

**Guidance Pack 2013–15**

**Part 1: Overview and Guidance**

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# Abbreviations and Acronyms

|  |  |
| --- | --- |
| CEO | Chief Executive Officer |
| ExCo | Executive Council |
| HR | Human resources |
| HRM | Human resources management |
| HRMIS | Human resources information system |
| ICT | Information and communication technology  |
| MDAs | Ministries, departments and agencies  |
| MDGs | Millennium Development Goals |
| MTEF | Medium term expenditure framework |
| MTOs | Medium term objectives |
| MTSS | Medium term sector strategy |
| OHoS | Office of the Head of Service |
| PS | Permanent Secretary |
| PSM | Public service management |
| SA | Special Advisor |
| SDP | State Development Plan |
| SERVICOM | Service Compact  |
| SLP | State levelprogramme |
| SPARC | State Partnership for Accountability, Responsiveness and Capability  |

# Executive Summary

## Short Summary

Corporate planning is a frameworkthatsupportsstate governments’ministries, departments and agencies (MDAs)to meet the service delivery standards. It does this by helping them establish their mission, vision and strategic objectives and configure their functions, structures, processes and workforce.

This guidance pack provides a variety of tools and templates to support corporate planning processes. It should be used by state teams and consultants, and government officials whose role supportscorporate planning in their states.

## Full Summary

Corporate planning is a frameworkthat supports state governments’ MDAs tomeet service delivery standards. It does this by helping themestablish their mission, vision and strategic objectives, and configure their functions, structures, processes and workforce.

Key elements of the corporate planning process are:

* Relationship management, including obtaining buy-in from decision makers
* Flexible implementation to reflect the diversity of circumstances in states and in MDAs
* Maintaining the pace and momentum of the process
* A focus on building MDA readiness and capacity to ensure that public servants are able to participate effectively in the corporate planning process
* A need at certain stages to help public servants not only participate but also draw out learning from the process
* Mechanisms for engagement and cross-working throughout the corporate planning process
* Learning and sharing within and between MDAs and states.

This guidance pack presents a short and simple corporate planning process to be undertaken in five main stages, ideally over a six-month period, as follows:

|  |  |  |
| --- | --- | --- |
| Stage 1 | Preparation  | 2 weeks |
| Stage 2 | Mandates, Mission, Vision, Objectives | 2 weeks |
| Stage 3 | Functions,Structures and Processes | 2 months |
| Stage 4 | Establishment and Workforce Planning | 2.5 months |
| Stage 5 | Implementation Plan and Handover | 2 weeks |

Resource materials contained in the accompanying Toolkit have been expanded to include guidance on each stage of the process as follows:

* A briefing note and introductory PowerPoint presentation, a readiness for change checklist, a sensitisation exercise and a model timetable to assist with Stage 1
* Checklists, examples and templates to assist with setting MDAs’ mission, vision, values and mediumterm objectives for Stage 2, as well as a guide to producing service charters
* Step-by-step guidance on functional, structural and process reviews, as well as examples of process flowcharts and a process review template to assist with Stage 3
* Step-by-step guidance on establishment and workforce planning, job evaluation, record-keeping, capacity building and suggestions to address immediate workforce gaps to assist with Stage 4
* An example corporate planningimplementation plan to assist with Stage 5.

This Guidance document and the accompanying Toolkit are designed for useby state teams and consultants, and government officials whose role supports corporate planning in their states.

# Section 1: Introduction

## PurposeofthisGuidance Pack

Corporate planning is an important framework to assist state governments’ MDAs to review and improve their organisational performance. This guidance pack sets out a short and simple corporate planning process, along with tools and templates to assist state teams to facilitate the work.

## Structure of the Guidance Pack

The guidance pack provides an overview of the corporate planning concept,context and framework, and provides some practical hints on using the corporate planning approach.

This overview document provides guidance on how to conduct each stage of the corporate planning process, and is supplemented by the Toolkit which provides a variety of step-by-step guides, checklists, templates and examples to help with each stage.

## Users of the Guidance Pack

This pack should be used by state teams and consultants, and government officials whose role supports corporate planning in their states. The materials are available to be used as they are,and can also be adapted and redrafted as necessary to improve relevance to specific state situations.

# Section 2: The Corporate Planning Model

## Definition

***Corporate planning isaprocess inwhichanorganisation(ministry,parastataloragency)analyses itsobjectives,priorities,developmentstrategiesandenvironmentinthelightofitsmandate,and determineshowtoorganiseandapplyitsresources(human,financial,etc.)toachieveits objectivesandmeetitsservicedeliverystandardsandtargets.***

There is no mystery about corporate planning. It is simply an approach to assist organisations to make themselves fit for purpose. In public service, an organisation thatis fit for purpose is usually defined as:

* Being equipped with the correct structure, staff and resources to carry out the duties required by its mandate[[1]](#footnote-2)
* Havingappropriate systems, processes and infrastructure to achieve the specific objectives and/or service delivery standards required by any overarching strategic plan.[[2]](#footnote-3)

Specifically, a corporate plan guides the management and staff of an MDA orparastatalin a cohesive effort to carry out the MDA’s mandates.

In this guidance pack,corporate planning deliberately emphasises organisational development. The process is intended to help government MDAs adopt a structured approach to building organisational capacity.[[3]](#footnote-4)

The term ‘corporateplanning’isoftenusedsynonymouslywith the term‘strategicplanning’. Somedefinitionsof strategicplanningareidenticaltothe oneaboveofcorporate planning.However,the definitionaboveemphasisesorganisationalchange.Indevelopmentterminology,strategicplansareoftenfocusedmoreontheoutputsofa governmentorministry–theprojects,programmesandservicestobedeliveredinagiventime period,andthefinancesrequiredtoproducethem–andlessontheinternalorganisational andhumanresourcemanagement implications which arethe focus ofpublic service management (PSM)reform.

## Why Carry Out Corporate Planning?

Corporateplanningisareviewandreorganisationprocessusuallycarriedoutinresponsetosome sortofchange. Such a change couldbe:

* Achangingenvironment–political,economicorfinancialresultinginachangedlevelofpublic funds available
* New technologieswhichradicallyaffectthe wayworkis done,e.g. information and communication technology (ICT)
* Newmandates, prioritiesor servicesrequired
* Ageingworkforce,redundant skillsorotherhuman resource (HR)constraint
* New social/cultural normse.g. public expectation, gender, etc.

Like anymediumtermdevelopmentplan,thecorporateplanshouldbekeptunder constantreviewso it canrespondtorelativelyminorchanges.Itislikelythatamajorreviewwill be requiredat approximately five-year intervals.

## Corporate Planning in Context

Figure 1 illustrates the relationship between corporate planning and other elements of public service reform. It takes as its basic building blocks the state government’s defined policy and strategy, the mandates of the MDAs charged with achieving the strategic objectives, and the budget which makes financial resources available.

Figure 1 highlights areas of MDA target and standardsetting, planning and organisation thatcan be supported using the corporate planning methodology. The rationale is that MDAs must be correctly configured for their responsibilities, and that public servants must have defined objectives; be equipped with the necessary competencies to carry out their work; and be managed to deliver their objectives.

Assuming that budget releases take place as planned and civil servants are performing as required, the MDA is in a position to achieve its corporate performance objectives, which will lead to the achievement of government policy goals.

Figure 1: CorporatePlanningin Context



## The Corporate Planning Framework

Corporate planning can be best understood by breaking it down into a number of stages, as shown in Figure 2.

Figure 2: Summary of the Corporate Planning Framework



**Thestarting point** for corporate planning is the confirmed mandate of the MDA. TheMDAmandate[[4]](#footnote-5)isusuallyconfirmedbythehighestlevelsofgovernmentthroughthe constitution,alaworotherlegalinstrument.Onthebasisofitsmandate,anMDAcanthen developavisionstatementanditsmission.ThisleadstothenextstagewheretheMDA identifiesitslongtermstrategicobjectives, that is,thepriorityservicesandoutputsto be deliveredoverfivetotenyears,basedonanalysesofthedevelopmentalchallenges confrontingit.Thesestrategicobjectivessetthescenefortheformulationofmoreprecisemedium termobjectives (MTOs).

As Figure 1 shows, the MTOs must be derived from higher policy and strategic planning processes. Theytakeaccountofpoliticalmanifestos,shorttermpriorities, andlikelybudget andotherresourceenvelopes.Theyareusuallysetforthree to fiveyears and revised annually to take account of new issues and implementation performance. The medium term sector strategy (MTSS) is the most usual source of the MTOs. It might be argued that there is only limited scope to apply the corporate planning methodology where there is no MTSS or similar medium term plan in place.MTOs shouldnormallybe setwithperformance standards againstwhichactual performance canbemeasured. This means theycanalsobeusedasthebasisforservicecharters–contractsofservicedelivery commitmentsmadeby MDAs tothe public.

**Thenext stages** of the process review the functions and organisation of the MDA. Thereare three parts:

* A functional review, clarifying the necessary core functions (derived fromthemandatesandmediumtermobjectives)
* A structural review, to ensure that the MDA has the correct configuration of departments and units to achieve its objectives efficiently
* A process review, to ensure that procedures and workflows are appropriate to the tasks of the MDA, and operate efficiently.

Theendpointofthesereviewswillbe an appropriate organisational structure, with clear termsof reference for eachdepartment, sectionor unit.At the end of this stage, organisations are often faced with tough decisions: to introduce new functions and remove old functions, and to reorganise their structure.

