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PUBLIC SERVICE COMMISSION OF VANUATU

GUIDELINES FOR PREPARING MINISTRY CORPORATE PLANS IN THE VANUATU PUBLIC SERVICE

2021

Foreword

The revised *Guidelines for Preparing Corporate Plans in the Vanuatu Public Service* have been prepared by the Public Service Commission (PSC) with the assistance of the PSC's Workplace Innovation Team (WIT) to support Public Sector Reform – particularly in the areas of institutional improvements and innovation in the Vanuatu Public Service. Consultations have also been held with the Department of Strategic Policy, Planning and Aid Coordination (DSPPAC) and the Ministry of Finance and Economic Management (MFEM).

These Guidelines have been developed to assist Director Generals and Directors adhere to the requirements of the Public Service Act 1988. The Act requires Director Generals to provide “a Corporate Plan in a form, content and at a time directed by the (Public Service) Commission.”

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 revised Guidelines have been developed to assist Director Generals and the Departments and agencies of each Ministry to meet these responsibilities proscribed by the Public Service Act, the recent review of the Public Finance and Economic Management (PFEM) Act and the policy objectives defined by the People's Plan - the National Sustainable Development Plan (NSDP).

The revision of the PFEM Act, mandating a 5 year planning framework for Corporate Plans, has provided an opportunity to make amendments to the Corporate Planning Guidelines. Additionally, to ensure harmonisation of planning, reporting and formatting requirements, Guidelines will be provided in separate documents for inter-related Government reports such as the Business Plan, Budget Narratives, Annual Report, Half Yearly Report, Quarterly Report, Human Resource Development Plan and an Alignment Tool to assess alignment of the Plans to the NSDP.



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Simil Johnson
Chairman
Public Service Commission
2021



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

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Guidelines on the Preparation of Corporate Plans

Introduction

These Guidelines have been developed to assist Director Generals and Directors adhere to the requirements of the Public Service Act 1988. The Act requires Director Generals 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 Guidelines have been written specifying the components that are required in a Ministry Corporate Plan. How these plans are developed (i.e. the procedures to be used) will depend on individual Ministry corporate support, capacity, circumstances, and other priorities. A Ministry is not required to follow the processes contained here precisely. However, Corporate Plans must use the content/component template content specified later in these Guideline.

This revision of the Corporate Plan Guidelines has been necessitated by the recent review of the Public Finance and Economic Management Act now stipulates 5 year planning timeframe instead of the previous 3 year time frame. The policy objectives defined by the People’s Plan - the National Sustainable Development Plan (NSDP) should be clearly incorporated in the Plan. It should be noted that the Corporate Plans are to be reviewed annually to capture slippage and emerging priorities through the annual Business Plan.

With new Corporate Plans 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.

What are Corporate Plans Used For?

Corporate Plans establish the most meaningful areas of effort for delivery of outcomes expected by the Government and the community. Plans specify what are the most important work-related strategies and activities that are to be undertaken. Additionally, organisations use Corporate Plans to ensure adequate funding is secured for fulfilling the objectives specified, the organisation itself is “fit-for-purpose” and that people are recruited to the organisation with appropriate training and development opportunities.

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.

A Corporate Plan is used to:

- Set and communicate directions;
- Assess progress towards objectives;
- Streamline ministry’s activities with the Government of Vanuatu’s national policies and priorities i.e. those defined by the National Sustainable Development Plan (NSDP);

- Measure organisational performance;
- Assist officers to improve their understanding of directions;
- Ensure adequate human resources are available to operationalise the plan through a Human Resources Development Plan;
- Decentralisation initiatives are planned and resourced;
- The structure of the Ministry is fit-for-purpose or needs restructure;
- Identify financial resources needed to operationalise the Plan;
- Provide a link to performance assessment of the Ministry and its Director General.

Plans are all about planning future work. They should not become the work itself. It is important that the plans include some indicators that will be used to measure performance, during and at the end of the year. Checking progress against plans helps to understand what other work that may not have identified initially, needs to be done to realise objectives and to meet rapidly rising public expectations for better service delivery.

Corporate Plans are not only fundamental to good management practice but also used for initiating and appraising high level performance at an organisational and individual level within the organisation. Corporate Plans should be used as an active and useful tool for management.

Why have Corporate Plans?

Corporate Plans operationalise the policy and budget priorities of the Government of Vanuatu. The Corporate Plan defines the most significant areas of effort for the Ministry to deliver the outcomes expected by the Government and the community.

