



Government of Samoa

# **SECTOR PLANNING MANUAL FOR SAMOA: 2009 EDITION**

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## Preface

*A Sectoral Planning Manual: Samoa* was first published in March 2000. It was endorsed by the Cabinet Development Committee as the basis for preparing Sector Plans for all sectors of the economy. The *Manual* was revised in 2003 and translated into Samoan, to make it more accessible to public officials involved in planning, and also to reflect the Realignment of Government Departments approved by Cabinet in April 2002 and implemented in mid-2003. The *Manual* has been updated and reissued as a 2009 edition because sector planning is being revitalised as a key component of the 2008 *Public Finance Management Reform Plan* (PFMRP).

PFMRP has been formulated by the Ministry of Finance with the aim of strengthening public financial management systems in order to promote the efficient use of resources for the public good. The plan is in two stages. In Stage 1, 2008–2010, the focus is on improving the reconciliation and reporting of public accounts and the related strengthening of internal control systems, to ensure fiscal discipline as a basis from which to proceed to higher-level reforms. Simultaneously during this stage, Ministries will be required to develop sector-level medium-term strategies (4-5 years) and prioritised plans based on the overarching *Strategy for the Development of Samoa 2008-2012*. In Stage 2 of PFMRP, 2011–2013, the focus is on: (i) strengthening performance monitoring linked to the development of a three-year rolling Medium Term Expenditure Framework (MTEF), which was introduced in 2008/09; (ii) developing sector wide strategies and investment plans for all major sectors to be used for setting output targets linked to budget allocations and monitoring sector performance; and (iii) improved communication to tax payers to facilitate compliance with the objective of increasing revenue collection.

In regard to (ii), sector plans will include measurable indicators of outputs and targets, as well as mechanisms for annual sector reviews, which will be linked to the budget process and will provide an opportunity for consultation with stakeholders, including the private sector and other civil society representatives and development partners. Sector plans will also include resource requirements. The Public Sector Investment Programme (PSIP) will provide a summary of the capital investment programmes for the sectors and their anticipated recurrent costs, and will thus provide a major contribution to the Medium Term Expenditure Framework (MTEF) for the sectors. Work on this area of PFMRP is expected to be completed by the end of 2012.

## 1.0 Introduction

This *Manual* provides a brief guide to the nature and formulation of sector plans by focusing on five basic questions:

- How do Sector Plans fit into Samoa’s national planning and budgetary system?
- What is a sector?
- What is a Sector Plan and how is it made?
- How are the resource requirements of a Sector Plan estimated?
- How is a Sector Plan monitored and evaluated?

## 2.0 How do Sector Plans fit into Samoa’s national planning and budgetary system?

Samoa’s planning and budgetary system consists of four major components:

(1) The medium-term **Strategy for the Development of Samoa (SDS)** presents an overall Vision, national development objectives and a summary of the economic and social policies and strategies that will achieve the objectives. The current **Strategy for the Development of Samoa, 2008-2012: Ensuring Sustainable Economic and Social Progress** presents a vision of an “Improved Quality of Life for All.” The achievement of the vision relies on realising seven national development goals, which in turn requires effective implementation of development strategies in the three priority areas of economic policies, social policies and public sector management and environmental sustainability. The goals are:

### Priority Area 1: Economic Policies

- Goal 1: Sustained Macroeconomic Stability
- Goal 2: Private Sector Led Economic Growth and Employment Creation

## **Priority Area 2: Social Policies**

- Goal 3: Improved Education Outcomes
- Goal 4: Improved Health Outcomes
- Goal 5: Community Development: Improved Economic and Social Wellbeing and Improved Village Governance

## **Priority Area 3: Public Sector Management and Environmental Sustainability**

- Goal 6: Improved Governance
- Goal 7: Environmental Sustainability and Disaster Risk Reduction.

The Ministry of Finance is responsible for preparation of SDS in consultation with other government agencies, churches, the private sector, non-government organizations, and the public. SDS is approved by Cabinet, and its implementation is reviewed by the Ministry of Finance.

(2) **Sector Plans** provide a detailed statement of sector performance, issues and opportunities, and sectoral development objectives, policies and strategies that support SDS. These plans provide the framework for the identification of public policy initiatives and projects in the private and public sectors, including the role of government agencies in developing the sector in partnership with other government agencies, churches, the private sector, and other non-government stakeholders. Sector Plans can cover periods of up to 10 years or more.

Designated government agencies are responsible for preparation of Sector Plans through a process of stakeholder consultation and participation. The Ministry of Finance is responsible for ensuring consistency between the Sector Plans and SDS. Sector Plans are approved by the Cabinet Development Committee (CDC). In its role as planning secretariat to the CDC, the Economic Planning and Policy Division of the Ministry of Finance is responsible for monitoring and reporting on the implementation of Sector Plans; but the designated government agencies are also expected to monitor and report on progress.

(3) **Project Planning** involves the identification, formulation, appraisal, implementation, and monitoring and evaluation of projects, which are defined as a distinct set of activities that will achieve a defined objective over a specific time period. Project planning procedures are detailed in the *Manual on Project Planning and Programming 2009*. Projects are identified, formulated and implemented by sector working groups or line ministries, and should contribute to the achievement of sectoral and SDS objectives. They are appraised, monitored and evaluated by the Ministry of Finance. Public sector projects approved by the Cabinet Development Committee and above SAT\$100,000 are included in the **Public Sector Investment Programme (PSIP)**, which outlines ongoing and pipeline development projects for a three-year period. PSIP is prepared by the Ministry of Finance.

(4) **Performance Budgeting** requires line ministries and other government agencies to focus on the goods and services (outputs) they produce, and to justify these in terms of clearly specified medium-term sector policies and strategies. Outputs, the activities that will produce outputs, and the measures of performance in producing outputs, are presented in medium-term (three-year) corporate plans. These corporate plans are formulated with reference to sector plans that cover the objectives and strategies of a number of government agencies and generally involve longer timeframes. However, in some cases it may be that a corporate plan and a sector plan effectively coincide, with the corporate plan presenting an agency's development objectives, policies, strategies and resource requirements (as a sector plan does), but also including details of the agency's organisational structure and management responsibilities. Annual management plans focus on corporate plan outputs to be produced in the forthcoming fiscal year.

