PUBLIC ADMINISTRATION SECTOR PLAN

2020/21 – 2024/25

Better Services
Better Policies
Skilled Workforce

FA'AVAE I LE ATUA SAMOA

SG SP Samoa Governance Support Programme

Australian Aid

USAID FROM THE AMERICAN PEOPLE

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Foreword

The quality of a country's public administration is important for economic competitiveness and societal well-being and good governance. Public confidence in the political system and the political legitimacy of the government are enhanced when governance is effective, public officials are accessible to the citizens, and government institutions work together in well-coordinated and consistent ways.

Institutions function through the agency of people. We recognise that human capital is the foundation of sustainable and equitable development. Building the public sector's capacity, efficiency, effectiveness, integrity, accountability and responsiveness is key to the achievement of our development goals.

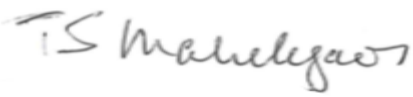
Samoa has made tremendous progress in human development over the past several decades. As stewards of the nation's resources, we make substantial investments in people, institutions, systems and infrastructure to provide essential services to citizens. These investments have yielded compelling results, demonstrated by high literacy rates, good access to education, reasonable healthcare and near universal access to water and electricity, to give but a few examples. Evidence of extreme hardship is rare in Samoa.

However, many significant challenges remain, including dealing with the ominous threats of climate change, non-communicable diseases, and now infectious epidemic diseases. As a government, we aspire not only to sustain the achievements of our development efforts, but to build upon them, with a view to ensuring an even better future for our people and generations to come. We strive to be a government that is responsive, responsible, and accountable. We are committed to transforming Samoa into a competitive, resilient and knowledge-based economy. Yet, we recognize that often we fall short of achieving our objectives and must therefore exert greater effort to meet the legitimate expectations of our people with respect to delivery of public services. We need to focus more on outcomes, that is, how we make use of our time, money and human resources, to improve the lives of our people.

Recognising the role that human resources play in our country's development, the public administration sector has developed this plan with the objective of enhancing knowledge and skills and improving the way in which the government manages its human resources. Done well, this should carry through to the way that government agencies perform and the quality of the services they deliver.

The plan builds on the successes and lessons learnt from reforms introduced and implemented in Samoa over the last two decades. The plan maps out strategies for good practice in policy making, sound human resource management and capacity building, developing transformational leadership, and enhancing transparency, integrity and accountability in the Sector. The plan aligns with our medium and long terms strategies, including the SDS and Samoa 2040.

Our goal is to transform public service bodies into institutions that make more prudent use of resources, provide better quality services and are more responsive and accountable. I warmly commend the leaders and staff of the public service institutions who worked hard to develop the plan and encourage them to implement the plan with the same dedication and zeal.



Hon. Tuilaepa Sailele Malielegaoi
Prime Minister and Minister of the Public Service Commission

Message from the Public Administration Sector Steering Committee

The theme of the current Strategy for the Development of Samoa is "**Accelerating Sustainable Development and Broadening Opportunities for All."**

The PSC, as the lead agency for human resource management policy, is honoured to have led the development of the latest Public Administration Sector Plan. The plan has been developed through a consultative process with both internal and external stakeholders as a roadmap for strengthening the public administration through the 2020/21 – 2024/25 period. The plan proposes strategies that aim to improve policy making; to strengthen human resource management; to develop and sustain transformative leadership, to improve efficiency and effectiveness of public services; to foster greater collaboration between the government, non-government organizations and citizens in working together for the achievement of agreed development outcomes; to enhance public trust and confidence in the public service and government; and to improve public sector performance and service delivery generally.

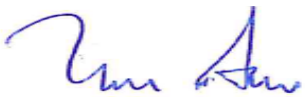
The development of the PASP underscores the Government's commitment to public sector transformation and reform, to strengthen the quality of governance and to improve delivery of public services in Samoa.

We commend all Heads of government agencies without whose contribution the development of this Plan would not have been possible.

We convey our gratitude to stakeholders in the wider public sector, the private sector, civil society and development partner community, who made significant contributions to the development of this PASP.

We also take this opportunity to acknowledge and thank the support of the Government of Australia through the Samoa Governance Support Program, as well as the USAID Climate Ready Project, for providing technical assistance to help with this work.

We thank the PASP Working Group for the technical expertise and dedication which helped shape the final document, under the coordination of the Public Administration Sector Coordination Division.



