importantly to “value-add” to the process.

**Please note the Public Service Staff Manual (PSSM) and this Guideline provide the format/templates to be used in a Restructure Submission. Any Restructure Submission using non-Public Service Commission endorsed templates will be returned.**

### Step 1: Decision to Restructure

A restructure might occur if:

- a) the Prime Minister directs by a written Instruction, that a Ministry, Department, Unit or Agency is to be modified;
- b) the Minister responsible for the Ministry negotiates and gains approval from the Prime Minister for the establishment of his/her Ministry to be modified;
- c) a new policy has been validated and approved by the Council of Ministers. The policy decision, communicated through a Council of Minister’s (COM) Decision provided in writing to the Directors General of the affected Ministries and to the Public Service Commission may necessitate restructure/s to establish the institutional framework and human resource capacity to operationalise and deliver the approved policy and COM Decision;
- d) the Director General, his/her Directors and Agency Heads assess and decide that a restructure is needed to the current structure of the Ministry to improve the institutional framework and human resource capacity to operationalise and deliver the:
  - National Sustainable Development Plan (NSDP) targets;
  - National Recovery Plan (NRP) targets;
  - Business Plan targets;
  - Budget Narratives Programs and objectives for which Parliament has approved budget appropriations.

### Step 2: Restructures and the Corporate Plan

The Corporate Plan should identify the decision to restructure any agency in the Ministry Establishment. This must be clearly shown in the Corporate Plan:

- Policy driver or legal mandate i.e. COM Decision, legislation or NSDP target;
- Agency, Unit or Department/s to be restructured;
- What year in the five year Corporate Plan cycle will the restructure commence?
- Who is responsible in each Agency, Unit or Department for leading the restructure?

The Ministry must have a Corporate Plan signed and stamped by relevant authorities This then establishes the intent and objective of restructuring and who will be the responsible officer/s facilitating the restructure.

### Step 3: Restructure and Links to the Business Plan & Budget Narratives

The approved Corporate Plan with clearly specified timing/dates for a restructure – which agency and when – will then be captured in the Business Plan. The Business Plan operationalises the Corporate Plan but also the Budget Narratives. As the restructure is planned for a specific year then both the Business Plan and Budget Narratives must provide financial resources for development, delivery and operationalisation of the restructure. These might include:

- Consultation Workshops to consult with internal and external stakeholders on the restructure to ensure there is no unforeseen staffing and budget implications for other government agencies;
- Capacity Building Workshops to build the capacity of Ministry officers i.e. Directors, EO, HRO, HRM, FMs, FOs in restructure processes;
- Technical Assistance to facilitate the work if needed;
- Training costs to up-grade some skills set for existing officers migrated into modified roles;
- Salary budgets for:
  - New Posts;
  - Salary/increment increases;
  - Establishment cost i.e., VNPF, Housing, Child Allowance
  - Severance for redundant posts;
  - Transfer allowances (if any);
  - Equipment & operational costs for new officers.

### Step 4: Starting the Restructure Within the Ministry (Internal)

The Director General should communicate the decision to restructure to the Management Team of the Ministry and to those officers responsible for Human Resources. A Workshop could be held to commence the internal process. A copy of this Guideline for Restructures could be provided to the Management Team.

Throughout the process it is absolutely essential that the Office of the Public Service Commission's Organisational Development Unit (ODU) is involved. The Manager of the ODU or an ODU Officer designated to be responsible for this specific restructure should be invited to outline restructure processes/procedures.

It is also critical that the Minister responsible should be informed. The Minister or First Political Advisor should be invited to this initial workshop and kept well-advised throughout the process.

The Sector Analyst from the Department of Strategic Planning and Aid Coordination responsible for the Ministry should also be involved and provide comments on the impact of the restructure on policy and planning.

The Expenditure Analyst (EA) from the Ministry of Finance and Economic Management who will later be required by the PSC in its appraisal of the Restructure Submission to approve the financial expenditure (salaries, severance, new equipment, office space etc) should also be involved in this workshop. Then, throughout the process, the EA should be kept informed by email of important developments.

Many Ministries are responsible for State Owned Enterprises (SOEs) or have budget and reporting duties for Constitutional Agencies and Statutory Authorities. If this is the case and the organisations will be affected, then representatives should be invited to this Workshop.

Clear directions from the Director General to the officer/s responsible for the restructure must be communicated in the Minutes and Actions Arising from the initial (internal) Restructure Workshop. It may be that an officer is relieved of other duties to concentrate on the restructure especially if the Corporate and Business Plans have set a tight date for the Restructure Submission Completion.

A large Workshop of this nature may see Provincial Delegates from the Ministry being present. The Workshop could be a significant expense.

Utilise the opportunity to build consultation and “ownership” of the restructure direction and outcomes:

- Survey the participants;
- Collect email contacts to send Minutes or up-dates on the restructure process and future meetings;
- Undertake an organisational appraisal i.e. SWOT analysis that is collated and sent to participants with Minutes and Actions Arising.
- Function Analysis

#### [Step 5: External Consultation for a Restructure with GoV Stakeholders](#)

As can be seen from the analysis for legislative mandates for restructures, a restructure could see removal or addition of Departments or agencies from another Ministry. In this case, Directors General, Directors and HR Officers from the affected Ministries must also be involved.

If multiple Ministries are involved, the Director General responsible for leading the restructure must be identified by letter of appointment from either the Prime Minister (perhaps in the case of a really complex restructure involving multiple portfolios) by a COM Decision to establish a Restructure Taskforce. This will clearly list officers to be involved as well as identifying which Director General will be Taskforce Chair.

The Office of the Public Service Commission in a simpler restructure might nominate a Restructure Committee and designate a Director General as Chair.

With decentralisation and the intent of the Decentralisation Policy, the NSDP and the NRP to strengthen provincial capacity and services delivery, representatives from the Provincial Governments and/or from the Ministry of Internal Affairs will be needed. Municipal Governments may also be invited. This discussion could be in a separate workshop or these officers invited to the commencement workshop.

If a separate workshop to the one discussed in Step 4, utilise the opportunity to build consultation and “ownership” of the restructure direction and outcomes:

- Survey the participants

- Collect email contacts to send Minutes or up-dates on the restructure process and future meetings
- Undertake an organisational appraisal i.e. SWOT analysis that is collated and sent to participants with Minutes and Actions Arising.
- Function Analysis

#### Step 6: External Consultation for a Restructure with External GoV Stakeholders/(Donors)

Many Ministries are supported by significant development partner funded initiatives i.e. for delivery of Sector Strategies.

The donor partners (bilateral and multilateral) both current and potential, could also be invited to a meeting to discuss possible implications.

Officers of the Aid Coordination Unit in DSPPAC may need to be kept informed and could usefully be invited to this workshop/consultation meeting.

Private Sector partners represented by the Vanuatu Chamber of Commerce and Industry (VCCI) may be affected i.e. tourism sector or internal/external trade.

Non-Government Organisations (NGOs), Civil Society Organisations (CSOs) and Faith Based Organisations (FBOs) can also be significant partners of some Ministries.