The Ministry of Finance is responsible for preparing a rolling three-year MTEF with revenue and expenditure forecasts, based on line ministries' budget estimates. These budget estimates are based on output structures that include approved public sector projects, but also include routine, year-to-year activities and purposes. Cabinet endorses the annual budget, which is then submitted to Parliament to be enacted into law. The Ministry of Finance is responsible for monitoring budget implementation.

The MTEF is a tool for linking policy, planning and budgeting over the medium-term at the Government-wide level. It's core components are: (1) determination of a top-down resource

envelope and a bottom-up estimation of the current and medium-term costs of existing policies (see section 5.0 below); (2) matching of the two in the context of the annual budget process; and (3) rolling over this exercise every year by incorporating policy changes. The benefits of a MTEF are: (1) improved macroeconomic balance by developing a multi-year resource framework; (2) improved resource allocation between sectors; and (3) improved predictability of funding for line ministries. The full development of a MTEF is to occur over the medium term, as outlined in the Public Finance Management Reform Plan.

### **3.0 What is a sector?**

Sectors are groupings of economic, social, and administrative activities based on the type of goods or services produced. The United Nations 1990 *International Standard Industrial Classification of all Economic Activities (ISIC)* is used as a point of reference to define 15 sectors for the purposes of sectoral planning in Samoa.<sup>1</sup> These sectors can be grouped under the three broad sectoral headings used in PSIP, as follows, with the corresponding national accounts categories shown in brackets:

#### *Economic Sectors:*

- Agriculture (agriculture, fisheries and forestry)
- Manufacturing (food & beverages manufacturing and other manufacturing)
- Tourism (hotels and restaurants, wholesale and retail trade, and transport)
- Commerce (wholesale and retail trade and personal and other services)
- Finance (financial and business services)

#### *Social Sectors:*

- Education (component of public administration, and including two sub-sectors of Primary and Secondary and Post-secondary)

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<sup>1</sup> The original *Sectoral Planning Manual: Samoa* (2000) identified 10 sectors. The 2003 edition listed 14 sectors: additional sectors arose from the fact that the infrastructure sector was broken into three specific sectors (construction, electricity and water) and communications and financial services were treated as separate sectors from trade and commerce. The 2009 edition disaggregates welfare and social services into law and justice and community development.

- Health (component of public administration)
- Law and justice (welfare and social services)
- Community development (welfare and social services)
- Public Administration (public administration)

*Infrastructure Sectors:*

- Construction (construction)
- Electricity (electricity and water)
- Water (electricity and water)
- Transport (transport and communications)
- Communications (transport and communications)

Tourism is not an industry in ISIC, but is commonly treated as one. It is included in the above list for this reason and because of its importance to Samoa’s socio-economic development.

Sectors are *not* defined by the structure of public administration, which changes over time, as in 2003. The performance, policies, strategies and projects in a particular sector usually involve the activities and outputs of more than one government agency. In such cases, CDC must identify which government agency is to take the lead in preparing the Sector Plan (see next section).

#### **4.0 What is a Sector Plan and how is it made?**

The components of a Sector Plan and the basic questions to be answered for each component are shown in Table 1. The table also shows the main action required to prepare each component. **Appendices 1-3 give more specific checklists for the three broad sector categories — economic, social, and infrastructure.**

It is crucial that Sector Plans are formulated through a process of consultation with all those individuals and organizations with an interest or involvement in the sector. This is because:

- The private sector, non-government organizations, churches, other government agencies, and individuals are a potential source of knowledge and ideas that are essential to identifying issues and opportunities, clarifying objectives, preparing policies and strategies, and identifying possible projects.
- A participative process of Sector Plan formulation increases ownership and acceptance of the Plan, and thus increases its chances of effective implementation since, to varying degrees, implementation relies on the actions of the private sector, churches, non-government organizations, other government agencies and individuals.

It is important that Sector Plans clearly define the role of the concerned Government agencies in contributing to the achievement of sectoral objectives, particularly in sectors involving more than one government agency and/or in which private businesses or institutions have a major role.

It should also be noted that there are issues or themes that cut across more than one sector — for example, environmental management, urban development, and private sector development. Specific policy and legal frameworks and strategies may be developed to address such concerns, and may affect many or all sectors. Formulation of Sector Plans should ensure consistency between the Plans and any cross-sectoral policies.<sup>2</sup> Appendix 4 presents the format to be followed in preparing policy papers for submission to CDC.

Table 2 identifies the potential lead government agencies responsible for preparing Sector Plans, the other public sector agencies that would be involved, and the status of sector plan formulation as of April 2009.

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<sup>2</sup> In general a policy indicates what government intends to do, or how it will treat, a specific subject or set of circumstances. In contrast a strategy describes a course of action that will enable a nation, organisation or individual to move from an existing situation to a preferred situation. In the case of the strategy, the desired outcome is typically to be achieved by a specific future time, i.e. by the end of the planning period.

**Table 1: Formulation of a Sector Plan**

<b>Component</b>	<b>Key Questions</b>	<b>Action</b>
<b>Review of sectoral performance</b>	Where have we been during the last 5-10 years and where are we now?	<ol style="list-style-type: none"> <li>1. Present main statistics in charts and tables.</li> <li>2. If critical statistics/info is missing, conduct survey if possible.</li> <li>3. Interview knowledgeable people for other significant information.</li> <li>4. Provide written historical and comparative analysis of statistics and other information.</li> </ol>
<b>Analysis of development potential</b>	What are the development issues, opportunities and constraints in the sector?	<ol style="list-style-type: none"> <li>1. In cooperation with stakeholders, review and assess each opportunity, issue and constraint.</li> <li>2. Based on (1), give implications for setting objectives and formulating policies and strategies.</li> </ol>
<b>Sectoral development objectives</b>	Where do we want to go from here?	<ol style="list-style-type: none"> <li>1. With stakeholders, agree on major sectoral objectives to be included in the plan.</li> </ol>
<b>Sectoral policies &amp; strategies</b>	How are we going to get there? What problems are we likely to face on the way, and how do we deal with them?	<ol style="list-style-type: none"> <li>1. With stakeholder participation, assess alternative policies and strategies for each objective, and recommend those to be included in plan.</li> <li>2. In assessing strategies, identify potential projects that may be needed.</li> </ol>
<b>Resource requirements</b>	What financial and human resources will be required to enable us to get there?	<ol style="list-style-type: none"> <li>1. Make a preliminary assessment of resource requirements and indicate how they will be met; develop a MTEF.</li> </ol>
<b>Monitoring &amp; evaluation</b>	How will we know when we have arrived?	<ol style="list-style-type: none"> <li>1. Specify performance indicators for sectoral objectives.</li> <li>2. Establish a monitoring &amp; review process, and identify who is responsible for it.</li> </ol>