Aiono Mose Pouvi Sua
Chairman, Public Administration Sector Steering Committee & Public Service Commission

Abbreviations and acronyms

ACEO	Assistant Chief Executive Officer
ADB	Asia Development Bank
AGO	Attorney General's Office
CAC	Central Agencies Committee
CEO	Chief Executive Officer
DRM	Disaster Risk Management
GoS	Government of Samoa
HRM	Human Resource Management
IPAM	Institute of Public Administration and Management
MAF	Ministry of Agriculture and Fisheries
MCIL	Ministry of Commerce, Industry and Labour
MCIT	Ministry of Communications and Information Technology
MESC	Ministry of Education, Sports and Culture
MFAT	Ministry of Foreign Affairs and Trade
MFR	Ministry for Revenue
MJCA	Ministry of Justice and Courts Administration
MNRE	Ministry of Natural Resources and Environment
MoF	Ministry of Finance
MoH	Ministry of Health
MPE	Ministry for Public Enterprises
MPMC	Ministry of the Prime Minister and Cabinet
MWCSD	Ministry Women, Community and Social Development
MWTI	Ministry of Works, Transport and Infrastructure
NPCC	National Policy Coordination Committee
NPM	New Public Management
NUS	National University of Samoa
SDS	Strategy for the Development of Samoa 2016/2017 – 2019/2020
SBS	Samoa Bureau of Statistics
OEC	Office of the Electoral Commission
OOTR	Office of the Regulator
PA	Public Administration
PASCD	Public Administration Sector Coordination Division
PASP	Public Administration Sector Plan
PEFA	Public Expenditure and Financial Accountability
PFM	Public Finance Management
PICs	Pacific island countries
PSBOA	Public Service Board of Appeal
PS	Public sector
PSC	Public Service Commission
PSR	Public Sector Reform
PTL	Program Team Leader
R&S	Recruitment and selection
SAO	Samoa Audit Office
SBS	Samoa Bureau of Statistics
SICTP	Samoa In-Country Training Programme
SLRC	Samoa Law Reform Commission
SOE	State-owned Enterprise
SPS	Samoa Public Service
STSC	Samoa Training and Scholarships Committee
SWAp	Sector Wide Approach
WOG	Whole of Government

Executive Summary

1. INTRODUCTION

The Public Administration Sector comprises government entities which fall under the following categories: (a) Ministries; (b) constitutional bodies; (c) statutory bodies; (d) state owned enterprises.

2. SITUATIONAL ANALYSIS

The function of the public sector is to make policies, to design and implement public programs, to raise revenue and manage accountability. The PS is reasonably effective in discharging its assigned roles in this regard. Samoa has democratic institutions, with clearly defined structures and responsibilities. The functioning of the PS is supported by a sound legal and policy framework. The PS is adequately resourced and comprises well-educated and dedicated employees. HRM is more professional and effective than it was prior to the reform era. Public finances are managed responsibly. Nevertheless, there are areas (including organisation of the machinery of government, policy making, certain aspects of HRM, PFM, implementation of government programs) where the functioning of the SPS could be further improved. A summary of the situational analysis is presented in the SWOT Analysis matrix in **Figure 1.**

EMERGING ISSUES

The assessment of the state of the service and the situational analysis conducted as part of the planning process identified the following emerging issues as deserving of attention:

Policy framework for public administration reform

The last major reforms of the PS were introduced between 1999 – 2003. A new framework that both builds on the achievements of past reforms and articulates the government's vision of the PS of the future is needed.

Public Sector Reform

Because of the dominant role that the state plays in Samoa's economy, reform of the SPS must be linked to or coordinated with reforms of the wider public sector if they are to have the desired impact. The budget is a major reflection of government's policy priorities. The Strategy for the Development of Samoa (SDS) document does not make specific mention of a consolidated public sector reform agenda or strategy. While public sector reform has been mentioned in recent budget addresses, it has been addressed in a parallel, agency-specific approach rather than whole of government.

Capacity for policy making

Good policy advice depends on skilled and well-informed policy practitioners. Capacity for policy making in the sector is highly variable between agencies but generally there is room for improvement.

Human Resource Development

High-quality human resources are the centrepiece of state capacity. A significant proportion of the staff of the SPS have limited knowledge, skills and competencies to perform their jobs effectively. Human resource development should continue to be a key priority of the PASP. Planning for current and future human resources needs should be evidence-based. Government will have to mobilise resources to support HRD over the long haul. Government not only needs to invest more in HRD for the PS; it also needs to ensure that the public is getting value for money in public education and training.

Management Capabilities

Management capabilities in the SPS could be strengthened. The limited capacity of the SPS to implement government programmes effectively is due, in part, to gaps in management capabilities.

Strategies to improve the effectiveness of the SPS will have to include supporting management capabilities at the executive level.

Service Delivery
While most citizens can access public services, there is consensus, however, that service delivery could be made more efficient, effective and inclusive. Going forward, PS bodies must pay attention to downward accountability, and rethink how services should be resourced and delivered to meet citizen expectations.