**The final stages**of the process are concerned with aligning the staff structure and workforce with the needs of the organisation. Once the most critical structural changes have been made, the next stage is to look in more detail at the internal make-up of each department, section or unit. An establishment plan identifies the key posts required for the new structure, drawing up job descriptions and linking the jobs to the salary grades.

The final challenge is to match the existing workforce with the establishment plan. This will highlight areas that requirerepositioning of staff, workforce training, and recruitment and rightsizing, and culminatein the preparation of a workforce plan.

Ultimately each employee will have a clear job description from which annual targets can be derived, thereby providing the basis for individual performance assessment. The workforce plan will also enable the MDA to provide individual career development and training plans for its employees.

MDAs exist to provide services to the public, to other public service bodies, or to both. Theymay produce and publish service charters as a direct follow-on from corporate planning. Service charters set out what the service user can expect from the MDA, what is expected of the users, and how to complain if something goes wrong.

# Section 3: Overview of the Corporate Planning Approach

## Buy-in and Relationship Management

There are three phases of corporate planning that focus particularly on relationship management.

### Phase 1: GettingCriticalMass, Explaining and PromotingCorporate Planning

This phase calls for **participative and consultative methods to ensure that the process engages with as many stakeholders as possible**. Briefings should not be restricted to senior managers, steering groups or technical teams. MDAs should use mass communications internally to draw attention to the process, including posters, a series of short open briefing meetings, leaflets, a drop-in facility, etc. MDAs’ managers must communicate and champion the process.

### Phase 2:Maintaining Pace and ReportingProgress Widely and Regularly

This is essential to ensure that people know what is happening and do not forget that corporate planning is being implemented. Similar communications methods to those in Phase 1 should be used.

### Phase 3:Technical Development of Recommendations and Delivery of the Reports

The primary contact for these activities will be decision makers, who should have the opportunity to consider and comment on proposed changes and the implications of managing implementation before these are shared more widely. The emphasis in this phase will be **direct engagement with the decision makers** (general participation is no longer appropriate at this point).

## Diversity and Flexibility

It is important that the process is homegrown. States must develop their own mission, objectives, structures and processes, rather than adopt one that is perceived to be technically correct. At the same time, rigorous technical analysis is essential to challenge objectives, structures,functions and processes which do not constitute good quality in terms of technical standards.[[5]](#footnote-6) This means that consultants and state technical corporate planning support team members should **be more assertive when challenging the conclusions of participatory workshops: highlighting anomalies and citing comparisons from their experience elsewhere**.

In addition, it is important to recognise that **the basic methodological framework need not be applied too rigidly**. For example, in a state or MDA where existing development plans already document adequate mission, vision or MTOs, it is sufficient to undertake a rapid validation exercise rather than redevelopingthese foundations. Where an MDA has already embarked on partial reorganisation or other organisation development processes, recognition of this should speed up the function, structure and process review stages.

**States**need to **establish and resource an internal MDA technical team**, not only to gather data, but also to analyse findings and participate fully in the formulation of organisation development options. This will strengthen the home grown approach.

## Pace and Momentum

The corporate planning process can be slowed (or perceived to be slowed) because of the inevitable timelag between completing analysis and developing recommendations, and decisions about implementation. It is an inevitable reality that implementation is challenging for MDAs, and often requires iterative consultations with other MDAs and lengthy executive council (ExCo) review and approval processes. Furthermore, an overlyparticipative process often frustrates participants and consultants alike – the early stages are sometimes described as ‘slow’ and ‘boring’. **While maintaining participation as far as possible, a more extractive process should be used (particularly for functional,structure and process reviews,and for workforce planning) to speed up the process overall**.

A **timetable shouldbe agreed and followed for the whole corporate planning process**. To maintain pace, the timetable should not be too protracted. For large or complex MDAs, it may be appropriate to phase the corporate planning process so that specific functions or directorates are completed in turn.

Delays at the various decision making stages can also contribute to lost momentum. As part of negotiating the timetable, **critical decisionpoints and responsibilities for sign-off of findings, and action should be clearly identified**. Each stage of the process should be drawn to a definite close, so that ownership of recommendations, etc. is clearly transferred to the MDA decision makers responsible.

## Realism, Readiness and Capacity

It is vital to ensure that senior management of MDAs fully understand what is involved in corporate planning from the beginning, and that the process does not begin until the MDA is ready. This is so important that if necessary the process should be delayed or deferred until readiness is certain. Time invested in building readiness is not lost. It is also important that MDAs understand that corporate planning is an iterative process, to **limit unrealistic expectations of quick wins and perfect solutions.**

## State Government Roles

The process cannot move forward in an MDA unless there is at least one, and preferably several, champions at a very senior level. These people have to be able to fully understand the technicalities of the corporate planning process; to see the potential benefits and want to achieve them; and be prepared to manage the organisation to implement change. However, strong champions can also cause delays if, for example, decisions taken when they are absent continually need to be revisited. The revised approach emphasises **investment in identifying champions and negotiating decision making processes** to avoid this eventuality.

Corporate planning must be carried out in partnership with public servants to ensure that limited resources are used efficiently and the organisational development effort is sustained. Where state public service teams lack the capacity for corporate planning, quality can be compromised, resources wasted and reputation damaged. MDAs need to define their roles and develop their capacity to support the process. In practice this will mean **establishing a technical team of counterparts for every corporate planning process[[6]](#footnote-7), providing the necessary orientation and training, as well as providing mentorship and supporting on-the-job learning** to equip them to take responsibility for continuing rollout and maintenance of the corporate planning process.

## Communications and Learning

To articulate the change management process, it will be necessary to formulate a **communications strategy, raise awareness and conduct a lessons learned analysis after each stage**. This will provide an important opportunity for coaching state government counterparts, as well as for sharing between states and state level programmes (SLPs).

## Speeding Up the Process

To speed up and simplify the process, all of the corporate planning stages shown in Figure 2 can be grouped into five main stages, to be completed as far as possible in a six-month period. Table 1 summarises the key features.

Essentially, this means there are four interim (Stages 1, 2, 3 and 4), and one final (Stage 5) report. The reports should be received by previously agreed deadlines, and decision makers should respond within a specific timeframe.

Table 1: Key Features of the Corporate Planning Process

| **Stage** | **Time** | **Key Features** | **Reports**  |
| --- | --- | --- | --- |
| 1 | Preparation | 2 weeks | * An intense communication process to ensure that MDAs fully understand what they are starting
* Presentations, documents,meetings, etc. should all be used
* Identification and mobilisation of internal technical team
* Preliminary scoping exercise to tailor the approach to MDA circumstances
* Formal agreed explicit plan and timetable.
 | PLAN:Timetable,deliverables, deadlines,responsibilities, |
| 2 | Mandates,mission, vision, MTOs | 2 weeks | * Short and sharp, but participative
* Wide involvement
* Drawing on whatever strategic plan, MTSS or other sources already exist rather than beginning with a blank sheet.
 | INTERIM REPORT:Mandates, etc. |
| 3 | Functions,structures and processes | 2 months | * Expert-ledin two distinct stages
* First step is to review functions and align structure
* Second step targets critical processes for recommended functions, to include:
	+ Identification of existing processes to establish whether they are sufficient, and whether improvements to the processes are required
	+ Identification and description of any missing processes which need to be introduced for critical functions
	+ Identification of redundant processes to be abolished
* Guided by a standardised methodology and templates
* Conducted by trained consultants and/or state team members
* Mainly extractive but with participative validation
* Reporting clearly focused on the MDA decision maker(s) who will need to approve and implement the recommendations, rather than a general consensus-based process
* Particular attention to be paid to communicating the outcomes to other staff.
 | INTERIM REPORT:Functions, structures,processes |
| 4 | Establishment and workforce planning | 2.5 months | * To include proposed establishment structures, which may require some workload analysis as well
* Primarily expert and extractive
* Involves collecting and organising large quantities of information
* Guided by a standardised methodology and templates for workforce planning
* Conducted by trained consultants and/or state team members
* Job descriptions to be prepared and job analysis to be undertaken as needed
* Reporting clearly focused on the MDA decision maker(s) who will need to approve and implement the recommendations, rather than a general consensus-based process.
 | INTERIM REPORT:Establishment,workforce plan |
| 5 | Implement-ationplan and handover  | 2 weeks | * Summarising all of the key recommendations
* Identifying an implementation timetable and responsibilities
* Including a transition plan covering:
	+ workforce migration to new posts
	+ communications strategy
	+ progress reviews
	+ formal agreement and sign-off by MDA decision makers.
 | FINAL REPORT:Compiled reports,implementationplan,lessons learned |

## Practical Application

Apart from the streamlined process described in Table 1, corporate planning facilitators should also give consideration at the planning stage to:

* The most effective way of awareness raising and explaining the corporate planning process, its benefits and limitations before beginning the work. Identifying and engaging champions and technical counterparts is one of the most critical elements of this,but is not sufficient in itself
* How precisely to achieve an improved balance between participative and extractive processes. (As described above,participation is more appropriate in the early stages of corporate planning, shifting to a more extractive diagnostic process, particularly for the structural and process review stages, and aspects of establishment and workforce planning)
* Whether it is desirable or possible to restrict consultancy inputs to a small number of consultants who have demonstrated an in-depth understanding of corporate planning, and organisation development in general, and who have the very considerable analytical skills which are required for this work
* How best to guide and support technical staff so that they are able to contribute fully to corporate planning initiatives without compromising outputs or quality standards
* How best to provide explicit guidance and briefings for other workstreams and SLPs to ensure that they fully understand and are engaged with the corporate planning process in the relevant MDAs. (Apart from their technical input to the functional and process review/design stages, and to the development of job descriptions and establishment plans during the corporate planning process, the other workstreams will continue to work with their MDAs on the implementation of agreed new structures, processes and workforce after the completed corporate plan has been signed off)
* Whether there is scope for/benefit in linking corporate planning to the first stages of service delivery improvement (service standards, charters and service level agreements) to make the connection between MDA fitness for purpose and outcomes in terms of improved service delivery
* How precisely to build the capacity of counterparts to participate in corporate planning, both in the target MDAs and in central reform agencies charged with supporting the process
* Defining arrangements for systematic lesson learning and sharing, both within and between states, throughout the process.