**Table 2: Agencies Responsible for Sector Planning and Current Status**

<b>Sector</b>	<b>Lead Agencies</b>	<b>Other Agencies Involved</b>	<b>Status at April 2009</b>
<i>Economic</i>			
<b>Agriculture</b>	Ministry of Agriculture and Fisheries (MAF)	Agriculture Stores Corporation; Samoa Trust Estates Corporation, Ministry of Natural Resources and Environment (MNRE).	To be completed, June 2010
<b>Manufacturing</b>	Ministry of Commerce, Industry & Labour (MCIL)	Samoan Assocn. Of Manufacturers & Exporters; Samoa Chamber of Commerce.	To be completed, Dec. 2010
<b>Tourism</b>	Samoa Tourism Authority	Samoa Hotel Association; Ministry of Natural Resources & Environment.	Draft Sector Plan 2009-2013, to be completed June 2009
<b>Commerce</b>	MCIL/Foreign Affairs & Trade	Ministry of Finance (MOF), MAF, Samoa Chamber of Commerce; Women in Business.	To be completed, Dec. 2009
<b>Finance</b>	Central Bank of Samoa	MOF, Audit Office, Ministry for Revenue, Commercial banks.	To be completed, June 2010
<i>Social</i>			
<b>Education</b>	Ministry of Education, Sports & Culture	Samoa Qualifications Authority, National University of Samoa, Samoa Polytechnic.	Sector Plan July 2006 - June 2015
<b>Health</b>	Ministry of Health (MOH)	National Health Services, National Kidney Foundation Taulasea Samoa; Medical Practitioners' Assocn.	Sector Plan July 2008 - June 2018
<b>Law and Justice</b>	Attorney-General's Office	Ministry of Justice and Courts Administration, Ministry of Police, Prisons, Samoa Fire Services, Ministry of Women Community and Social Development	Samoa Law and Justice Sector Plan 2008-2012
<b>Community</b>	Ministry of Women,	Public Service	Draft Community

<b>Sector</b>	<b>Lead Agencies</b>	<b>Other Agencies Involved</b>	<b>Status at April 2009</b>
<b>Development</b>	Community & Social Development (MWCSD)	Commission, MOH, Ministry of Education, Sports and Culture, National Council of Churches, MAF, MCIL, Police, Samoa Umbrella for NGOs..	Sector Plan 2009-2012; to be completed Dec 2009
<b>Public Administration</b>	Public Service Commission.	Ministry of the Prime Minister and Cabinet, Ministry of Finance, Audit Office, Attorney General's Office, Public Service Association.	Sector Plan 2007 - 2011
<i>Infrastructure</i>			
<b>Construction</b>	Ministry of Transport & Infrastructure (MTI)	MNRE, MCIL.	To be completed
<b>Electricity</b>	Electric Power Corporation (EPC)	MNRE	To be completed June 2012
<b>Water</b>	MNRE	Samoa Water Authority, MWCD, MOH, MTI, MAF, EPC	Water for Life 2008/09-2011/12
<b>Transport</b>	MTI, Land Transport Authority	Samoa Shipping Services, Samoa Shipping Corporation, Transport Control Board, Polynesian Airlines, Samoa Airport Authority, Samoa Ports Authority.	To be completed, June 2010
<b>Communications</b>	Ministry of Communications & Information Technology	Samoa Broadcasting Corporation, SamoaTel, Office of the Regulator.	Samoa's National Strategic Plan for ICT 2004-2009 prepared; new plan June 2012

## **5.0 How are the resource requirements of a Sector Plan estimated?**

Under the Public Finance Management Reform Plan 2008-2013, formulation of a sector medium-term expenditure framework (MTEF) is required as the means of linking sector plans to the budgetary process, to ensure that the actual allocation of public resources in support of sector development aligns with sectoral and national development priorities. Sector planners

will be engaged in a bottom-up exercise of 3-year cost projections, which should cover both capital and recurrent expenditure, and programs and subprograms of activities or inputs, which consist of human resources, technology (eg equipment and work processes) and finance (public and private). These inputs produce designated outputs, which in turn contribute to the achievement of sectoral objectives.

As noted in the draft *Samoan Law and Justice Sector Plan 2008-2012*, the preparation of a MTEF is “a substantial financial planning exercise which will require detailed collaboration between all agencies and the MoF [Ministry of Finance], and represents a quite significant change in the fiscal management of the Government public sector and may take some years to fully introduce....The challenge of moving towards sector-based budgeting in the MTEF is heightened for the 5 agencies in the Law and Justice sector which presently operate in a system of agency-based fiscal autonomy and accountability.”

Parallel with the move towards sector MTEFs, donors are encouraging sector-wide assistance programs (SWAPs) in which a number of development projects are managed and a number of donors may be involved. SWAPs contrast with agency-based institutional strengthening programs (ISPs), and further heighten the challenge of moving to sector-based budgeting inasmuch as a number of donors—as well as various government agencies—must be integrated into the budgetary process.

In 2008-09, the first effort to meet the challenge of producing a MTEF is occurring as part of the water sector planning process, which involves 8 government ministries and corporations (see *Water for Life: Water Sector Plan and Framework for Action 2008/9-2011/12*). Financing needs for total and sub-sector recurrent and investment expenditure have been estimated and will be refined after the formulation of a long-term investment plan; and anticipated shortfalls in financing have been identified.

In general, to ensure the effective achievement of sector plan objectives, there is a need for sector stakeholders/agencies to cost both *existing* and *proposed new* programmes of activities, and two types of costs of implementing such programmes, namely:

1. recurrent costs (operational and personnel); and
2. development or capital costs (existing and proposed pipeline capital investments and technical assistance).

