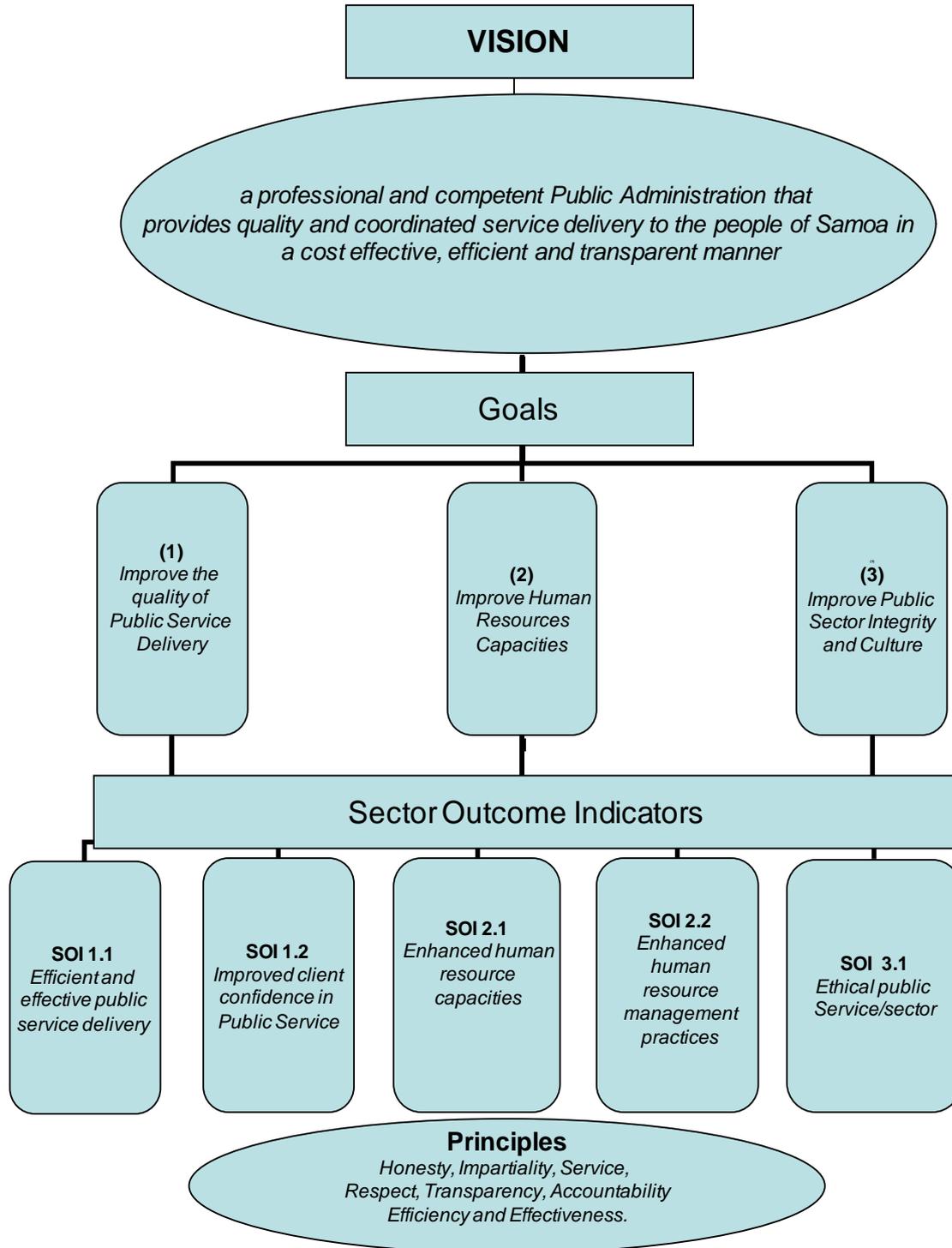**Government of Samoa**
Malo o Samoa

End of Term and Post Implementation Report

Public Administration Sector Plan 2013/14-2017/18

Public Service Commission
2018

Public Administration Sector Plan
2013/14-2017/18

VISION

a professional and competent Public Administration that provides quality and coordinated service delivery to the people of Samoa in a cost effective, efficient and transparent manner

Goals

(1)
Improve the quality of Public Service Delivery

(2)
Improve Human Resources Capacities

(3)
Improve Public Sector Integrity and Culture

Sector Outcome Indicators

SOI 1.1
Efficient and effective public service delivery

SOI 1.2
Improved client confidence in Public Service

SOI 2.1
Enhanced human resource capacities

SOI 2.2
Enhanced human resource management practices

SOI 3.1
Ethical public Service/sector

Principles
Honesty, Impartiality, Service, Respect, Transparency, Accountability Efficiency and Effectiveness.

Contents

Executive Summary

The Public Administration Sector Plan 2013/14-2017/18 was developed on the basis that it needed strategies to strengthen and/or improve the following issues:

- the whole of Government (WoG) approach and coordination;
- the quality of public service delivery;
- the shortage of technical skills in the public service; and
- gaining public confidence in the integrity of the public sector.

The Plan had 3 overarching goals which aim to improve service delivery, human resource capacities and strengthen public sector integrity and culture. It included 10 strategies and 19 activities to be evaluated against 5 sector outcome indicators.

By the end of the sector planning period, our post-implementation stocktake and assessment shows that the Public Administration Sector was broadly on track towards addressing the gaps identified by stakeholders in 2011-2012. The Sector had managed to complete 10 activities by June 2018, and had made major progress towards the completion of the remaining 9. The decision on whether the latter would be carried forward to the next PASP will be determined following the external review of the Plan. However, given some of the activities are near completion, the Sector should ensure that they are included in the new PASP.

The Sector undertook a number of reviews throughout the lifespan of the PASP, focusing on various subject areas such as the functions and responsibilities of government agencies under the Public Service, working conditions and entitlements, appointment conditions and guidelines for senior executives, as well as the legislative framework governing the work of the Sector. Despite government intentions to push through with its decentralisation plans, central agencies such as the Public Service Commission and the Ministry of Finance continue to play an oversight role in terms of accountability. They will most likely continue to do so until line agencies have fully developed their capacities to be accountable for spending, revenue collection, human resource management, and other areas under the jurisdiction of central agencies.

Service delivery has improved dramatically if compared to previous years, but there is room for more progress. Our assessment shows that while government has invested heavily in creating an efficient and effective service provider image, additional work is needed to promote productivity across the frontline level. Government employees need to understand by now that there are increasing expectations from the public for simpler and stress-free access to services by integrating the way we operate as a whole.

The WoG challenge still exists although there is greater understanding now in general of what the term constitutes. An even greater challenge therefore is putting it into practice. While the Central Agencies Committee and the newly formed National Policy Coordination Committee offer some remedy in connecting the work of line agencies across the board, there is still more that remains to be done. Agencies need to consider the evolving conditions in which government now operates in, both in terms of the operating environment and the legislative frameworks. There is no need for reinventing the wheel in terms of policy development and coordination; the challenge is to ensure that the historical trends in the work of government is understood by the younger public servants to ensure that the WoG approach builds its strength rather than altering the foundation. Finally, government agencies should consider the application of the WoG approach against the circumstances – if the approach fits and will yield results, use it; if it doesn't, then it would be best not to adopt.

Human resource continues to be a challenge across government. The shortage of technical skills is no secret to both government agencies and development partners. The development of WoG strategic documents such as the National Human Resource Development Plan 2015-2030 and subsequently the Clever Country Policy 2018-2058 aimed to provide direction for future planning and development of Samoa's workforce at the national level. The Clever Country Policy, in particular, looks at transforming Samoa into becoming a knowledge-based economy (KBE). In the absence of government approval for both policies, agencies would need to be vigilant of human resource implications of each policy developed or planned, particularly technical skills that are not available locally. Skilled employee mobility (engineers, etc..) within government and from government to the private sector is now a trend, although there is no actual supporting data. While this may be valuable in some cases, it needs to be managed to ensure the skills, knowledge and behaviours are transferred within the losing government agency to build institutional knowledge.

In addition to the high-level plans above, there were other initiatives developed by the PSC to help address the technical skills shortage. This included the formulation of specific salary frameworks for technical areas that are in constant need of skilled employees. The PSC, in its role as the human resource advisor for government, can only do what it is required to do under the Public Service Act 2004. This presents an increasing need for government agencies to work in a collaborative approach, as suggested in the One Public Sector-One Vision for good governance-One Policy paper. Government employees, particularly the Senior Executive level, ought to encourage and promote a shared understanding of the broad policy objectives, and must be supported by ethical and strategic leadership, coalition-type mindset, trust and open-communication.

Developing a supportive and ethical culture continues to be a priority for government. The government's commitment to strengthening the WoG approach requires a public sector culture that values working across agency boundaries, interaction, and shared responsibilities. The sector planning approach has also encouraged some of the factors listed above; while this may be the case, there is still more to be done to orientate public servants to think and act in a collaborative approach, rather than a silo mindset and behaviour. It is increasingly important for the upper-senior level in government to have performance indicators that cut across ministerial-boundaries, to discourage and prevent the risk of working in silo. The work done by the PSC in terms of incorporating WoG objectives from national planning documents into performance agreements should be continued to reinforce a collaborative culture in the public service.

Overall, the Public Administration Sector has done well for the sector planning period that has now ended. There remains the challenge of ensuring that sector implementing partners are providing a bit more meaningful engagement in the implementation, monitoring and evaluation of the Plan. However, WoG successes as elaborated on in this Report should be celebrated and recognized to set the pace and enabling environment for the upcoming planning period.