The Corporate Plan specifies what are the most important work related strategies and activities that need to be undertaken, so the organisation uses the plan to seek funding to fulfil the objectives specified, to ensure people are recruited to the organisation with appropriate training and development opportunities for staff are determined in accordance with business needs.

Plans for the Vanuatu Public Service

These **Corporate Planning Guidelines** set out the planning process for the Vanuatu Public Service. (See Figure 1).

The Government's National Sustainable Development Plan) is the first of a hierarchy of plans. It has a 30-year scope, 2016 - 2030.

Each Ministry should prepare a list of its own responsibilities under the NSDP and target alignment and delivery through the planning. With the new 5 year time-frame Corporate Plans 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.

The **Ministry Corporate Plan** establishes the Vision, Mission, Values, Objectives of each Ministry. The aim is to not only link these with the National Sustainable Development Plan but also, very importantly, with the Budget Narratives broken down into Program and Activity Structure of the Budget. Each Ministry has developed these previously, but it is worthwhile to review and consider the current economic, social, political and cultural environment and the expectations of the Ministry by the Government and community. This is what is known as an environmental scan. An environmental scan can identify the Strengths, Weaknesses, Opportunities and Threats (SWOT) faced by your Ministry. Ideally, a Corporate Plan should address, mitigate and/or progress the issues raised.

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.

The Corporate Plan outlines the main strategies for achieving the defined Ministry objectives and lists measures that the organisation is going to use to monitor its performance. It also outlines the results or outputs that are expected by the Government.

The Corporate Plan includes organisational information, financial information and human resources information. Human resource issues are to be considered in the context of the plan to assess capacities and skill sets as compared to the objectives of the Corporate Plan. Human Resource management issues need to be considered in the context and timeframe of the Plan.

The Guideline for a Human Resource Development (HRD) Plan for the Ministry needs to be based on assessment of 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. Alignment to the National Human Resource Development Strategy (2020 -2030) is expected.

Every Ministry is expected by Vanuatu Public Service is expected to develop its own Corporate Plan bearing in mind the higher level objectives and strategies listed in the **National Sustainable Development Plan (NSDP) 2016 – 2030** in a way that realistically and strategically addresses the issues and challenges it faces and in consideration of the resources (both human and financial) that the Ministry anticipates having at its disposal over the period of the Plan. The Corporate Plan should include the Strategic Objectives of the Ministry, Outcomes, Indicators and Targets. The Ministry's agreed targets in the **Annual Development Report (ADR)** need to be addressed in the Corporate Plan. The ADR tracks Vanuatu's progress against the Sustainable Development Goals (SDGs). The Corporate Plan should reflect the general direction and priorities of the Ministry as a whole and be consistent with Government policy.

Corporate Plans should show how the Departments and Units will contribute to the achievement of the Corporate Plan. Departments do not prepare separate, stand-alone Corporate Plans.

As much as possible, where relevant, the Corporate Plan should also be disaggregated by Province / Municipality to deliver and track decentralisation initiatives.

Corporate Plans, by focusing on a five-year period, ensure that the Plans are more closely aligned to the budget process. Budget papers currently provide national five-year rolling budgets for Ministries. Business Plans for the updated year of the five-year Corporate Plan are developed with regard to progress achieved against previous plans. It is thus possible to show qualitative and quantitative improvement in agency results year after year. **Figure 1** below provides a graphic illustration of the planning hierarchy.

Figure 1: Hierarchy of Planning



Corporate Plan Links to Reporting

Corporate Plans are forward-looking documents that are set over a *five-year time frame*. The Ministry's Departments and Units should also develop a Business Plan which is the main method to link the Budget Narratives and Program Budgets to the objectives of the Corporate Plan. This then leads to the Annual Report which in essence shows progress against the one year Business Plan and how it has delivered the objectives stated in the Corporate Plan.

The Ministry's Annual Report will report on how well the Ministry is achieving its targets established under the annual (one year) Business Plans *and* show how this has led to the progress against the objectives of the Corporate Plan and NSDP. The Annual Report demonstrates to the Government how that financial resources approved by Parliament in Appropriations have been spent to achieve service delivery and value for money. Separate Guidelines for an Annual Report and a Business Plan have been prepared to assist in preparation.

All planning documents should be reviewed annually, so that each year the Corporate Plan is reviewed, the achievements against the objectives are measured. Whilst it is necessary to *review* the Ministry's Corporate Plans 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.

