

WORKING DOCUMENT FOR THE SECOND ANNUAL REVIEW OF THE PUBLIC ADMINISTRATION SECTOR PLAN 2013/14-2017/18

Background

In February 2014, the Public Administration Sector Plan 2013/14-2017/18 (PASP) was launched by the Prime Minister and Minister of the Public Service Commission, Hon. Tuilaepa Lufesolai Sailele Malielegaoi. An independent consultancy firm was contracted by the Government of Samoa to review the previous Public Administration Sector Plan 2007-2011 and develop a new Plan for the subsequent 5 year period.

The PASP was developed according to the key findings of the review, and feedback gathered during the consultation process which involved some 200+ stakeholders. The Plan has 3 overarching goals, 10 strategies and 29 activities; it will be evaluated against 5 sector outcome indicators. The goals and strategies were based on key areas identified through the review that needed improvement, including:

- awareness and understanding of PASP;
- strengthening the whole of Government approach and coordination;
- developing an effective Monitoring and Evaluation framework;
- improving the quality of public service delivery;
- addressing the shortage of technical skills in the public service; and
- gaining public confidence in the integrity of the public sector.

Introduction

The vision for the PASP states that by 2018, the Sector would have achieved a professional and competent Public Administration that provides quality and coordinated service delivery in a cost effective, efficient and transparent manner. By implementing all 29 activities, the sector hopes to accomplish the following:

- Improved quality of public service delivery;
- Improved human resource capacities; and
- Improved public sector integrity and culture.

In the Strategy for the Development of Samoa (SDS) 2012-2016, the Public Administration Sector (PAS) falls under Priority Area 1 (Economic Sector), Key Outcome 5 (Enabling Environment for business development), Strategic Area 6 (Raise the efficiency and effectiveness of public service to support the private sector and community). The 3 overarching goals for the PASP would contribute to the achievement of 8 indicators developed to monitor progress. The indicators specified for the Sector includes:

- Improved Scores in World Bank Governance Indicators;
- PASP Secretariat annual evaluation reports and Report of Review of Public Service publicly disseminated; and
- Score for Rule of law in World Bank Governance Indicators increases.

The Sector consists of 32 agencies which include 14 Ministries, 6 constitutional bodies, 4 statutory bodies, and 8 State Owned Enterprises that are Public Beneficial bodies. The Public Administration Sector Coordination Unit (PASCUC) provides secretariat services to ensure effective coordination and implementation of the Sector Plan. The Public Administration Sector Steering Committee exercises an oversight role on the implementation and monitoring of the Plan.

There are more than 9,000¹ employees in the public sector employed within the 54² Government

¹ Public Service Day Statistics 2016, compiled by the Public Service Commission

² 14 Ministries, 6 Constitutional Bodies, 4 Statutory Bodies, 27 State Owned Enterprises, 3 Others

agencies to date. Employees outside of the central public administration (i.e., those employed in public enterprises or State Owned Enterprises) make up more than half of the total number. Of this number also, men marginally outnumber women, whom are also under-represented at the management level, with more than half (33) of Chief Executive Positions in the public sector dominated by males. The GFS June Quarter Review Report for FY2015/16 noted that SAT\$163.5 million was spent on compensation of employees, an increase of SAT\$8.9 million from SAT\$154.6 million for FY2014/15.

Overview

On 4 October 2016, the Public Administration Sector Steering Committee (PASSC) agreed to establish 3 taskforces to undertake a stocktake of activities under the PASP. The stocktake exercise was completed over a 3-day period from 12 – 14 October 2016 and brought together key implementing agencies including the Ministry of the Prime Minister and Cabinet, the Public Service Commission, the Ministry of Finance and the Ministry of Public Enterprises. The private sector was also represented through the Samoa Chamber of Commerce & Industry Inc. The agencies were divided according to the activities they are currently implementing under the 3 Goals of the PASP.