Introduction

This Report sets out the performance of the Public Administration Sector within the Sector Planning period 2013/14 – 2017/18. It provides an analysis of the implementation of the Sector Plan against the indicators mapped out to assess progress.

The Public Administration Sector Plan 2013/14-2017/18 (PASP) was approved by Cabinet in 2013 as per FK(13) Faapitoa 21 27 August 2013 and was launched in February 2014. 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 vision for the PASP was to have a professional and competent public administration that provides quality and coordinated service delivery to the people of Samoa in a cost effective, efficient and transparent manner. The PASP's 3 Goals were to:
- Improve the quality of service delivery;
- Improve human resource capabilities; and
- Improve public sector integrity and culture.

The Plan included 10 strategies to operationalize the 3 Goals, which aimed to improve and/or strengthen:
- WoG coordination;
- Policy research, development and coordination;
- WoG performance monitoring systems;
- Public awareness of government functions and roles;
- Public service delivery mechanisms;
- Human resources development;
- Human resource management;
- Provision of consistent public financing of human resource development and management;
- Consistent and relevant integrity standards including mainstreaming of gender equity and vulnerable groups issues;
- Integrity standards are upheld.

In the Strategy for the Development of Samoa (SDS) 2016/17-2019/2020, the Public Administration Sector (PAS) falls under Priority Area 1 (Economic Sector), Key Outcome 5 (Participation of the Private Sector in development enhanced), and Strategic Outcome 3 (Public sector performance management and capacity strengthened). The 3 overarching goals for the PASP would have contributed to the achievement of 2 indicators below:
- the status and impact of the National Performance Management Framework; and
- the status and impact of the National Human Resource Development Plan.

The Public Administration Sector

The 2015 Sector Planning Manual lists 14 Sectors for the purposes of sectoral planning in Samoa (sectors are defined and grouped according to the types of goods or services produced, and not according to the structure of the public administration).

The Public Administration Sector is not the same as the Public Sector, or the Public Service. The Public Sector includes all government agencies, irrespective of whether they are a Ministry, State Owned Enterprise, Statutory Body, or Constitutional Body. The Public Service includes Ministries and Offices that are under the jurisdiction of the Public Service Commission (PSC).

The Public Administration Sector, defined under the Industry Classification System as comprising establishments primarily engaged in activities of a governmental nature, is based on the premise that services delivered either directly or indirectly by Government are public goods paid for with public monies. It also operates on the understanding that Government is held accountable on whether services are effectively and efficiently delivered to their clients.

The Samoa Public Administration Sector consists of 31 agencies which include 14 Ministries, 5 constitutional bodies, 4 statutory bodies, and 8 out of 9 State Owned Enterprises that are Public Beneficial bodies (the Samoa Health Promotion Foundation has yet to be established). Close to 10,000 employees are employed within the public sector, across 53[1] Government agencies to date. More than 7,000 are employed in the Public Administration Sector[2]. Of this number also, women marginally outnumber men across the board, although they are under-represented at the management level, with more than half of Chief Executive/General Manager positions in the public administration dominated by males.

Institutional Arrangements for the Sector

The main drivers for the Sector include the PSC, the Ministry of the Prime Minister and Cabinet (MPMC), the Ministry of Finance (MOF), the Ministry of Women, Community and Social Development (MWCSD), and the Ministry for Public Enterprises (MPE).

Their roles and responsibilities in relation to the Sector Plan have been summarized below:

Public Service Commission
The PSC is the lead agency for the Sector, central agency for Human Resource Management in the Public Service and Chair for the Public Administration Sector Steering Committee (PASSC). The Public Administration Sector Coordination Division (PASCD), which is the Secretariat for the Sector, is situated in the PSC.

Ministry of Prime Minister and Cabinet
The role of MPMC is to enhance and promote the WoG approach, as well as ensuring there is improved policy coordination and monitoring for the Public Administration.

Ministry of Finance
MOF's main role as a leading agency for the Sector is to promote sound public finance management in service delivery through establishment and implementation of prudent financial management systems, standards, policies and procedures.

Ministry for Public Enterprises

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[1] 14 Ministries, 5 Constitutional Bodies, 4 Statutory Bodies, 28 State Owned Enterprises, 2 Others
[2] Public Service Day Statistics 2017, compiled by the Public Service Commission

The MPE is responsible for the oversight and governance of State-Owned Enterprises, both at the operational/Ministry and Board of Directors level.

Ministry of Women, Community and Social Development
The MWCSD is to lead government interventions and engagement on community development in order to maintain social cohesion and positive economic outcomes. They are also expected to coordinate and advocate for the mainstreaming of gender issues and the needs of vulnerable groups across Government in compliance with international obligations.

Private Sector and Civil Society Representation
The Government is committed to its partnership with the civil society and the private sector in the delivery of services to the public. This is to ensure that there is a mechanism for the people to hold government accountable, and to raise issues and concerns where the quality of service is not satisfactory.

The civil society is represented by the **Samoa Umbrella for Non-Governmental Organizations** (SUNGO) on the Steering Committee, and the **Samoa Chamber of Commerce & Industry Inc** as the National Private Sector Organization (SCCI) represents the interests of the private sector. The SCCI advises government on how their involvement in the delivery of services through greater use of outsourcing and competition for contracts, could be enhanced.

The advocacy work undertaken by both groups assists government with the development and implementation of policies. The collaborative approach ensures that there is an avenue to provide external feedback to help Ministries tailor their programs to the needs of the communities and the businesses. This will also improve public-private-civil society dialogue to help achieve the key outcomes noted in the SDS.

Resourcing Arrangements for the Sector
The main sources and key mechanisms for funding PASP initiatives over the last five years are as follows:

Local budget
- Outputs Delivered by Ministries;
- Outputs Delivered by Third Parties; and
- Transactions on behalf of the State.

Expenditure Items	2013/14	2014/15	2015/16	2016/17	2017/18
Outputs Delivered by Ministries	25.13%	28.75%	30.28%	29.83%	36.82%
- Salaries	**18.48%**	**21.41%**	**22.38%**	**23.08%**	**23.04%**
- Operating Costs	**6.66%**	**7.34%**	**7.90%**	**6.75%**	**13.78%**
Outputs Delivered by Third Parties	32.06%	31.40%	28.45%	29.71%	27.55%
Transaction on behalf of State	24.66%	20.30%	18.97%	17.93%	19.96%

Table 1. Ministry of Finance Budget Estimates 2014/14-2017/18

There have been several major undertakings over the past 4-5 years which affected the trend in government resourcing of PASP activities and the Sector as a whole. These include, but are not limited to, the following:
- Cyclone Evan Recovery Program (from 2013/14);
- Cost of Living Adjustment (salary increases) (2013/14);

- Investment on Infrastructure (2013/14);
- Small Island Developing States (SIDS) Conference (2014/15);
- Commonwealth Youth Games (2015/16);
- Government absorbing all costs related to OUM (2015/16)
- Green Climate Fund Meeting (2015/16);
- Samoa National Provident Fund Employer contribution adjustments (2016/17);
- 11th Commonwealth Women's Affairs Ministers Meeting (2016/17);
- 48th PIF Leaders Meeting (2017/18); plus
- *a range of regional and international meetings Samoa hosted from 2013/14-2017/18.*

Technical Assistance towards the implementation of the PASP include, but are not limited, to the following:
- Australia's Department of Foreign Affairs and Trade (Australian Aid)
  - Includes assistance provided under the TA Facility, and technical support through the Australian Public Service Commission.
- UN-Pacific Regional Anti-Corruption Project
- USAID Climate Ready Project
- USAID *Institutional Strengthening in Pacific Island Countries to Adapt to Climate Change (ISACC)* Project

Additional resourcing not included as part of this Report includes funding arrangements between Samoa's development partners and the government to finance scholarship and training opportunities managed by the Ministry of Foreign Affairs and Trade and the PSC.

Monitoring and Evaluation

In line with the National Planning Framework of the Government of Samoa, the PASP is accountable for 2 national indicators under the SDS2016/17-2019/2020.

PASP indicators in the SDS 2016/17-2019/2020

- *Status and impact of the National Performance Management Framework*;
    - by the end of the PASP, the National Performance Management Framework had not been developed. However, a concept note for the Framework was developed by the PSC and was presented at the PASP review in October 2017;
    - While the PASP timeframe has ended, the PSC is going ahead with implementation and envisions that the first draft of the Framework will be ready by late December 2018;
    - Additional details on progress towards implementing this activity is provided on pages 31-32.

- *Status and impact of the National Human Resource Development Plan (NHRDP)*;
    - the NHRDP had been developed by the PSC in FY2014/15. The Plan is still in draft and has yet to be submitted for approval, given a change in direction with the development of a subsequent Plan by the PSC, called the Clever Country Policy 2018-2058.

PASP Monitoring and Evaluation Framework

Sector performance towards the achievement of the above indicators are highlighted in the M&E Framework analysis.

The M&E Framework for the Sector Plan consisted of 7 performance indicators to track progress in addressing the above challenges;

- *Goal 1: Improve quality of public service delivery*
    - Score for government effectiveness for the World Bank Governance indicators increases
    - Annual increase by 5 % of citizen satisfaction of government service delivery
- *Goal 2: Improve human resources capacities*
    - Increase in number of Human Resource Management reports submitted
    - Personnel Cost as % of Current expenditure
    - PASP Annual Sector Review Report
- *Goal 3: Improve public sector integrity and culture*
    - Score for Control of Corruption in World Bank Governance Indicators increases
    - Percentage increase in compliance with Integrity Standards

PASP Annual Reviews

Annual Reviews are another M&E tool encouraged by the Ministry of Finance as the focal point for sector planning, to bring together implementing agencies and stakeholders to take stock of progress each year, identify challenges with implementation, as well as design solutions to address them. The indicators listed on page 5 have not been changed since the launch of the PASP. However, the Sector had made changes to the activities following 3 Annual Reviews conducted from 2014/15 – 2016/17, as shown below.