If a separate workshop is to be held in addition to the one discussed previously, utilise the opportunity to build consultation and “ownership” of the restructure direction and outcomes:

- Survey the participants;
- Collect email contacts to send Minutes or up-dates on the restructure process and future meetings
- Undertake an organisational appraisal i.e. SWOT analysis that is collated and sent to participants with Minutes and Actions Arising.
- Function Analysis

#### Step 7: The Restructure Within the Ministry – Desk Review

A Desk Review should start the internal process. This Desk Review could start before Step 4. This Desk Review should collect and assess all documents containing information that will mandate and guide the Restructure such as:

- Legislation;
- International Conventions;
- Policy Documents particularly those establishing new technical Units i.e. Cyber Crime Unit within OGCI0;
- Policy having considerable impact on restructures i.e. the Decentralisation Policy;
- COM Decisions;
- Plans
  - NSDP;

- National Recovery Plan;
- Corporate Plan;
- Business Plan.
- Sector Strategy (if one exists);
- GoV and Donor Project Reports (these may identify significant risks, gaps and opportunities);
- DSPPAC Reviews of the Ministry;
- PSC Reports on the Ministry (ICA);
- VNSO data on population etc to determine/forecast future GoV services demand;
- PSC Ministry HR Data package (data pertaining to GoV employees in specific Ministry or agency available from PSC's HR Unit);
- Previous PSC approved structure/s;
- Budget costs currently for the organisation/s split into Operations and Salary;
- Budget narrative;
- Auditor General Reports (available on both performance & financial compliance issues);
- Ombudsman's Reports (if any are available).

Discussions on documents to be reviewed and potential interviewees should take place with the DSPPAC Sector Analyst/s. The Sector Analyst can also provide high level insights and a technical briefing on the sector in which the Ministry/Ministries being restructure operates – overlaps of responsibilities, alignment and mandates.

A Document/Desk Review Report to the Director General will provide an analytical framework for the restructure – what needs doing and why.

#### Step 8: Work Schedule or Engagement Plan for Restructure Submission

It is strongly suggested that an Engagement Plan or Activity Schedule be developed and approved by the Director General. This should set the target date for the Restructure Submission to the PSC but also the timeframe and dates for Workshops and key deliverables.

It must be recognised that a restructure is often a very complex process especially if consultation and other competing priorities may emerge that see significant slippage due to lack of availability of officers to be interviewed i.e. a natural disaster. Provincial travel may be necessary and this is time heavy.

The Engagement Plan must demonstrate:

1. Evidence that where changes to the ministry's structure are being proposed, all the Directors in the Ministry, HRMs and/or HROs have been consulted;
2. Evidence that where changes to a Department's structure are being proposed, all Unit Managers in the Department have been consulted;
3. Evidence that the Ministry has discussed a draft proposal with the relevant OPSC unit, from which it has received advice;
4. Evidence that SAs and EAs have been consulted;
5. Evidence that Provincial organisations were consulted;
6. Evidence donor partners, NGOs and private sector were consulted as needed.

*This record of meetings must be included in the final restructure submission documentation to demonstrate the consultation process underpinning the restructure has been inclusive and consultative.*

#### Step 9: Restructure of a Department

The restructure process for just one Department Agency or Unit may be a relatively simple process – depending on the size of the organisation. A Corporate Service Unit (CSU) restructure might only directly involve perhaps 6 to 10 officers. In this case it is easy to hold one-one-one interviews with each staff member in a central Vila based office.

However, more complex restructures such as for the Public Works Department will see significant personnel presence in all six Provinces. This will entail budget and realistic time commitments for travel given the vagaries of travel to the provinces – hence the importance of the carefully thought through Engagement Plan.

#### *Engagement Planning*

The initial meeting with the Director is critical as he/she may have very clear perceptions of gaps and performance issues in the Department.

Once the Desk Review is complete, a Workshop with the key officers available should take place. “Zoom” could be used to involve Provincial Managers.

Once again, utilise the investment of funding and time in running the workshop as an opportunity to build consultation and “ownership” of the restructure direction and outcomes:

- Survey the participants
- Collect email contacts to send Minutes or up-dates on the restructure process and future meetings

Undertake an organisational appraisal i.e. SWOT analysis that is collated and sent to participants with Minutes and Actions Arising.

#### *Impact of Ministerial Budget Committee Schedule on Restructure Submission Timing*

When considering the Engagement Plan/Schedule, an *absolutely critical consideration* is the Ministerial Budget Committee Submission and the New Policy Project (NPP) to be prepared to operationalise the restructure.

*The MBC will only approve new position salary costs or increments for positions in a PSC approved (stamped) & signed Restructure. Without this accompanying the NPP, no salary will be approved in the next budget year.*

Therefore, if you are starting a restructure in February, everything must be completed and approved by the PSC with endorsement of the Expenditure Analyst/s in MFEM and the Sector Analysts in DSPPAC and Government Remuneration Tribunal (GRT) by very early May at the latest. This allows the Ministry’s Finance Manager to enter the NPP with supporting documentation. This is usually completed in June when VBMS closes. If this

deadline is missed, you have to wait for the MBC process in the following year or submit a Supplementary Budget Request for the following year's April Parliament Sitting. Reservations by MFEM about such Supplementary Budget Requests may put the restructure implementation at risk. Plan well, provide strong target dates and deliver on time.

#### Step 10: An Organisational Structure or Organogram

At this point you really need to draft an organogram or organisational structure. Watermark it as "draft" and ensure it is renamed or Version Control the organogram each time a significant change is made. By using Version Control, discussions with stakeholders will be focussed on the same version. A complex restructure might quickly see 10 – 15 versions.

The Director General, Directors and senior officers with the Human Resource Manager (HRM) and/or the Human Resources Officer (HRO) should work together to test the current structure against the fit-for-purpose structure criteria, looking for ways in which the Ministry's structure could be redesigned radically or by making small adjustments to improve Ministry performance.

*Always remember that it is the Director General who signs and submits the Restructure Submission on behalf of the Ministry and Department/Unit/Agency. Therefore, the Director General MUST be kept continually apprised of developments in the restructure. The cost effective, efficient operation of the structure in delivering the targets of GoV Plans, COM Decisions, Policies and legislation is part of the Director General's (and Director's) legally contracted Performance Plan.*

This is the basic tenet of any restructure - how will this restructure improve Ministry performance against GoV Plans, COM Decisions, legislation, Conventions and Policies to deliver services in a cost effective and efficient manner to the people of Vanuatu?

Discuss an E-Mail List with the Director and/or DG and provide version changes widely. Successful (and innovative) restructures with strong ownership are built on effective consultation and accommodation of ideas. Of course, all ideas cannot be incorporated but at least voices should be heard and considered – and acknowledged.

As versions change, keep the officers of OPSC's ODU informed and request comments.

***Do not develop a highly coloured or shaded organisational structure document.*** Keep it black on white and clear and simple. The PSC finds that coloured organograms do not photocopy well into black and white. Details become lost, making reference for HR purposes in later years very problematic.

However, it is very useful to show the new posts in red. This quickly shows at a glance, how many new posts are being requested.

#### Step 11: Workforce Planning/Function Analysis as Basis of Restructure

What are the core functions of the Ministry or organisation being restructured? These discussions of Core Functions should underpin the development of a proposed structure.

Where are the gaps between what exists in the old structure 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?

### Functions of the Ministry

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.