# Section 4: Stage 1 Revised Corporate Planning Process: Preparation

Duration: 2 Weeks

## Key Features

* An intense communication process to ensure that MDAs fully understand what they are starting
* Presentations, documents,meetings, etc. should all be used
* Identification and mobilisation of internal technical team
* Preliminary scoping exercise to tailor the approach to MDA circumstances
* Formally agreed explicit plan and timetable.

## Change Management in General

Corporateplanningisinessence aprocess of enablingthe MDAtorespondtochange.Inthe present fast-movingworld,institutionsarebeingconstantlychallengedtokeeppace–changeispervasivein terms ofexpectations,technologies,attitudes,politics,resourceavailability,etc.MDAs need to recognisethat:

* Change is aboutchallengeandopportunity
* Change is aboutpeople–itrequires the active participationof alltheir personnel
* Changeisaperpetualprocess–requiringconstantreviewofanMDA’sstructure,systemsand processesinorder toachieve itsmandates
* Change is aboutownershipbyallstakeholders
* Change requirescompetent change agentstohelpsteer the process.

## Ensuring MDAs Understand and Are Prepared for Corporate Planning

A useful first step is to define, understand and explain the goals and potential benefits of corporate planning alongsideother reforms (especially the introduction of MTSSs and improved budgeting) and other SLPs in the reform programme. For example:

* Unclear mandates mean thatMDAs may not confidently planbudgets and organise resources to deliver core services. Clear mandates complement medium term planning to ensure that MDAs are correctly focused to contribute to the implementation of sector strategies
* Medium term objectives allow MDAs to be more strategic in their planning and better able to organise their staff and other resources
* A clear mandate and vision can engage andinspire staff to deliver service and make a difference to citizens’ lives
* Clear and appropriate functions and processes enable MDAs to organiseresources and activities in the most effective and efficient manner
* Job descriptions derived from defined functions and underpinned by efficient processes can increase staff motivation and are the basis for meaningful performance discussions
* A proper gap analysis of the skills needed to deliver services and meet job standards and expectations will inform the training and development plan
* More accurate establishment plans mean better cost control
* Medium to long term workforce plans will address challenges such as an ageing or under-qualified workforce
* Instituting a systematic approach to organisationalreviews and training partners such as staff in states’ reform and transformation bureaux will add to the skills pool and sustainable change.

Once the need for change and the potential benefits of change have been accepted in principle the specific proposals and work plan can then be developed.

## Identifying and Mobilisingthe State Corporate Planning Team

Seniormanagementsupportiscrucialtothesuccessofcorporate planning.Thesupportshouldsignalareadinesstoembarkonatransparentprocess whichintendstoachieveimprovementsineffectiveness,efficiencyandservicedelivery.Itshould alsosignalcommitmenttofollowthroughonwhateverplansareproduced. Topmanagementincludescommissioners,permanent secretariesanddirectors.Theyneedtobecommittedtopositivechangeandtoinitiateanddrive the process.

It is essential to establish a senior, state-level decision making ‘Corporate Planning Committee’ or other structure with responsibility and authority for driving the reforms and effecting change. These responsibilities should be outlined in formal terms of reference to ensure clear accountability. The decision making body should drive the pace of the work and hold those conducting the corporate planning exercise to account. Experience indicates that the Office of the Head of Service (OHoS) is the natural home of such a committee, but it might also be placed with an exisiting committee which already has a wider reform remit (e.g. some states already have a high level reform committee or similar body). In either situation,there may also be benefits in establishing a technical team of officers thatcan act as a resource to support individual MDAs undertaking corporate planning.

## Agreeing the Corporate Planning Model and Piloting the Process

Testing any change model is a valuable way of gaining additional insight into some of the likely challenges and ways in which the process can be applied. It also means that the staff and other resources needed for the review can be planned and managed.

If a state decides to undertake a pilot corporate planning process, some of the key questions to ask are:

* What is the precise purpose of the pilot? Will the pilot MDAs be the showcase for others or a test bed for the methodology?
* Which MDAs will take part in the pilot and how will they be identified?
* Will the MDAs be able to absorb the demands on them?
* How long should the pilot corporate planning process last?
* What mechanisms exist, or need to be established, to co-ordinate, manage and monitor progress and logistics during the pilot?
* Who else will be involved, e.g.reform or transformation bureau staff?OHoS staff? Will they be released from their day duties?
* Who will the MDAs nominate to do the work during the pilot? Will they be released from their day duties?
* What training or sensitisation needs to take place prior to the pilot launch?
* How to keep people informed and enthusiastic and maintain momentum during the pilot process?
* What resources, etc. will be required?

Once the pilot phase corporate planning has been completed and the methodology adequately followed, the results should then be validated, adjusted and formalised by the senior decision making body.

The process should be conducted in stages with quality assuranceat the end of each stage. It is important that each stage build on the firm foundation of its predecessor.

The formal recommendations should include a detailed work plan for proposed implementation of any changes which are to be rolledout across the service.

## MDA-level Corporate Planning Preparations

At MDA level, thecorporate planningprocessneedsclearmanagementarrangementsandstructuresif itisto succeed.It is uptoeach MDA towork theseout for itself but theyare likelytoinclude:

* Somesort of temporary oversightstructure (orsteeringcommittee)includingtop officials – such asthecommissioner,thePermanentSecretary (PS) andrelevantspecial advisors (SAs) to plan, manageandcommunicatethe process,approvethecorporate planandensureits implementation
* Specifictechnical team(s)reportingtothesteeringcommittee, withmembership representative ofthevarious departments ofthe MDAwhichwill dothe detailedconsultations, data gathering, analyses,ideas,etc.
* A mini secretariatwhichdrives, co-ordinates and supports the various teams or committees ona day-to-day basis.

Membershipofthesteering committee and technical teams shouldbeselectedfromreformmindedofficers.

If there is an agency charged with central support or oversight of corporate planning or public service reform in general, it should also be represented in the technical team(s) and/or on the steering committee.

The MDA steeringcommitteeshoulddecidehowthe MDAwilldevelopits corporate plan. In order to do this, the MDAcorporate planning team should undertake a preliminary scoping exercise to tailor the approach to the MDA’s circumstances. This will take account of, for example, pre-existing vision or mission statements, MTOs,or ongoing structural or other reforms which must be accommodated. The timing of major data-gathering or other exercises should match the MDA’s calendar of events and make allowances for known peaks and particular workload bulges (e.g. avoiding the budget period in MDAs responsible for budgeting and planning). When the precise approach has been agreed, a formal plan and timetable should be developed and made public. This should include decision points,submission deadlines and the proposed contents ofthe stage reports identified in Table 1 above.

Theplanningtimetableofactivitiesshouldbedevelopedforallcommittees and teamsinvolvedintheprocess.Thisshouldprovide clearindicationsofwhenandwherespecificcorporate planningactivitieswilltakeplaceandwhois responsible forwhat. For eachcommittee,the followingissues shouldbe clarified:

* Whowill organise meetings and workshop events
* What resultsare expectedfromeach
* What support orfacilitationis required
* How decisions will bemade andagreement reached onimportant issues
* When and howotherstakeholderswill beinvolvedinthecorporate planningprocess (for example, the heads of department andclients).

## Communicatingthroughout the Corporate PlanningProcess

Corporate planning is based on management commitment,but also relies oncommunication,andactiveemployeeparticipation to achieve a degree of ownership andenhancethe chancesofsuccess. Key features of this are:

* A preliminary programme of briefings, posters, leaflets, etc. to ensure that all staff of the target MDAunderstandthereasonsand objectives ofthecorporate planning process, understand how it will be implemented, and how they will be involved
* A plan for continuing communication through workshopsandmeetingsas well aspaper-based information and updates.

The corporate planning approach will balancehighlyparticipativemethods in the earlier stages,(including mini-roundtables,forums,meetings, retreats,feedbacksessions,etc.) with more extractive, expert and advisory processes for the later, decision making stages. However, even where the latter are used, results and outcomes should be regularly publicised when managers have made their decisions.

Communicationisfundamentallyimportanttothesuccessofacorporate planninginitiative andsoitisessentialtothinkthisthroughinadvanceandsetupanappropriatesystem.Thereare threeareastoconsider:

* Communication between the core actors, the committeemembers andvarious teams
* Communicationwith the wider staff members andunions in the MDA
* Communicationwith the public.

### CommunicationbetweentheCoreActors,theCommitteeMembersandVariousTeams

Thislevelofcommunicationwillnormallybeachievedthroughregularmeetings,miniworkshops andretreats.Itisessentiallyaboutmanagingandguidingthecorporate planningprocess,ensuringcommonvision anddirection,monitoringprogress,resolvingproblemissues,etc.