The lead agency or sector working group should ensure that the following steps are taken:

**Step 1:** *Establish where the individual responsibilities of sector agencies (Government agencies, civil society agencies, private sector agencies, community groups) lie in respect of sector plan implementation;*

**Step 2:** *Establish with the sector agencies what the nature and extent of costs are (recurrent or development);*

**Step 3:** *Establish with the sector agencies the total cost of the projects/programmes;*

**Step 4:** *Establish with sector agencies the sequencing of the total cost of projects/programmes in future years;*

**Step 5:** *Summarise the sector costs in terms of objectives/goals;*

**Step 6:** *Summarise the total sector costs by adding the estimated costs of achieving sector objectives*

Appendix 6 summarises the costing of sector plan resource requirements.

## **6.0 How is a Sector Plan monitored and evaluated?**

The responsible Government agencies/sector working groups need to monitor and report to CDC on progress in Sector Plan implementation on a regular basis. The Public Finance management Reform Plan proposes that annual sector reviews are conducted which, as noted in the preface, will be linked to the budget process and will provide an opportunity for consultation with stakeholders, including the private sector and other civil society representatives and development partners. Such monitoring and reporting may identify emerging issues and lead to desirable alterations in the Plan. Appendix 5 presents the format for preparation of a Sector Plan Status Report.

Properly defined sector objectives with associated targets and performance indicators, when considered collectively, should give a clear picture of what the sector is expected to look like by the end of the planning period, assuming these development objectives are achieved as a result of successful implementation of projects and policy initiatives. On this basis, the

success of the sector plan can be evaluated, bearing in mind that unfavourable, uncontrollable factors may have had adverse impacts on strategy implementation and development outcomes. This evaluation is a joint responsibility of concerned Government agencies and the Economic Planning and Policy Division of the Ministry of Finance.

## **Appendix 1 Planning Checklist: Economic Sectors**

Economic sectors include agriculture (including fisheries and forestry), manufacturing, tourism, commerce, and finance. The checklist presented is intended to remind the planning or policy analyst of key considerations, variables or factors that should be covered in preparing the sector plan. This leads the analyst through preparation of the main components of the plan as listed in Table 1.

### **I. Where Have We Been and Where Are We Now?**

1. List principal activity statistics that are compiled by government, industry association or regional/international agency. These statistics would typically include annual production volume (tons, units, individuals served), sales (revenue, gross receipts), number of producers and structure of sector/industry. How many years (quarters, months) worth of comparable data can be tabulated?
2. Check available statistics to determine if unit pricing, employment and earnings, production costs and other significant operating data are included. Are the unit prices given for each major commodity or service produced? What has been the trend in prices in real terms?
3. Trend in exports? Are products or services import substitutes, and if so what has been the trend in market share? Current status with respect to capacity to compete with foreign suppliers in overseas or domestic markets?
4. Are any of the cost, price or revenue items significant or meaningful as an indicator of sector or industry profitability? Can an indicator be derived from available statistics which would give a meaningful estimate of profitability?
5. Present statistical data in tables and figures as appropriate. Statistical trends should cover at least a 5-year period. Provide written analysis of data, indicating current status of the sector compared to historical period. Analysis should clearly indicate progress (or decline) in sector conditions and should provide a clear picture of the current health or performance of the sector. Compare Samoa's sectoral performance and status with other countries in the region.
6. What is the contribution of the sector to the overall economy in terms of GDP or turnover, employment? Is output provided by both private and government owned enterprises? Is the sector characterised by competitive market conditions? Has there been a growth trend in private share of total sector sales?

Having completed the above items, the Ministry/sector working group and stakeholders will have done the sector performance assessment component of the plan.

### **II. Where Do We Want to Go From Here?**

In answering this question, the Ministry/sector working group and stakeholders will be setting the objectives for the overall sector (industry), and for the involved ministries. In Samoa, for the economic sectors, a major policy consideration is enabling and supporting private sector development. Therefore, in asking where we want to go, the ministries must carefully assess their current roles in the sector, and whether the developmental objectives (outcomes) for both the overall sector and the concerned ministries fully respond to the potential for private

producers to efficiently supply the market, free of inappropriate government competition and regulatory constraints.

1. Given the answers to the first question in I, what aspects of development should be accorded highest priority?
  - a. Increased production with corresponding gains in employment and incomes
  - b. Product or service quality improvements
  - c. More competitive (lower) prices
  - d. Greater diversification in products or services supplied
  - e. Export markets
  - f. Increased domestic market share in import substitute product/service
2. Make sure that specification of the objective is in measurable terms, e.g. match product quality of given foreign market or supplier, initiate sales in Australian market, achieve \$3.0 million in sales of new import substitute manufactures.
3. What initiatives will be undertaken to support policies in the SDS, e.g. promoting greater private sector participation in producing outputs, contracting out goods and services to private firms, privatising state owned enterprises or ministry-operated activities. What objectives can be set to implement these policies or new initiatives?
4. Interact with stakeholders to obtain agreement on objectives. How can the best support be provided to the private sector to enable the achievement of overall development objectives set according to (1) and (2)?
  - a. What new or revised objectives are needed to attract or stimulate greater investment in sector?
  - b. Would the introduction of quality or health standards benefit the sector?
  - c. Would marketing, promoting and research directed to overseas markets enable the opening of export markets? Would joint public-private efforts constitute a productive approach?
5. Infrastructure and cross-sectoral related objectives.
  - a. Have stakeholders and/or government identified priority water, power, road, communication or other infrastructure constraints that need to be resolved?
  - b. Are appropriate environmental controls and facilities (e.g., sewerage, solid waste disposal, flood control) in place to enable sustained growth and development without degradation of environment?
  - c. Are there critical vocational, technical, or professional skill shortages that need to be addressed? Is education and training sector working with the sector/industry to identify feasible objectives and strategies?