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 (eg co-ordination of a sector body) and the services the Ministry provides
5. **Governance** – List the agencies the Ministry is responsible for monitoring on behalf of the relevant Minister
6. **Corporate services** – List the Ministry’s corporate services
7. **Other Functions** – If needed

### Step 12: An Environmental Scan (a SWOT)

An Environmental Scan or SWOT Analysis is an analysis of four issues: strengths, weaknesses, opportunities and threats that can assist in designing a new structure. What are the organisation’s strengths and weaknesses, opportunities and threats? Factors to consider include political, cultural, social, economic, environmental and legislative issues that will have an impact on the Ministry’s capacity to deliver objectives and activities defined by policy, legislation Corporate and Business Plans. A SWOT analysis is a strategic and organisational planning technique used to evaluate the internal and external environment in which the organisation operates. A SWOT analysis helps ensure that major changes, constraints and risks for the Ministry are accommodated mitigated, enhanced by the proposed restructure.

Ministries are required to include one page containing a table of SWOT analysis in the Restructure Submission. A simple SWOT analysis table example is presented below:

STRENGTHS, WEAKNESSES, OPPORTUNITIES, THREATS (SWOT)	
<b>STRENGTHS</b>	
<b>Internal</b>	<b>External</b>
e.g. Increase in Budget for 2022	Aid support from donors
<b>WEAKNESSES</b>	
<b>Internal</b>	<b>External</b>
e.g. Under staffed	Political interference
<b>OPPORTUNITIES</b>	
<b>Internal</b>	<b>External</b>

e.g. HRD Plan complete (to build capacity)	Assistance from International Consultants
<b>THREATS</b>	
<b>Internal</b>	<b>External</b>
e.g. Burn out of officers through work overload caused by inadequate staffing	Loss of key staff to private sector or regional agencies

One process that is valuable for the SWOT analysis is to break the participating group into four and give each of the groups one of the four issues to work on. Once that has been completed some process or analysis needs to be conducted so as to determine the 4 or 5 issues that are most likely to have an impact on the Ministry and how a restructure might assist.

An individual can also usefully contribute so “value add” to meetings by providing a SWOT template to be completed at a one-one-one type meeting to be emailed later once completed.

These discussions based on an operating environment analysis, discussions on core functions and the organisational scan should underpin the development of a proposed structure.

### Step 13: Staffing Numbers

A critical, practical consideration is increases in staffing numbers. Both the Public Service Commission, MFEM and very importantly the general public are extremely concerned about the growth in numbers of Public Servants and the budget implications.

#### Vacant Posts in Approved Structure

Look carefully at vacancies in the old approved structure. Very often, the Department has not staffed the vacant positions because they are no longer needed. Sometimes a restructure takes 3-5 years from development to PSC approval and MBC budget appropriations. From the time of starting the design to approval, technical needs and policy changes occur – leading to new posts never being filled.

These could be deleted and replaced with the same number of positions – so notionally still within the ceiling numbers of the previously approved structure.

#### Making Positions Redundant With Existing Officers

The Public Service Staff Manual provides guidelines for this process. It is a very difficult process to undertake but innovative restructures sometimes need radical solutions. Severance Payments will need to be budgeted for, careful consultation with the OPSC must take place and counselling provided as soon as possible to the officers potentially affected. Can they be transferred or promoted elsewhere?

Government organisations are inherently “risk averse.” Having numbers of redundancies in the proposed restructure may make it more difficult to have the restructure approved.

The OPSC provides a Restructure Submission template (available from OPSC’s CSU). There is a section to be completed providing the reasons for the proposed redundant

positions. Strong arguments/rationale based on policy and service delivery – and of course cost effective, efficient use of GoV resources must be provided.

Liaison and consultation with the OPSC's ODU officers is absolutely essential if proposing redundancies. PSC advice on the administrative paperwork and processes as detailed in the PSSM must be followed carefully.

It must be reiterated that personal, face-to-face counselling with affected officers must take place and be recorded. This is an issue of organisational justice.

#### Changing Titles and/or Position Numbers

If the Position Number of the post is changed, this needs to be recorded and detailed in the Submission. There is a section in OPSC Restructure template for these changes.

If there is title change of the position, this also needs to be tracked.

Both Position Number changes and title of the Post changes will be needed for the migration process from the old structure to the new. A letter will be sent to each officer based on the migration. Correct details to ensure continuity for receiving salary via Smartstream is dependent on tracking these changes. There is a Step later in these Guidelines explaining "migration" and an Appendix showing a Migration Table example.

#### Changing Complexity of Competency Based Job Descriptions

If the Job Description is considerably different and the Key Result Areas (KRAs) and Key Performance Indicators (KPIs) more demanding with implications for different Skills Sets and experience – especially if the Remuneration Scale is up-graded - the OPSC or the Director may propose re-advertising of the post, even with an incumbent officer in the role.

The officer may be asked to apply for his/her previous position with the changed up-graded Competency Based Job Description.

#### Salary Increments

In a restructure, salary increments may be requested for an existing post being migrated into the new structure. It is not only Public Servant numbers creep that causes public alarm but also seemingly unwarranted, unsubstantiated increases in Public Servants' salaries and benefits.

The Restructure Submission Template (available from OPSC's ODU) will require strong arguments and rationale for this kind of request.

Frequently, officers in the ODU will argue the salary should remain the same but could be increased after the new structure is approved based on Performance Management Review recommendations.

It needs to be noted that both the Public Service Commission and MFEM view very warily and sceptically a restructure with significant salary increases. It is recognised of course that GoV Departments may not have restructured for many years. There is a section in the PSC's Restructure Submission Template for any request for salary increases to be

argued by the submitting agency. Very strong evidence and arguments will need to be provided.

As previously stated, it is very wise to discuss this with the ODU Officers *before* Submission and ensure their support for the salary increases. If the ODU and Expenditure Analysts do not agree with the salary increases, the Submission will be returned with a request to revise the Submission.

Ensure all of this has been negotiated with the ODU *before* Submission to facilitate smooth processing and approval of the Restructure Submission.

### Step 13A: Full Time Equivalent (FTE) Assessment

As mandated by the Public Service Staff Manual (PSSM), all restructure submissions must include a Full Time Equivalent (FTE) Assessment. This assessment is a critical analytical tool that evaluates whether the proposed staffing levels are appropriate and justified based on workload, service delivery demands, and operational requirements.

#### **Purpose of FTE Assessment:**

The FTE Assessment ensures that:

1. Staffing levels are aligned with the actual volume and complexity of work required to deliver the Ministry's or Department's functions;
2. Positions are neither over-staffed nor under-staffed relative to workload demands;
3. Resource allocation is efficient, cost-effective, and provides value for money;
4. Proposed staffing increases or decreases are evidence-based and justified.

#### **When FTE Assessment is Required:**

An FTE Assessment must be conducted and included in the restructure submission when:

- New positions are being proposed for establishment;
- Existing positions are being upgraded or downgraded;
- Positions are being made redundant or deleted;
- Significant changes to workload or service delivery models are proposed;
- The restructure involves substantial modification to staffing numbers or composition.

#### **Components of FTE Assessment:**

A comprehensive FTE Assessment should include the following elements:

##### **(a) Workload Analysis:**

- Identification and quantification of all core functions and tasks;
- Volume of work (e.g., number of transactions, cases, clients served, applications processed);
- Time required to complete each major task or function;
- Seasonal or cyclical variations in workload.

##### **(b) Service Delivery Demand Analysis:**

- Current and projected demand for services;
- Population demographics and growth trends affecting service demand;
- Service delivery standards and response time requirements;
- Stakeholder and client expectations.