Corporate and Business Plans form the basis of the Budget Submissions. These plans can highlight the need for structural changes or considerations regarding redirection of budget. The budget is to be formulated to ensure that emerging priorities are captured in ongoing, revised or updated strategies to achieve planning priorities.

The Department of Strategic Policy Planning and Aid Coordination (DSPPAC) is responsible for monitoring the performance targets contained in the Budget papers. Such performance measures, based on service delivery targets, should be SMART.

Figure 2 provides an illustrative view of the concept of SMART targets.

Figure 2

Specific	<ul style="list-style-type: none"> ▪ Well defined. Clear to anyone that has a basic knowledge of the project, program or policy.
Measurable	<ul style="list-style-type: none"> ▪ Capacity to be counted, observed, analysed, tested or challenged. If it cannot be measured, then progress cannot be determined.
Achievable	<ul style="list-style-type: none"> ▪ Results can realistically be achieved given available resources.
Relevant	<ul style="list-style-type: none"> ▪ Relates to the larger outcome.
Timely	<ul style="list-style-type: none"> ▪ Attached to a time frame.

Corporate Plan Links to Budget Narratives and Business Plans

The targets are specific to the activity being funded and should be related to the objective and means of delivery provided in the Budget narrative. *The performance measures in the Budget Narratives are a sub-set of performance measures contained in the Corporate and Business Plans.* 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 and should also be reported on in Annual Reports. This should complement the regular expenditure reviews done by the Expenditure Analysts in MFEM.

The shift to Corporate Plans being over a five (5) year period ensures that plans are more closely aligned to this budget process. In the main, Budget Ceilings should be known prior to finalising plans. In any event, *Budget Papers currently provide notional five year rolling fiscal forecasts.*

New Business Plans for each year of the 5 year Corporate Plan cycle are developed in the light of the evaluation of progress achieved against previous plans. 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.

The Ministry of Finance has the primary role of providing fiduciary oversight to the National Budget and this encompasses analysis of how all funds are spent. DSPPAC has the primary role of assessing the performance of Ministries against the NSDP, their objectives, their policy statements and their performance targets as stated in the budget narratives. DSPPAC will also assess how Ministry Corporate Plans align to the NSDP.

The assessments by MFEM and DSPPAC will complement other external assessments done by responsible agencies such as the Ombudsman, the Auditor General, the Public Prosecutor etc. *Together these, combined with the Annual Report as submitted by each Director General, will comprise the basis for the evaluation by the Public Service Commission of the overall operational performance of each Director General.*

Components of a Corporate Plan

The components of the Corporate Plan that must be included are as follows:

1. Preface from Minister endorsing the Plan;
2. Introduction & Overview of Ministry by the Director General
3. Statement of Vision, Mission, Objectives, Values
4. Structure of Overall Ministry as gazetted showing affiliated SOEs and Statutory Authorities
5. Functions of the Ministry

6. An Environmental Scan (SWOT)
7. Strategic Directions
 - a. Objectives
 - b. Programs
 - c. Activities
 - d. Outcomes,
 - e. Targets
 - f. Risks
8. Human Resources
 - a. Analysis of Current Organisational Structure;
 - b. Organisation's OPSC approved staffing structures;
 - c. Restructure rationale (if applicable) in next 5 years;
 - d. Retirement Plan
 - e. Succession Plan;
 - f. Training Plan.
9. Budget Resources
 - I. Current year budget
 - II. Five-year forecast budget (by program and activity only)

Each of these components is detailed in the supplementary procedures following.