Role of Technology
Digital technologies have immense potential, both as a strategic driver of, and a strategic tool for, development. Government recognizes the importance of technology (and ICTs in particular) as an enabler and transformer of socioeconomic development, but the country is yet to harness the full potential of available technology resources (MCIT 2017). SPS should aim to make optimal use of available technologies to improve efficiency, accessibility and accountability in delivery of public services.

Role of Citizens
Citizen participation in shaping the development of policies, monitoring their implementation and holding government accountable could be made more inclusive. PS bodies need to recognize that concrete policies, plans and most importantly and pressingly, actions are necessary to enable citizens to have a say in their own governance, beyond participating in elections. Much of the work around this area must revolve around government's engagement with civil society.

Mainstreaming of cross-cutting issues
The issues of gender, vulnerable groups and climate change should be more effectively mainstreamed in policies and plans of PS bodies. The end goal of mainstreaming is to ensure that initiatives to address the cross-cutting issues have been addressed in a way that contributes to sustainable development (Commonwealth Foundation 2014).

Public Administration Sector Plan 2020/2021 – 2024/25

1. Introduction

Who Are We?

A universal definition of the public administration, according to the UNDP Democratic Governance Group, is the collective machinery of government (policies, rules, procedures, systems, organizational structures, personnel and so forth) funded by its budget and in charge of the management and implementation of the affairs of the executive, and its interaction with other stakeholders in government, communities, and the external environment. Furthermore, it refers to the management and implementation of laws, regulations and decisions of the Government related to the provision of public services.

The Public Administration Sector includes government agencies which fall under the following categories: (a) Ministries; (b) constitutional bodies; (c) statutory bodies; (d) State Owned Enterprises. A list of individual government agencies included in the Public Administration Sector is presented in **Annex 2.**

The scope of the Public Administration Sector continues to expand. From 2013/14 – 2017/18, the Sector comprised of 31 government agencies classified according to the 4 categories listed in paragraph 1. Of the 27 SOEs, however, only Public Beneficiary Bodies were included. During the development of the new Public Administration Sector Plan 2020/21 – 2024/25, the scope of the Sector was expanded to include all 27 Public Bodies. This was premised on the notion that all public sector agencies must be included to strengthen the ability of the Public Sector to deliver on Government's development agenda and to encourage ownership of the PASP. This increases the number of agencies in the Sector to 50.

As of June 2019, there were approximately 10,086 employees in Samoa's public sector workforce (53 agencies in total); 9,173 are employed within the 50 agencies included under the Public Administration Sector. The Sector's contribution to GDP continues to grow, primarily because of the wage bill. For instance, the value added of the public administration as measured in terms of compensation of employees was $241,653,677 in 2011/12; in 2017/18, it increased to $313,283,869[1][2]. This indicates that the size of the Sector continues to influence Samoa's overall economic position.

Where Have we Been?

Samoa adopted the Westminster-Whitehall system of government at independence. Samoa started introducing reforms of the public sector in the 1980s, which accelerated during the 1990s, initially as the government's response to several factors including poor economic performance, constant financial pressure, inadequate public sector management systems and practices, and certain overseas trends. The reforms that Samoa has implemented since the 1990s were heavily influenced by New Public Management (NPM) reforms in Australia and New Zealand.

Concerns about the efficacy of NPM reforms led to the adoption of new approaches to public sector governance, which include **New Public Governance** (NPG) and **New Public Service (**NPS**)** that

[1] Excludes the Central Bank of Samoa and the Samoa Gambling Authority as a matter of reporting

[2] Figures provided by the Samoa Bureau of Statistics

sought to address problems of coherence and collaboration through "whole-of-government" approaches; and that increasingly placed citizens at the centre of reforms.

The Samoa Public Administration reflects the various influences that have shaped its development. At its core, the SPS is still characterized by a vertical, top-down management structure of the old public administration model. The influence of the new approaches to public sector governance (especially New Public Governance and New Public Service) is reflected by the presence of the concept of 'whole of government' as well as advocacy for greater citizens participation in policy making.

The Samoan economy has been sub-divided into 14 sectors, of which the Public Administration Sector is one. The first Public Administration Sector Plan was from 2007 – 2011; the second one was from 2013/14 – 2017/18. The previous sector plans for the Public Administration aimed to build upon the path of the abovementioned public sector reforms. The first PASP served as a baseline and platform for sector reforms in the Law and Justice, Public Finance and Community Sectors.

2. Situational Analysis

Where are we now?

The public sector management reforms that Samoa has implemented since the 1990s have had a very positive impact on the functioning of the government. Samoa has democratic institutions, with clearly defined structures and responsibilities. The functioning of the PS is supported by a sound legal and policy framework. The PS is adequately resourced and consists of well-educated and dedicated employees at its disposal. HRM is more professional and effective than it was prior to the reform era. Public finances are managed responsibly.