Implementation of the Sector Plan is underway but there is scope to strengthen performance. Since the launch in 2014, 6 of the 29 activities had been completed; 10 are in progress, 2 ongoing, 7 planned and 4 are no longer relevant. Completion dates for most of the activities have been revised to either June 2017 or June 2018, in consideration of progress made to date and the remaining timeframe for the PASP. While the majority of activities are still relevant and have been recommended to be retained until the next review, there are a few that have been recommended to be removed from the Plan. Some of the recommendations also highlight the need to consolidate several activities that have the same intentions. For example, Government recently set a new direction to strengthen coordination in the public sector, endorsing the One Public Sector-One Vision for Good Governance-One Policy initiative. This policy shares linkages with several activities under the PASP and there is room to streamline.

The stocktake also identified areas for improvement. For example, the PASP had not been integrated extensively in some agency Corporate Plans, leading to the lack of ownership by the Sector as a whole. There is scope for implementing agencies to improve their level of awareness and understanding of the intentions of each activity in PASP to ensure the right outcomes are achieved by the completion date.

Additionally, there is recognition that some of the activities could be consolidated to ensure the PASP is realistic and achievable given the remaining timeframe. Some of the activities share the same intentions and could be combined into one holistic activity, with the details to be specified during the planning phase. Some of the activities however, while still relevant, have been given new direction as a result of Cabinet decisions and changes to Government priorities. These need to be reflected in a revised PASP to maintain the relevancy of the Plan to Government operations.

The Sector would benefit from refresher workshops on the sectoral approach to strengthen their understanding of the linkages in Government planning through the National Planning framework.

Milestones

A key highlight for the Sector is the revitalization of the Central Agencies Committee (CAC) following the review of its Terms of Reference. Activity 1.1.2 looked at reviewing central agencies coordination to support the whole of government (WOG) approach. The review considered additional members to expand the scope of membership; the Ministry of Public Enterprises has been added given their oversight role with the performance of State Owned Enterprises. The composition now includes the Ministry of the Prime Minister and Cabinet, the Office of the Public Service Commission, the Ministry of Finance, and the Ministry for Public Enterprises. Since January 2016, 2 policy papers prepared by the Committee have been approved by Cabinet; one on Ministerial staff entitlements and the other on streamlining the agenda for Cabinet meetings. The Committee is meeting on a regular

basis, with special meetings becoming more frequent for urgent matters requiring a coordinated approach and advice from central agencies.

Another milestone for the Sector is the completion of the Feasibility Study for the establishment of a Civil Service Institute (CSI). It was expected that the CSI would also serve as a public sector research hub, as per Activity 1.2.2 in the PASP. The Study identified an ineffective and inefficient public service human resource development system caused by limited or no resources allocated for human resource development. It highlighted the inequitable allocation of available resources among government employees and lack of a standardized training system that evolves with our shifting operating environment. The Study recommended the establishment of the Public Service Training Institute (PSTI) for the purpose of designing, delivering or evaluating education and training programs to improve public sector capacity. The Commission is now considering a relevant structure aligned with the findings and available resources.

The first annual review highlighted the completion of the development of a Government Service Delivery survey to identify gaps in the way we serve our clients. Since then, the Australian Public Service Commission has assisted the Sector by conducting a pilot service improvement activity premised on a selected component of a Service Charter, specifically, complaints handling. Workshops focusing on how agencies could use complaints-related data to improve service delivery were planned and delivered with the PSC and the Ministry of Education, Sport and Culture (MESC). The Commission is expected to carry out more workshops using the guidelines developed as a result of the pilot program.

Challenges

The first annual review in 2015 highlighted several challenges hindering the implementation of the PASP. These included issues around resource constraints, limited communication between the Sector Coordination team and implementing agencies, and limited reporting in terms of implementation progress. Since the first review, the Sector has had several interactions with development partners like DFAT and regional programs like the United Nations Pacific Regional Anti-Corruption (UNPRAC) project to secure assistance with the delivery of some activities that require additional financing outside of the Government of Samoa budgetary allocations.

The Sector has also held stocktake exercises to bring together implementing agencies and divisions to strengthen information sharing and communication. These have been aimed at improving the level of awareness and ownership with the activities in PASP.

The main challenge the Sector is expected to address over the next 12 months is the integration of activities under the PASP in agency Corporate Plans. The development of a Medium-Term Expenditure Framework for the PASP remains a challenge but it is expected that this would be addressed through technical assistance provided by Sector partners and best practices learnt from other Sectors with existing MTEFs.