### CommunicationwiththeWiderStaffMembersandUnionsintheMDA

Communicationatthislevelisaboutkeepingfaithwiththewidergroupofemployeesandtheir unions,and informingandeducatingthemonthecorporate planningprocess.Anyinternalreviewor changeprocesswillcreateuncertainties,worriesandrumoursamongstaff.Itistherefore importanttoensurethatstaffclearlyunderstandwhatisbeingdone and why.Itisalsoimportanttosetupmeansbywhichtheycandirectlyquestionthosedrivingthe process, contribute ideas, expresstheir concerns andsee thatthese arebeingtaken accountof.

Communicationmethodswillincludelargemeetingsledbytopmanagement,presentations,regular newslettersorbriefingnotes,posters,etc.Itmayalsobenecessaryfortopmanagementtohold specificmeetingswithunionofficialsatanappropriatestage.

### CommunicationwiththePublic

Whilethepublicwillnotreallybeconcernedwiththeinternalorganisationalarrangementsofthe MDA(unlikethestaff),theyshouldbeinformed aboutthestrategicplans, objectivesandservicedeliveryarrangements.Theexternalstakeholdersorclientswillneedtoknow howcorporate planningwillimpact onservicedelivery.

Communicationwiththisgroupofstakeholdersinvolvesprovidinginformationthroughstakeholders’ meetings,focusedroundtable discussions,printandradio/TVmedia,posters,informationdesks,etc.It alsomayinclude invitingfeedback through focus groups,suggestionboxes andpublic meetings.

## FundingforCorporate PlanningActivities

Acorporate planningprocessdoesnotneedtobeexpensivebutinevitablyrequiresresources. Someamountofmoneyshouldbeearmarkedforthispurpose.Thisshouldideallycomefrom budgetaryoverheadsontheMDA’sadministration.Itmayalsobepossibletogetsupportfrom donorssupportingpublicservicemanagementreformsandcapacitybuilding.Wherethereisan existingdonorfundedprogrammeintheMDA,thelikelihoodofgettingfundsorassistanceinkind shouldbe explored.

Areas wherefundingsupport will beneeded may include:

* Workshopsandmeetings
* Consultant facilitators
* Stationery
* Computer andinternetaccess
* Refreshmentsforcommitteework
* Office suppliesandsupportforthe co-ordinatingsecretariat
* Publication and distribution of outputs such as corporate planning progress reports,mandates, vision and mission statements, etc.

## CorporatePlanDocumentationFormat

Attheoutset,adecisionneedstobemadeabouthowthecorporate planningprocessistobe documented.Although the MDA should be able to choose how they want the outcomes to be documented, it is strongly recommended that the MDA receives interim reports and a final report as the stages in the corporate planning process are completed. Ideally there should be four interim (Stages 1, 2, 3 and 4) reports, and one final (Stage 5) report. The final report should include summaries of all of the stages as a comprehensive record of the process, together with all recommendations, an implementation plan and a record of lessons learned.

***The Toolkit resources supporting Stage 1 are***

*1a Briefing Note on Corporate Planning*

*1b Readiness for Change Checklist*

*1c PowerPoint Presentation: Introduction to Corporate Planning*

*1d Sensitisation Exercise: Walk-through Corporate Planning End-to-end*

*1e Model Corporate Planning Timetable*

# Section 5: Stage 2 Corporate Planning Process: Mandates, Mission, Vision, Medium Term Objectives

Duration: 2 Weeks

## Key Features

* Short and sharp, but participative
* Wide involvement
* Drawing on whatever strategic plan, mandates, MTSS or other sources already exist rather than beginning with a blank sheet.

## Introduction

This stage should be participative, but it should not be overextended. While wide involvement is desirable, this should be balanced with completing the work in a relatively short timescale. Workshops are useful but should not be too large or lengthy. As many as 40 participants may be manageablefor some MDAs, but as few as 10 to 15 might be more appropriate in some circumstances.

Be realistic about who can usefully contribute to discussions. Technical and professional staff may have valuable information and insights,and will benefit in terms of personal development. More junior staff should be represented, but it will be more effective to primarily involve those with the knowledge to contribute and the seniority to make decisions. However,the outcomes of the process should be widely shared with staff and a mechanism to allow staff to commenton the outcomes at a draft stage can improve engagement.

Many MDAs will alreadyhaveusabledocuments oroutputsrelatingtothedifferentstages, whichwillreducethe amountofworkneeded. If possible, existing mandates, mission,vision and MTOs should be reviewed and validated rather than re-invented.Allrelevantdocumentsneedtobebroughttothetable to facilitate this.

At the other extreme,some MDAs may not have any long termstrategic plan. However they should still be able to carry out corporate planning effectively **provided** they are in a position to generatesatisfactorylongtermgoalswhichareadequatetoprovideabasisforsomemediumterm plans.However it is highly desirable to havesome form of longtermstrategicplan (and preferably adetailedMTSS) in place as the basis for MTOs.Withcarefuldesignoffacilitatedanalyticalexercisesitshouldbepossibleto generateadequateoutputsforthesestagesinashortertimeframe.

## Clarifying Mandates

ClarifyinganMDA’smandateisacrucialfirststepinthecorporate planningprocess. It defines the specific functionsandresponsibilities of the MDAwithin thescopeofoverallgovernmentactivities.Mandatesdefineresponsibilitiesforservicesand functionsbetween ministriesandagenciesandbetweenthetiersofgovernment.

A mandatecanbedefinedas:

* An official order orauthorisationgiven toan MDA toact onbehalf of government
* Power orauthorityto implement certain policies,functions or programmes
* A document givingan official instruction orpower givento deliver a service.

***Note that many states will have already completed an exercise to clarify mandates across the government before attempting corporate planning.Where this has happened then these should simply be cited and accepted as the mandate basis for corporate planning***.

Oncethemandateisdocumented[[7]](#footnote-8),the remainder of the corporate planningprocessdetermineshoweachMDAwill deliver agreedservices,targetsandstandards in accordancewithit. But before this can be done,it is necessary to ensure that the mandate is robust, and resolve any mandate problems, as described below.

A goodstartingpoint for clarifyingmandatesis torefer tothe various piecesof legislationwhichmay havebeenpassedtoestablishtheMDA.Thesewillnormallyincludethespecificfunctions,powers, responsibilitiesandservicedeliveryrelatedactivitieswhicharetherebylegallyentrustedtothe MDA.Itshouldbepossibletodiscernthecoremandateandthenthesupportingfunctions.

Legislationmayhavebeenpassedatdifferenttimesinthepastanditisbesttogetcopiesofall relevantlegislation.Beawarethatgovernmentmaysometimesomittorepeal oramendlegislationwhichhasbeensuperseded.Thisisacommoncauseforoverlapping mandates.

ThenextstageistoreviewwhatfunctionsandresponsibilitiestheMDAis**actually**carryingoutin practice.

* Isitimplementingall ofthefunctionsinitsenablinglegislation orisit omittingsome ofthem?If sowhich ones?
* Is itcarrying outsomefunctionswhichare notwithinitslegislation?Whataretheseandwhich MDAshouldbe doingthem?
* Have some otherMDAstaken oversome ofthe functions, if sowhich ones?
* Aresome ofthefunctions delegated toa parastatal oranothertier of government?Which ones andexactlywho isdoing what?
* Are there conflicts over the mandate with anotherMDA orwith a differenttier of government?
* Towhatextent have gender and social inclusionissues beenmainstreamedintothefunctionsandresponsibilities of the MDAs?

Afterreviewing thepracticalrealities,anyareasof mandateconflictand/orconfusionshouldbereadily apparent.Theseneedtoberesolvedbeforeproceedingfurtherwiththecorporateplan.Resolution canbestbeachievedbyholdingdirectconsultativemeetingswiththeMDAswherethereisany confusion.

## Defining Vision, Mission and Core Values

Developinglongtermgoals,objectivesandstrategies(coveringafive-to-tenyeartimeframe)forthe MDAisacrucialmulti-stageprocesswhichstartswiththesettingofvision,missionandcorevalue statements.Thiseffectively articulates thekeystrategies(coursesofaction)bywhichthegoals defined in the missionwillbemet.Inessence,bydevelopingprioritisedlongtermgoals,theMDAdefinesits direction,andmakesoutline decisionsonallocatingitsresources,includingfunds andpeople.

Vision,missionandcorevaluestatementsprovideastrategicdirectionforthe MDAthroughsimple, succinctexplanationsofwhattheorganisationistryingtoachieve,howitwilldoitandwhowill workwithittoachievethedesiredoutcomes.Theyalsoactasafocalpointforachievementand bringpeople together toachievea commonagenda.[[8]](#footnote-9)

### Vision

Thevisionistheguidingpictureandsenseofdirectionthatinspiresthepeopleofthe organisation.Itisaboutwhatwillbeachievedinthe widersphereiftheorganisationandothersare successfulinachievingtheirindividualmissions.Avisionstatementisanaspirationaldescriptionof whatanorganisationwouldliketobeandtoachieveinthemidtolongterm.Itisintendedtoserve as a clear guide for choosingcurrent andfuture courses of action.

### Mission

Amissionstatementisabriefwrittenstatementofthepurposeofapublicorprivateorganisation, (includingaministryordepartment).Ideally,amissionstatementguidestheactionsofthe organisation,spellsoutitsoverallgoal,providesasenseofdirection,andguidesdecision makingfor alllevelsofmanagement.A missionstatementoftencontains:

* The purpose andaimof theorganisation
* The organisation’s primarystakeholders, e.g. clients,staff,etc.
* Responsibilitiesof theorganisationtowardsthese stakeholders
* Productsandservicesoffered.