Consultation on Draft Corporate Plans

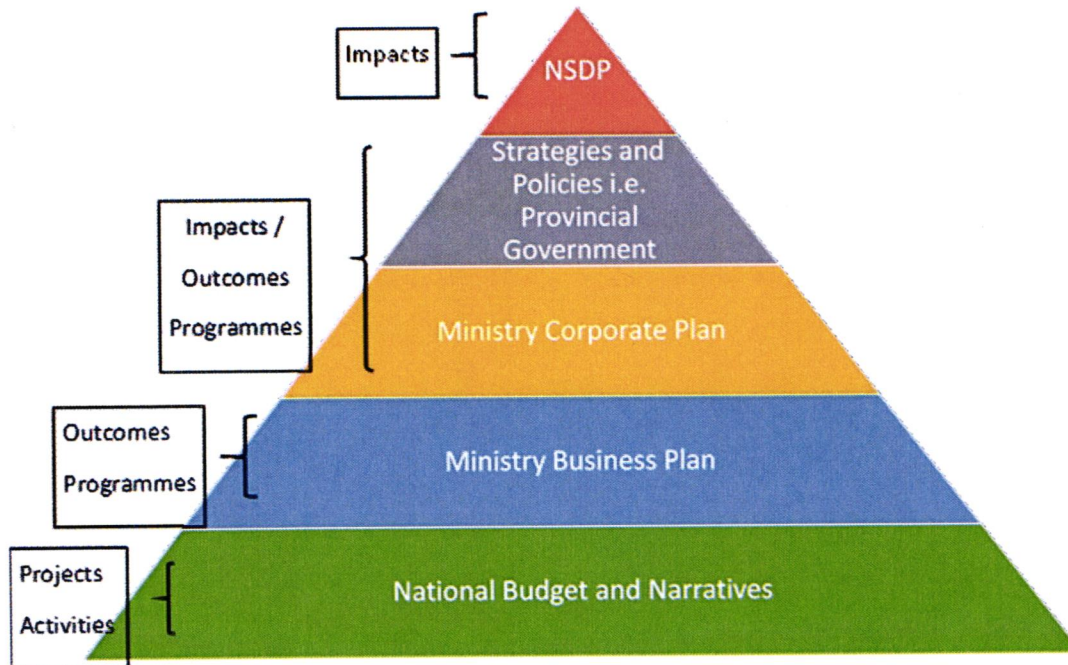
Corporate Plans are a strategic description of what the Ministry is planning to achieve and must reflect the Government's Budget and strategic directions for the country as a whole. To ensure Government policy and budget priorities are considered in the planning process it is essential for Director Generals to discuss these issues with their respective Ministers prior to the commencement of the planning process. Such information must be fed into the planning.

The Plans must be linked to decisions made and funding allocated in the Budget process and this link is to be shown via the Business Plan. The introduction of a Resource Allocation component in the planning process and tables representing the planning should ensure that occurs. Plans should be discussed with key stakeholders. *Director Generals might also discuss their Corporate Plan with Director Generals of other relevant Ministries that have an interest in their Plans, before presenting them to their Minister for endorsement.*

It is very important to involve the Minister and Political Advisers appropriately in the Corporate Planning process. The Preface to the Corporate Plan is endorsed by the Minister. Corporate Plans may be presented by the relevant Minister to the Council of Ministers as a further step in ensuring Government policy is being followed in planning at a Ministry level.

Planning Cycle

FIGURE 3. LEVELS OF CORPORATE PLANNING



All Director Generals and Directors should complete their reviewed Corporate Plan to ensure they are ready for consideration as part of the Budget process each year. Once the Budget has finally been determined, Director Generals and Directors should revisit their Plans by the end of November of each year to determine if the objectives, programs, activities, outcomes, service targets and HRD issues need to be adjusted in recognition of the final budget determined for the Ministry by working in close cooperation with the Ministry of Finance & Economic Management. This will introduce a further reality check to the process by ensuring financial assumptions are, in fact, realistic.

It is important that Director Generals and Directors have procedures in place to ensure that adequate time is allowed to undertake the work necessary to collaboratively draft, review and complete plans, budget requirements and reports to meet the timelines specified. Each year, MFEM provides a Financial Circular to Ministries and Departments with actual dates for that specific year to ensure the budget is finalised in a timely manner. This Financial Circular should be widely circulated to ensure all responsible, contributing officers are aware of the timeframe and can add this to their Work Planning.

Assistance

Director Generals, Directors, Executive Officers (EOs) and any officers responsible for the planning function at a Ministry or Departmental level should contact the Office of the Public Service Commission, Sector Analysts in DSPPAC and/or Expenditure Analysts in MFEM if there is any need to clarify any of the issues raised or processes for developing Corporate Plans.

Workshop Style of Plan Preparation & Review

These Guidelines indicate the necessity to review the Corporate Plan every year. Where Government policy changes, budget varies significantly or strategies are not delivering expected outcomes, it would be appropriate to undertake a more substantive planning process. The following suggested process would be suitable for the development of an initial plan or where significant change has occurred. Where merely fine tuning to the Corporate Plan is necessary, a less elaborate process might be used.