Original Activity	ACTION: Add new **activity, revise** or remove activity
• Review of public sector governance arrangements undertaken • Review of policy development capacity within the public sector • Review of HRM framework • Review and consolidate HRD systems and processes under the PSC • HRM Policy Strategy for WoG developed • Review of existing integrity standards to formulate integrity standards for the Public Sector • Awareness program for unified public sector integrity standards • Unified integrity standards enforced	• New activity: *Implement One Public Sector-One Vision for Good Governance-One Policy*
• Public education and awareness campaign of Government functions implemented • Annual promotion of Public Service Day and Public Service Excellence Awards	• Revised activity: *Hold Public Service Day annually & Public Service Excellence Awards biennially*
• Activities for client focus direct services identified and streamlined • Activities for indirect client service (e.g., regulations, monitoring and quality standards) identified and implemented • PSIF funding continues for the next 5 years and reassessment of its location and relevance to PASP	• Removed
• Develop Complaints Register for the public sector	• New Activity

Table 2. Changes to PASP activities following Annual Review in 2016/17

The changes listed above, as well as the justification behind the change, are outlined in the PASP Annual Review Report 2016/17. A copy of this publication can be found on the PSC website, or can be requested from the Public Administration Sector Coordination Division.

PASP Monitoring and Evaluation Framework analysis

GOAL 1: Improve the quality of public service delivery

Goal	Key Outcome	Performance Indicator	Unit	Baseline	Annual Targets					Means of Verification
					2013/14	**2014/15**	**2015/16**	**2016/17**	**2017/18**	
Goal 1: Improve the quality of Public Service Delivery	**1. Efficient and effective public service delivery**	Score for government effectiveness for the WB Governance Indicators increases	Percentile Rank	55 (2011)	56.4	71	72	73	Ranking not available	Annual Surveys and WB Governance Reports
	2 Improved client confidence in public service	Annual increase by 5 % of citizen satisfaction of government service delivery	Percentage	65% (2014)	65%	-	-	-	-	Annual citizen satisfaction survey

Table 3: PASP Monitoring and Evaluation Framework, Goal 1

- Samoa's percentile rank on government effectiveness in accordance with the World Bank Governance indicators (WGI) had been improving since 2011. By 2016/17, Samoa ranked 73rd, from its 55th ranking in 2011 (*i.e., higher values mean better governance rating*).
- In addition to the World Bank Governance indicators, the Client Satisfaction Survey 2014 carried out by the PSC found that the public thought government was "delivery focused" and "outward/client focused". Sixty-five per cent of respondents agreed and somewhat agreed with government service delivery. Respondents also thought that Government employees were friendly, helpful, and provided a conducive environment for clients. The survey findings also highlighted dramatic improvements to service delivery if compared with previous years. Finally, respondents thought the Samoan public service was on the right track, with respondents having positive views about the role of Government and its achievements.
- The PSC carried out a follow-up survey in 2016, called the Government Service Delivery Survey. Overall, the survey findings noted that client satisfaction with regards to the cost, timeliness, and accessibility of government services was 'average'. Respondents thought that government employees required basic customer service skills training, especially frontline staff handling telephone and in-person enquiries. Respondents also

thought government Ministries should improve processes to reduce customer waiting time and delays to response times. Finally, respondents thought government employees should ensure that they are available during operational hours to assist with public queries and requests.

GOAL 2: Improve human resource capabilities

Goal	Key Outcome	Performance Indicator	Unit	Baseline	Annual Targets					Means of Verification
					2013/14	2014/15	2015/16	2016/17	2017/18	
Goal 2: Improve Human Resources Capabilities	**3. Enhanced human resource capacities**	Increase in number of Human Resource Management reports submitted	No. of reports	20	19	18	19	19	Report not yet available	Quarterly submission of HRM reports to PSC
		Personnel Cost as % of Current expenditure	Percentage	37.6 (2012/13)	30.7%	35.3%	37.6%	39.7%	38.6%	Annual Budget Estimates
	4. Enhanced human resource management practices	PASP Annual Sector Review Report	Report	0 (2013)	PASP was launched	1	1	1	No Annual Review – End of PASP timeframe	Annual submission of PASP Sector Review Report

Table 2: PASP Monitoring and Evaluation Framework, Goal 2

- Ministries and Offices under the PSC have been consistent in submitting HRM Monitoring and Evaluation Reports throughout the PASP lifespan. The PSC has also maintained the consistency of its an annual compilation of the same (i.e., for employees that are employed under the Public Service Act 2004). This is in accordance with the Samoa Public Service Human Resource Management Monitoring and Evaluation Framework approved in August 2011. The drop in the number of reports in FY2014/15 was due to the Office of the Attorney General and the Audit Office no longer being under the mandate of the PSC. The establishment of the Ministry for Public Enterprises (MPE) however, again increased the number of reports submitted to the PSC to 19 in FY2015/16.
- The consistency noted shows improved competencies in government agencies in human resource management. While there are gaps and issues that remain to be addressed, the PSC's advisory role in human resource matters is ever present and continues to provide direction in line with

Cabinet directives. Ongoing Forums such as the Human Resource Coordinators' Forum provided and to continues to provide an avenue for Ministries to raise human resource-related issues for the PSC's attention and action.

- Personnel cost as percentage of expenditure has been steady throughout the PASP timeframe, increasing by 1% from 37.6% in 2012/13 to 38.6% in 2017/18. It has been said that Samoa's public sector is fairly large in size for a small island country. It has also been a consistent finding during the IMF Article IV consultation reports that Samoa's wage bill is high. However, a brief analysis of the public sector noted in the Samoa TA Facility Terms of Reference template justifies the large size in that "*minimum capacity requirements are necessary for the delivery of certain classes of service that cannot achieve economies of scale with small and dispersed populations; and, because of the high transport costs that arise as a consequence of geographical remoteness*". The analysis further notes that even with the current size of the public sector, it does not crowd-out the private sector.

- As mentioned on page 9, the PASP was reviewed on an annual basis from 2014/15-2016/17. The Sector therefore has produced 3 Annual Review Reports endorsed by the Steering Committee. The Reports have since been made available on the PSC website for the public and findings have also been timely reported in the Sector Newsletter.

GOAL 3: Improve public sector integrity and culture

Goal	Key Outcome	Performance Indicator	Unit	Baseline	Annual Targets					Means of Verification
					2013/14	2014/15	2015/16	2016/17	2017/18	
Goal 3: Improve Public Sector Integrity and Culture	**5. Ethical public service/sector**	Score for Control of Corruption in World Bank Governance Indicators increases	Percentile Rank	61.6 (2011)	63	65	65.4	65	Ranking not available	Annual Surveys and WB Governance Reports
		Percentage increase in compliance with Integrity Standards	Percentage	0						Annual Surveys

Table 3: PASP Monitoring and Evaluation Framework, Goal 3

- Samoa's percentile rank in terms of the World Governance indicators on the control of corruption had continued to improve since 2011. In addition to the work that PSC does in upholding public service values and the code of conduct, the ranking also reflects the work of other Sectors, particularly the Law and Justice Sector, as well as the Finance Sector, in combating corruption in Government.

- Samoa had acceded to the United Nations Convention Against Corruption in April 2018. The accession is another demonstration of the government's commitment to strengthening accountability and transparency of its operations, processes and employees. During the pre-accession process, the PSC together with the Office of the Attorney General and other relevant agencies prepared a national assessment of Samoa's integrity system to assess its readiness for accession. The following is a list of legal instruments, policies and guidelines that Samoa has in place to strengthen accountability and transparency, as well as integrity in government:
  - Anti-Money Laundering Act 2007
  - Attorney General's Office Act 2013
  - Audit Act 2013
  - Central Bank of Samoa Act 1984
  - Central Bank of Samoa Amendment Act 2001
  - Central Bank of Samoa Amendment Act 2015
  - Commission of Inquiry Act 1964
  - Community Law Centre Act 2015
  - Companies Act 2001
  - Conflict of Interest Guideline 2016 – Public Service Commission
  - Constitution of the Independent States of Samoa 1960
  - Co-operative Societies Ordinance 1952
  - Crimes Act 2013
  - Criminal Matters Act 2007
  - Criminal Procedure Act 2016
  - Defamation Act 1992/1993
  - Election Candidate Regulations 2006
  - Electoral Act 1963
  - Electoral Amendment Act 2015
  - Extradition Act 1974 and its Amendment Act 1994
  - Financial Institutions Act 1996
  - Guidelines for Government Procurement and Contracting: Goods, Works and General Services – Ministry of Finance
  - Independent Panel Member Guideline – Public Service Commission
  - Insurance Act 2007
  - International Banking Act 2005
  - International Companies Act 1988
  - International Criminal Court Act 2007
  - International Transfer of Prisoner Act 2009

- o Managing Information Guideline (in terms of recruitment and selection) – Public Service Commission
- o Money Laundering Prevention Act 2007
- o Money Laundering Prevention Regulations 2009
- o Mutual Assistance in Criminal Matters Act 2007
- o Ombudsman (Komesina o Sulufaiga) Act 2013
- o Police Powers Act 2007
- o Prevention and Suppression of Terrorism Act 2002
- o Proceeds of Crime Act 2007
- o Public Bodies (Performance and Accountability) Act 2001
- o Public Finance Management Act 2001
- o Public Service Act 2004
- o Recruitment and Selection Manual for the Public Service – Public Service Commission
- o Samoa Law Reform Commission Act 2008
- o Sentencing Act 2016
- o A Guide for Developing Service Charters 2003
- o Treasury Instructions – Part K: Procurement and Contracting

- Based on the above list, the government had concluded that it had the necessary mechanisms in place to support Samoa's accession to the UNCAC. The ongoing challenge for integrity organizations tasked with the monitoring role would be to ensure employees understand the different laws and policies in place and to encourage compliance to maintain the integrity of government accountability systems.