## **II. How Are We Going to Get There?**

Once a set of objectives has been specified (even if on a provisional basis), the question – how do we get there? – must be addressed. This calls for the formulation of feasible and efficient strategies. Preparation of an analysis of opportunities, issues and constraints serves

both as a basis for setting objectives, and also for the formulation of policies and strategies. Therefore, this section of the checklist should be referred to in preparing the Analysis of Opportunities, Issues and Constraints and the Policies and Strategies components of the sector plan, and to be used as a basis for finalisation of the coverage and specification of development objectives.

For economic sectors market considerations should be accorded high priority. Neglecting marketing factors, or basing objectives and outputs on weak or ill conceived market assumptions, has been a major constraint to development. Creating a favourable business climate that leads to increased investment and a closer working relationship between government and the private sector are additional factors which should be given priority.

#### 1. Marketing Factors

- a. Potential size of the market for given output (product)? Limited to domestic demand? Potential export markets? Import substitute?
- b. Given potential market demand, will scale of production and associated available technology enable significant growth in output? Are competitive market conditions likely to prevail (several or many producers as opposed to monopolist), with lower output unit prices reflecting an efficient market?
- c. Do state owned enterprises or Ministry production centres contribute to sector or industry supply, and if so, are these operations efficient? Do they compete fairly (without subsidy, tax exemptions)?
- d. Do existing producers and potential investors have adequate market information and appropriate government support to facilitate new investment? Can new export markets be opened? Can joint government-industry action lead to increased export sales, increase in import substitute market share and output expansion?
- e. Are there significant transport, power or other infrastructure constraints that limit market development?
- f. Does lack of marketing expertise (particularly with respect to export markets) constrain market development?

#### 2. Technology

- a. Is new or more appropriate technology available that will enable more efficient or cost-effective production of outputs? Will such technology enable quality increases or production of greater variety of products which will result in local producers capturing larger share of import substitute market, or greater penetration of export markets?
- b. What alternatives exist for acquisition of technology? Available from regional or international agencies? Will require R&D effort on the part of local industry or government? Must be licensed from overseas supplier?
- c. Will workers with requisite skills be available to utilise technology? Does supplier or source of technology provide for transfer to Samoan conditions? Foreign staff to provide training and initial utilisation of technology to facilitate local adoption?

- d. Has feasibility study properly assessed useful life and maintenance cost requirements of technology?
3. Education and Training
  - a. Have specific needs been identified that call for new initiatives in vocational-technical training, management or professional education?
  - b. Can regional institutions provide affordable training? International agency or bilateral assistance?
  - c. Will education or training need to be taken overseas to be affordable?
  - d. Are there private institutions that can provide in-country education or training more cost-effectively?
  - e. Is there a potential role for employers, either individually (large enterprises) or jointly through a training association, to provide effective short-term training?
4. Investment and Credit
  - a. Are there sector-specific investment policies in place? Does Ministry have specific investment objectives for sector that are being carried out or coordinated with MCIL? With industry association?
  - b. Does Ministry own and operate facilities that might be privatised? Is there a specific transitional strategy for phasing out of such operations? What is Ministry doing to encourage private enterprise to provide such goods and/or services?
  - c. Does industry have adequate access to credit? What is lending policy or status of the industry (sector) with respect to the Development Bank (DBS)? Is commercial bank lending the main source of credit, and if so is credit availability an issue?
5. Land
  - a. Is there land available for proposed investment? Freehold? Government owned industrial estate parcels? Customary land available via lease?
  - b. If customary land, are there Ministerial intervention procedures available for facilitating a lease agreement?
  - c. Is land owned/controlled by investor to be credited to equity contribution in partnership or joint venture? If so, does investor have clear title, and can land be used for security in obtaining loan capital?
6. Policy Considerations
  - a. Are there specific national policies (in SDS, or other specific Cabinet directive) that apply to the industry (sector)? Is there need to further detail a given national policy as it relates to the Ministry's sectoral mission, development objectives, and associated strategies?
  - b. Has the Ministry taken all of the appropriate steps to insure that stakeholders have the opportunity to contribute to the formulation of policies and strategies related to **both** Ministerial and overall sectoral objectives?

- c. Have the Ministry and stakeholders critically reviewed existing policies that apply to Ministerial objectives and outputs? What are the implications of this review in terms of the need for revisions in policies, re-design of projects or identification of new projects, new policy initiatives?

#### 7. Environmental Implications

- a. In considering alternative strategies for achieving given objectives, have possible significant environmental effects been considered?
- b. Has there been adequate review and co-ordination with stakeholders and MNRE? Have MTI or other appropriate government agencies been consulted? Have private organisations or individuals with requisite expertise been consulted?
- c. In adopting a specific strategy, has the Ministry, MNRE, MTI, and others agreed on the need for measures for mitigating or minimising expected adverse environmental impacts?

### **III. What Resources Will Be Required and How Will We Know When We Have Arrived?**

The ministries/sector working groups engaged in formulation and implementation of sector plans must obtain the resources needed through the budget. This entails the preparation of a MTEF in which outputs contributing to the achievement of sector plan objectives are fully costed. Each government agency involved in the sector has the task of justifying its own budget by demonstrating how its outputs will efficiently accomplish the objectives specified in its sector plan. The Ministry/sector working group must also develop the performance measures that will constitute the success criteria that enable the Ministry/sector working group and stakeholders to know what progress has been made in achieving objectives.

1. Has each output or sub-output been defined with specific reference to one or more given objectives? Is the output or sub-output a distinct good or service that will be produced and delivered to end-users or clientele outside of the Ministry?
2. Does each output in ministries' output structures include only those distinct activities needed to achieve given associated objectives? Carefully check to make sure that component projects or activities do not overlap or duplicate activities in another output or sub-output.
3. In specifying outputs, have stakeholders had an opportunity to review the specification or definition of each output?
4. Have all projects and activities that will be undertaken been included in the outputs making up the output structure? Has the cost of each output and sub-output been estimated? Costs of overhead activities, such as personnel management and training, and accounting, should be charged to each output in proportion to their pro-rata cost in supporting the output.
5. When estimated costs of all outputs and sub-outputs have been summed, does the total budget cost seem reasonable compared with the expected budget allocation from Treasury? If the total cost of all outputs exceeds the previous year's budget by a large margin, what savings might be achieved through cutting low priority activities?