It is anticipated that mechanisms such as annual reviews and regular stocktake would help the Sector alleviate gaps in reporting, monitoring and evaluation. The Public Administration Sector Coordination Division is expected to play a bigger role in driving the PASP to ensure the activities are implemented by the end of the Plan in June 2018.

Priorities to be completed by the next Annual Review

Four activities have been prioritised to be completed by June 2017 as a result of the stocktake. These activities have been earmarked given the level of progress made, noting that responsible agencies are still anticipating delays as a result of approval and administrative processes.

PASP 2013/14 – 2017/18 SECOND ANNUAL REVIEW 2016

The prioritized activities are listed below:

- Development of National Planning and Management Framework;
- Development of Organizational Performance Assessment and Improvement Tool (OPAIT);
- Development of National Human Resource Development Plan;
- Development and implementation of Workforce Plans across agencies under PSC jurisdiction.

The implementation of the 4 activities will be led by the PSC, with the support of relevant Government agencies.

Recommendations

The Sector has performed well over the past 12 months considering the number of limitations affecting its performance as well as diverse expectations of external stakeholders. The specific recommendations relative to the activities in PASP are highlighted in the subsequent table below.

It is recommended that the Sector stakeholders note the status of implementation to date and validate the proposed changes and revisions suggested therein. Stakeholders are encouraged to take note of the priorities identified above for reporting at the 2017 Annual Review.

IMPLEMENTATION PROGRESS – PASP

The status of each activity below is in accordance with the updates provided by the responsible agencies as well as the discussions during the stocktake exercise.

PASP Outcome	Strategies	Activities	Responsible Agency	Status	Commentary	Proposed Changes
<i>Goal 1: Improve the quality of Public Service Delivery</i>						
ACTIVITIES COMPLETED						
1. Efficient and effective public service delivery 2. Improved client confidence in public service	1.1 Strengthen Whole of Government (WoG) coordination	1.1.2 Review of mechanisms for central agencies coordination to support WoG cohesion completed by 2014.	MPMC (lead) PSC	Completed	Review completed in 2016. The delay in implementation was a result of changes in leadership and priorities at the time. The Central Agencies Committee Terms of Reference has been updated and now includes the Ministry of Public Enterprises as a member.	None
	1.2 Strengthen policy research, development and coordination	1.2.2 Scoping study for Public Sector Research Institute completed by 2014	MPMC, PSC	Completed	Scoping Study for the establishment of a Civil Service Institute completed in July 2016. Delay due to competing priorities.	None

PASP 2013/14 - 2017/18 SECOND ANNUAL REVIEW 2016

	<p>1.3 Strengthen Whole of Government performance monitoring systems</p>	<p>1.3.4 Review of CEO and ACEO Performance contracts and agreed contractual performance indicator for monitoring efficiency and effectiveness completed by December 2013 & implemented on an annual basis.</p>	<p>PSC</p>	<p>Completed</p>	<p>CEO & ACEO Performance contracts have been reviewed and amended over the last 3 years.</p>	<p>None</p>
	<p>1.4 Improve public awareness of government functions and roles</p>	<p>1.4.2 Review of mechanisms for public service information dissemination and feedback undertaken by December 2013 & implemented on annual basis.</p>	<p>PSC</p>	<p>Completed</p>	<p>The overall intention of this activity is to assess whether the public are receiving and accessing information about Government services.</p> <p>The level of accessibility in terms of Government services (information) was assessed through the Client Satisfaction Survey conducted in 2014. The delay in the launch of the PASP caused the subsequent delay in</p>	<p>None</p>