Public Administration Sector Plan 2013/14-2017/18 Strategic Framework			
PASP Outcome	**Strategies**	**Activities**	**Status by June 2018**
1. Efficient and effective public service delivery	1.1 Strengthen Whole of Government (WoG) coordination	1.1.1 Implement One Public Sector-One Vision for Good Governance-One Policy strategy	Not achieved
		1.1.2 Review of mechanisms for central agencies coordination to support WoG cohesion completed by 2014.	Completed
	1.2 Strengthen policy research, development and coordination	1.2.1 Scoping study for Public Sector Research Institute completed by 2014	Completed
2. Improved client confidence in public service	1.3 Strengthen Whole of Government performance monitoring systems	1.3.1 Public Sector functional review completed and implemented on annual basis	Not achieved
		1.3.2 National Planning and Management Framework developed & implemented	Not achieved
		1.3.3 Organizational Performance Assessment and Improvement Tool (OPAIT) implemented and updated on an annual basis	Not achieved
		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.	Completed
	1.4 Improve public awareness of government functions and roles	1.4.1 Review of mechanisms for public service information dissemination and feedback undertaken by December 2013 & implemented on annual basis.	Completed
		1.4.2 Hold Public Service Day annually & Public Service Excellence Awards biennially	Completed

		1.4.3 Conduct survey every 2 years to gauge public feedback on Government service delivery	Completed
	1.5 Improve Public Service delivery mechanisms	1.5.1 Review of service delivery mechanisms for priority problem areas completed. Implementation to follow.	Not achieved
		1.5.2 Develop complaints register for the public sector.	Not achieved
3. Enhanced human resource capacities **4. Enhanced human resource management practices**	2.1 Improve Human Resources Development (HRD)	2.1.1 Workforce plan across whole public sector are completed	Not achieved
		2.1.2 Develop a National Human Resource Development Plan	Completed
		2.1.3 Executive Development Program for Public Sector is developed and implemented on annual basis	Completed
		2.1.4 HR development programmes are established by December 2014 and implemented on an annual basis	Completed
	2.2 Provide consistent public financing of Human Resources Development and Management	2.2.1 Review existing policies/systems and processes to ensure consistent funding of HRM &HRD is completed	Not achieved
5. Ethical public sector	3.1 Ensure consistent and relevant integrity standards applied and upheld across the whole Public Sector including the mainstreaming of gender equity and vulnerable group issues.	3.1.1 Monitor agency Action Plans to mainstream gender and vulnerable groups' needs into all Public Sector HRM Policies and Practices	Not achieved
		3.1.2 Scoping study for an Integrity Commission to be completed and recommendations to be implemented accordingly.	Not achieved

Table 4: PASP Strategic Framework

PASP Strategic Framework analysis

The following section provides a narrative and analysis of the above Framework. It also captures some of the key activities that took place within the timeframe of, and which had direct linkages to the Sector Plan.

The analysis shows that while the PASP had been developed with the high-level goals and strategies, the technical details as to how it would be implemented were established along the way. It shows that implementation is very much dependent on circumstances surrounding government operations at the time, and the political environment by which Ministries and agencies would have to perform in.

Goal 1: Improve the quality of public service delivery
Key Outcome 1: Efficient and effective service delivery
Key Outcome 2: Improved client confidence in public service

Strategies:
- *Improve/strengthen whole of government coordination;*

The One Public Sector-One Vision for Good Governance-One Policy paper (One-Policy) has been discussed by Cabinet and has been referred to the Public Sector Reform Sub-committee, chaired by the Minister of Finance. The One Policy aims to harmonize human resource practices across government. That is, the powers and authorities to govern appointment conditions, performance management, appeals/review mechanisms, and codes of conduct, from Senior Executives down to permanent staff should rest with the PSC and MPE for Offices that fall under their jurisdictions. All other Offices not under the PSC and MPE would be recognized as independent Offices.

While Cabinet has yet to make a firm decision on the direction for the One Policy, the following activities have contributed to strengthening *WoG coordination*, since the PASP 2013/14-2017/18 was launched:

Review of Central Agencies Committee Terms of Reference
The review of existing mechanisms for central agencies coordination to support WoG cohesion. The review was led by the MPMC, supported by the PSC and the Ministry of Finance. The main objective was to revitalize the Central Agencies Committee (CAC) through the review of its Terms of Reference. The CAC leads the WoG coordination in partnership with other agencies in the provision of policy advice to Cabinet and the discussion of current and emerging cross cutting issues of national importance. Central agencies are Ministries/Offices who have an overarching responsibility and coordinating role across the Public Service and Public Sector as a whole.

The current composition of the CAC includes the MPMC, Ministry of Finance, Ministry for Public Enterprises, and the PSC. The MPE was added as a member of the CAC following the review in 2016, given their oversight role with the performance and governance of State Owned Enterprises. Some of the key national documents discussed within CAC include the One Public Sector-One Vision for Good Governance-One Policy paper, and the National Security Policy.

Review of the Human Resource Management Framework

The PSC in 2017 sought the assistance of the TA Facility funded by the Government of Australia to undertake the Review of the Human Resource Management Framework. The Framework and current systems had been developed from 1999-2003. The main objective is to have a modernized and unified Human Resource Management Framework for Ministries, State Owned Enterprises, and other Government entities. The idea is to identify areas within the human resource management framework that could be streamlined across government, to save costs and to strengthen the efficiency of employees. The Review was divided into 3 Phases.

By June 2018, Phase 1 of the Human Resource Management Review had been completed. It was undertaken by an independent consultant. Phase 2 is earmarked to begin in August 2018, and includes the review of the roles, responsibilities and authorities of the PSC.

Legislative Review of the Public Service Act 2004

The Review of the Public Service Act is complete. The draft Public Service Amendment Bill is on hold until a Cabinet decision on the One Policy paper (referred to above) is finalized, as well as review of the roles and functions of the Commission, the review of the HRM Framework and the Concept Paper devolving some of the Commission's functions which were retained in the PS Act 2004.

The objective of the review was to consolidate a coherent legal framework for human resource management for the SPS. In addition, it was anticipated that policy decisions in respect of working conditions, management and administration of employees in the public service, would be incorporated in a revised/amended Act.

Prior to the above, the Public Service Amendment Act 2017 became effective on the 4th July 2017, amending Section 31 of the Public Service Act 2004; a new section – 31A has been incorporated, governing the appointment of Assistant Chief Executive Officers in the Samoa Public Service, where they will be appointed by the Head of State on the advice of Cabinet. This particular amended section of the Act is as follows:

"Section 31A – Appointment of Assistant Chief Executive Officers":
   (1) Subject to subsection (2), the Head of State may, acting on the advice of Cabinet, appoint a person as an Assistant Chief Executive Officer of a Ministry, as a contract employee.
   (2) Subject to section 30, the Commission must, in consultation with the relevant Chief Executive Officer:
      (a) Advertise the position on the circular; and
      (b) Carry out the selection process; and
      (c) Advise Cabinet, on the person who, in the opinion of the Commission has the most merit of all applicants for the position.
   (3) Except for section 31(1) and (2), other provisions of this Act relating to contract employees apply to an Assistant Chief Executive Officer position."

Review of the Public Bodies Act 2001

The Review and amendment of the Public Bodies Act 2001 is also complete. The Draft Public Bodies Amendment Bill is with the Office of the Attorney General; once finalized then other legislations pertaining to State Owned Enterprises will be amended accordingly. The main purpose is to align recruitment of all CEOs in SOEs with Government Ministries, as per the Merit-Based Recruitment and Selection Policy Guideline that was approved by Cabinet in its decision FK(17) 27 of 26 July 2017. The Guideline looks at standardizing merit-based recruitment, selection, and appointments within the public sector.

Review of the Recruitment and Selection process for Contract Employees

The Review on the process for Recruitment and Selection of Contract Employees under the Public Service of Samoa is complete.

The recommendations from the Final Report was considered and reflected in the revised Recruitment and Selection Handbook for Chief Executive Officers and contract employees in the Public Service approved by Cabinet FK (16)40 dated 2 November 2016. The Handbook consists of the following:

1. *The Independent Panel Member* (IPM Guideline) to set out the roles and selection of independent members from the Private Sector to be part of the Selection Panel;
2. *Conflict of Interest Guideline* to assist in identifying what a conflict of interest situation is and how it should be managed should such situations arise amongst those involved in making decisions on appointment;
3. *Managing Information Guideline* to set out best practice in the accessibility, use and disclosure of all recruitment related information;
4. *Role of the Chair* to set out the responsibility of the Chairperson in the shortlisting and interview processes.

Development of Term Policy for Senior Executives across the public sector

The Term Policy was approved by Cabinet as per FK(17) 13 of 12 April 2017. The Policy allows for the renewal of Senior Executives' contracts for an additional 3-year term based on performance. This policy applies to the whole public sector.