The development of the Ministry's Corporate Plan should be a consultative process. Involvement of a range of Ministry officers will not only act as a capacity building exercise in training junior officers in planning processes but also result in "buy-in" or commitment to the resultant Plan. The workshop style contributes to the team-building processes in the organisation, at the same time as sharing information about what other departments/divisions in the Ministry are doing, as well as building decision-making and problem-solving capacity. The Director General and Directors should lead the workshop participants through the plans as a team effort.

Ideally the Director General, Directors and representatives of staff from across the Ministry or agency should develop the Corporate Plan in planning workshops. Where the agency is small (say under 25 people) all officers could be involved. The more staff involved in the development of the Corporate Plan the stronger the understanding, sense of ownership, commitment to its implementation, and relevance to longer-term issues and problems. *Whilst the delivery of the Corporate Plan is specifically the responsibility of the Director General and will be used in the Director General's Performance Appraisal, Directors, Managers and agency officers will be responsible for achieving the respective Program's Service Targets that are contained and assigned against their positions in the Corporate Plan.*

Corporate, Business Plans and Budget Narratives are a strategic description of what the Ministry is planning to achieve and must reflect the Government's budget, policy and strategic directions.

The Corporate Plan process relates to the program budget and is used as a basis to determine human resource management and development needs. As a result, it will be necessary to consider not only the number of staff allocated to the Ministry but also the types of skills that may be necessary to build on or improve to enable staff to undertake the responsibilities over the five year period of the Plan.

To ensure Government policy and priorities are considered in the planning process, it is essential for DGs to discuss policy and priority issues with their respective Ministers prior to the commencement of the planning process. Such information must be focused into the planning process.

The Plans must be linked to decisions made and funding allocated in the Budget process.

It needs to be reiterated that it is also very important to involve the Minister and political advisers appropriately in the Corporate Planning process. The Minister is responsible for presentation of the Corporate Plan to the public and to the Council of Ministers and the Annual Report to Parliament. The role of the Public Service is to ensure that the elected Government's policies are implemented well. Corporate Plans and Business Plans should reflect the Government's policies and priorities.

Framework Content For Corporate Plan

1. Preface from the Minister Endorsing the Plan

A short preface provided by the Minister. This Corporate Plan may be tabled in the Council of Ministers (COM) and be used to further explain Budget Narratives in Parliament). This should include a statement on how the Corporate Plan appropriately positions the Ministry in the context of the vision, goals and policy objectives of the NSDP– 1 page.

2. Introduction & Overview of Ministry by the Director General

A Ministry Overview - 5 pages

- History
- Short analysis of Government's overarching policies in relationship to the Ministry ie NSDP, ADR and NRS strategy elements from which the Ministry's objectives
- Current and emerging trends, issues, opportunities, risks and challenges being faced

3. Statement of Vision, Mission, Objectives, Values

Vision

The Vision Statement takes long term look at where the organisation would like to be, sometimes within a set timeframe, e.g. five years or ten years. What is needed in the future? A Vision Statement can be an inspirational and exciting statement or one that looks forward to the achievement of a target. The same process used to develop the Vision Statement could be used for the Mission Statement.

Mission

Participants should review the Mission Statement. The Mission Statement should clarify the purpose of the Ministry. What is the Ministry's business? What caused the organisation to be created in the first place? What set of issues does the Government want managed? It is important in finalising the Mission Statement focuses on who the Ministry's key clients are.

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, the ADR and the NRS as expressed in the Budget Narratives. They express the expected outcomes (changes in the life of the target population) of the Ministry's endeavour. In particular, the NSDP requires a careful consideration of the objectives relating to quality service delivery. Does the Ministry's Corporate Plan align and deliver the NSDP Policy Objectives?

These objectives will be the same objectives as appear in the Budget Narrative. More detailed and specific objectives for each Department/ Division/ Unit will form the basis of Business Plans at the next stage of the planning process. There should be consistency between the objectives in the Corporate Plan, the Business Plan and the individual budget activities in the Budget Narratives.

Values

Underpinning all activity in an organisation is a set of values that are the basis for the Vision, Mission and Objectives. Values form the basis for how people behave and how work gets done in the organisation and staff needs to understand the ground rules.

An important first task is to work collaboratively to make these values explicit at the beginning of the planning process. Six to eight values might be determined as important to the organisation's achievement of its objectives. Values should be clear in day-to-day behavioural terms. They should not be so general as to be meaningless and should be specific enough to change behaviour where that is necessary.

4. Organisational Structure of Overall Ministry

An organisation structure as gazetted showing the overall composition of the Ministry should be included here. This does not need to show internal staffing details of each Ministry agency but rather the broad components of the Ministry.