### Value Statement

Avaluestatementsetsout,inexplicitterms,thebeliefsthataresharedbythestakeholdersinan organisationandhencethewaysinwhichthe MDAintendstorelateandengagewithits customers/clients/users/stakeholders.Valuesdrivetheorganisation’scultureand priorities.The corevalues showwhattheMDAstands for andwhat is distinctiveabout itscharacter.

Visionandmissionstatements that are developedbyawiderseniormanagementteam–e.g.Honourable Commissioner,PermanentSecretary, Chief Executive Officer (CEO) anddirectors and headsofdepartment –withinputsfromotherservice-mindedpeopleintheMDA,take longer toproducebutaremore powerful. Sharingtheprocessofsettingthese goals,valuesandaspirationshelps greatlyindevelopinganeffective organisationalteam.Peopleinthe organisationshouldseetheirneeds andwantsrepresented.

One approach to defining vision and mission is to pose two questions:

1. Whataspirations doesthe organisation have forthe worldin which it operates andhas some influence over?
2. Whatcan(and/or does)the organisation do or contributetofulfilthoseaspirations?

Theanswertothefirstquestionprovidesthebasisofthe visionstatement.The answer tothe secondquestiondeterminesthemissionstatement.

## Goals, Objectives, Outputs and Activities

It is very easy to become confused by definitions of terms like ‘goals’, ‘objectives’, ‘outputs’, ‘results’, etc. Different organisations and people use these words to mean different things, sometimes interchangeably. What is important is to create a clear and agreed understanding of **why** the MDA exists, **what** it is trying to doand**how**itisplanningtodoit.

Agoalisabroadstatementaboutthe ultimateorlongtermaimoftheMDA,thehigherordercausetowhichtheworkofthesector/MDA isintendedtocontribute(e.g.provisionof affordablebasiceducationforallultimatelycontributingtoimprovedlivingstandards).Sometimes thestatementsdescribingthevisionareessentiallygoalstatements.

Objectivesareasecondorder.AnMDAmayhaveoneorseveralobjectiveswhicheach contributetotheachievementofthegoal.Objectivesareusuallyshortertermandmorespecific. They can be alignedwith thewhole MDAor individual departments.

Outputsandactivitiescomenextinthehierarchyofpurpose–morespecific,moretime-bound, morecontrollable.

|  |
| --- |
| Table2:HierarchyofGoals,Objectives,Outputs andActivities |
| **LEVEL** | **DESCRIPTION** | **Responsibility andControl** |
| **GOAL** | The**Goal**isahigherorderorlongertermoutcomethattheMDAcontributesto.Itcanbedefined astheoverallbigpictureneedor problembeingaddressed. | **TheGovernmental Level**GoalsaresomethingthatoneMDAalonedoesnottotallycontrol.Attainmentofa goalrequiresanumberofactorsand positive external factorstocometogether. |
| **OBJECTIVE** | The**Objective(s)**describesthespecificandimmediatepurposeofthe MDA.TheObjective(s)needstobeclearly defined so all key stakeholders know what the MDA is trying to achieve. The **why**question. | **TheMDALevel**TheobjectivesofanMDAaremorewithin thescopeofitscontrolbutnottotallyso. Theyarethesumoftheoutputsfromthe departments.Theirattainmentwillusually require some collaborationwithothers. |
| **OUTPUTS** | The**Outputs**describe what the MDAwillactuallydeliveroveraspecificperiodof time.They couldbe the termsof reference for a department.  | **TheDepartmentalor Divisional Level**Outputsshouldbeunderalmosttotal controlof departmental managers. |
| **ACTIVITIES** | The**Activities**describewhatwillbedonetoachieve each output. The **how**question. | **TheIndividual or UnitLevel**Activitiesaresomethingwhichindividuals orsmallgroupsarecompletelyincontrol of in their day-to-day work. |

## DefiningMediumTermObjectives

DefiningMTOsis averyimportantpartof thecorporate planningprocess interms ofclarifyingexactlywhattheMDAshouldbedoing,settingperformancemeasuresanddecidingthe financialandhumanresourcesrequiredtoimplementthestrategiesandpolicies.

Note that developing MTOs in the absence of some form of sector strategy/MTSS is a major undertaking that will require expert strategic planning and budgeting expertise, as well as technical knowledge of the MDA’s technical sphere of operations. Very careful consideration should be given to whether it is possible to carry corporate planning forward in a situation where **no** strategic objectives have already been defined and ratified for the sector or MDA.

Therelationship betweenalonger termgoal,medium term objectivesandongoingactivitiesandinputsareshownin asimplifiedresultschaininFigure3 below.AresultschainshowshowtheMDA’sinputstranslate intoultimate impacts(theachievementof the goal) throughactivities,outputs andoutcomes.

Figure 3: Results Chain



Desiredoutputsandoutcomesshouldbedefinedas MTOsfor allaspectsoftheworkofthesector/MDA. There can be severaldifferent categories of MTO,including:

* Technical(sector/sub-sector specific) – these are critically important and must be covered
* Institutional(newlegislation, regulations,etc)
* Organisational(structuralandfunctional changes)
* Humanresources(staff development, deployment,etc)
* Governanceandaccountability.

MTOs are essentially policy based targets to be achieved within the medium term (three to five years). They need to be realistic and affordable in terms of the human and financial capacity of the implementing agency. They should therefore be derived from, and relate to, reasonably accurate data and statistics on service needs and also the likely budgetsavailable.In termsofpolicy,theyshouldbeguidedbyany national or state policy or strategic plan (development plan, MTSS or other).

SomeMDAswillalreadyhavesomesortofMTOsintheformofthree yearrolling plansorMTSS.Ideally,mediumtermplansshouldalsobepartofa mediumtermexpenditureframework (MTEF). However,the absence of these need not prevent the MDA from defining its MTOs, provided it has a clear mandate, vision and mission, and **some** strategic objectives have been defined and ratified.

It is particularly important to challenge MDAs on the quality of the MTOs which they propose. In many corporate plans MTOs relate to building the capacity and resources of the MDA itself, rather than the services which the MDA should deliver. MDAs must define their actual resposnsibilities to deliver services and meet standards: without this,there is only a weak foundation for the next stage of the corporate planning process.

## Linking Medium Term Objectives and Service Delivery Standards

MTOsshouldincludedetailsofservicesandactivitieswhichcanbemeasured throughsomesortofindicator.Indicators at the highest level can be about improvements in human development indices or Millennium Development Goals (MDGs)(more relevant to long term strategies than medium term plans). At the next level down they are usually about quantity, quality and equality of services delivered.

**Although not a formal requirement for completingthe corporate planning process**, it should be noted that once indicators are agreed, standards and performance targets can be set. When an MDA has identified its performance targets and standards it is possible to make an immediate and direct link to service delivery and service charters. Service charters are powerful tools for improving standards of public service, achieving greater accountability and transparency in service delivery, and reinforcing democratic principles by empowering the citizen.

If the MDA is working through corporate planning in an effort to address service delivery issues, it may be helpful to devote more attention to defining high quality indicators and standards at this stage – especially since this will improve the accuracy of the functional and process reviews at Stage 3 of the corporate planning process. Alternatively these can be developed at a later stage, which may be preferable if the MDA is struggling with the service delivery concept.

*The Toolkit resources supporting Stage 2 are:*

*2a Checklists and Examples for Setting Mission, Vision and Values*

*2b Guidance and Template for the Development of Medium Term Objectives*

*2c Guide to Producing Service Charters*

# Section 6: Stage 3 Corporate Planning Process: Functions, Structures and Processes

Duration: 2 Months

## Key Features

* Expert-ledin two distinct stages
* First step is to review functions and align structure
* Second step targets critical processes for recommended functions, to include:
	+ Identification of existing processes to establish whether they are sufficient, and whether improvements to the processes are required
	+ Identification and description of any missing processes which need to be introduced for critical functions
	+ Identification of redundant processes to be abolished
* Guided by a standardised methodology and templates
* Conducted by trained consultants and/or state team members
* Mainly extractive but with participative validation
* Reporting clearly focused on the MDA decision maker(s) who will need to approve and implement the recommendations, rather than a general consensus-based process
* Particular attention to be paid to communicating the outcomes to other staff.

## Overview

Thisstageisoneofthemostfundamental and most difficult parts ofthecorporate planningprocess.This iswherethefunctionsandprocessesoftheMDAareanalysedandrefinedandtheorganisational structureis redesignedto optimallydeliver theMTOs. This stage consists of two distinct steps: review of the functions and redesign of the organisational structure, followed by a review of the key processes involved in carrying out each function.

These can be the most problematic stages in corporate planning exercises, specifically when:

* MDAs have not previously considered the relationship between their functions and the organisational structure, with the result that the structure does not readily map onto the necessary functions
* Departments and units have proliferated for special purposes and been allowed to remain after their role has ended, often resulting in substantial resistance from MDA personnel to restructuring or abolishing them
* Within departments and units the staff structure is merely a hierarchy of grades, without any consideration of the roles which are necessary to deliver the functions
* Most significant of all, many of the processes which should be necessary to discharge the functions do not exist, and MDA personnel are unable to make the link between designing and operating process and delivering objectives.

As a result, facilitators have found themselves designing structures and processes for functions on paper which bear no relation to the actual circumstances of the MDA. It is apparent that this stage requires expert technical direction to ensure that proposed structures and processes are of sufficient quality. Participation should therefore be limited to small groups directly involved in the function and process. This analysis does not lend itself to large group workshops, and decision making should not simply be on the basis of participants’ consensus. Final decisions on structures (which may have very significant implications for future staffing) must be the prerogative of senior managers.