**(c) Capacity Analysis:**

- Current staff capacity and utilization rates;
- Skills and competency levels of existing staff;
- Technology and systems support available;
- Operational constraints or enablers.

**(d) Comparative Analysis:**

- Benchmarking against similar agencies or departments;
- Best practice staffing ratios for comparable functions;
- Provincial versus headquarters staffing distribution (where applicable).

**(e) Gap Analysis:**

- Identification of gaps between current capacity and required capacity;
- Justification for additional positions or reduction of positions;
- Impact of gaps on service delivery and organizational performance.

**Conducting the FTE Assessment:**

The Ministry's Human Resource Management team, in collaboration with Directors and Unit Managers, should:

1. Collect relevant data on workload, service volumes, and operational demands;
2. Analyze historical trends and forecast future requirements;
3. Consult with staff members to validate workload estimates;
4. Apply appropriate FTE calculation methodologies;
5. Document findings in a comprehensive FTE Assessment Report.

**Technical Assistance:**

Ministries may seek technical assistance from the OPSC Organisational Development Unit (ODU) in conducting FTE Assessments. The ODU can provide guidance on methodologies, data collection tools, and analysis frameworks.

**Documentation Requirements:**

The FTE Assessment Report must be included as a mandatory component of the restructure submission package. The report should:

- Be presented in a clear, structured format;
- Include all supporting data and calculations;
- Provide evidence-based justification for proposed staffing levels;
- Be signed and endorsed by the Director General.

**Review and Validation:**

The OPSC ODU, in collaboration with DSPPAC and MFEM, will review the FTE Assessment as part of the overall restructure appraisal process. Submissions with inadequate or missing FTE Assessments will be returned to the Ministry for completion.

**Reference:**

As noted in the "Fit for Purpose" Restructure Checklist (Section C, Item 21), an FTE Assessment report must be attached to demonstrate that staffing capacity:

- Reflects the volume of demand, taking account of demographic changes in the population and need for service;
- Does not accommodate "failure demand";
- Does not assume that some of the work will be done by Technical Advisors, volunteers, or interns outside of the structure;

- Is proportionate when compared to the establishment of other agencies.

### **Integration with Other Restructure Components:**

The FTE Assessment should inform and be consistent with:

- The Corporate Plan and Business Plan targets;
- The Workforce Planning and Function Analysis (Step 11);
- The Financial Implications Forecasting (Step 22);
- The overall "Fit for Purpose" evaluation (Step 14).

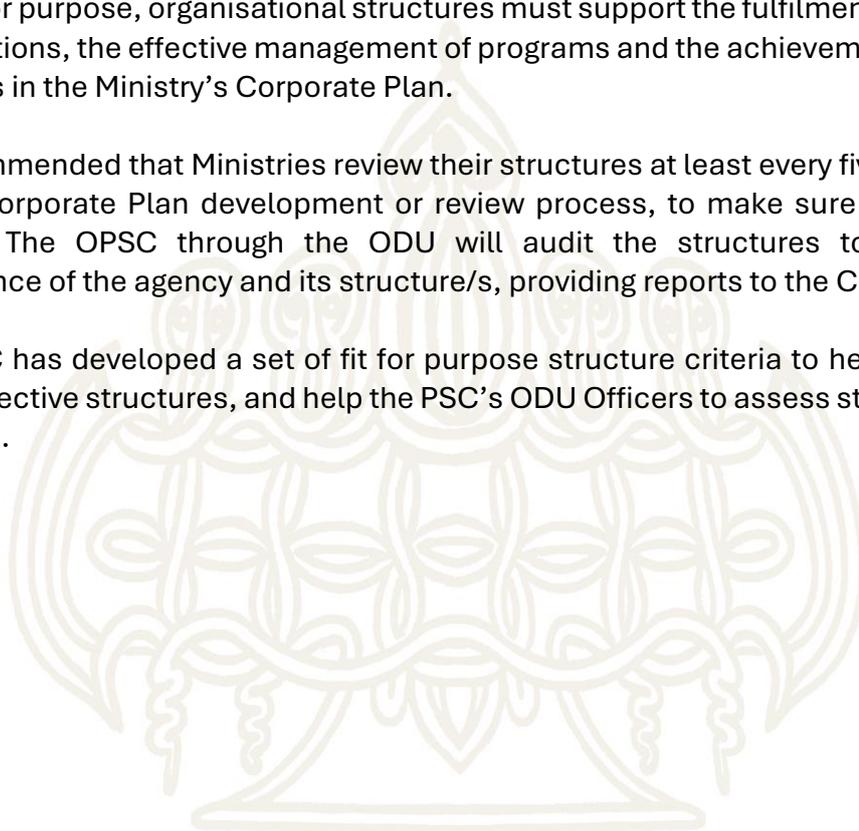
A well-conducted FTE Assessment strengthens the credibility of the restructure submission and demonstrates evidence-based planning and responsible stewardship of public resources.

### **Step 14: "Fit for Purpose" Restructure**

To be fit for purpose, organisational structures must support the fulfilment of a Ministry's core functions, the effective management of programs and the achievement of outcome objectives in the Ministry's Corporate Plan.

It is recommended that Ministries review their structures at least every five years as part of their Corporate Plan development or review process, to make sure they are fit for purpose. The OPSC through the ODU will audit the structures to evaluate the performance of the agency and its structure/s, providing reports to the Commission.

The OPSC has developed a set of fit for purpose structure criteria to help Ministries to design effective structures, and help the PSC's ODU Officers to assess structure change proposals.



<b>FIT FOR PURPOSE RESTRUCTURE CHECK LIST</b>		<b>Met Unclear Not met</b>
<b>A</b>	<b>The proposed restructure:</b>	
1	is clearly aligned with the Ministry's core functions and/or, programs and/or service delivery processes;	
2	has logical lines of people management responsibility with no Manager being managing more than 10 employees;	
3	has horizontal as well as vertical elements providing for a senior management team and cross cutting functions including Corporate Services, or cross cutting programs;	
4	does not overload one position or unit;	
5	supports team working and collaboration, and discourages isolation;	
6	provides careers pathways;	
7	does not duplicate functions that exist elsewhere;	
8	supports decentralization;	
9	supports digital communication and delivery channels;	
<b>B</b>	<b>Positions:</b>	
10	have completed Job Descriptions using the PSC approved Job Description form that accurately reflect the nature and complexity of the work;	
11	have knowledge and skills profiles;	
12	are logically placed in the structure which is arranged in a way that enables the work of employees to be coordinated and managed effectively;	
13	are not designed to accommodate specific people or to provide a remuneration increase for specific people.	
<b>C</b>	<b>The number of established positions (capacity):</b>	
14	reflects the volume of demand, taking account of demographic changes in the population and need for service;	
15	does not accommodate "failure demand,"	
16	does not assume that some of the work will be done by TAs, volunteers or interns outside of the structure;	
17	is proportionate when compared to the establishment of other agencies.	
<b>D</b>	<b>The cost of the positions:</b>	
18	is affordable within the current budget;	
19	is proportionate when compared to the remuneration budgets of other Ministries;	
20	provides value for money considering the value of the outcomes it will produce.	
<b>E</b>	<b>Full Time Equivalent</b>	
21	FTE Assessment report is attached	

### Step 15: Doted boxes and line in Structure

The provision of the dotted boxes on a restructure diagram is done to demonstrate to the OPSC the reporting lines and managerial responsibilities of the officer supervising, coordinating and managing that particular function or institution.