The role of the public sector is to make economic and social policies, to design and implement public programs, to raise revenue and manage accountability. The Samoa PS is reasonably effective in discharging its assigned roles in this regard.

Organizational change can be a long-term process. There are areas in which the PS can improve its organisation, management of resources and implementation of government programs. A summary of the situational analysis is presented in the SWOT Analysis matrix**.** A more detailed analysis of the status of the PS is presented in **Annex 2.**

SWOT Analysis

	Helpful to achieving the objectives	**Harmful** to achieving the objectives
Internal origin (attributes of the system)	***Strengths*** • Strong policy and legal framework • Leadership with strong ethical values • Well educated, professional & dedicated staff • HRM systems and processes whose integrity is by and large recognised • Adequate compensation to attract and retain talent • Enabling working environment • Ease of inter-agency communication	***Weaknesses*** • Absence of overarching policy to guide public administration reform • Limited capacity for policy making (including poor research capability and policy analysis, need to strengthen evidenced-based policy making, variable interagency coordination, inadequate citizen participation, weak linkage between policy making and budget process in some instances, limited M&E systems; limited communication between agencies on policy issues). • Skills shortages in certain disciplines • Weaknesses in certain aspects of HRM (including work force planning, staff development, performance management, career management, information management). • Centralization of resource allocation (PFM) and HRM • Absence of strong focus on responsiveness to citizen needs • Inadequate mainstreaming of gender, vulnerable groups, climate change and DRM in sector and corporate plans. • Absence of a strong performance culture • Absence of strong demand for PS transformation • Low level of understanding of PASP by ministries and agencies • Weak communication between PS bodies • Lack of funding for training and HR development

External origin
(attributes of the environment)

Opportunities	***Threats***
• Sustained political will. • Commitment of government to invest in human capital development • Government resources complemented by development partners • Enhanced access and reduced cost of internet (due to better utilisation of submarine cables) • Potential for donor funding for skills development	• Absence of a vision of a reformed public service shared by all stakeholders • Lack of adequate resources (including but not limited to financial and human resources) to implement plan • High turnover/loss of technical expertise • 'Brain drain' of skilled workers due to emigration • Mismatch between skill needs and tertiary and vocational educational services • Risk of low economic growth due to Samoa's vulnerabilities as a small, geographically remote island nation • Inadequate budgetary allocation for PASP implementation. • Lack of buy-in by implementing agencies and wider public sector • Contested role of the PSC in PS human resource management

3. Emerging Issues

Policy Framework for Public Administration
The last major reforms of the PS were introduced between 1999 - 2003. Institutional knowledge about the objectives, substance, progress and impact of the reforms of the past two decades is limited. A new policy framework that both builds on the achievements of past reforms and articulates the government's vision of the PS of the future is needed.

Public sector reforms
The budget is a major reflection of government's policy priorities. The Strategy for the Development of Samoa (SDS) document does not make specific mention of a consolidated public sector reform agenda or strategy. While public sector reform has been mentioned in recent budget addresses, it has been addressed in a parallel, agency-specific approach rather than whole of government.

An effective and efficient public service is government's instrument for formulating and implementing social and economic policies. Public administration reform is not an end in itself. The public administration system does not operate in isolation from the rest of the public sector. The performance of the public administration system is linked to the performance of SOEs. Government depends on SOEs to deliver many essential services to citizens. The ability of PS bodies to deliver on the government's development agenda heavily depends on the success of policies aiming to improve productivity, get value for money, improve service delivery and enhance accountability in the spheres where SOEs operate as monopolies. Initiatives to improve the performance of the PS, especially in a context like Samoa where the state plays a dominant role in the economy, are unlikely to be effective if they are not linked to reforms of the wider public sector.

Capacity for policy making
Capacity for policy making in the public service is highly variable between agencies but generally weak and could be improved.

Human resource development
Most managers of PS bodies indicate that a significant proportion of the staff of their organisations lack the knowledge, skills and competencies to perform their jobs effectively. Shortages of critical skills in the PS can be attributed to several factors, including the mismatch between the education system and labor market; absence of a coherent, government-wide policy framework for human resource development; absence of a culture of continuous learning in PS institutions; low investment in human resource development, and under utilization of available technology resources to improve learning.

Evidence of shortage of certain skills in the Samoan economy is only anecdotal. Planning for current and future human resources needs should be evidence-based.

Leadership
The ability of the PS to implement government programs effectively relies, in part, on management capabilities. Good management rests on the ability to manage through others, to foresee opportunities and constraints, to help the organization change successfully, and to accommodate and reconcile both external and internal contingencies (Lusthaus 2002:43).