Various approaches have been tested to streamline the functional, structural and process review. In a number of cases the three reviews have been combined, but this has led to extremely lengthy reports which essentially become lists of ideal world structures and processes.

This guide proposes a different approach, as follows:

* The first step is to ensure the organisational structure is consistent with the functions. This should be completed as a stand-alone task
* Only when the functions and structure are agreed by the MDA steering committee should the process review be conducted
* The process review should identify the small number of core functions which are necessary to discharge the function and meet the MTOs – and concentrate on these
* The processes should be presented as simplified flowcharts showing the ‘as is’ and ‘future state’ processes (which incorporate necessary improvements and revisions) sidebyside.

The Toolkit provides examples and templates for the process.

## Definition of Terms

### Function

This is thespecialpurpose, roleortaskofapublicinstitutionassignedtoitbyahigherauthority–aduty specific toa particular department, unit, post orjob.

### Functional Review

Thisexaminesthefunctionsandstructuresofstate agenciesorbudgetentitiesandaskswhetherthefunctionsneedtobedoneatall;whetherother agenciesoractorscoulddothemmoreefficientlyoreffectively;andwhattheconsequencesarefor the organisation’s structure.

### Process

This isasequenceoflogically relatedactivities,tasksorproceduresdelivering a clear output which contributes to the achievement of a core function, service standard or MTOoutcome.

### Process Review

This is an important exercise to ensure that the necessary processes are being operated to deliver the specified outcomes or services. Processes can cross departmental and unit boundaries (for example, the recruitment of a new civil servant spans the Civil Service Commission, Office of the Head of Service and Finance.) Processes are mapped,usuallyusing a flowchart methodology which identifies the steps in the process and the sequence in which they should be completed. Decision points which lead to branches in the process are identified, and flowcharts can also locate the responsibility for completing each step.

## Functional and Structural Review

Functionalandstructuralreviews usually involvelookingattheorganisationfrom different perspectivesandthenreconcilingthesetoachievetheoptimumarrangement.Theseperspectives include:

* The alignmentof structureandfunctions in termsof the mandate,missionandobjectives
* Theimplications offunctionalallocationand structurefortheorganisation’s actualperformance andlevelof achievement.

Usingthesedifferentperspectives,the functional reviewshould consider:

* Isthe organisationcarrying outtherightfunctions to fulfil its mandate and deliver its MTOs?
* Are some functionsinappropriate?Couldsome be dropped? Should others becreated?
* Are thefunctionsthat are to be retained organisedandsetuptoachieveoptimumperformance?

Once the necessary functions are defined, the dimension of organisational structure can be considered. The two are completely interrelated. There is no one correct organisational structure – the design of an organisational structure is an exercise in finding the best match for the functions which are necessary. Many criteria need to be considered in arriving at the best structure,and it is usually necessary to negotiate through a number of iterations to fine-tune the structure. Some aspects to consider are:

* Ensuring that the structure reflects the role, relationships and distribution of the functions of the organisation (e.g. who needs to work, co-ordinate or communicate closely with whom)
* Ensuring that thestructureachievesthe desired balance of staff motivation, checksandbalances, and accountability
* Ensuring that the structure provides for an appropriate span of control, with between five and seven people reporting to any supervisor (although the span of control can vary widely depending on the nature of the work and the level in the organisational hierarchy)
* Ensuring thatthe structure operates with the minimumlevels of hierarchy (i.e. as flat an organisation as possible)
* Ensuring that the structure facilitates efficient internal control and speed of response
* Ensuring that the structure fosters synergy of skills, expertise or knowledge aligned to the core function or service areas
* Ensuring that the structure will comply with and, if possible, facilitate achievement of relevantgender and social inclusionequalitytargets.

It is very important that the proposed structure is shown alongside the existing structure.Every significant change must be identified,explained and justified in terms of how it better aligns the organisation to fulfil its functions, and how well it meets the other criteria defined above.

A key output of the functional and structural review should be the description of proposed responsibilities and functions of each department or unit. This should be taken as the starting point for the revised establishmentin Stage 4 of the corporate planning process.

Public service organisations are normally extremely resistant to making changes to the structure, so it is essential to make a clear case for any proposed changes. Also be prepared to deal withinertia, and a tendency to simply accept and argue for the status quo. This is one of the reasons why structures should not be redesigned on the basis of a workshop consensus.

## Process Review

The purpose of theprocessreview is to map the processes which are necessary to deliver the core functions and MTOs of the MDA. There is almost always a large discrepancy between the actual processes that already exist in the MDAand those which are required.Furthermore, there is wide variation between the comprehensiveness and fitness for purpose of different types of processes (typically finance processes are better defined than others), and wide variation between states (with some MDAs in some states being almost unable to articulate any defined processes for their work).Often there is no written procedure and sometimes people involved with the same process have very different versions of what takes place.The process is at best inconsistent and so difficult to record.In these cases it really is a matter of deciding whether the process is legitimate and needed and, if so, starting from scratch to lay out a reasonable set of steps. Finally,the poor design of many processes leads to a default position where decisions may only be taken by middle (or even senior) managers. This creates bottlenecks.

A pragmatic approach to process review isas follows:

* Focus on the key processes that impact most significantly on the service delivery of the unit
* Set criteria to choose the processes to be analysed,which may include level of impact, the frequency of execution, the number of beneficiaries, the complexity of the processes, etc.
* Agree a shortlist of the most important processes to be reviewed
* For each of these processes, record the current process (the ‘as is’) on a flowchart
* Carefully analyse each ‘as is’ process to identify whether it is fit for purpose or could be improved
* Identify the time the process takes and who is involved (including players outside the MDA)
* Record any proposed improvements to the process on a new ‘to be’ flowchart
* Itemise the changes which would be necessary to implement the improved process to assist the MDA to consider the proposals and take action.

The flowcharts need not be complex. They should simply capture the information in such a way that the process can be understood by the reader.TheToolkit contains examples of both simple and more complex flowcharts.

It is very important that the revised process is shown alongside the existing process,and that every significant change is identified,explained and justified in terms of how it better aligns the organisation to fulfil its functions. Expectations should be realistic: this process-oriented approach represents a very major cultural shift for most MDAs in most states.

*The Toolkit resources supporting Stage 3 are:*

*3a Step-by-step Guidance to Functional, Structural and Process Reviews*

*3b Guidance and Templates to Assist with Process Review*

*3c Examples of Simple and Complex Process Flowcharts*

# Section 7: Stage 4 Corporate Planning Process: Establishment and Workforce Planning

Duration: 2.5 Months

## Key Features

* To include proposed establishment structures, which will require some workload analysis as well as drawing on processes
* Primarily expert and extractive
* Involves collecting and organising large quantities of information
* Guided by a standardised methodology and templates for workforce planning
* Conducted by trained consultants and/or state team members
* Job descriptions to be prepared and job analysis to be undertaken as needed
* Reporting clearly focused on the MDA decision maker(s) who will need to approve and implement the recommendations, rather than a general consensus-based process.

Oncethestructureandfunctionalorganisationofthe MDAareclear,thenextchallengeistosetout theplanfortheworkforcecomposition –includingjobs,skills,knowledgeandbehaviours –toachieve the MDA’sobjectivesandhowthesewillbeaddressed.

Earlier stages of the corporate planning process will have led to a reconfiguration of the structure of the MDA, modifications to its functional responsibilities and their distribution as well as ways to improve the efficiency and effectiveness of the processes carried out.When adopted by the MDA, all of these organisational changes will have significant implications for the numbers, distribution, responsibilities and capabilities of the staff employed in the MDA.To align the MDA’s staff for the changes provided by the corporate plan, three interrelated steps must be completed:

* **Define a revised establishment for the MDA**: to define the composition of the workforce in terms of posts, jobs, and skills required to respond to the structure, functions and processes proposed and adopted
* **Analyse the existing workforce and identify gaps:** specifically match the current numbers, experience, competencies and demographics of the existing MDA staff with the needs and identify the shortages in terms of staff, numbers, grades or competencies which must be addressed
* **Prepare a workforce plan:** which sets out the process of getting the right people, with the right skills, in the right jobs (identified in the revised establishment) at the right time to enable the MDA to deliver its goals, strategic objectives and service delivery targets.

## Defining the Establishment

In public service an ‘establishment’ is alist of posts approved for an MDA,department or other sub-component of the MDA, that are intended to enable the MDA or sub-component to effectively and efficiently undertake its functions.The establishment lists each post by its title and grade. While the establishment defines all approved posts, whether filled or vacant, the nominal roll provides a list of staff that have been appointed and are in-post at any one point in time.The two should not be confused.

The revised establishment should define the posts and disposition of staff needed to enable the MDA to undertake its responsibilities once all reorganisation and reconfiguration of itsstructure, organisation andfunctions have been approved or at least agreed.One output of the functional and structural review should be the description of responsibilities and functions of each department or unit. This should be taken as the starting point for the revised establishment.

Each establishment must be designed for a particular department or unit and the establishment for every department will almost certainly be different from others.The only possible exception to this will be someadministration units, which will have identical or very similar duties no matter in which department they are located.The practice of creating identical post hierarchies (for example,head of departmentx 1, deputy head of departmentx 2, principal officer x 4, senior officer x 8, and so on), irrespective of the nature of the tasks being undertaken, must be abandoned.