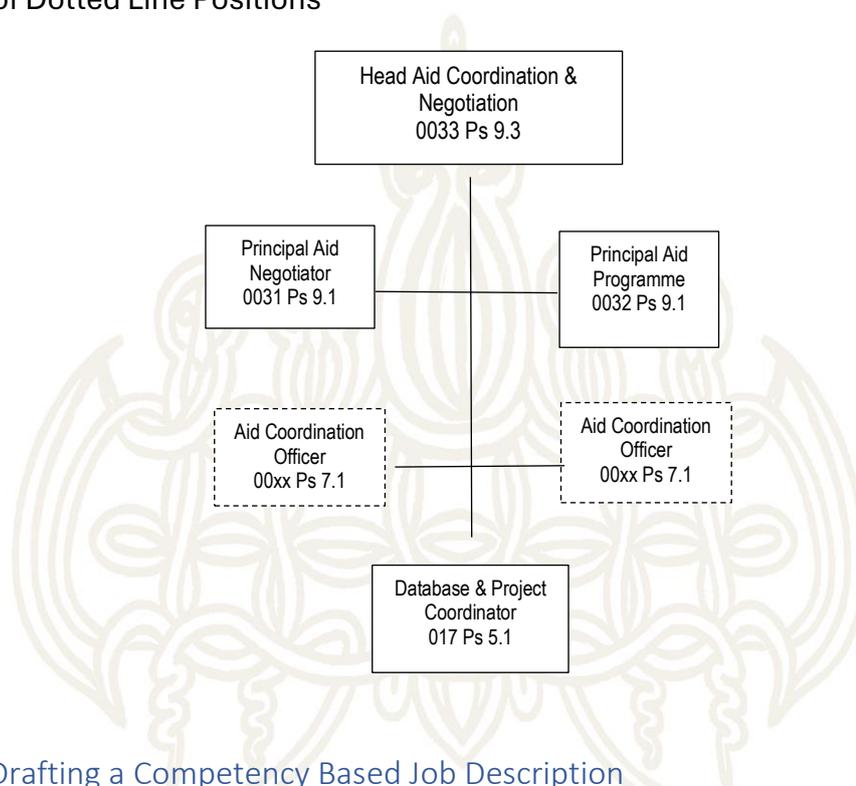
In a restructure diagram, you will note the boxes are:

- indicated by a dotted, not solid line;
- have no PSC designated Position Number.

However, there will be Terms of Reference or Scope of Services documentation for this position/ function or institution.

The Restructure Submission may contain a section with an explanation that it is intended that this TA/volunteer position may be converted in the future restructure to a permanent PSC approved post, with a PSC scale and a PSC approved Job Description but it must be made very clear this will need to be part of a partial restructure submission as this changes the establishment of the agency and has resourcing implications.

#### Example of Dotted Line Positions



#### Step 16: Drafting a Competency Based Job Description

This is the most difficult and time-consuming part of a restructure process. It is best to do this AFTER the basic organisational structure has been discussed, workshopped, and salary scales costed.

*It is recognised that after final drafting, discussions with the ODU Officer assigned by Manager ODU will need to take place to ensure the skills sets and qualifications merit the salary scale being proposed.*

However, do not do anything with drafting new Job Descriptions until you have a basic organogram.

#### Interview Schedules

In your Engagement Plan there must be a schedule of interviews with each officer in an existing post. For provincial staff, if budget exists, it is very wise to travel to the provincial offices. The physical working environment must be considered in a restructure.

A visit to a Provincial Headquarters or an office in Vila will quickly reveal issues with equipment, staff relationships, capacity, operational culture, skills set needed and a sense of the capacity to deliver services.

The interviews will immediately reveal the knowledge of each officer of their Job Description and responsibilities in supporting functions, delivery objectives and targets. The budget for the restructure should include costs for equipment for new posts and can support budget requests for equipment for existing staff in the MBC & Business Plan cycle.

#### *Copies of Existing Approved Structure and Job Descriptions*

Assemble signed approved copies of the current approved structure and all Job Descriptions before the interviews take place. You may obtain copies of JD from Ministry CSU, if unavailable seek copies from OPSC ODU.

Check with the OPSC that the version of the Structure is the most recent. Occasionally minor changes have been made, not a complete restructure. You must be sure you are working from the most recent approved structure document.

#### *Workshop With Division/Unit*

Conduct a workshop on the process being undertaken. Talk about restructure processes and lead the group through why a Job Description is such an important tool.

Make sure officers understand what Key Result Areas (KRAs), Key Task Areas (KTAs) and Key Performance Indicators (KPIs) are.

The background to a Training Needs Analysis and a Skills Gap Audit can also be discussed.

A PowerPoint Presentation has been prepared to use. Contact the Manager ODU for a copy to be emailed if requested.

This investment in time on the first day of the scheduled visit to a Unit will cut down on time in the one-on-one interviews.

#### *What Version of the PSC Job Description Template Has Been Used in Approved Structure?*

This is currently the biggest issue in a restructure. A very large number of Job Descriptions are older versions that do not have Key Result Areas (KRAs) or Key Performance Indicators (KPIs) and only a short section on Duties and Responsibilities.

***You will only use the PSC approved Competency Based Job Description template – not some other version recommended by a Technical Advisor nor of your department's creation.***

This lack of KRAs, KTAs and KPIs on many GoV Officers' JDs means that it is nearly impossible to prepare proper annual Work Schedules as in Section A of the PSC's PMR Template or to undertake meaningful Performance Review.

This is yet another "value adding" outcome of a properly conducted restructure.

***A well-crafted Job Description consultatively developed and properly appraised is the greatest single tool for organisational performance improvement.***

#### *One-on One Interview*

With the approved structure and the Job Description on hand, sit with the officer and explain the process. This is not undertaken with the Supervisor present. It may be that both the HRO and HRM (Ministry/ Department Restructure Team) are conducting the interview but it must be stated to the officer that it is a confidential interview.

Read through the current Job Description together. Ask the officer:

- Is this really what you do?
- Does this really capture or show off/demonstrate your role?
- What is it missing?
- What are the main things you should be doing? (KRAs)
- What touchable, tangible, provable examples can you as the officer whose JD this is provide in a Performance Review to demonstrate you are doing your job? (KPIs).

Carefully record responses. With a blank JD template OR with the existing JD in Word Version that you are now editing with them present and contributing, on the computer screen, input ideas. Explore possible, sensible KPIs.

***Generally, 1 to 2 hrs per interview is needed by the time the Training Needs Analysis and Skills Gap Audit are also completed. Schedule 5-6 interviews a day only, especially if Career and Guidance counselling is needed.***

By the time the interview is finished, a very good draft Job Description should result.

#### *Generic JDS to Use as Basis for Revised JD Preparation*

Often there are common jobs across the Public Service i.e. Driver, Filing Clerk, Finance Officer, Human Resources Manager. The list is very long. If you are reviewing one of these posts, ask the ODU Officers to provide an example of a very good Job Description they know of that they feel is a "Best Practice" model. There is no need to re-invent the wheel. If a very good JD exists for a generic post – use it by amending it during the interview processes. Every post has nuances – slight differences. For example, a Driver might be a Messenger or Maintenance Man or Office Support (photocopying) as well as driving. Additional KRAs and KPIs to what seemed initially a basic role must be captured by the JD. Salary increments may be considered.