					<p>implementation of this activity.</p> <p>Agency websites and online platforms have been encouraged to strengthen information dissemination and availability for the public.</p>	
		<p>1.4.4 Development of survey to gauge public feedback on Government service delivery completed by December 2013 and implemented on an annual basis.</p>	PSC	Completed	<p>Development of survey completed and conducted in 2014. Delay in implementation as a result of the PASP being launched in 2014.</p> <p>A change in resource allocations has meant the survey could not be implemented on an annual basis.</p>	<p>Recommend that the timeframe for the survey be changed to every 2 years rather than annually.</p>
ACTIVITIES IN PROGRESS						
<p>1. Efficient and effective public service delivery</p>	<p>1.1 Strengthen Whole of Government (WoG) coordination</p>	<p>1.1.1 Review of public sector governance arrangements undertaken by June 2018.</p>	<p>PSC (co-lead) MPMC (co-lead) MOF</p>	In progress	<p>The review was planned to be completed by December 2013. However due to changes in priorities it is now planned to</p>	<p>Revise activity to bring together other public sector corresponding reviews. For example, the One Public Sector-One</p>

<p>2. Improved client confidence in public service</p>					<p>be completed by June 2018 (whole-of-government public sector reforms).</p> <p>The intention now for the review is to support a One Public Sector-One Vision for Good Governance-One Policy approach. The PSC has prepared the policy paper and FK (16) 31, 31 August 2016 has confirmed this as a resource material for the reforms.</p>	<p>Vision for Good Governance-One Policy initiative should also look at consolidation of HRM and HRD systems and processes, as well the policy development capacity within the public sector.</p> <p>Recommend to combine this activity with activity 1.2.1, 2.2.1, 2.1.2, and 2.2.2.</p> <p>Revised activity should then be – Implement One Public Sector-One Vision for Good Governance-One Policy strategy. This will then link in the specific areas mentioned above (HRM, HRD and policy development).</p>
---	--	--	--	--	---	---

	1.3 Strengthen Whole of Government performance monitoring systems	1.3.1 Public Sector functional review completed by June 2018 and implemented on annual basis	PSC, MPE	In progress	<p>Functional Review divided into 3 phases and covered 20 offices under the jurisdiction and performance management of PSC. Implementation began in 2013. The delay was due to competing priorities at the time.</p> <p>Phases 1 & 2 completed by FY2015/16 and reports noted by Cabinet as per FK(16) 36;</p> <p>Phase 3 – Planned for next FY 2017/18.</p>	<p>Recommend to include MPE as responsible agency to lead the review for SOEs using the framework for the Functional Review prepared by PSC as a guideline.</p> <p>Recommend for Phase 3 of Functional Review to be completed by June 2018.</p>
		1.3.2 National Planning and Management Framework developed by June 2017 & implemented	PSC (lead) MOF MPMC MPE	In progress	<p>The framework was expected to be completed by June 2014. However due to changes in priorities it is now planned to be completed by June 2017 and to be implemented thereafter.</p>	

					The Concept Paper for the framework has been developed.	
		1.3.3 Organizational Performance Assessment and Improvement Tool (OPAIT) implemented by June 2017 and updated on an annual basis	PSC	In progress	<p>The OPAIT was planned to be implemented by 2013 however the PASP had not been launched by December.</p> <p>A draft OPAIT has been developed and is expected to be finalized by the end of the current FY.</p>	Add MPMC as co-leader for this activity given their role in strengthening whole of government coordination and performance.
	1.5 Improve Public Service delivery mechanisms	1.5.1 Review of service delivery mechanisms for priority problem areas completed by June 2018. Implementation to follow.	PSC (lead), MPE	In progress	<p>The Client Satisfaction Survey 2014 identified problematic areas in service delivery for some Government agencies.</p> <p>While some of the issues have been addressed through PSC's service delivery assessments and follow-up, there are limitations given PSC's jurisdiction (i.e., cannot monitor and evaluate service</p>	Revise activity scope to include addressing service delivery issues within State Owned Enterprises that are not under PSC jurisdiction, with MPE taking the lead.