Service delivery
Most citizens can access public services. There is consensus, however, that service delivery could be made more efficient, effective and inclusive. Governments are facing increasing expectations and greater demands from citizens about the range and quality of public services. Citizens increasingly

demand services that are better, faster and cheaper. Expectations have a central role in influencing citizen satisfaction with the quality of services.

Role of technology

Government recognizes the importance of technology (and ICTs in particular) as an enabler and transformer of socioeconomic development. Samoa is amongst small island states with high level access to digital technologies, and must harness the full potential of available ICT and other technology resources.

Digital technologies have immense potential, both as a strategic driver of, and a strategic tool for, development. Samoa's public sector needs a new client-centred, results-oriented, technologically driven model of service delivery that makes optimal use of already available resources. Digital transformation of public administration is critical for improving efficiency, user-friendliness and accessibility and for promoting ethical practices and reducing corruption.

Role of citizens

While the country's policy making processes are consultative, the consultations themselves most often involve the same people in government, the private sector and prominent representatives of civil society. Citizen participation in shaping the development of policies, monitoring their implementation and holding government accountable could be made more inclusive. Much of the work around this area must revolve around government's engagement with civil society.

Mainstreaming gender and other-crossing cutting issues

Gender, vulnerable groups (including persons with a disability), climate change and disaster risk management were not addressed in the previous PASP. Neither are they effectively mainstreamed into some sector plans and corporate plans, particularly those without a distinct connection to environmental issues. The end goal of mainstreaming is to ensure that initiatives to address the cross-cutting issues have been woven into the fabric of governance in a way that contributes to sustainable development (Commonwealth Foundation 2014). The issues of gender, vulnerable groups and climate change should henceforth be more effectively mainstreamed in policies and plans of PS bodies.

4. Outcomes, Values, Objectives & Activities

Where do we want to go from here?

Long Term Outcome
A trusted, citizen-focused, public administration.

End of Sector Plan Outcomes (ESPO).
ESPO 1: Better public services
ESPO 2: Better public policies
ESPO 3: Skilled workforce

Values
The Public Administration Sector Plan is anchored in the values and principles of governance which are spelt out in Public Service Act.[3] These are:

(a) Honesty– acting honestly, being truthful and abiding by the laws of Samoa;
(b) Impartiality – providing impartial advice, acting without fear or favour, and making decisions on their merits;
(c) Service - serving the people well, through faithful service to the Government;
(d) Respect – treating the people, the Government and colleagues with courtesy and respect;
(e) Transparency – taking actions and making decisions in an open way; and
(f) Accountability – being able to explain the reason for actions taken, and taking responsibility for those actions; and
(g) Efficiency and effectiveness – achieving good results for Samoa in an economical way.

Objectives
The following are the **objectives** of the sector:

- **Objective 1.1**: Customer focussed service delivery
- **Objective 1.2**: Strengthen transparency and accountability
- **Objective 1.3**: Strengthen sector communication and awareness
- **Objective 2.1**: Improve policy development
- **Objective 3.1**: Results-oriented, performance-driven human resource management
- **Objective 3.2**: Enhanced knowledge, skills and leadership capabilities of government workforce

How are we going to get there?

Activities
Over the course of the five years of this PASP, the implementation of the following activities will contribute to the realization of the long-term goal and the 3 end of sector plan outcomes. It is important to note that the activities listed below have been informed by the gaps identified during the review of the previous PASP, the assessment of the state of the sector, and additional recommendations provided by the implementing agencies under the Sector.

A detailed implementation matrix is provided on page 19.

[3] S. 17(1).

End of Sector Plan Outcome 1: Better Public Services

The government's ability to provide efficient and effective public services to its people depends largely on the public administration and the way it functions. The following activities, if implemented correctly, should strengthen processes and the way services are delivered daily. More importantly, maximising the use of technology to achieve open public services and greater results should be the ultimate goal for the Sector over the next 5 years.