The Policy aims to strengthen Cabinet's vision to strengthen the performance of senior executives, which started in the early 1990's with the contracting of senior executive positions for a 3-year term. The underlying thought behind the transition was to encourage results-driven performance for senior executives (CEO's in 1990 and eventually ACEO's in 1992).

However, the review of the Recruitment and Selection process for senior executives questioned the current contract term of three (3) years, whether it provided sufficient time to fully realize and achieve performance targets. Research and analysis conducted by the PSC found that re-appointment based on good performance was a common practice in OECD countries. This principle is adopted accordingly throughout the Term Paper, with significant emphasis placed on the Performance Management system.

The details of the Cabinet Decision were circulated to all Government Ministries, Corporations, Office of the Attorney General, Audit Office and the Office of the Legislative Assembly through a PSC Circular Memorandum 2017/22 dated 9th May 2017.

Review and amendment of Working Conditions and Entitlements Manual

Cabinet endorsed amendments made to the Working Conditions and Entitlements Manual in 2015. The amendments included policy changes to leave entitlements, managing cessation of employment, and allowances. Some determinations were removed following the review, and some new ones as a result of research and studying best practices were added to the Manual.

Review of Recruitment and Selection Manual for general employees

The Recruitment and Selection Manual for general employees was also revised in 2016. The revisions aimed to ensure that the recruitment and selection process are based on the merit factors, and to strengthen the alignment of decision-making with the principles of transparency,

accountability and fairness. The PSC had conducted training for all Ministries and agencies under its jurisdiction based on the revised manual, focusing on the merit factors, developing job competencies required for positions and conducting job analysis and organisation reviews.

Review of Performance Appraisal System for general employees

The review of the Performance Appraisal System for general employees was completed and rolled out in 2013 and 2014 for the effective management, monitoring of performance. The PSC also conducted trainings for all Ministries in the operation of the Performance Appraisal tool to support evidence-based appraisals and to address learning and development needs of employees.

Review of Remuneration Frameworks

The review and consolidation of Remuneration Frameworks were also completed for different categories of employees - Teachers (2015), Legal Positions of the Public Service (2016), Government of Samoa Ministerial Support Staff (2015) and Engineers (2016).

Review of wage positions & terms and conditions of temporary employees for the Samoa public service

The review of all wage positions (800+) was carried out from 2012-2016. The review was to address the need to articulate the purpose of hiring on a casual basis for a qualifying period of time, contrary to the practice of recruiting for unspecified periods of time to wage positions. The review also led to the transfer of wage workers to permanent status on the basis of occupational job types tied to on-going needs of Ministries in the performance of their operational services.

With the growth in project position establishment, a review of terms and conditions of temporary employment was also carried out on actual requirements and application for Project Employment.

Establishment of the Ministry for Public Enterprises

The establishment of the Ministry for Public Enterprises in 2015 was another milestone for the Sector. The government's decision to establish the Ministry aimed to provide a strategic leadership and oversight role to strengthen the profitability and efficiency of its 28 Public Bodies. The Ministry was initially part of the Ministry of Finance, operating as the State Owned Enterprises Monitoring Division. The Ministry's core function is to monitor the performance of Public Bodies in accordance with the provisions of the Public Bodies (Performance and Accountability) Act 2001 and other supporting legislations that state how they are to be governed and what is expected of them in terms of their productivity, profitability, returns on Government's investment and, more importantly, the quality of service delivery to the public.

- *Strengthen policy research, development and coordination;*

Civil Service Institute Feasibility Study

The PSC completed the Feasibility Study for the establishment of a Civil Service Institute (CSI) in 2016, aimed at strengthening training and human resource development for public servants. This includes training to improve policy research and development capacity. It was also expected that the CSI would serve as a public-sector research hub. The Study was led by an independent consultant and was supported by the Human Resources Development Division of the PSC. More information on the findings of the Study can be found on page 26.

Establishment of the National Policy Coordination Committee

More recently, Cabinet endorsed the establishment of a National Policy Coordination Committee (NPCC) as per FK (18)11 21 March 2018, as well as its Terms of Reference. The National Policy Coordination Committee (NPCC) is an initiative by the MPMC that mirrors the CEO Forum conducted by the Office of the PSC but places great emphasis on the main Sectors and their leading Ministries and State-Owned Enterprises to deal with emerging and current issues from a WoG perspective.

The NPCC encourages the sharing of views and experiences to design possible solutions or recommendations to arising and existing issues that affects the whole of Samoa. It promotes and provides a conducive environment for networking, mutual understanding, sharing and openness amongst peers. The NPCC has deliberated over the Samoa Possible 2040, among other policy papers.

PSC-Pacific Islands Centre for Public Administration Partnership

The PSC together with the Pacific Islands Centre for Public Administration (PICPA) delivered a specific training on policy development and analysis for public servants in 2014. Additionally, 15 public servants graduated with a Graduate Certificate in Public Sector Management through a partnership between the PSC and PICPA; the program was offered through the University of the South Pacific. While other Sectors have also delivered Ministry or Sector-specific trainings on policy analysis and monitoring and evaluation, this data is not available to the PSC. To remedy this gap, the PSC is in the process of collating training-related data across Government, including agencies that are not under its jurisdiction.

SBS-UNESCAP Policy-Data integration initiative

The Samoa Bureau of Statistics (SBS) had delivered policy-data integration workshops in FY2017/18 with the support of UNESCAP, to help government and Sectors in particular with the application of a generic-tool and phased-based approach to develop a National Sustainable Development Indicator set. It was anticipated that this initiative would outline data requirements Samoa would want to produce to assist with national reporting as well as meeting regional and international reporting requirements.

- *Strengthen Whole of Government performance monitoring systems;*

Public Service Functional Review

The Samoa Public Service Functional Review, divided into 3 Phases and led by the PSC, began in March 2013. The first 2 phases have been completed (Phase 2 was completed in 2015); implementation of Phase 3 began in FY2017/18. The Functional Review, as per the PSC Functional Analysis Report, aimed to identify and recommend, for Cabinet consideration, an appropriate public service structure that is aligned to the Government's national priorities, contributes to improved public service performance and a more cost-effective government.

Review of Performance contracts for CEO & ACEO

The review of CEO and ACEO Performance Contracts is now an ongoing activity for the PSC, under the Senior Executive Services Division. The review is undertaken once the 3-year contract term is up and the job description for the position undergoes a thorough assessment to ensure the requirements are in line with national priorities as outlined in the Strategy for the Development of Samoa and relevant Sector Plans.

Organizational Performance Assessment and Improvement Tool (OPAIT)

The Public Administration Sector Performance Assessment and Improvement System, now called the Organizational Performance and Assessment Improvement Tool (OPAIT) has been developed but has yet to be submitted for Cabinet approval. The tool aims to monitor and evaluate the overall performance of Ministries under the PSC jurisdiction, to become more efficient and effective in delivering services to the public. The tool helps agencies identify issues and challenges with their performance and provides basis for management to discuss ways to address them.

Additionally, while developing the OPAIT, the PSC has identified more than 30 monitoring and evaluation frameworks being used by the Sector for reporting and accountability. The challenge now is to identify how these different frameworks could be streamlined, to minimize reporting lines for Government agencies.

HRM Monitoring and Evaluation

While the OPAIT has yet to be approved, the PSC has continued with its routine M&E work, and has maintained the annual publication of the Human Resource Management Monitoring and Evaluation Report: Employee and HRM Statistics. The report is a compilation of quarterly monitoring and evaluation submissions from Ministries under the PSC jurisdiction on specified areas in accordance with the Human Resource Management Framework. This includes statistics on the application of working conditions and entitlements; management of breaches of the code of conduct; management of grievances; induction/training/capacity building; recruitment, selection and retention, as well as staffing structures and salary classifications.

Changes to the Working Conditions and Entitlements Manual in 2015, as mentioned on page 18, was also a result of issues raised by Ministries during the Monitoring and Evaluation visits. The issues are analysed by the PSC and provide justification to review policies that affect the working conditions and entitlements of employees within the public service.

- *Improve public awareness of Government functions and roles;*

This Strategy is one of the most successful in terms of implementation.

Awareness & knowledge of government services

The Client Satisfaction Survey 2014 and the Government Service Delivery Survey 2017, as mentioned on page 8, were part of this strategy. The Client Satisfaction Survey found that 66% of survey respondents had good knowledge of government services. This was a positive indication of government efforts towards addressing one of the key issues identified by stakeholders during the development stages of the PASP. That is, the public had limited knowledge of government services, functions and responsibilities.

Ministries have since been encouraged to improve access to information for the public, through websites, frontline desks, and other means of communication. While most Government agencies have developed websites over the years, these are not used effectively, as its been observed that some websites are not regularly updated. Most, if not all, Government agencies have the capacity through their Information Technology (IT) Divisions to provide relevant updates of completed, ongoing or planned activities for the information of the public.

PASP Parliamentary awareness session

The Public Administration Sector presented on the PASP in response to an invitation from the Legislative Assembly as part of an awareness program on the National Planning Framework. The presentation, in 2015, was led by the PSC and supported by the Steering Committee.

Public Administration Sector Communication Strategy

The Public Administration Sector Communication Strategy developed in 2015 as part of the PASP, guides the dissemination of relevant information received to inform the public on what the Government is doing through the PASP. A Public Administration Sector newsletter is released on quarterly basis and provides updates on PASP activities; it is also an avenue to raise awareness on Government processes and policies approved by Cabinet. Implementing agencies are requested to provide updates for PASP activities at the end of every quarter, to inform each edition. By June 2018, the Sector has released 14 editions of its newsletter.