*It must be emphasised that a good JD should not set up an officer to fail. Try to ensure KPIs are do-able and provable with the time and resources available to the officer.*

Technical Job Descriptions for new posts are difficult to create. Meet with officers who understand what a new post entails. Go onto Internet and look up Job Descriptions in the same technical area. You may need to select aspects of several Job Descriptions to develop a workable Job Description relevant to the resources and institutional capacity of Vanuatu.

It is not unusual to have a difficult Job Description go through many revisions. Provide the draft Job Descriptions to the Director and Unit Manager as well as to HRM, HRO and incumbent officers for further comment. You will need to arrange a meeting for the group to approve the final draft.

At this point, you must meet with the designated ODU Officer from the Organisational Development Unit (ODU) of the Office of the Public Service Commission. This officer will provide invaluable appraisal of the Job Description, Salary Scale proposed and the qualifications for the roles.

***Do not submit your Restructure Submission without this critical consultation step.***

The Manager ODU will present your Restructure Submission to the Commission. If the ODU officer is not supportive or “across” the role/nature of the new positions being requested, it is highly likely the Submission will not be accepted as not meeting restructure criteria. The whole restructure will be returned for revision.

#### Remuneration Levels

The officers from the Organisational Development Unit can provide invaluable advice on this issue. By looking at other comparable positions in other Ministries, they can make recommendations. However, they need the advanced draft of the Job Description specifying years of experience, skills set required, risks and the base qualification and how many officers report to a position.

The Government Remuneration Tribunal (GRT) officers can also provide excellent advice, especially if the Job Description is very unusual and the qualifications rare to find in Vanuatu i.e. Energy Economist.

Some officers see a restructure as an opportunity to ask for significantly higher salaries. This needs to be very carefully appraised.

The PSC and MFEM are averse to approving much higher salaries unless there is an accompanying performance improvement for the agency. Parliament and the general public are very concerned about the issue of rapidly rising budget costs for Public Service salaries. A HRM or HRO will probably be advised the salary scale will remain the same for an officer in an existing post but can be awarded an increment based on Performance Review. Of course, if the Job Description has become more complex, with added work and responsibilities, an argument/rationale can be made in the Submission in the appropriate section of the PSC Restructure Submission Template as value-adding.

#### Step 17: Skills Gap Audit & Training Needs Analysis

Always seek to “value-add” when investing in funds, time and people when doing a restructure.

In the one-on-one interviews, undertake a Skills Gap Audit and Training Needs Analysis with each officer. This can very usefully inform the development of the agencies Training Plan and Business Plan.

*The Vanuatu Public Administration and Management (VIPAM) has training PowerPoints on how to undertake a Skills Gap Audit and a Training Needs Analysis as part of the Guidelines for a Human Resource Development Plan.*

#### Step 18: Career & Guidance Counselling

There is no career or guidance counselling in place for Public Servants. Therefore, the opportunity presented by conducting one-one-one interviews is incredibly valuable. This Guideline to Restructuring mentions “value-adding.” Here is the perfect opportunity to not only inform a restructure process but to analyse an organisation’s culture and capacity thereby adding value to the expense of the restructure procedure.

Each interview is confidential. If needed, ensure a proper record is made of grievances, concerns and of course the often extremely valuable insights built on hands-on experience for how organisational performance can be improved.

Has the officer seen the Job Description? Is Performance Review being undertaken properly? Are Work Schedules being prepared against KRAs, KPIs and the Unit’s Business Plan? What is the officer’s intent for career advancement? Are there higher position vacancies? What training might be needed to meet the Selection Criteria? What training options exist to help the officers to advance their careers?

The HRM or HRO undertaking the interviews could usefully prepare a Back to Office Report for their supervisor, especially if issues of concern are raised.

#### Step 19: HR Files

The one-one-one interview process is also an opportunity to try to bring HR files up-to-date.

Before conducting the interviews, check personnel files and identify gaps. In the CSU HR files, are there Birth Certificate copies, copies of Degrees and diplomas? Does the officer have a copy at home of the appointment letter (referred to often as a Green Letter) needed for the HR files in CSU? Check Smartstream HRMIS salary information. Quite often the date of birth and start date might not be correct.

Use the opportunity to verify this essential information.

#### Step 20: Vertical and Lateral Integration

Look carefully at your draft structure and Job Descriptions.

- Are Reporting Lines clearly shown?
- Is there good vertical integration and lateral integration?
- Are there positions higher in the organisation that a younger officer might be able to apply for with training and if vacant?

- Is there a Succession Plan in place? If so, what roles have been identified to be replaced and are there officers in the organisation who can “act” up into those positions to gain experience?
- If there are manager roles, count how many junior officers report to that management position. Eight to ten staff under one officer is a heavy supervision, mentoring and management burden. Can the structure provide different Reporting Lines to mitigate this risk?

### Step 21. Implementation Plan

With the restructure drafted and the Restructure organogram in an advanced stage, meet with the Director and Managers to decide what year it is intended to recruit each new position.

It is very useful in the Restructure Submission organogram to provide the proposed year of recruitment in red. Previously, with a 5 year Corporate Plan and Budget window cycle, the OPSC advised a new structure must be fully implemented (staffed) within 5 years.

The organogram can show the five Year Implementation Plan.

### Step 22: Financial Implications Forecasting for the Restructure

The PSC has developed a formatted Excel Spreadsheet for the HRM/HRO to forecast costs of the existing structure compared to the costs for the proposed structure.

*Spreadsheet Section 1 Existing Structure:* Shows commitment costs (includes a forecast of salary scale, VNPF, Child & Housing Allowances)

*Spreadsheet Section 2 Proposed Structure:* Proposed structure commitment costs (includes a forecast of salary scale, VNPF, Child & Housing Allowances)

*Spreadsheet 3 Implementation Plan by Year:* Shows the proposed structure broken up into existing positions then sections for each of the 5 years of the Implementation Plan.

Once the Restructure is approved, these Spreadsheets can be used very easily to forecast NPPs for salary budgets of the new structure each budget year and to provide the basis for Financial Visa requests.

Contact the ODU for the formatted Excel Spreadsheets to be populated.

### Step 23: Migration Table

A Migration Table (example provided as an Appendix) must be provided showing clearly how the old structure positions will be moved or migrated to the new structure.

Refer Appendix Example.

This shows change of Position Numbers, Position Title, deletion of posts, redundancy of posts and proposed remuneration scale changes.

### Step 24: Other Restructure Cost Considerations

All too often an organisation only considers the implications of salary commitments for a Restructure Submission.

However, it is very important to consider the impact on the Operations Budget of new staffing levels. Budget must be estimated for provision of professional office equipment. A package has been estimated for one officer. Buying cheap chairs that injure an officer's back is not a sensible budget saving. Note this following estimate is indicative only.

- Desk Top Computer loaded with GoV approved programs from the GoV approved supplier (OGCIO can assist), mouse, cables etc – 150,000 vt
- Medium sized desk with a lockable drawer – 40,000 vt
- Ergonomic Office Chair – 40,000 vt
- Filing Cabinet two drawer – 30,000 vt
- General office supplies (stapler, file trays etc) – 15,000 vt
- *Total 275,000 vt per new officer*

Indirect costs to be considered are relocation expenses if the officer in a new post is transferred from another province, delivery/transport costs for the officer's office equipment; additional electricity, photocopy paper, toners demanded by the increase in staffing numbers. Will the new staff require uniforms and safety equipment to be provided? Is specialist equipment needed i.e laboratory equipment? Will a new vehicle be required or a boat i.e. for newly recruited Agriculture or Fisheries Extension Officer to do their jobs effectively?