6. Have priorities (in terms of budget requests) been set for all activities comprising the outputs and sub-outputs? Has the priority setting process benefited from stakeholder review and recommendations?
7. Has the Ministry/sector working group established committees or advisory groups to provide input on output priorities and recommended funding?
8. Have at least two or three meaningful performance measures been established for each output and sub-output? These measures will constitute the success criteria that will enable an evaluation of progress made in achieving targeted objectives, and when these objectives have been achieved. To determine the extent of progress, each performance measure or indicator should be expressed in numerical or percentage terms to the extent possible. Depending on the particular objective, emphasis may be placed on quantity or quality gains, or upon timeliness. The statistical or other defined indicator must provide an unambiguous fix on extent of quantity or quality gain for the given output. This indicator, in turn, must be specified in terms consistent with the specification given to the associated objective (e.g., if the objective is 80 percent of all 12<sup>th</sup> grade finishers scoring at least 70 percent on a national exam by the year 2012, then the test must be given each year to all 12<sup>th</sup> grade finishers and the scoring results recorded).
9. Have the success criteria been reviewed by stakeholders, and have their concerns and recommendations been taken into consideration in adopting final criteria?

## **Appendix 2 Planning Checklist: Social Sectors**

The social sectors in Samoa include education, health, public administration, law and justice and community development. The last two sectors encompass a range of community and family oriented social concerns, including law and order, women and children's welfare and development, family stability and values, drug abuse, youth unemployment, healthy lifestyles, family planning, and public safety. The checklist format follows that of economic sectors, but reflects special consideration of externalities typically associated with education, health and welfare services. As a developing country with relatively low per capita household incomes, heavy reliance on private markets would preclude access to critical social services for a majority of the population, thus blocking social and economic development. However, with success in having achieved growth and development in the last decade, Samoa can anticipate emerging market opportunities in the social sectors with respect to higher income segments of the population. In formulating strategies to take advantage of opportunities generated by rising real incomes, equity issues will become increasingly important.

### **I. Where Have We Been and Where Are We Now?**

In assessing sector performance during the last 5-10 years to determine trends in development and current status of the sector, the following factors and considerations will serve as check points.

1. Are there consistent time series data (statistics) covering the last decade or five years that correspond to internationally or regionally accepted performance indicators (i.e., do the statistics present meaningful measures of how well or poorly Samoa is doing compared with other developing countries at a similar or more advanced stage of development)?
2. Is access to health or education services nearly universal, or is access restricted because of resource constraints, or other constraints? Has access improved over time?
3. For those with access, is quality of services satisfactory? Has the Ministry identified benchmarks or standards which can serve as criteria for assessing sector performance?
4. Have private service providers or institutions maintained or increased their share of total population served? Do trend data indicate further potential for growth in private market share? If so, does this trend reflect an improvement in standard of living enabling more families access to private service providers, implementation of policy initiatives enabling private sector to serve greater share of clientele, or does it reflect a growing gap in quality of services between public and private providers?
5. Are there critical service areas for which data are not available? If so, can the data be generated by a sample survey or interview approach at reasonable expense?
6. Have cost data been compiled for each critical service? Are comparable sales or cost recovery data available? Is there potential to increase cost recovery without adversely affecting access for priority clientele groups?
7. Present statistical data in tables and figures as appropriate. Statistical trends should cover at least a 5-year period. Provide written analysis of data, indicating current status of the sector compared to historical period. Analysis should clearly indicate progress

(or decline) in sector conditions and should provide a clear “picture” of the current health or performance of the sector. Compare Samoa’s sectoral performance and status with other countries in region.

## **II. Where Do We Want to Go From Here?**

1. Quality of services is a major concern in the social sectors, particularly in medical services (health sector) and in welfare and social services. Has the Ministry reviewed its outputs in terms of quality related objectives? Utilise standards or benchmarks identified in I.1 and I.3 as guides to setting local quality-related objectives. Do stakeholders agree with these quality-related objectives?
2. Consistent with national policy, have the Ministry and stakeholders critically reviewed Ministerial outputs, to determine potential for greater private sector participation in the provision of services? Based on this review, can appropriate objectives be specified for achieving increased private sector share of the total services “market”.
3. Given major resource constraints relative to need in social sectors, emphasis should be accorded to increased efficiency in the provision of services. Have appropriate efficiency-related objectives been specified with respect to Ministerial outputs? What efficiency-related objectives can be specified for the relevant outputs of the various ministries serving the law and justice and community development sectors?
4. In attempting to provide universal or near-universal access to services, cost containment becomes a critical issue, as clientele typically pay little or nothing for services received. A fee for services structure that helps fund Ministerial operations is not only important from a cost recovery standpoint, but also can be an effective instrument for discouraging inappropriate or excessive use of services. Has the Ministry carefully reviewed its fee structure to determine if it is reasonable? Is there potential to increase fees or change structure such that truly needy are served, but service to low priority clientele is minimised?
5. With respect to cross-sectoral or infrastructure-related objectives:
  - a. Have stakeholders or government identified priority facility or equipment, water, power, road, communication or other infrastructure that will be needed to support development of the sector?
  - b. Are appropriate environmental controls and facilities (e.g., sewerage, solid waste disposal, flood control) in place to enable provision of services and further growth and development without significant adverse environment effects?
  - c. Are there critical vocational, technical, or professional skill shortages that need to be resolved? Is the education and training sector working with the sector to identify feasible objectives and strategies?
6. Check to insure that specification of each objective is meaningful and measurable.

## **III. How Are We Going to Get There?**

As in the case of the economic sectors, this section of the checklist is designed to help the planning analyst prepare the Analysis of Opportunities, Issues and Constraints and the Policies and Strategies components of the sector plan.

Education and training and health traditionally have been dominated by government, but private institutions have increasingly contributed to the building of private markets in selected education and health services. This trend has been recognised and is being encouraged, where appropriate, through national policy initiatives.