Objective 1.1: Customer focussed service delivery		
	Strategy	**Activity**
1.	Strengthen development of citizen focused service delivery obligations that respond to public wants and needs and that hold public sector agencies accountable	1. Identify baseline standards for service delivery that will guide the development of service charters across the public administration sector
		2. Develop and implement a government wide Complaints Management Policy and complaints register
		3. Monitor the publication of, and compliance with, service charters on an annual basis
		4. Develop a beneficiary assessment and impact tool for the sector that will result in agency specific service improvement programs
2.	Adopting service delivery models that enhance access of users to services.	5. Establish or strengthen partnerships with the Community Sector to build the capacity of Sui-o-Nuu/Sui Tamaitai to be the focal information point for government services in both Upolu and Savaii
3.	Increased use of technologies	6. Develop a list of services that can be streamlined and provided online through a single government portal
		7. Conduct a government-wide assessment of the state of technology in terms of skills and human resource needs.
		8. Implement government records digitization management system to eliminate reliance on paper records
		9. Establish common visual criteria for quality of content and structure of the web-pages across the sector
		10. Develop and operationalize an Innovation Strategy for the sector
4.	Monitor citizen satisfaction with service delivery	11. Conduct survey of citizen satisfaction with public service delivery and perceptions about corruption every 2 years thereafter.
Objective 1.2: Strengthen transparency and accountability		
	Strategy	**Activity**
5.	Strengthen legal and policy framework for Anti-Corruption.	12. Develop a standardized ethics/integrity framework for senior managers across the sector
		13. Develop and secure Cabinet approval of an anti-corruption strategy.
		14. Develop and adopt an Open government policy
		15. Development and enactment of a right to information law
6.	Strengthen complaints and redress mechanisms.	16. Develop and disseminate guidelines across the sector on reporting abuse of office or failure to comply with service
		17. Develop guidelines for parallel investigations within the sector

		18. Develop and deliver appropriate training for sector personnel responsible for grievance redress mechanisms.
Objective 1.3: Strengthen sector communication and awareness		
	Strategy	**Activity**
7.	Improve communication in the sector	19. Finalize government-wide communication strategy for policy development.
		20. Update the public administration sector communication strategy
		21. Develop reporting tools to help implementing agencies report effectively on PASP implementation.
		22. Produce and publish PASP Newsletter every quarter.

End of Sector Plan Outcome 2: Better Public Policies

The government will continue to be monitored and evaluated by its policy choices and their outcomes. The new PASP will strengthen capacity, processes and frameworks for policy making through the following strategies and measures:

Objective 2.1: Improved public policy development		
	Strategy	**Activity**
8.	Strengthening 'whole of government' coordination (i.e., policy, legal, structural, functional)	23. Review objectives of the Central Agencies Committee in line with the National Policy Coordinating Committee to streamline whole of government reporting
		24. Develop reporting tools and mechanisms for whole of government monitoring and evaluation
		25. Conduct assessment on feasibility of transfer of the Public Administration Sector Coordination Division to the Ministry of the Prime Minister and Cabinet, in relation to functions of the PSC and the Ministry of Finance.
		26. Finalize and implement One Policy for the public sector
		27. Conduct a periodic review of the state of the public sector to inform Parliament and Cabinet
		28. Conduct a review of the legal framework for public administration (i.e., focusing on the Ministerial Departmental Act, Public Service Act, Public Bodies (Performance and Accountability) Act, Public Finance Management Act and other agency-specific legislations)
9.	Strengthen policy making capacity and tools in government (i.e., technical, institutional, legal)	29. Conduct a policy development gap assessment across the public sector
		30. Increase awareness of, and compliance with, the updated Cabinet Handbook
		31. Develop the GESI Framework as a tool to evaluate public policies from a gender perspective and those classified as vulnerable groups
		32. Develop a Guide on Machinery of Government changes (MOG)

End of Sector Plan Outcome 3: Skilled workforce

The quality of services delivered by the government depends on its employees. Human resource development is a key component of Samoa's strategies for social and economic transformation in line with the Strategy for the Development of Samoa, as well as the Samoa 2040.

Objective 3.1: Results-oriented, performance-driven human resource management frameworks		
	Strategy	**Activity**
10.	Strengthen tools and resources to employ the right people with the right skills	33. Complete review of human resource management frameworks in the public sector from a results-based perspective
		34. Develop a government guide on workforce planning in the public sector to inform organizational, structural changes
		35. Develop and implement a succession planning strategy for the sector
		36. Develop a uniform job evaluation method to be applied across the public sector
		37. Conduct a review of Competencies Frameworks across the public sector to reflect the importance of digital transformation and other emerging critical skills.
11.	Strengthen performance management	38. Conduct an independent review of the functioning of PeopleOne and its fitness to meet the current needs of the service
		39. Develop a standard organizational performance assessment tool for the sector
		40. Develop, review and/or update Performance Management Manuals across the sector to enhance their effectiveness.
		41. Develop and submit for Cabinet's consideration and approval a performance reward policy for employees with exceptional performance
		42. Identify and adopt uniform standards for grievance management across the sector
		43. Develop a standardized induction program for the sector
		44. Identify standard high-level values that will be recognized and applied across the sector
12.	Strengthen performance development	45. Develop and roll out a medium term (5 year) Human Resource Development Action plan for the sector
		46. Identify and consolidate financial and technical support towards human resource development
		47. Develop and operationalize a central database of skill gaps to inform workforce planning and human resource development
		48. Conduct skills and training needs audit every 2 years to assess current and medium-term workforce needs and skills gaps of the public sector and the private sector, and to update the national human resource development priority list
		49. Design and deliver training and other staff development activities to support the public sector (i.e., including