Information Centres established

Information centres have also been established within some Ministries to provide additional support to customers. The PSC's Information Centre gives the public internet access to visit any Government website and to search or apply for positions advertised through the Public Service Official Circular.

From 2016 to date, more Government Ministries have utilised social media (e.g., Facebook, Twitter) and pre-recorded awareness programs (e.g., the Lali and E te Silafia) to increase exposure of their functions and services. While the effectiveness of these mechanisms has not been publicly documented, it is a collaborative effort between the media and Government to achieve a wider geographical coverage and improve public understanding of legal and regulatory frameworks for each Ministry.

Public Service Day and Public Service exhibition

By the end of the PASP, the PSC had coordinated the commemoration of 4 Public Service Days as part of this Strategy. The annual Public Service Day has a Public Service Exhibition component which raises awareness on Government services and new initiatives or projects. The same initiative is also recognized as a Public Sector Career Day targeting University and high school students.

- *Improve public service delivery mechanism*

Australian Public Service Commission-DFAT assistance

The Public Administration Sector received technical support from Australia's PSC/DFAT in 2016. The APSC piloted a small-scale Public Sector Service Delivery Demonstration Project in 2016 that focused on key area of service delivery – complaints management and reporting. The Ministry of Education Sports and Culture and the PSC were selected as pilot agencies. The APSC worked with technical staff to develop and refine complaints management processes.

The APSC also provided support to the PSC on the review of its Service Charter that was developed in 2008. The PSC has since used the initiative to encourage other government agencies to review and update their service charters to consider complaints management processes.

Assistance was also provided to Ministries and Offices affected by the Public Service Functional Review. The APSC team partnered with the PSC to deliver practical sessions on the development of implementation plans for Ministries whose structures and functions were

changed based on the Functional Review recommendations. The final implementation plans were presented to the responsible Chief Executive Officers by the end of program.

Finally, the APSC had also assisted the PSC with initial discussions on the public sector reform, particularly where PSC was concerned (i.e., in terms of structures and functions). The main objective was for government to consider efficient measures to promote employee productivity, and improve service delivery.

Service Delivery Comparative Analysis Report

By the end of FY2017/18, the recurring problems with service delivery were identified through the surveys highlighted in the previous section. The Service Delivery Comparative Analysis Report was submitted to Cabinet in March 2018, with the following recommendations:

- Highlight and stress the importance of professional customer service during induction for all Government employees;
  - ensure that reception and front desk representatives are well trained to provide professional and customer friendly services and are well versed with organizational functions and responsibilities;
- Continue with regular customer service training and tracer studies of all staff;
  - Specific components on the Ministry Service Charter should be included
- Seek other related customer service capacity building opportunities;
- Review standards (time) in terms of responding to client requests and enquiries and ensure the public are made aware through strengthening compliance with FK00(25) regarding development of Service Charters;
- Strengthen enforcement and compliance of the Public Service Code of Conduct and Public Service Ethics and Values;
- Ensure that the public are kept updated and informed of all structural and functional changes to ensure that they are well aware and knowledgeable of services provided by government;
- Ensure that Government offices are encouraged to maintain and keep their waiting areas as well as rest rooms hygienically clean;
- Encourage and strengthen use of complaints registers for all Government agencies as a way to improve systems and processes regularly;
- Strengthen Monitoring and Evaluation activities relating to customer service standards;
- Strengthen the roles and responsibilities of all Heads of Government Organizations relating to leading and overseeing the implementation of the above recommendations

FK(18) 12 noted the above recommendations, and the PSC has since utilized the Human Resource Coordinators' Forum to drive the implementation of the same. The PSC continues to provide both in-house and Ministry-specific training on customer service (i.e., one-on-one training requested by the Ministry of Justice and Courts Administration, Samoa National Provident Fund, the Office of the Electoral Commission, and the Central Bank of Samoa). The Comparative Report was shared with the Ministry for Public Enterprises to assist with monitoring the quality of service delivery within SOEs.

Service Charters

In line with the recommendations of the above report, the PSC has included as part of its HRM Monitoring and Evaluation visits, the renewal or development of service charters for each Ministry.

The PSC has since seen a renewed commitment within the Sector to follow through with this recommendation, given that from FY2016/17 to FY2017/18, the number of Ministries and Offices with service charters increased from 15 to 19, as shown in the following table:

Ministry/Agency	Service Charter				Complaints Management System			
	M&E FY 2016-17		M&E FY2017-18		M&E FY 2016-17		M&E FY 2017-18	
	Exist?	Updated?	Exist?	Updated?	Exist?	Included in Service Charter?	Exist?	Included in Service Charter?
Ministry of the Prime Minister and Cabinet	✗	✗	✗	✗	✓	N/A	✓	N/A
Ministry of Foreign Affairs and Trade	✓	✗	✓	✓	✓	✗	✓	✓
Samoa Bureau of Statistics	✗	✗	✓	✓	✓	✓	✓	✓
Samoa Law Reform Commission	✓	✓	✓	✓	✓	✗	✓	✗
Ministry for Revenue	✓	✗	✓	✓	✓	✗	✓	✗
Ministry of Education Sports and Culture	✓	✗	✓	✗	✓	N/A	✓	N/A
Ministry of Finance	✓	✗	✓	✓	✓	✓	✓	✓
Ministry of Public Enterprise	✗	✗	✓	✓	✓	✗	✓	✓
Ministry of Justice and Courts Administration	✓	✓	✓	✓	✓	✓	✓	✓
Office of the Regulator	✗	✗	✗	✗	✓	N/A	✓	N/A
Ministry of Women Community & Social Development	✓	✓	✓	✗	✓	✓	✓	N/A
Office of the Electoral Commission	✗	✗	✗	✗	✓	N/A	✓	N/A
Ministry of Natural Resources & Environment	✓	✓	✓	✓	✓	✓	✓	✓
Ministry of Agriculture & Fisheries	✓	✓	✓	✓	✓	✓	✓	✓
Ministry of Communication & Information Technology	✓	✗	✓	✗	✓	N/A	✓	N/A
Ministry or Works Transport & Infrastructure	✓	✗	✓	✗	✓	N/A	✓	N/A
Ministry of Commerce Industry & Labor	✓	✓	✓	✓	✓	✓	✓	✓
Public Service Commission	✓	✗	✓	✗	✓	N/A	✓	N/A
Ministry of Health	✓	✓	✓	✗	✓	✓	✓	N/A
Total	✓=15 ✗ = 4	✓ = 7 ✗ = 12	✓=16 ✗ = 3	✓ = 10 ✗ = 9	✓ = 19 ✗ = 0	✓ = 8 ✗ = 4 N/A = 7	✓ = 19 ✗ = 0	✓ = 8 ✗ = 2 N/A = 9

Table 4. PSC M&E Findings - Service Charter Compliance

The Monitoring and Evaluation Report on service charters and complaints processes prepared by the Sector Coordination Division notes that over the last 1 year and 6 months, the monitoring work by the PSC has had a positive impact in terms of strengthening compliance. Some agencies have developed their first ever Service Charter whilst the number of agencies with outdated Service Charters has declined. More agencies have also made attempts to incorporate an outline of their Complaints Management Process into their Service Charters.

One Stop Shop approach

Finally, as a result of the SPS Functional Review, some of the Ministries involved have instigated changes to streamline some of their processes to follow through with the Government's One Stop Shop approach. This includes the MPMC, the Ministry of Commerce Industry and Labour, and the Ministry for Revenue. The main objective is to reduce red tape, improve efficiency, and more importantly, to facilitate requests from the public in a timely and cost-effective manner.

Public Private Partnership Program

The Ministry for Public Enterprises has done substantial work on the development of the Public Private Partnership (PPP) Program to strengthen the efficiency and effectiveness of procurement in government. While this was not drafted as part of the PASP in 2012, the program is a key initiative to adopt an efficient approach to the conduct of future capital works as well as existing contracts. Cabinet endorsed the PPP Framework in August 2015 and the challenge now is to enhance planning by SOE Boards and Management of Public Bodies using the PPP framework developed, or the traditional procurement method commonly used by government. The initiative is to ensure government fulfils its fiduciary and service delivery obligations in a cost-effective and efficient manner.

Goal 2: Improve human resources capacities
Key Outcome 3: Enhanced human resource capacities
Key Outcome 4: Enhanced human resource management practices

Strategies:
- *Improve Human Resource Development*

By the end of the PASP, 3 activities had been completed as part of this Strategy.

National Human Resource Development Plan

The NHRDP was developed by the PSC to identify the required skills Samoa needs to meet its strategic aspirations identified under the Strategy for the Development of Samoa (SDS). The Plan has not been approved by Cabinet pending discussions on the Clever Country Policy, a long-term strategy developed to transform Samoa into a knowledge-based economy. It was developed in line with the SDS 2012-2016, although it was expected to be used parallel to subsequent plans thereafter.

Executive Development Program

The Executive Development Program has been developed; implementation began in FY2016/2017. The program is funded by the Government of Samoa, and is being delivered by the University of New England in partnership with the PSC. A total of 43 employees from across the public sector were enrolled for the program. The first phase is expected to be completed by September 2018.

PSC Human Resource Development institutional strengthening initiatives

Over the lifespan of the PASP, the PSC has strengthened its institutional capacity to design and deliver training for the public sector, instead of depending solely on external assistance. The HR Development Division now has 3 dedicated trainers to design and deliver training for the public sector, and have since established HR development programs as part of their training and development portfolio. While Samoa's development partners still contribute through the

Samoa In-Country Training Programme (SICTP), the PSC anticipates that this will become complementary to the institutional changes it has made to drive HR development.