					delivery for State Owned Enterprises).	
ONGOING ACTIVITIES						
<p>1. Efficient and effective public service delivery</p> <p>2. Improved client confidence in public service</p>	<p>1.4 Improve public awareness of government functions and roles</p>	<p>1.4.1 Public education and awareness campaign of government functions and roles developed by December 2013 and implemented on an annual basis.</p>	PSC	Ongoing	<p>While the intention of the activity was to have one holistic whole of government campaign, the approach taken by the PSC combines this activity with the Annual Public Service Day (Activity 1.4.3). This is a cost-saving measure given resource constraints.</p> <p>The platform is provided for agencies to come together to gain public exposure on their functions and roles. It is combined with the career day activity intended for college students.</p>	Combine this activity with 1.4.3 given shared intentions
		<p>1.4.3 Annual promotion of Public Service Day and Public Service Excellence Awards</p>	PSC	Ongoing	<p>5 Public Service Days held to date (since inception in 2012).</p> <p>2 Public Service Excellence Awards</p>	<p>Revise wording to reflect intention to hold Public Service Excellence Awards ceremonies every</p>

					ceremonies held to date. Next planned ceremony to be held in 2017. Public Service Excellence Awards presented every 2 years due to resource constraints.	2 years. Recommend to combine with activity 1.4.1. Revised activity will then be – Hold Public Service Day annually & Public Service Excellence Awards biennially
PLANNED ACTIVITIES						
1. Efficient and effective public service delivery	1.2 Strengthen policy research, development and coordination	1.2.1 Review of policy development capacity within the Public Sector completed by June 2018	MPMC (lead), PSC, MPE	Planned activity	Delay in implementation due to changes in priorities. Activity still relevant and is planned to be implemented by June 2018.	Recommend to combine with activities 1.1.1, 2.2.1, 2.1.2, and 2.2.2.
	1.5 Improve Public Service delivery mechanisms	1.5.2 Activities for client focus direct services are identified and streamlined by December 2014 & implemented		No longer relevant	Delay in implementation due to changes in priorities. The intention for this activity is achieved through other initiatives to ensure Government services are client-focused.	Recommend removing from PASP as it is no longer relevant.
2. Improved client confidence in public						

		1.5.3 Activities for indirect client service e.g. Regulation, monitoring and quality standards are identified by December 2013 & implemented		No longer relevant	As above	As above
<i>Goal 2: Improve Human Resources Capacities</i>						
ACTIVITIES COMPLETED						
3. Enhanced human resource capacities	2.1 Improve Human Resources Development (HRD)	2.1.5 HR development programmes are established by December 2014 and implemented on an annual basis	PSC	Completed	21 HR training programs developed and delivered by the PSC from 2015 to date.	
4. Enhanced human resource management practices					Delay due to delay in approval of financing for additional staff to develop and deliver training programs	
ACTIVITIES IN PROGRESS						
3. Enhanced human resource capacities	2.1 Improve Human Resources Development (HRD)	2.1.1 Workforce plan across whole public sector are completed by June 2017	PSC	In progress	14 Workforce Plans completed; 4 more to be submitted from the Ministry of Health, Ministry of Finance, Office of the Electoral Commission & Ministry of Justice	Revise completion date to June 2017 for agencies under PSC jurisdiction.
4. Enhanced human resource						

<p>management practices</p>					<p>and Courts Administration. These are all agencies under the PSC jurisdiction.</p> <p>Remaining agencies have been advised by the PSC to submit WFP by June 2017.</p> <p>PSC and MPE are expected to discuss the development of WFPs for State Owned Enterprises and agencies under MPE's jurisdiction. A strategy should be realized by the development of the next PASP.</p>	
<p>3. Enhanced human resource capacities</p> <p>4. Enhanced human resource management practices</p>	<p>2.1 Improve Human Resources Development (HRD)</p>	<p>2.1.3 Develop a National Human Resource Development Plan by June 2017</p>	<p>PSC</p>	<p>In progress</p>	<p>Draft NHRDP developed and submitted to the Commission for endorsement and direction.</p> <p>Once feedback is received, PSC will finalize NHRDP for Cabinet approval.</p>	<p>Remove reference to National Skills Plan.</p>

		2.1.4 Executive Development Program for Public Sector is developed by June 2018 and implemented on annual basis	PSC	In progress	<p>Executive Development Strategy developed and endorsed by Cabinet (FK 15 – 21 Oketopa 2015) but due to resource reallocations the program was not delivered as planned.</p> <p>PSC is now exploring other avenues to have this activity implemented by June 2018.</p>	
	2.2 Improve Human Resources Management (HRM)	2.2.1 Review of HRM framework is completed by June 2018	PSC	In progress	<p>PSC currently seeking funding to secure a TA to undertake the independent review of the HRM framework. Behind schedule due to changes in priorities and resource constraints.</p> <p>The review is expected to be in line with the One Public Sector-One Vision for Governance-One Policy initiative.</p>	Recommend to combine with activities 1.1.1, 2.1.2, and 2.2.2.