PSSM: 4.7 Permanent posting allowance and associated costs.

- (a) When an officer is *permanently* posted to a position at another work locality that requires the officer to change his or her place of residence, a one-off *Permanent Posting Allowance* and an *Establishment Allowance*, both of which shall be payable to the officer to assist with the incidental costs of removal and setting up home in the new locality.
- (b) The rate of the allowances shall be as specified in the attached *Allowances and Additional Payments Table* [Table 4-2].
- (c) In addition, *an officer's reasonable transportation and removalist's fees for himself or herself and immediate family* shall be paid by the Department in which the officer is or will be employed, upon production of genuine quotes for such costs. *Such payment shall also cover transporting the officer's motor vehicle or small boat.*
- (d) When a husband and wife, who are both permanent officers, are posted to a new locality, only one officer is eligible to claim and be paid the allowance and associated costs.

Permanent Posting Allowances and associated costs are only payable to permanent officers. Temporary salaried employees and daily rated workers are not entitled to receive this benefit.

Allowance & extra payments	Current rate
<b>Permanent posting requiring moving to a different locality</b>	<ul style="list-style-type: none"> <li>• Vt. 50,000 one-off payment</li> <li>• Vt. 30.000 establishment allowance</li> </ul>

All items need to be budgeted for in the appropriate Cost Centre for the following or implementation budget year.

*Do not disregard these expense forecasts.* It has been seen all too often that new staff are sharing desks and computers. This will not provide organisational improvement and performance. Morale is affected.

*NB: Financial Visa for the new posts, salary increments and redundancy will depend on this section being done properly, particularly the break-down of the forward salary cost into the proposed 5 year schedule for implementation. This annual forecast must be included in the Business Plan for that designated year with Post Number and Salary Commitment clearly shown (refer the new PSC Business Plan Guidelines: HR Operations Budget section.)*

#### Step 25: New and/or Improved Revenue Streams Forecast of Restructure

The OPSC and MFEM like to see a forecast of possible additional revenue streams arising from the restructure.

This is best presented in a table format. The advice of the Sector Analyst (DSPPAC) could be sought and that of the Expenditure Analyst at MFEM. The dates of this consultation and with participants clearly listed should be shown in the Consultation Table included in the Restructure Submission.

#### Step 26: Policy, Plan and Legislative Framework Analysis

When preparing the final draft Submission, another major task must be undertaking a review of the Policy, Plans, COM Papers, Conventions and legislation “drivers” for the restructure. This appraisal really happens as part of the early Steps 2 to 6 but in particular

What was drafted then should be reviewed and refined. The Public Service Commission requires an analysis showing why this restructure must occur and also the forecast benefits. Restructure Submissions will be returned if this is not completed.

There are sections in the Restructure Template to allow for comment on each new post or for requests for salary increases – *Rationale*. These sections can be linked to policy, plan and legislation drivers.

The DSPPAC Sector Analyst/s will be able to provide invaluable advice for this section.

#### Step 27: Photocopying/Recording the Submission

The Submission in its final form must be reviewed by the Director General and approved for photocopying. *It is the Director General who signs and submits the Restructure Submission on behalf of the Ministry and Department/Unit/Agency. The Director General must be comfortable with what is being requested and the quality of the Restructure Submission.*

The Job Descriptions are photocopied in colour, using the approved PSC Competency Based JD template. The signatory block on each JD is to be signed, stamped and dated in two places:

- a) signed, stamped and dated by HRM/HRO or Director;
- b) signed, stamped and dated by Director General.

Before providing in Hard Copy to the Manager ODU scan all documents. A complex restructure will be composed of a lot of paperwork. It is very easy to lose a JD page or a JD altogether. It is also strongly recommended that a new USB be purchased and loaded with the full set of Submission documents to be given to the Manager ODU. Include all *pdf-ed* scanned JDs etc.

The third signature on the approved Job Description template provided by OPSC is only provided *after* the ODU officers have assessed the Restructure Submission Check List to ensure all components are present in the Submission. It is then signed by the Manager ODU before being presented to the Commission.

Present the documents in a folder. Prepare a table listing all documents provided and ask the receiving officer in the OPSC to sign to verify receipt. Ensure this is dated.

#### Step 28: Check List For Restructure Proposal

Utilise the Restructure Check List provided as an Appendix to ensure all required sections and documents have been provided in the Submission, particularly the Cover Letter and Policy Analysis signed by the Director General.

#### Step 29: Receipt of Submission by OPSC

When a proposal is received from a Director General, the OPSC ODU will:

1. Confirm receipt of the proposal by an e-mail;
2. Utilise the Restructure Submission Check List to ensure all components have been provided;
3. Conduct a quality check of the proposal against the “*fit for purpose*” structure criteria;
4. Inform the DG if the proposal does not meet the criteria and return the Submission for further development against the specific components needing further development to meet the criteria;
5. Inform the DG if documents are missing and return the Submission for inclusion of missing documents;
6. Forward the proposal to the Secretary of the PSC with a recommendation for PSC approval, if the criteria are met;
7. Make a decision within 21 working days.

#### Step 29A: Inter-Agency Technical Review and Analysis

Upon receipt of a restructure submission that meets the initial quality criteria, the OPSC Organisational Development Unit (ODU) initiates a mandatory inter-agency technical review process to ensure comprehensive evaluation of the proposal. This review process involves seeking formal analysis from three key Government agencies:

- 1. Department of Strategic Policy, Planning and Aid Coordination (DSPPAC)**

**Purpose of Analysis:** To verify alignment of the proposed restructure with Government policies, priorities, and strategic frameworks including the National Sustainable Development Plan (NSDP), National Recovery Plan (NRP), and relevant sector strategies.

**Key Assessment Areas:** Policy coherence, strategic alignment, and contribution to national development objectives.

## **2. Ministry of Finance and Economic Management (MFEM)**

**Purpose of Analysis:** To assess the financial implications and budgetary feasibility of the proposed restructure.

**Key Assessment Areas:** Verification of whether adequate budget allocation exists for the proposed restructure, identification of budget sources, and recommendations on budget allocation mechanisms for implementation.

## **3. Government Remuneration Tribunal (GRT)**

**Purpose of Analysis:** To ensure compliance with the established Government salary structure and remuneration framework.

**Key Assessment Areas:** Verification that proposed salary scales, position gradings, and remuneration levels adhere to GRT salary structure guidelines and established remuneration principles.

### **Review Timeline:**

In accordance with the Public Service Staff Manual (PSSM), the inter-agency technical review process shall be completed within 21 working days from the date of submission to the respective agencies.

### **Consolidation and Submission to Commission:**

Upon receipt of all technical analyses from DSPPAC, MFEM, and GRT, the ODU consolidates the findings and recommendations into a comprehensive appraisal report. This report, together with the original restructure submission and all supporting technical analyses, is then submitted to the Public Service Commission for deliberation and decision.