The PSC is responsible for the management (i.e., coordination, allocation, provision and monitoring) of over 400 training opportunities for the public sector. More than 300 public servants participated in over 200 international and regional training/workshops funded by various development partners and training institutions in Fy2017/18. A total number of 20 local trainings provided through the Samoa In-Country Training Program (SICTP) and the PSC, enabled 370 government employees to build capacities specifically on their soft/generic skills in the same period. The majority of local training provided through the SICTP and the PSC are generic by nature, although there are plans to provide more technical training in the pipeline (e.g., land surveying).

The following graph shows the number of overseas training opportunities coordinated by the PSC from FY2013/14-2017/18. The Environment Sector received the most opportunities for capacity building and professional development, followed by the Agriculture Sector, the Trade Commerce and Manufacturing Sector, and the Health Sector.
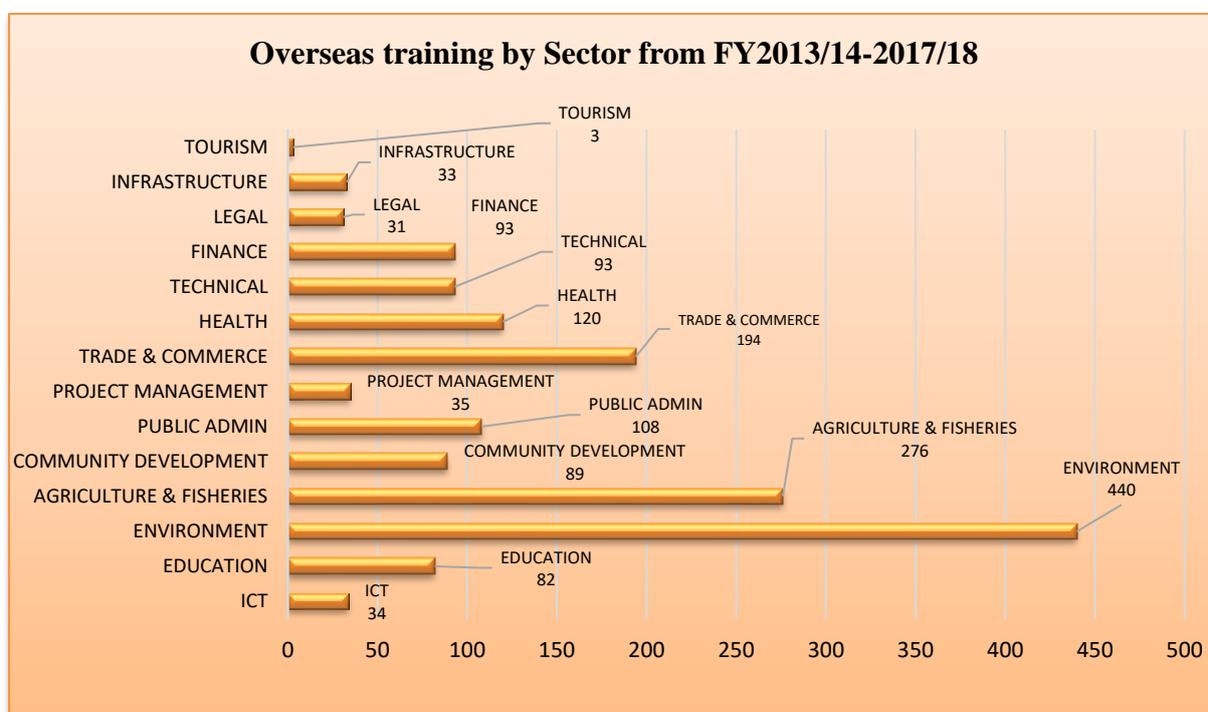

Figure 1. Overseas training by Sector 2013/14-2017/18

The Feasibility Study for the establishment of a CSI, as mentioned above, reviewed the human resource development systems in government. The findings noted an ineffective and inefficient system caused by limited or no resources allocated for human resource development. It highlighted the inequitable allocation of available resources among government employees and the lack of a standardized training system. 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 PSC approved the establishment of the PSTI in May 2016. However, given limitations with financing, the PSC has maintained status quo until the financial situation shifts in favour of establishing an independent entity. The establishment of PSTI, while not formally launched, has led to the streamlining of funding allocated for capacity building for projects managed by

other Ministries to finance trainings across the Sector. This includes the *LDCF Economy-wide integration of climate change adaptation and disaster risk management to reduce climate vulnerability of communities in Samoa* Project (EWACC) under the Ministry of Natural Resources and Environment.

PSC-USAID Partnership to support project management skills
The PSC had also secured assistance under the US Aid *Institutional Strengthening in Pacific Island Countries to Adapt to Climate Change (ISACC)* Project to support the delivery of the USP TAFE Project Management Certificate IV for up to 30 participants in Samoa. The Course is expected to commence in August 2018. Further to this assistance, support has also been secured through the US Aid Climate Ready Project to help government mainstream climate change and disaster risk management in sector planning.

Goal 3: Improve public sector integrity and culture
Key Outcome 5: Ethical public service/sector

Promoting integrity in the workplace
The PSC received technical support from the UN Pacific Regional Anti-Corruption Project in 2016 to facilitate workshops on strengthening integrity in government. The initial workshop in June concluded with 10+ recommendations on ways to achieve the main objective of the workshop. The follow-up session in November ranked the recommendations from the previous workshop in order of priority for implementation, as noted below:
- Samoa to become a party to the United Nations Convention Against Corruption;
  - Legislative Review and Consolidation;
  - Research and database collection;
  - Awareness of existing legislation that criminalize corruption.
- Establish a Corrupt Practices Investigation Bureau for Samoa;
- Include integrity and ethical values in the education curriculum.

The PSC has since continued to work in partnership with UN-PRAC to implement the above recommendations, with the first one now complete.

Harassment in the workplace
The PSC had conducted a survey on harassment in the workplace in 2015, as part of its activities relative to the Code of Conduct as per the Public Service Act 2004, to ensure that the workplace culture was respectful and ethical. The survey was to determine whether harassment existed, its magnitude, and whether people felt that an overarching Harassment Policy should be developed. The survey also was based on a directive made by the Commission at the time.

Based on the survey results, harassment was identified as an issue in the workplace, and employees felt that it needed to be addressed as soon as practical. Employees stated that the most common forms included bullying, age discrimination, physical and sexual harassment. While more than half of respondents chose not to specify whether they had been personally harassed at work, a considerable number noted they had experienced it, or witnessed a co-worker being harassed. In terms of prevalence, respondents noted that it happened on a daily, weekly, or ad hoc basis. When asked whether they were aware of the process in the event they are/were harassed, the majority of respondents noted yes. With regards to additional ways the Government could help to address harassment, the majority remained neutral, while others suggested awareness workshops. Only a few respondents suggested the development of a Harassment Policy.

The Public Service Employee Satisfaction Survey 2014, which received more than 1,000 responses, supported the notion that harassment did exist in the workplace. Of the 1,128 respondents, 135 reported that they had experienced harassment once or twice at their workplaces. While the numbers were small compared to the total, the issue was that harassment existed, and some public servants were being victimized on a daily basis.

One key finding worth highlighting was that harassment was seen as a norm in workplaces because of our culture. Circumstances have led employees to believe that unwelcomed remarks or comments made in a humorous way was acceptable and was a normal part of their workplace or organizational culture. The institutionalization of inappropriate behavior or harassment in the workplace needed to be corrected.

The PSC, in response to the results of the survey, approved an amendment to the Public Service Act 2004 & Public Service Regulations 2008, to include a definition of what harassment is, providing legal certainty as to what constitutes harassment, to address difficulties for the victims in providing proof. The amendment has since been made as part of the Public Service Act Review highlighted under the achievements of Goal 1 of this Report.

Investigative Officers Training
The PSC had conducted an Investigative Officer Certification training for selected government employees in 2015. The training aimed to certify the participants in the conduct of investigations relating to complaints and grievances brought to the PSC and endorsed by the Commission in accordance with the PS Act 2004. A total of 18 officers were officially certified by the end of the training.

Training on Appeals process as per Public Service Act 2004
The PSC had also delivered training on the Appeals process for selected Public Service employees in 2017. The main objective was to provide Ministries with more awareness and understanding of the process of preparing an appeal and the grounds of the appeal.

It is the PSC's intention that these employees will aid in the preparation of appeals and to ensure that their appeal comply with the provisions of the Public Service Act 2004.

Status of PASP activities not completed by June 2018

While the following 9 activities had not been completed by the end of PASP, progress made by implementing agencies are noted in the table below. For the most part, these activities have been included as part of Ministry Corporate and Management Plans for FY2018/2019. Most have advanced to the final phases of implementation; some activities have been affected by a change in strategic direction or awaiting further advice from Cabinet.

The Sector will need to consider whether the following activities should be absorbed in the new PASP as is, or whether additional work should be done to revise and repackage them in line with the new goals and objectives for the Plan.

Activity	Status Report
1.1.1 Implement One Public Sector-One Vision for Good Governance-One Policy strategy	• "Implementation Proposal" for One Public Sector-One Vision for Good Governance-One Policy submitted to Cabinet Sub Committee on public sector reforms as per FK(18)09

1.3.1 Public Sector functional review completed and implemented on annual basis	• Phases 1 & 2 of the Functional Review have been completed.
	• The final Phase (Phase 3) is in progress, as noted below.
	• Cabinet Decision FK(18) 09 noted implementation plan for Phase 3 was discussed and has been referred to a Cabinet Sub-Committee for further assessment;
	• PSC is holding consultations with Ministries and other Government Authorities affected by the recommendations from Phase 2 of the Functional Analysis;
	• 4 consultations conducted by June 2018:
	   ○ Ministry of Agriculture and Fisheries, Ministry of Natural Resources and Environment, PSC; and
	   ○ Ministry of Foreign Affairs and Trade and PSC;
	   ○ Ministry for Revenue and Ministry of Commerce, Industry and Labour, and PSC;
	   ○ MPMC.
	• Main aim is to reevaluate the recommendations from Phase 2 in terms of structural changes and to discuss a mutual implementation plan with Ministries involved.