		competency-based training, cross-cutting/mainstreaming training, and good governance training)
		50. Conduct a feasibility study on the establishment of a 'future leaders' program in the public sector
		51. Develop a list of specialized professions in the sector and identify measures to strengthen technical career pathways
		52. Establish and operationalise strategic partnership with Universities, tertiary education providers, a regional public service training institution / PSC to support government's human resources development initiatives.
		53. Introduce e-Learning and other online development tools in the sector for increased accessibility to capacity development.
Objective 3.2: Enhanced knowledge, skills and leadership capabilities in the PS		
13.	Strengthen working conditions and environment for senior managers in the PS	54. Identify standards for competency frameworks for senior managers across the sector, ensuring that cross-cutting issues are taken into account
		55. Develop and roll out a compulsory Executive Development Program (mixed development approach) for all senior managers across the public sector
		56. Review contract template, terms and conditions of service (including entitlements) of senior managers across the sector.
		57. Review contractual mode of employment (term), and feasibility of other types of employment (permanent vs contract) across the sector
		58. Develop standard responsibilities for senior managers on cross-cutting issues such as climate change, gender, disaster risk management, to be included in contractual performance obligations

5. Implementation Arrangements

5.1. Implementation Matrix

	Activity	Target					Responsibility
		Year 1	Year 2	Year 3	Year 4	Year 5	
1.	Identify baseline standards for service delivery that will guide the development of service charters across the public sector						Lead: PSC, MPE Support: MPMC
2.	Develop and implement a government wide Complaints Management Policy and complaints registers						Lead: PSC, MPE Support: MPMC
3.	Monitor the publication of, and compliance with, service charters on an annual basis						Lead: PSC, MPE
4.	Develop a beneficiary assessment and impact tool for the PS that will result in agency specific service improvement programs						Lead: PSC Support: SBS, MPE
5.	Establish or strengthen partnerships with the Community Sector to build the capacity of Sui-o-Nuu/Sui Tamaitai to be the focal information point for government services in both Upolu and Savaii						Lead: MWCSD, PSC
6.	Develop a list of services that can be streamlined and provided online through a single government portal						Lead: PSC, MPE, MCIT
7.	Conduct a government-wide assessment of the state of technology in terms of skills and human resource needs.						Lead: PSC, MCIT
8.	Implement government records digitization management system to eliminate reliance on paper records						Lead: MESC Support: PSC, MOF, MPMC, MCIT, MPE
9.	Establish common visual criteria for quality of content and structure of the web-pages across the PS						Lead: PSC, MCIT
10.	Develop and operationalize an Innovation Strategy for the PS						Lead: PSC, MCIT Support: MPMC, MPE, MOF
11.	Conduct survey of citizen satisfaction with public service delivery and perceptions about corruption.						Lead: SBS Support: PSC, MOF

	Activity	Target					Responsibility
		Year 1	Year 2	Year 3	Year 4	Year 5	
12.	Develop a standardized ethics/integrity framework for senior managers across the PS						Lead: PSC, MPE
13.	Develop and secure Cabinet approval of an anti-corruption strategy.						Lead: PSC Support: OMB, OAG, Audit, MPMC
14.	Develop and adopt an Open government policy						Lead: MPMC Support: PSC, MOF, MPE, SLRC
15.	Development and enactment of a right to information law						Lead: PSC Support: MPMC
16.	Develop and disseminate guidelines across the PS on reporting abuse of office or failure to comply with service						Lead: PSC Support: OMB, MPE
17.	Develop guidelines for parallel investigations within the PS						Lead: PSC Support: MPE, Audit, MOF, Samoa Police, OAG
18.	Develop and deliver appropriate training for PS personnel responsible for grievance redress mechanisms						Lead: PSC, MPE
	Activity	**Target**					**Responsibility**
		Year 1	**Year 2**	**Year 3**	**Year 4**	**Year 5**	
19.	Finalize government-wide communication strategy for policy development						Lead: MPMC
20.	Update the public administration sector communication strategy						Lead: PSC
21.	Develop reporting tools to help implementing agencies report effectively on PASP implementation.						Lead: PSC
22.	Produce and publish PASP Newsletter every quarter.						Lead: PSC
	Activity	**Target**					**Responsibility**
		Year 1	**Year 2**	**Year 3**	**Year 4**	**Year 5**	
23.	Review objectives of the Central Agencies Committee in line with the National Policy Coordinating						Lead: MPMC Support: PSC, MOF, MPE