### **Commission Decision Outcomes:**

- a. **Approval:** If the Commission approves the restructure submission, the OPSC proceeds with implementation processes as outlined in Step 30.
- b. **Deferral or Conditional Approval:** If the Commission defers the decision or provides conditional approval, the ODU will work collaboratively with the submitting Ministry and relevant stakeholder agencies to address identified concerns, gaps, or required modifications before resubmission.
- c. **Non-Approval:** If the submission does not meet the required standards or criteria, the OPSC will provide detailed written feedback to the Director General outlining specific areas requiring revision, and the submission will be returned for further development.

### [Step 30: Notification of Approval of Restructure Submission](#)

The Public Service Commission will advise the Director General in writing of the approval of the Submission.

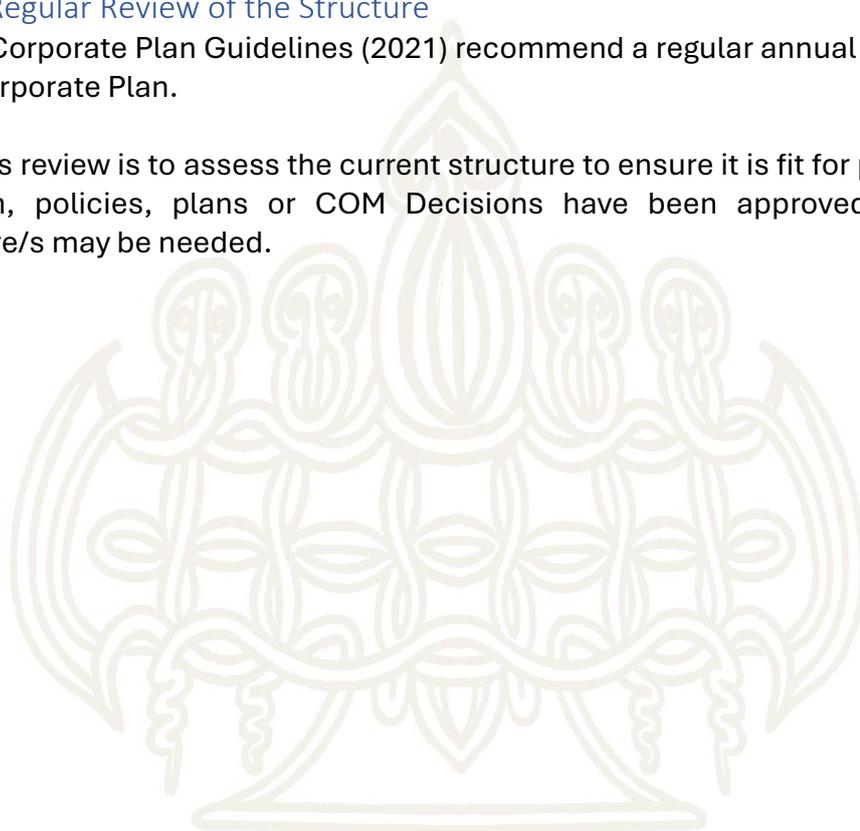
This will include:

1. Cover Letter signed by Secretary, OPSC;
2. Stamped, signed and dated structure;
3. All Job Descriptions related to the approved restructure stamped, signed and ated by Manager ODU and Secretary PSC;
4. A revised Migration Table showing movement of current officers to new position numbers, change of titles, salary etc is to be developed by the OPSC working with the Ministry HRM and/or HRO and provided in the approval documentation;
5. Individual Placement letters for each officer with the new Job Description embedded (not attached) are to be provided signed by relevant officer of OPSC.
6. The new structure will be up-loaded on GoV HRMIS;
7. Hard and soft copies of the newly approved Job Descriptions are filed by the OPSC, for future reference.

### Step 31: Regular Review of the Structure

The PSC Corporate Plan Guidelines (2021) recommend a regular annual review process for the Corporate Plan.

Part of this review is to assess the current structure to ensure it is fit for purpose. If new legislation, policies, plans or COM Decisions have been approved, then further restructure/s may be needed.



## RESTRUCTURE SUBMISSION CHECK LIST

CHECK LIST	Check √
Applications for changes to Ministry and/or Department structures triggered by new policy, legislation, Convention, COM Decisions or function analysis must be made by a Director General to the PSC.	
Directors wanting to make changes to their department structures must develop a proposal in consultation with their Director General who must approve the changes and make the application to the OPSC.	
An application for changes must be made on the Restructure template forms provided by OPSC	
The Submission must also include:	
An in depth analysis describing the Ministry's rationale for the proposed changes. This must be based on an analysis of the drivers for the change: GoV policy, plans, legislation, COM Decisions, Conventions. The analysis should be directly related to the Ministry or department's core functions, implementation of the Ministry Corporate Plan and/or Department Business Plans, and/or mandatory responsibilities under relevant Acts or COM decisions	
This analysis must include a section on NSDP alignment.	
A completed NSDP Alignment Tool is available from DSPPAC	
COM Decision (number, dated & stamped) recommending the restructure (if any)	
Possible revenue stream improvements arising from new structures	
An organisational analysis or SWOT	
The current approved organisational chart (scanned stamped & signed by OPSC)	
The proposed organisational chart	
Job descriptions for affected positions utilising the current PSC approved Job Description format for all positions in the new organisational chart, signed, dated & stamped by DG & preparing officer (i.e. Director, HRM or HRO)	
The completed Restructure template provided by OPSC showing currently established positions with their number, level/grade, and cost; which are currently, or have ever been filled; which positions are proposed for disestablishment; and which new establishment positions are proposed;	
Migration Table of posts to new structure	
Cost Implications of the restructure in formatted Excel Spreadsheet provided showing: <ol style="list-style-type: none"> <li>1. Cost of current approved structure fully implemented;</li> <li>2. Cost of proposed restructure (with full salary commitments);</li> <li>3. Cost of Implementation Plan over each of the 5 years for implementation.</li> </ol>	
Restructure Consultation Schedule demonstrating: <ol style="list-style-type: none"> <li>1. Evidence that where changes to the ministry's structure are being proposed, the Directors in the Ministry, HRMs and/or HROs have been consulted;</li> <li>2. Evidence that where changes to a department's structure are being proposed, all Unit Managers in the Department have been consulted;</li> <li>3. Evidence that the Ministry has discussed a draft proposal with the relevant OPSC unit, from which it has received advice;</li> <li>4. Evidence that SAs and EAs have been consulted;</li> <li>5. Evidence that Provincial organisations were consulted;</li> <li>6. Evidence donor partners, NGOs and private sector were consulted as needed.</li> </ol>	
If the Ministry is seeking approval for a change to an existing position description or a new position, the Ministry must obtain a job evaluation from the relevant unit of OPSC so the correct level/grade can be entered into the position description.	
The Restructure Submission must be submitted to the relevant unit of OPSC which will conduct a quality check on the application and forward it with its recommendation for PSC approval to the Secretary, or return it to the Ministry with the reasons why it cannot recommend it for approval within 10 working days of recorded receipt	

Appendix: MIGRATION Table

**STAFFING TRANSFERS FROM OLD TO NEW STRUCTURE**

Version Control: May 2021

VNPF Identifier #	Post #	Name	Post Title	PSC Scale	Post #	Name of Occupant Officer	Post Title	PSC Scale	Comments
<b>OLD STRUCTURE (2020)</b>					<b>NEW STRUCTURE (2025)</b>				