	2.3 Provide consistent public financing of Human Resources Development and Management	2.3.1 PSIF funding continues for the next five years and reassessment of its location and relevance to PASP is completed by December 2013	MPMC, PSC, MOF	No longer relevant	The Public Sector Improvement Facility has ended. There are no discussions as to whether there will be another phase.	Recommend to remove from the PASP.
		2.3.2 Review existing policies/systems and processes to ensure consistent funding of HRM &HRD is completed by June 2018	PSC	In progress	<p>Review ongoing. Behind schedule due to changes in priorities and delay in launch of PASP in 2014.</p> <p>PSC internal review of capacity and HRD processes to increase number of trainers to mainstream provision of training under Government budget rather than relying on SICTP funding from development partners.</p> <p>CSI feasibility study looking at localizing and institutionalizing HRD programs completed July 2016.</p> <p>PSIF which was the</p>	

					potential source of funds for HR activities under PASP has been disestablished.	
PLANNED ACTIVITIES						
3. Enhanced human resource capacities	2.1 Improve Human Resources Development (HRD)	2.1.2 Review and consolidate HRD systems (including processes) under PSC to be completed by June 2018.	PSC	Planned activity	Due to changes in priorities, the review is now planned to be part of the One Public Sector-One Vision for Good Governance-One Policy initiative, parallel to the Functional Review and the whole of government public sector reforms.	Recommend to combine with activities 1.1.1, 2.2.1, and 2.2.2.
	4. Enhanced human resource management practices	2.2 Improve Human Resources Management (HRM)	2.2.2 HRM Policy Strategy for Whole of Government is developed by June 2018	PSC	Planned activity	As above, the Policy Strategy is now planned to be part of the One Public-Sector-One Vision for Good Governance-One Policy initiative.
<i>Goal 3: Improve Public Sector Integrity and Culture</i>						
PLANNED ACTIVITIES						

5. Ethical public sector	3.1 Ensure consistent and relevant integrity standards applied across the whole Public Sector including the mainstreaming of gender equity and vulnerable group issues.	3.1.1 Review of existing integrity standards completed by June 2018 and used to formulate integrity standards for the Public Sector	PSC (lead), MPE	Planned activity	Review behind schedule due to other priorities but planned to be completed by June 2018	Recommend to be part of the One Public Sector-One Vision for Governance-One Policy initiative.
		3.1.2 Develop a Policy and Action Plan to mainstream gender and vulnerable groups' needs into all Public Sector HRM Policies and Practices by December 2014.	PSC (lead), MPE, MWCSD	No longer relevant	Behind schedule as it depends on the finalization of other parallel activities. However there is no longer a need for a specific policy to mainstream the needs of vulnerable groups as it is the responsibility of implementing agencies to ensure all policies and procedures consider and address their needs.	Recommend to remove as it is no longer relevant
	3.2. Ensure Integrity standards are upheld	3.2.1 Awareness and education program for unified Public Sector Integrity Standards is developed June 2018	PSC, MPE, MPMC	Planned activity	Behind schedule as this is a sub-activity of activity 3.1.1 which has been rescheduled to be completed by June 2018.	Combine with activities 3.1.1 and 3.2.2

					This activity can be combined with activities 3.1.1 and 3.2.2.	
		3.2.2 Unified Integrity Standards for the whole Public Sector are enforced by June 2018	PSC, MPE	Planned activity	As above.	As above
		3.2.3 Scoping study for an Anti-Corruption agency to be completed by June 2018 and recommendations to be implemented accordingly.	PSC, MPMC, OMB	Planned activity	Activity still relevant but delay in implementation due to resource constraints and changes in priorities. Planned to be completed by June 2018.	Revise activity wording to remove reference to Anti-Corruption but replace with Integrity Commission.