This should include State Owned Entities and Statutory Authorities for which the Ministry has some sectoral responsibility.

Detailed organisational staffing structures are to be included Section 8: Human Resource Issues.

5. 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.

Policy – List the Ministry’s policy related responsibilities

Regulation – List the legislation for which the Ministry’s has regulatory responsibility

Service to the public – List the services the Ministry is responsible for providing to the public and the specific groups served

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

Governance – List the agencies the Ministry is responsible for monitoring on behalf of the relevant Minister

Corporate services – List the Ministry’s corporate services

Other Functions – If needed

6. Environmental Scan

The first exercise to be undertaken before determining the organisation’s objectives is an operating environment analysis assessing 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.

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 and external environment in which the organisation operates. A SWOT analysis helps ensure that major changes, constraints, and risks for the Ministry over the period of the Corporate Plan.

Ministries are encouraged to include one page containing a table of SWOT analysis in the Corporate Plans. A SWOT analysis table example is presented below:

STRENGTHS, WAEAKNESSES, OPPORTUNITES, THREATS (SWOT)	
STRENGTHS	
Internal	External
e.g. Increase in Budget for 2022	Aid support from donors
WEAKNESSES	
Internal	External
e.g. Under staffed	Political interference
OPPORTUNITIES	
Internal	External
e.g. HRD Plan complete (to build capacity)	Assistance from International Consultants
THREATS	
Internal	External
e.g. Burn out of officers through work overload	Loss of emerging leaders to private sector or

caused by inadequate staffing	regional agencies
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7. Strategic Directions

The Strategic Direction 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.

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 Provincial Government Strategic Plans, Sector Strategies or Recovery Strategies that are in place.

Activities are aligned within the Programs (specified in Budget Narratives) of the Ministry. Activities should be developed, bearing in mind the issues and challenges identified to ensure delivery strategies can be implemented.

Furthermore, in the design of activities, it is expected that consideration will be given to Risk Management. A column in the Corporate Plan Matrix is to be populated with Risk Mitigation strategies. **Refer Fig 3**

- a. Objectives (refer to Section 3 for specific details)
- b. Program
- c. Activities

These are measured in the following ways:

- d. Outcomes linked to NSDP and Objectives & mapped against the Programs
- e. Outputs (Service Targets/Indicators) are mapped against each Budget Narrative activity explicitly shown in Budget Narratives.

The risks of the operating environment are appraised and mitigating strategies proposed.

- f. Risks

FIGURE 3: CORPORATE PLAN MATRIX EXAMPLE				
NSDP Target	Specify			
Ministry Policy	Specify specific policy (if applicable)			
Program	Specify the Program being addressed			
Objectives	List one objective per Row			
Outcome	Long term impact or Outcome expected from Objectives			
Key Activities	Output or Service Target	Responsibility within Ministry & Stakeholder Agencies by Position	Time Frame for Delivery	Delivery Risk Assessment and Mitigation Measures

Following is an example filled in with further details

Figure 4: Programs and Activities				
Program: Program Coordination to ensure the DCO process delivers the highest quality of advice and analysis of key policy issues to the Council of Ministers				
Objective 1: Provide high-level policy and administrative support to the Prime Minister, the Council of Ministers (COM), Central Agencies Committee (CAC) and the Developmental Committee of Officials (DCO), coordinate major initiatives, and ensure a professional, responsive, and high performing Department				
Outcome: Long term Impact or Outcome expected from Objectives				
Output: All annual Service Targets met and Departments delivering according to Budget Narratives				
Key Activities	Output or Service Target	Responsibility within Ministry & Stakeholder Agencies by Position	Time Frame for Delivery	Delivery Risk Assessment and Mitigation Measures
1. Review DCO and COM process in Government Act	Improve DCO/COM process and quality paper submission = 1	DG, Director DSPPAC & SAs	July 2021	Rotation of DGs, loss of corporate knowledge, vacancies