It should be recognised that in the revised establishment that fits the MDA’s new structural and functional needs, some posts may now be redundant, new posts may need to be created, others may need to be transferred to a different department. Establishmentplanning,therefore,involvesanMDAdefiningthepostsitrequiresandassigningto eachposttherequisitejobdescription/schedule,the necessaryskills,gradesandcompetencies.Part ofthisprocessincludesjobanalysisandjobevaluation.

### JobAnalysis

This is theprocessofassessingthecharacteristics,levelofresponsibility,competenciesandexperience requiredfora job. This includesanalysisof:

* The tasks thatmakeup a job
* The conditionsunder whichthey are performed
* Whatthejobrequiresintermsofaptitudes,attitudes,knowledge,skillsandthephysical condition oftheemployee.

Jobanalysisshouldresultinthepreparationofajobdescriptionorjobschedulewhichincludesalist ofthetasks,orfunctionsandresponsibilitiesofaposition.Typically,italsoincludesthe managerial reporting relationships of the post, as well as specificationssuchasthequalifications andexperienceneededbythepersoninthe job,etc.

### Job Evaluation

This is theprocessofsystematiccomparisonofjobstoassesstheirrelativevalueandassigningjobstoa gradewhichisinturnlinkedtoasalaryscale.JobevaluationintheCivilServiceisdoneacrossthe boardratherthanonthebasis ofan individual MDA.

#### Summary of StagesinEstablishmentPlanning

* Listall existing posts (grades,required qualifications, experiencelevel andcompetencies)
* Comparethislist tothe outputfrom the function,structuraland process reviews
* Createa newlist of postswhichfits the newstructuralandfunctional needs
* Producea newEstablishment plan
* Review the jobdescriptions forthe existing postswhichwill continue
* Consider genderequality and social inclusion
* Createnewjob descriptions andgrades for the new poststhat have beencreated.

In cases where few job descriptions exist, the task of preparing job descriptions from the beginning is likely to be time-consuming.Therefore, consider preparing the most important job descriptions while training and supporting the counterpart technical team to complete the remainder. Job descriptions should always be based on expert interviews rather than relying on staff-completed questionnaires.

## WorkforcePlanning

Effectivepeoplemanagementanddevelopmentisfundamentaltoachievingserviceimprovement. UnlesstheMDAcanattract,retain,develop,manageandmotivateskilledpeopleitwillfindit difficulttokeeppacewiththeincreasingdemandsforhighperformance,improvement, modernisationandefficiency.

Thegoal of the workforce plan is to get the right people, with the right skills, in the right jobs (as identified in the revised establishment) at the right time. A comprehensive workforce plan should identify the strategies for building the relevant skills and capacity needed for organisational success. It shouldset out how the MDA will recruit, support, develop and retain the employees it needs for the future. It will also show where employees need to move to new jobs to meet changing needs and priorities and, in some cases, where there will be redundancies.

The first part of workforce planning is a gap analysis that compares current workforce demography and capabilities with the workforce that will be required for future functions and responsibilities when revised structures and processes become operational. The second part is defining the required workforce and developing actions to bridge any gaps that may be identified.

However, workforce planning does not exist in isolation.It must mirror and take full account of the changes that a corporate plan might engender.Changes in organisational priorities, functional responsibilities or processes used to undertake activities will all create changing demands on the staff of an MDA.The workforce plan must also respond to wider development and service goals of the state government as well as policies concerning recruitment and budget constraints.Equally, any workforce plan must address strategic directions dictated by the MTSS and other MDA strategies.

Critical workforce planning questions are:

* Have prioritymanagerialskillsthatare needed for high performance beenidentified?(e.g. projectand programmemanagement;financeand planning; performancemanagement; procurement;maximising the use of technology)
* Havecurrent andfuture occupationalshortages beenidentified?
* Havekeygenericskillgapsbeenidentifiedacrosstheorganisation?(e.g.leadership, managementdevelopment, customer care, health andsafety,equal opportunities/diversity,etc.)
* Havepotentialfutureskillsshortages/gapsbeenidentifiedinrelationtoprojectedor expectedchangestotheworkforce profile?(e.g.key occupational areaswheretherearelarge numbers of people nearingretirement orwherethereis highturnover; areaswhereskills needs are expandingsuch as technology)
* Have potential future skills shortages/gaps been identified in relation to projected or expected changes in service delivery, working methods, technology, legislation or government policy?
* Has the 35% female staff target required in the National Gender Policy been considered?

Figure 4: Sources of Information for Workforce Planning

|  |
| --- |
| External QualitativeChanges in demand for services – social trends, etc.Technological innovationsConsumer attitudes and expectationsInternal QuantitativeAge profile of existing workforceRetirement ratesSuccession planningData from skills auditEmployee turnover ratesCurrent training programmesExternal QuantitativePotential employees with needed skillsPopulation growth and increasing demand for services**WORKFORCE PLAN**Internal QualitativeInformation from strategic plans (MTSS, etc.) – potential new directions, technologies, new ways of workingInformation from senior managers on future focus for MDAInformation on operational priorities |

## Analysing theExisting Workforce

### Summary of StagesinWorkforce Analysis

* Prepareastafflistshowingdetails of allpersonnelcurrentlyemployedbydepartment
* Compare the nominal roll (the workforce) with the establishment plan to identify mismatches and gaps
* Identify the skills required to effectively undertake the new responsibilities
* Conduct a personnel and skills audit to compare current skills against those which are required
* Assess the projected size and nature of future demand for numbers and skills of staff.

## Preparing the Workforce Plan

Once the needs and gaps are agreed,a workforce plan can be drawn up that addresses all the issues arising.Such a plan must consider immediate and medium term staffing demands and reflect any plans to increase the workload or breadth of responsibilities of the MDA.The plan should have clear objectives based on a staff management policy, including recruitment and training.

The plan should include proposals to:

* Fill gaps through recruitment and promotion
* Provide training to address skills shortfalls
* Retain key staff
* Make provision for succession and/or future demand for staff at various levels and expertise
* Reposition staff who no longer have relevant skills for the organisation
* Ensure reasonable balance in the numbers of men and women at all levels of the organisation.

Inadditiontodevelopingaplantofilltheimmediateneedsoftheestablishment,aworkforceplan shouldalsoincludespecialistplansforrecruitmentandretention,forsuccessionandfortrainingand staff development. **However, be aware that it may not be feasible to develop these detailed plans within the main corporate planning envelope. It may be more appropriate to include them in the implementation planas one of the tasks to be undertaken by the MDA when implementing the approved corporate plan*.***

### Recruitment andRetentionPlan

Arecruitmentplansetsoutwhatjobsarerequiredoverasetperiodoftimeandwhatrecruitment actionstheorganisationwilltakeinordertomeettheseresourcingneeds.Therecruitmentand retentionplanwillusuallyincludeanoverarchingstatementofspecificstrategiestobedeployedin meetingtherecruitment andretentionneeds.

### SuccessionPlan

Successionplanningisaprocessforidentifyinganddevelopinginternalpersonnelwiththepotential tofillkeyorcriticalorganisationalpositions.Itensurestheavailabilityofexperiencedandcapable employeesthatarepreparedtoassumetheserolesastheybecomeavailable.Successionplanning acceleratesthetransitionofqualifiedemployeesfromindividualcontributors tomanagersand leaders.Itcounterstheincreasingdifficultyofrecruitingemployeesexternallyandisveryimportant for many MDAs thathaveveryunevenworkforceage profilesdue topast freezes on recruitment.

Thereare four stagestodevelopingan effective successionplan:

* Identifyingroles for succession
* Developinga clearunderstanding of thecapabilities required toundertake thoseroles
* Identifying employeeswhocould potentially filland performhighlyinsuch roles
* Preparing employeesto beready for advancementintoeach identifiedrole.

### Training andWorkforce Development Plan

Preparingatrainingand staff developmentplanisthelastkeystageintheworkforce planningprocess.Itshouldbedevelopedinthecontextofanoveralltrainingpolicywhichhas establishedkeyprinciplesandaframeworkwithinwhichcapacitybuildingandtrainingcantake place.The planitselfshouldfirstset outsome objectivesandananalysis ofthesituation(gaps, succession needs, performance needs,etc.) thatit istryingtoaddress.Itshould thenelaborateon how these objectives will be met and what skills,knowledge, competenciesand behavioursthe organisation needsto achievethem.Elementswillincludethe overallapproach to learningandcapacity building;whoisto betrainedandwhattheyshould belearning;whattype of courses should be attended(longterm,short term, etc.);wheretrainingshould becarried out (onthe job, distance learning, local workshops, statetraininginstitutions, national orinternational institutions); andhowtraining shouldbe followedup. The planshouldhavea timeframeandbe costed.

Itisalso usefulto focus part ofthe plan onensuringthattalentis available foran organisation’s morestrategic postswhereimpact on organisationalsuccessmay belongerterm.Thiswillinclude thesystematicattraction,identification, development,engagement/retention and deployment of thoseindividuals with highpotentialwhoare ofparticular valuetoan organisation.

The establishment and workforce planning stage usually involve collecting and organising large quantities of information. The HR spreadsheet, *Records for Workforce Planning: The HR Database*,can be a valuable tool for collating and analysing workforce data, and is included in the Toolkit.