#### 1. Market Considerations

- a. In assessing distinct segments of the clientele population, are there certain segments or services that might be supplied by private providers? In education, pre-school and grades 12 and 13 have become significant market segments catered to by private institutions. Likewise, in welfare and social services churches and NGO's are major service providers. In medical services, a number of private clinics cater to higher income households that can afford the much higher (unsubsidised) fee structure. Would encouraging more reliance on private service providers for selected services free up resources to provide higher priority services to the more needy clientele groups?
- b. Within the medical and welfare services sectors is there potential for pre-paid operations based on medical insurance? Could employer contributions to insurance coverage be a feasible approach for constraining the rapid (and perhaps unsustainable) growth in public health care costs?
- c. Have ministerially supplied services been costed (by distinct medical or support service), to provide a sound basis for assessing the potential for contracting out or privatising particular services?
- d. Is the distribution of services geographically and across levels of service (e.g., primary, secondary education) consistent in terms of quality, accessibility, cost? If not, have alternative strategies been identified to improve the distribution? Have stakeholders been adequately consulted?
- e. Are there cross-sectoral constraints limiting development of the sector? Transportation? Communications? Utilities? Availability of critical support services (especially in rural areas)?

#### 2. Technology

- a. Have Ministerial technology requirements been prioritised? Are the priorities based on systematic assessments or feasibility studies? Were alternatives, including access to overseas based technology, adequately assessed?
- b. In setting priorities for technology acquisition, training, and operation, have project identification, formulation and approval procedures been closely followed, with appropriate interaction with EPPD? Has there been adequate co-ordination with potential foreign donors or lending agencies?
- c. Have sound estimates been made of useful life and maintenance costs of proposed technology acquisition?
- d. Will workers with requisite skills be available to utilise technology? Does supplier or source of technology provide for transfer to Samoan conditions? Foreign staff to provide training and initial utilisation of technology to facilitate local adoption?

3. Education and Training
  - a. Are there critical skill shortages constraining sector development? To what extent can these shortages be effectively addressed by local education and training institutions?
  - b. Have specific needs been identified that call for new initiatives in vocational-technical training, management or professional education?
  - c. Will education or training need to be taken overseas to be affordable? Is there potential for consolidating Ministerial and private training requirements (personnel recommended for training), to reduce cost of overseas training?
4. Investment
  - a. Do private institutions have adequate access to development finance? Is there interest among foreign donors or lending agencies to provide financing or assistance in obtaining overseas financing?
  - b. Are there Ministerial activities that might be privatised? If so, have alternative strategies been assessed with stakeholder participation?
  - c. In terms of specific market segments, does private market development warrant lending on the part of the DBS?
5. Policy Considerations
  - a. Are there specific national policies (in SDS, or other specific Cabinet directive) that apply to the industry (sector)? Is there need to further detail a given national policy as it relates to the Ministry's sectoral mission, development objectives, and associated strategies?
  - b. Have the Ministry/sector working group and stakeholders critically reviewed existing policies that apply to sector objectives and outputs? What are the implications of this review in terms of the need for revisions in policies, re-design of projects or identification of new projects, new policy initiatives?
  - c. What procedures or mechanism is in place to enable effective co-ordination between the Ministry/sector working group and private institutions in planning and policy formulation?

#### **IV. What Resources Will Be Required and How Will We Know When We Have Arrived?**

The corresponding checklist given for the economic sectors in Appendix 1 will also apply to the social sectors.

## Appendix 3 Planning Checklist: Infrastructure Sectors

The infrastructure sectors include construction, electricity, water, transport and communications. In Samoa, government is primarily responsible for the planning, policy and operation of physical infrastructure. Table 1 in the text identifies which government agencies have lead responsibility for sector planning. Cross-sectoral linkages are a major concern with respect to the infrastructure sectors, with close co-ordination an obvious requirement for those enterprises that operate transport services. Another policy issue is the appropriate role of the private sector in operating (under contract) distinct facility activities, and support services such as maintenance services.

### I. Where Have We Been and Where Are We Now?

With respect to physical infrastructure, capacity utilisation is an important factor given the “lumpiness” of capital investment, and long lead time needed to properly plan and build major projects. In conducting the performance assessment it is important to include 10 years or more of historical data for the analysis of trends in facilities usage and flow of capital investment.

1. Have government (Ministries and SOE’s) and private stakeholders agreed on which agencies will be responsible for co-ordinating preparation of the overall infrastructure sector plan, and each sub-sector component?
2. Lead agency should compile available statistics on facility utilisation, obtaining input as needed from transportation service companies and agencies.
  - a. Airports: number of international and domestic enplaning and deplaning passengers, incoming and outgoing airfreight tonnage (both international and domestic), number of aircraft landings (daily, weekly) according to international or domestic, capacity of airport in terms of aircraft landings and passengers accommodated by terminal.
  - b. Compile comparable utilisation statistics for ports, roadways, power and water usage, and the same for other sub-sectors.
  - c. Compile data on capital investment in each sub-sector.
3. Collect and compile revenue/sales figures generated by each distinct transportation or utility service. Likewise collect and compile infrastructure user charges. When revenue/sales figures are related to physical volumes, can meaningful estimates or approximations of trends in costs or profitability be derived? Can these figures be related to comparable data for other countries in the region? Have trends in user charges kept pace with facility operating costs?
4. In terms of facility operations, are employment figures available which when related to operating costs will indicate trends in labour productivity? Are comparable regional data available?
5. With respect to utility services, when costs per unit of output are assessed, do results compare favourably (or not) with other countries in region with similar scale of operations?

6. Present statistical data in tables and figures as appropriate. Statistical trends should cover at least 10-year period. Provide written analysis of data, indicating current status of the sector compared to historical period. Analysis should clearly indicate progress (or decline) in sector conditions and should provide a clear “picture” of the current health or performance of the sector.

## **II. Where Do We Want to Go From Here?**

The infrastructure sector includes many government Ministries and SOE’s, which makes the task of setting objectives more difficult if the sector plan preparation (i.e., the compilation of data, analysis and drafting of the plan) is primarily the responsibility of one Ministry. Under the guidance of a sector working group or steering committee, each government agency, co-ordinating with relevant stakeholders, should specify their sub-sector objectives. Since stakeholders include private operators (e.g., airlines, shipping companies, taxi and trucking firms), obtaining the active involvement and support of these stakeholders is absolutely essential.

A major policy issue which should be taken into account in setting objectives is the elimination or minimisation of government subsidy to the utilities and transport facilities that are utilised substantially or mainly by private operators. The latter would include the Airport Authority and Port Authority. Another policy issue likely to influence the setting of objectives is providing for an adequate maintenance and asset replacement programme.