Figure 4: Programs and Activities				
Program: Program Coordination to ensure the DCO process delivers the highest quality of advice and analysis of key policy issues to the Council of Ministers				
Objective 1: Provide high-level policy and administrative support to the Prime Minister, the Council of Ministers (COM), Central Agencies Committee (CAC) and the Developmental Committee of Officials (DCO), coordinate major initiatives, and ensure a professional, responsive, and high performing Department				
Outcome: Long term Impact or Outcome expected from Objectives				
Output: All annual Service Targets met and Departments delivering according to Budget Narratives				
Key Activities	Output or Service Target	Responsibility within Ministry & Stakeholder Agencies by Position	Time Frame for Delivery	Delivery Risk Assessment and Mitigation Measures
				Develop SOPs for DCO/COM preparation
2.Issue quarterly guidelines and deadlines for preparing DCO/COM papers	Timely delivery of advice, number of advices given =1 Quarterly guideline issues	DG, Director DSPPAC & SAs	Quarterly annually	Rigorous compliance to SOPs for DCO/COM preparation with poor quality Papers returned to contributing Ministries
3.Prepare assessments for DCO/COM papers on content, format, policy implications and implementation issues	COM papers submitted number of papers submitted =90% of DCO / COM papers assessed within 1 week	DG, Director DSPPAC SAs, EAs & SLO	On-going	Rigorous compliance to SOPs for DCO/COM preparation with poor quality Papers returned to contributing Ministries

a) Objectives

As explained previously, the Corporate Plan objectives should not vary too largely from year to year and should be presented in the Ministry in the Budget Narrative.

In the case of Ministries, more detailed specific objectives for each Department/ Division/ Unit will form the basis of Business Plans at the next stage of the planning process. There should be consistency between the objectives in the Corporate Plan, the Business Plan and the individual budget activities in the Budget Narrative (refer Section 3).

b) Programs

A well-designed 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 determined/allocated.

The Corporate Plan Matrix will show clearly the Program for each objective and what targets are planned. The final step in the results matrix is to determine who is responsible and by when (Time Frame). (**Figure 4 Example**).

c) Activities

Activities are aligned within the programs of the Ministry. 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. Activities should be developed, bearing in mind the issues and challenges identified in the Function Analysis to ensure strategies can be implemented.

These (a, b & c) are measured in the following ways:

d) Outcomes

Outcomes demonstrate whether the planned impact has been achieved and provide further direction.

- For the objectives, the respective long term outcomes should reflect “to what extent the objectives have been reached,” they are also named *indicators of impact*.
- Long term results of the outcomes should reflect “to what extent the services to be delivered have been delivered.” They are also described as *indicators of effectiveness*.

Government agencies should consider all relevant sources when determining outcomes such as, but not limited to the following:

- National Sustainable Development Plan (NSDP);
- National Recovery Strategy (NRS);
- Provincial Government Strategic Plans;
- Sustainable Development Goals (SDGs);
- Key sectoral policies;
- Authorising Legislation;
- Available Resources;
- International and Regional Commitments & ratified Conventions.

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. When choosing Outcomes, the first priority is to ensure relevance to the stakeholder. This can be summarised by the following:

A program (outcome) purpose statement: “*We do what, for whom, for what outcome or benefit*”? Once relevance is determined, other considerations should be reviewed including:

- What inputs (resources) are needed to do this?
- What activities need to be carried out to meet the outcomes?
- What services need to be delivered to stakeholders to achieve the outcomes?
- Is there capacity to monitor the delivery of the outcome (program)?

With regard to the Corporate Plan, it is more likely that the outcomes will be longer term linked to the longer-term outcomes of the NSDP. The ability to measure the impact of the outcome is critical. If you can’t measure the outcome, how can the impact of the program be determined? Evaluating outcome impact equates to defining successful delivery (or failure to deliver) by the measurable changes to and/or for stakeholders.

e) Output or Service Targets

Participants should make a list of the targets they intend to use to monitor how performance with regard to reaching the outcomes. *How will we know when outcomes have been achieved? How will we know how well we are progressing?*

For the programs and activities, the targets should demonstrate the output from that activity. These may be used as *indicators of efficiency*. These are the Ministry’s annually revised Service Targets/outputs in the Budget Narrative.

Targets should be defined with care at the planning stage. Only targets that are “S.M.A.R.T.” (refer back to **Figure 2** for details) should be retained:

- Specific;
- Measurable;
- Available at a reasonable cost;
- Relevant;
- Time bound (specific dates – month and/or year).

The Service Targets are provided in the Budget Narrative and in the Annual Report are used to measure performance. Each Ministry, with the assistance of the M&E Unit, DSPPAC, should maintain historical records of their performance through a set of stable targets. The Ministry’s Annual Report must report against each Performance Target in the Corporate Plan and also the Budget Narrative.

An example of a performance target:

5,000 ha of hybrid coffee plantations established in Tafea and Sanma by 2025.