The Toolkit resources supporting Stage 4 are:

*4a Step-by-step Guidance on Establishment and Workforce Planning*

*4b Guide to Job Evaluation*

*4c Model Template for Job Description*

*4d Records for Workforce Planning: The HR Database*

*4e Guidance on Capacity Building and Training*

*4f Ideas to Address Immediate Workforce Gaps and Shortages*

# Section 8: Stage 5 Corporate Planning Process: Implementation Plan and Handover

Duration: 2 Weeks

## Key Features

* Summarising all of the key recommendations
* Identifying an implementation timetable and responsibilities
* Including a transition plan covering:
	+ Workforce migration to new posts
	+ Communications strategy
	+ Progress reviews.
* Formal agreement and sign-off by MDA decision makers.

The final stage of the revised corporate planning process is concerned with bringing the engagement to an orderly close; finalising and documenting the handover of all key recommendations; and formally transferring responsibility for implementation to the MDA.This is critically important for achieving closure. It signals to the MDA management and staffthat the process is complete, even when slow decision making means that implementation is not progressing on schedule.

There are four main aspects to consider at this stage:

* Final handover of the approved corporate plan
* Handing over a detailed implementation plan
* Communicating the contents of the plan
* Ensuring governance and decisionmaking are in place for implementation
* Monitoring progress with implementation.

## ApprovalofCorporatePlan

Thecorporateplanshould beformally presented tothesenior managementteam(e.g.theHonourable CommissionerandPermanentSecretary), for considerationandadoption. There should be four interim reports (covering Stages 1, 2, 3 and 4)and a final report. This final report amalgamates and summarises the entire corporate planning output into a single unified volume along with the implementation plan and a review of lessons learned.

Ideally,seniormanagement teammemberswill befamiliarwiththe plan beforethehandover.If not,it is highly desirable to make a presentation of the key contents.Discussion onimplementation ofthecorporateplanshould emphasisewho doeswhatandwhen,aswellas detailed questions ofresources, planmonitoring andevaluation,andtiming.

Oncethe seniormanagement hasadoptedthe plan,it will probably be necessary to prepareasubmissionto theOHoSand theExCo. This is particularlyessentialif the planinvolves changesinfunction, structure and staffing.

## Implementation Action Plan

Implementation of the corporate plan – particularly changes to functions,structures,establishment and workforce –is a challengingtaskwhichmaymeet considerable resistance fromwithinthe organisation. It is therefore essential that the implementation plan sets out clearly:

* Decisions which are required
* Tasks which should be completed
* Responsibilities for implementation
* Timelines and deadlines for implementation.

The implementation plan should recognise that changes of scale called for by a comprehensive corporate planning exercise cannot be implemented overnight. It should include a realistic transition time (likely to be at least one year, possibly longer). In particular,transition plans should include practical proposals for migration to a new establishment and dealing with the process of migrating personnel to new posts,retraining, new job descriptions,etc.

It is highly desirable to provide some estimate of the cost of implementation,or at least to assist the technical counterparts to prepare a realistic estimate.

Thesenior managementteam must be motivated and needs to:

* Actresponsiblysothatthesub-managersandstaff have confidenceinthe MDA’sabilityto achievethedesirableresults
* Agree thespecificactionstobetaken andset a realistic timetable
* Ascribe clear responsibilities to managers
* Keep keystakeholders informed andconstantly involved
* Monitor progressregularlyandpublicly
* Use every opportunity to learnfrom experience
* Manage the available resourceswiselyandgetthe mostvaluefor money.

## Communicating the Plan

Theseniormanagementteamshoulddeterminehowthecorporateplanwillbeshared withothersintheMDAandwithkeystakeholders.Theplanandkeysupportingdata shouldbedistributedtoallkeypeopleintheMDA.Thevision,missionandvaluestatementsshould be cascaded throughout the MDA.

Intheprocessofplanimplementation,theMDAshouldadoptacommunicationapproachthat ensurestheexchangeofaccurate,timelyandusefulinformationamongallkeyemployees who areinvolved inachievingthe corporateplan. The approachmay include face-to-face meetings and written communication as detailed below.

### Face-to-face Meetings

* Commissionerwithseniormanagementteam
* Seniormanagementteamwithheadsofdepartmentsandmembersofthecorporate planning committees
* Projectstatusmeetingswithall–commissioner,seniormanagementteam, headsand deputyheads of departmentsand members of the corporate planning committees
* Projectteam meetings– headsanddeputy heads of departments,andmembers ofthe corporate planningcommittees
* Mini-presentationsacrosstheMDA, outlining priorityactionsthatwillenable goals to be achieved.

### WrittenCommunication

* In-house publicationswitharticles onprojectstatus,etc.
* Government newsletterincluding items onthe MDA to communicate project successes
* Posters
* MonthlyprojectstatusreportstotheCommissioner andPermanent Secretary bytheco-ordinating secretariat/committee, based on reports fromthe heads of departments/corporate plancommittees
* Publishedrecognitionfor corporate planning teams’ achievements andsuccesses
* Quarterlyreports
* Inviting employeefeedback onissues of concern.

Incommunicatingtheplan,theMDAseniormanagementshouldprimarilybeguidedbywhatitcan dotomakethecorporateplanunderstandableandacceptabletopeoplewhohavenotparticipated initsdevelopment.

## Monitoring Corporate PlanImplementation

The MDA seniormanagement team haveacrucial monitoringroleto playwhichshouldfocus onhow well deadlines are being metand implementation isstaying ontrack;and how wellthe plan’s goals are beingcarried out.Some questionsthat need tobeansweredare:

* Howwill progress be documented?
* How often will progressbereported?
* Whowill be responsible fortracking progress?
* Whowill receive progressreports?
* How oftenshouldtheseniormanagement teamreview progressand discuss barriersto progress?
* Howwill achievement of goals berecognised and rewarded?

Oncethese questions have beenanswered it is necessary to communicate the answers throughout the organisation. Everyone shouldbe clear onwhatwill be tracked, howitwill betracked andbywhom.

## Cyclical Review of Corporate Plan

Insomecircumstancesa corporate planmay need to beadjustedinthelight of the implementation experience, unexpected problems orcircumstances.Regularreviewwill helpthe MDA senior managersmakethe best decisions based on up-to-dateinformation.

Havingsaidthat,theMDA shouldnotimmediatelyreviseitscorporateplaneverytimeitidentifiessomethingthatneedstobe changed.Constantchangescanweakentheplanandleadkeypeopleandstafftoloseconfidence andinterestintheprocess.As far as possible, afixedreviewcycle should be usedratherthan relying on *adhoc*decision making.Theimplementationplanshoulddescribeanofficial processtochangethecorporateplan.Thiswillallowthosewhohelpeddeveloptheplantolearn about theproposedchangesandparticipate inrefiningandapprovingthem.

The corporate plan should be reviewed at approximately five-year intervals. This can be done by the senior team (Honourable Commissioner, Permanent Secretary and Directors) or responsibility could fall to the state’s designated organisation for public service improvement and reform. A cyclical review would include:

* Adopting and adapting the Guidance and Toolkit; using and developing corporate planning capability and knowledge of the methodology; capturing examples to add to the Toolkit
* Assigning responsibility for the review programme (e.g. to the OHoS, MDAs or the state reform body)
* Developing and publishing a timetable for the review programme; communicating with each MDA; and drawing up a plan
* Being prepared to undertake *ad hoc* reviews when necessary (e.g. where an Honourable Commissioner or Permanent Secretary invites a review for specific reasons such as changes to mandate and function, or on the merger or creation ofa new MDA to ensure functions are clear andduplication is avoided).

## Lessons Learned and Shared

Lessons learned must be captured in the interim and final reports to the MDA. They might include:

* Ideas and methodologies that worked,and why they succeeded
* Blocks and barriers identified in the corporate planning process and how these were dealt with
* What methodology could be replicated in other MDAs, andwhat methodological changes would better suit the particular needs of the state
* Examples to add to the Toolkit
* Linkages with other workstreams and activities (e.g. strategic planning, MTSS, MDA evaluations, HRM development and application)
* Sources of technical support
* An appraisal of the state’s capacity to adopt and apply corporate planning methodology and results, including the skill of technical partners and their further competence needs.

*The Toolkit resourcesupporting Stage 5 is:*

*5a Example of Corporate Planning Implementation Plan*

1. The mandate of an organisation is generally understood to comprise the framework of laws, rules, regulations or policies which define the organisation’s unique contribution to achieving the objectives of government. [↑](#footnote-ref-2)
2. Such as a medium term sector strategy (MTSS). [↑](#footnote-ref-3)
3. This term is used in the broadest sense. Organisational capacity includes an appropriate organisation structure; welldesigned systems and processes for doing work; the correct numbers of staff with the correct skills in properlydefined jobs; and a performance management system which ensures that staff know what is expected of them, objectively measures their achievements, and provides for continuous improvement. [↑](#footnote-ref-4)
4. Note that mandate refers to the fixed long term purpose and role of the organisation.It is distinct from the organisation’s functions – which are the expression of the long term objectives. [↑](#footnote-ref-5)
5. For example, someMTOs focus almost entirely on building the capacity of the MDA undertaking corporate planning, rather than its service delivery objectives. [↑](#footnote-ref-6)
6. Often established in the Office of the Head of Service (OHoS) to provide an overview and continuity as well as guidance and direct support to the MDA-specific corporate planning teams. [↑](#footnote-ref-7)
7. Changes to an MDA mandate should be submitted to the relevant official body and gazetted. [↑](#footnote-ref-8)
8. Manypeopleconfusevisionandmissionstatementsandsometimesoneissimplyusedasalongerversionoftheother;howevertheyarequitedifferent.Avisionstatementexpressesastateof beingwhereasamissionstatement ismore specific about what the MDA shoulddo. [↑](#footnote-ref-9)