1. Have the agencies and stakeholders in each infrastructure sub-sector systematically surveyed or canvassed policy makers in other sectors to compile list of needed infrastructure projects or facility-related initiatives? This refers to the need to forge strong cross-sectoral linkages, which is likely to require eliminating or alleviating infrastructure constraints. Accomplishing this task is likely to provide a significant basis for setting agency objectives.
2. Consistent with policy direction in the SDS, have the agencies closely examined the potential for contracting out the management of distinct activities? Support services? Has this examination of potential had participation of the stakeholders?
3. In terms of both existing and planned infrastructure, has the need for environmental controls or measures been reviewed? Is there a need to implement control equipment, facilities, or procedures to mitigate or prevent significant adverse environmental effects?
4. Are there vocational-technical, management or professional skill shortages that constitute major constraints to development in the sub-sectors? If so, do the relevant agencies and stakeholders agree on the setting of appropriate objectives?
5. Check to insure that the specification of each objective is meaningful, data called for can be compiled at reasonable cost and timeliness, and that the objective is defined in numerical, percentage or in reference to criteria that will enable policy makers to know when the objective has been achieved (i.e., specification of objective in relation to related performance measures, will provide success criteria).

## **III. How Are We Going to Get There?**

This section of the checklist is designed to help the planning analyst prepare the Analysis of Opportunities, Issues and Constraints and the Policies and Strategies components of the plan.

Government is heavily involved in the provision and operation of physical infrastructure and utility services, but a fundamental policy initiative in Samoa has been the commitment to actively promote a greater private sector role in producing and delivering goods and services, relying on market forces to the extent possible.

For the infrastructure sectors the potential for greater private sector contribution in the medium term is likely to occur through policies and strategies aimed at contracting out the management, operation, or servicing of infrastructure, rather than through privatisation. While this situation largely applies to roads, ports, and airports, in regard to utilities, corporatisation has occurred in the power and water utilities but needs to be made more effective. Telecommunications is expected to be a sector to undergo privatisation.

1. Having surveyed the sectors to identify infrastructure constraints, the subsectors will have preliminarily set objectives in terms of priority projects. Check to insure that project identification, formulation and approval procedures contained in the *Manual on Project Planning and Programming* have been followed.
2. With respect to market considerations, demand for infrastructure is a derived demand. For example, growth in international visitor arrivals creates a demand for additional airport, road and water facility capacity. Likewise, growth of commodity exports sets up a requirement for further port and airfreight facilities. For each of the infrastructure sub-sectors, has a demand analysis been completed? The results of these analyses should suggest appropriate strategies and policies for given infrastructure.
3. Maintenance of infrastructure is a major concern. For each of the sub-sectors, have agencies and stakeholders reviewed existing maintenance programmes and made appropriate adjustments to policies and strategies?
4. Given the large capital investments required, external assistance will be the primary source of funding. Has the agency systematically assessed the availability of funding through co-ordination with development partners?
5. With respect to policy considerations:
  - a. Is there a need to further detail a given national policy as it relates to the Ministry's sectoral mission, development objectives, and associated strategies?
  - b. Has the Ministry/sector working group and stakeholders critically reviewed existing policies that apply to sector objectives and outputs? What are the implications of this review in terms of the need for revisions in policies, re-design of projects or identification of new projects, new policy initiatives?
  - c. What procedures or mechanism is in place to enable effective co-ordination between the Ministry/sector working group and private institutions in planning and policy formulation?

#### **IV. What Resources Will Be Required and How Will We Know When We Have Arrived?**

The corresponding checklist given for the economic sectors in Appendix 1 also apply to the infrastructure sectors, and therefore should be referred to.

## Appendix 4: Format for Policy Papers

Ref:

CDC Paper No.

POLICY PAPER  
For  
CABINET DEVELOPMENT COMMITTEE

1. Title of Policy Proposal
2. Purpose of Submission
3. Previous CDC or Other Reference
4. Requesting Agency
5. Implementing Agency
6. Other Relevant Ministries/Agencies
7. Background to the Formulation of the Policy Proposal  
Analysis of current situation to justify requirement for policy initiative
8. Detailed Statement of the Proposed Policy Proposal
  - 8.1 Objectives
  - 8.2 Policy/Strategies for Achieving the Objectives
  - 8.3 Expected Benefits from the Policy Initiative
  - 8.4 Relationship to SDS and Sectoral Objectives/Strategies
9. Budgetary Implications
  - 9.1 Capital Investment Required
  - 9.2 Recurrent Costs
  - 9.3 Revenue Generation
  - 9.4 Proposed Sources and Conditions of Finance  
Local or External
10. Human Resources Implications
  - Employment Creation  
Government or Private sectors  
Urban or Rural
  - Training Programmes Required  
In Country  
Overseas
  - Technology Transfer Implications
  - Technical Assistance Requirements  
Short or Long Term

11. Legislative Implications
12. Proposed Implementation Schedule
13. Comments by Other Relevant Ministries/Agencies
14. Recommendations to be Considered by CDC
15. Signature of Responsible Officer of the Initiating Agency
16. Date of Submission

## Appendix 5: Format for Sector Plan Status Report

CDC Paper No.

### SECTOR PLAN STATUS REPORT

for

### CABINET DEVELOPMENT COMMITTEE

Submitted by

(Agency)

- 1. Sector**  
Sub Sector
- 2. Ministry**
- 3. Date of this report.**
- 4. Previous CDC Reference**
- 5. Summary of main Components of the Plan.**

#### Sector Performance

(Summarise whether the sector performed well or poorly relative to historical trends and international benchmarks. Provide a brief statement on whether the objective(s) were achieved or not)

#### Issues

(Summarise the main issues, opportunities and constraints that assisted or hindered the performance of the sector as outlined above)

#### Objectives

(Summarise the main objectives of the plan; state whether there was any change from the previous period and why)

#### Policies and Strategies

(What strategies are there to achieve the objectives? Are there any policy implications? Is there a need for new policies?)

- 6. Name and Signature of Responsible Officer**

Signature \_\_\_\_\_

Name \_\_\_\_\_  
(Designation)