Participants should follow these guidelines for choosing and designing good targets:

- should be direct as possible (a reflection of the outcome itself).
- should be sufficiently precise to ensure objective measurement.
- are available, practical, cost-effective collection of data.
- are sensitive to change in the outcome, but mostly unaffected by other changes.
- can be disaggregated as required for reporting.

These guidelines align with the idea of SMART to provide for the development and design of SMART indicators (and targets) (defined above). SMART indicators help to answer two fundamental questions:

- How will we know success or achievement when we see it?
- Are we moving toward achieving our desired outcomes?

SMART targets can be either qualitative or quantitative. Quantitative targets are reported in terms of a specific number while qualitative targets imply qualitative assessments. Additional information regarding targets can be found in the National Planning Framework (NPF) document.

In aligning targets to outcomes (see above), 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). This is the Service Target. When developing and selecting targets:

- there must be a clear understanding of the baseline starting point;
- there must be awareness of expected funding and resource levels, existing capacity, budgets, personnel, funding resources, facilities, and equipment throughout the target period;
- targets should be feasible given all the resource considerations as well as organisational capacity to deliver activities and outputs;
- targets are set (or reviewed) annually for inclusion in the Budget Narratives.

e) Risk Assessment & Mitigation

In the design of activities, it is expected that consideration will be given to Risk Management. Risk Management analysis should consider questions including, "What are the risks that activity X cannot be completed? What objectives will be at risk? What funding will be at risk? Risk Management can also focus on the risks of allocating funds to specific priorities while spending less in other areas.

A column in the Corporate Plan Matrix is to be populated with Risk Mitigation strategies. **Refer Fig 3**

8. Human Resources

At the time of developing Corporate Plan it is essential to consider the impact on the human resources of the organisation. 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. 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 in staffing.

- 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?
- 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, 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 gap.

i. Human Resource Development Plan

The National Human Resource Development Plan (2016 – 2030) has been designed to harmonise with the NSDP. The Ministry's Human Resource Development (HRD) Plan is a plan that reflects 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 and Business Plans. The HRD Plan is linked to the Corporate Plan and 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.

ii) HR Development Plan Components in Corporate Plan

Each Ministry is required to develop a Human Resource Development Plan. A detailed Guideline for the development of a Human Resource Development Plan and its components will be developed by the OPSC. Sections from the HRD Plan can be adapted for presentation in the Corporate Plan.

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

- The 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 equity and inclusivity.

b) *Currently approved staffing structures of the Departments, Units and agencies within the Ministry:* This should show the status of positions - permanent, probation, intern, volunteer and vacant posts.

c) *Proposed Restructures* to be undertaken in the 5 year planning period detailing which Department Agency or Unit in what year based on a “Fit for Purpose” analysis.

As part of the “Fit for Purpose” Analysis, Ministries need to review core functions, mandates, and processes with regards to activities and impact to improve internal efficiency, to better align core functions and core mandates and to determine how to best improve efficiencies, effectiveness and service delivery. It may be that the result of this analysis is the decision to restructure a Department, Agency or Unit within the Ministry.

Undertake a self-assessment using the following “Fit For Purpose” Checklist. If a restructure is decided as being necessary, the Ministry must liaise closely with the Office of the Public Service Commission. The OPSC has developed a Restructure Guideline to assist Ministries with this process.

ORGANISATIONAL STAFFING STRUCTURE FIT FOR PURPOSE CRITERIA CHECKLIST		Met Unclear Not met
A	The structure:	
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 manger 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 decentralisation;	
9	supports digital communication and delivery channels.	
B	Positions:	
10	have completed 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 co-ordinated and managed effectively;	
13	are not designed to accommodate specific people or to provide a remuneration increase for specific people.	
C	The number of established positions (capacity):	
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.	
D	The cost of the positions:	
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.	

If a restructure is decided, this will need to be reflected in the Business Plan for the year/s indicated.

d) *Retirement Plan* for the 5 year period;

e) *Succession Plan* for next 5 years;

f) *Training Plan* to be delivered with a description of the training to be undertaken: area of study, subject, delivery agency and possible scholarships.

These details will be drawn from the more detailed Human Resource Development Plan prepared by each Ministry.

9. Budget

The Corporate Plan should contain the current year budget and a five-year forecast budget (by program and activity only). These are available through the assistance of the Ministry's Expenditure Analyst and downloaded from Smartstream.

A separate Guideline has been developed for the Business Plan process.