1.3.2 National Planning and Management Framework developed & implemented	• Draft Concept Paper developed and presented at the PASP review in October 2017; • The National Performance Framework (formerly National Planning and Management Framework) intends to complement the Performance Management Guideline and the Term Policy; • PSC carrying out a stocktake of SDS key indicators to align the Framework to the Strategy for the Development of Samoa; • Ongoing discussions within PSC as to how the Framework could be streamlined with the Organizational

	Performance and Assessment Improvement Tool (OPAIT) and other M&E tools used by the PSC;
	• Consideration of how the Framework could be streamlined with recent developments such as the review of the HRM Framework, One Policy and the Public Sector Reform;
	• A draft Framework will be submitted to Commission by late December 2018
	Possible changes to the design of National Performance Framework to be considered by PAS Steering Committee, if the activity is to be carried forward to the next PASP:
	• Discussions on how to adopt a WoG approach for the Framework, considering the Samoa Possible;
	• Apropos the National Planning Framework, the MPMC together with the National Policy Coordination Committee undertook discussions on developing the first Samoa Possible 2040. The Samoa Possible 2040 aims at identifying realistic economic opportunities for Samoa for the next 20 years incorporating economic, social, environmental and political facets of the development of Samoa. The Samoa Possible relates to the Pacific Possible 2040 study commissioned by the World Bank that Samoa was one of the countries involved in.
	• A preliminary report was done by the Samoa Possible Task Force selected from central agencies, Ministry of Health and Education, MCIL and the Central Bank of Samoa in February 2018.
	• Upon tabling of this report, the NPCC considered and thereby agreed to engage a TA from the World Bank to assist the Committee develop policy guidelines on how to implement the Samoa Possible 2040. This request was put through to the Ministry of Finance in March 2018 with a Terms of Reference for the TA.
	• So far the Ministry of Finance advised that the World Bank has accepted the request and the TA would hopefully mobilize sometime this month (July).
	• By the end of this exercise, the NPCC will be able to identify for the consideration of Cabinet, the main economic opportunities for Samoa for the next 20 years, and how Samoa can mobilise resources to maximize these opportunities.
1.3.3 Organizational Performance Assessment and Improvement Tool (OPAIT) implemented and updated on an annual basis	• Draft OPAIT Policy Paper has been developed and presented to various government committees including the Central Agencies Committee and Public Administration Sector Steering Committee meetings in July 2017
	• OPAIT Policy Paper was considered in the review of the HRM Framework in February 2018. Feedback received in draft Phase 1 HRM Framework Review Report in

	April 2018. These will be considered by the PSC before finalizing the OPAIT; • PSC has undertaken ground work as per resolutions from the meetings/presentations done so far. The PSC has brought together M&E tools from within its internal divisions, as well as the Audit Office, Ministry of Finance, and MPMC; • A comparative analysis report of the various M&E tools is being prepared and should be completed by August 2018; • Given the role of CAC (MPE, MOF, PSC and MPMC) as the Team of Assessors, MPE and MOF will be brought in at a later stage (targeting for end of August) before scheduling the Pilot Phase.
1.5.2 Develop complaints register for the public sector.	• Complaints Register concept note developed by the PSC, to be discussed with MPE • Consultation with Office of the Ombudsman carried forward to FY2018/2019
2.1.1 Workforce plan across whole public sector are completed	• Workforce Plan for public sector is on hold pending discussions around the One Policy paper; • For Ministries, 17 Workforce Plans have been submitted, with 2 outstanding • A refresher course on WFP is scheduled for 27 -29 August 2018 to get Ministries on track to design new plans as well as review existing ones
2.2.1 Review existing policies/systems and processes to ensure consistent funding of HRM &HRD is completed	• Development of Strategy on hold to await Cabinet decision on the implementation of Phase III of the Public Service Functional Analysis; • Earmarked to be completed by April 2019
3.1.1 Monitor agency Action Plans to mainstream gender and vulnerable groups' needs into all Public Sector HRM Policies and Practices	• First draft of high level core principles is completed; • High level core principles reflect the need for Government to mainstream cross-cutting issues such as gender, vulnerable groups, climate change etc., in policy development; • Consultations in the pipeline to be conducted with relevant agencies such as MWCSD, MOF, MNRE to obtain relevant feedback and reviews that might be required to ensure guideline appropriately and accurately addresses gender and vulnerable group needs. • Awaiting assistance from an independent review by an outside Policy Specialist.
3.1.2 Scoping study for an Integrity Commission to be completed and recommendations to be implemented accordingly.	• Terms of Reference developed; • Technical Advisor selected, procurement process incomplete hence the delay; • Activity earmarked to be completed by December 2018

Challenges

From 2013/14 to 2017/18, the Sector Coordination Division have noted the following challenges faced by leading agencies during implementation. These were identified during the 3 Annual Reviews for the PASP and are listed in accordance with their scope and severity in terms of affecting the achievement of sector outcomes:

- changes in organizational priorities as a result of a shift in strategic direction either from management level or Cabinet;
- data collection and availability;
- skills shortage;
- lack of risk management plans developed prior to implementation to address unexpected challenges or results;
- change of scope or design;
- inadequate estimation in terms of the timeframe and resources required for each activity;
- development of medium term expenditure framework/resourcing constraints (to fund some activities like surveys etc); and
- administrative and procedural delays.

Organizational changes have a direct impact on the implementation of PASP activities, particularly where there's a change in strategic direction from Cabinet. These are mostly outside of the Sector's control and remedial action would be to reflect the shift in the way the activity is designed, and communicating these changes to all stakeholders to ensure it is completed and that it achieves the same outcome.

The Sector Secretariat had recommended the development of Risk Management Plans (RMP) as part of the planning phase to consider unexpected delays or issues. It was not a mandatory requirement. The Secretariat further advised that these should be shared and communicated to the Sector Steering Committee for their information and direction on ways to alleviate the risks identified. However, as of June 2018, no RMPs were submitted to the Secretariat.

There remains the ongoing challenge of data availability, to help the Sector make sound evidence-based decisions. While the Sector had every intention to address this data gap throughout the duration of PASP, the challenge was linked to factors outside of the Sector's control, like funding (for surveys), scope, and government support (to finance surveys). This is a critical area for the Sector to work on with the Samoa Bureau of Statistics and other data partners to identify realistic data sets to support the next Sector Plan, as well as supporting Samoa's reporting requirements for the Sustainable Development Goals and other international conventions.

Conclusion

The Public Administration Sector has done well in terms of performance against a backdrop of fiscal limitations, shortage of skills and personnel, as well as diverse public expectations of Government service delivery.

For the next Sector Plan, the government would need to ensure that any new approaches developed considers the current and anticipated challenges faced by implementing agencies, as well as the Coordination Division. It has been made clear throughout the lifespan of this PASP that any top-down approach to policy or program development would not be ideal. Developing Plans just to achieve outcomes is no longer enough for the public administration of today. What is needed, which has been noted, is for government employees to build their resilience to create the kind of environment and conditions in which their performance and service delivery will thrive.

The government should also strive to ensure Ministry-buy in to the Plans to facilitate strategic planning in line with the National Planning Framework. This would ensure that the Plans provide clear direction and meaningful contribution to help government achieve the outcomes in its Strategy for the Development of Samoa.

Issues to be considered in next PASP

The stakeholders at the last Annual Review for the PASP were given the opportunity to suggest areas they thought the next Sector Plan should focus on. In doing so, they were also asked to consider the activities that have yet to be completed, and to take into account the challenges that were presented on the day.

The following is a list of areas that ought to be considered in the development of the next PASP. It is a compilation of the areas noted above, as well as recommendations from the previous Reviews in 2015/16 and 2016/17:

- implementation of One Public Sector-One vision for good governance-One Policy paper;
- Knowledge based economy;
- Expansion of Public Administration Sector coverage to include all SOEs (as most of initiatives developed by PSC affects whole public sector);
- Review of working conditions and entitlements for general employees;
- Human Resource priorities and its relationship to the work of MESC and SQA;
- Provision of information such as the kind of education and training needed to achieve Samoa's development goals in the SDS. The sector would need to indicate the required number of people trained for specific areas, e.g., on data collection and analysis.
- Ethical leadership and integrity
- Harassment in the public sector;
- Complaints management;
- Service delivery;
- Development of whistleblower legislation in line with establishment of Anti-Corruption body;
- Expansion or creation of leadership programs to mentor upcoming leaders in the public sector.

In addition to the above, the Sector had also taken note of issues raised at the various Forums, meetings, and consultations the PSC was privy to, which link to the PASP, to be considered in the next Plan:

- Strengthen enforcement of compliance against the many policies that have been developed
- Governance and leadership should reflect generational change and succession planning;
- Strategic performance management;
- Citizen-focused service delivery and not inward looking;
- Work structures and processes should be reorganized in accordance with public needs;
- Innovation and the future of government
- Transparency and accountability
- Developing the resilience and sustainability of the public administration sector
- Strengthen strategic participation of the public and not just a tick in the box
- Maximizing the use of ICT to enhance service delivery