	Committee to streamline whole of government reporting						
24.	Develop reporting tools and mechanisms for whole of government monitoring and evaluation						Lead: MPMC Support: MOF, PSC
25.	Conduct assessment on feasibility of transfer of the Public Administration Sector Coordination Division to the Ministry of the Prime Minister and Cabinet, in relation to functions of the PSC and the Ministry of Finance.						Lead: MPMC Support: PSC, MOF
26.	Conduct a review of the legal framework for public administration (i.e., focusing on the Ministerial Departmental Act, Public Service Act, Public Bodies (Performance and Accountability) Act and other agency-specific legislations						Lead: PSC, MPMC, MOF, MPE
27.	Finalize and implement One Policy for the PS						Lead: PSC, MPMC, MOF, MPE
28.	Conduct a periodic review of the state of the public sector to inform Parliament and Cabinet						Lead: PSC, MPMC Support: MPE, MOF
29.	Conduct a policy development gap assessment across the PS						Lead: MPMC Support: PSC
30.	Increase awareness of, and compliance with, the updated Cabinet Handbook						Lead: MPMC
31.	Develop the GESI Framework as a tool to evaluate public policies from a gender perspective and those classified as vulnerable groups						Lead: MWCSD Support: PSC, MPMC, MPE, MOF
32.	Develop a Guide on Machinery of Government changes (MOG)						Lead: PSC, MPMC, MOF
	Activity	**Target**					**Responsibility**
		Year 1	**Year 2**	**Year 3**	**Year 4**	**Year 5**	
33.	Complete review of human resource management frameworks in the public sector from a results-based perspective						Lead: PSC, MPE Support: MOF
34.	Develop a government guide on workforce planning in the PS to						Lead: PSC, MPE

	inform organizational, structural changes						
35.	Develop and implement a succession planning strategy for the PS						Lead: PSC Support: MPE, MOF
36.	Develop a uniform job evaluation method to be applied across the public sector						Lead: PSC, MPE Support: MOF
37.	Conduct a review of Competencies Frameworks across the PS to reflect the importance of digital transformation and other emerging critical skills.						Lead: PSC, MPE
38.	Conduct an independent review of the functioning of PeopleOne and its fitness to meet the current needs of the PS						Lead: PSC, MOF
39.	Develop a standard organizational performance assessment tool for the PS						Lead: PSC, MPMC Support: MPE, MOF
40.	Develop, review and/or update Performance Management Manuals across the PS to enhance their effectiveness.						Lead: PSC, MPE
41.	Develop and submit for Cabinet's consideration and approval a performance reward policy for exceptional performance						Lead: PSC, MPE
42.	Identify and adopt uniform standards for grievance management across the PS						Lead: PSC, MPE
43.	Develop a standardized induction program for the PS						Lead: PSC, MPE
44.	Identify standard high-level values that will be recognized and applied across the PS						Lead: PSC, MPE
45.	Develop and roll out a medium term (5 year) Human Resource Development Action plan for the PS						Lead: PSC Support: MOF, MPE
46.	Identify and consolidate financial and technical support towards human resource development						Lead: MOF, PSC Support: MPE
47.	Develop and operationalize a central database of skill gaps to inform workforce planning and human resource development						Lead: PSC
48.	Conduct skills and training needs audit every 2 years to assess current and medium-term						Lead: PSC

	workforce needs and skills gaps of the public sector and the private sector, and to update the national human resource development priority list						
49.	Design and deliver training and other staff development activities to support the PS (i.e., including but not limited to, competency-based training, cross-cutting/mainstreaming training, and good governance training)						Lead: PSC, MPE
50.	Conduct a feasibility study on the establishment of a 'future leaders' program in the PS						Lead: PSC, MPE, NUS
51.	Develop a list of specialized professions in the PS and identify measures to strengthen technical career pathways						Lead: PSC, MPE
52.	Establish and operationalise strategic partnership with Universities, tertiary education providers, a regional public service training institution / PSC to support government's human resources development initiatives.						Lead: PSC, MOF, NUS
53.	Introduce e-Learning and other online development tools in the PS for increased accessibility to capacity development.						Lead: PSC, MPE, NUS
	Activity	**Target**					**Responsibility**
		Year 1	**Year 2**	**Year 3**	**Year 4**	**Year 5**	
54.	Identify standards for competency frameworks for senior managers across the PS, ensuring that cross-cutting issues are taken into account						Lead: PSC, MPE
55.	Develop and roll out a compulsory Executive Development Program (mixed development approach) for all senior managers across the PS						Lead: PSC, MPE, MOF, NUS
56.	Review contract template, terms and conditions of service (including entitlements) of senior managers across the PS.						Lead: PSC, MPE, MOF
57.	Review contractual mode of employment (term), and feasibility of other types of employment (permanent vs contract) across the PS						Lead: PSC, MPE, MOF
58.	Develop standard responsibilities for senior managers on cross-						Lead: PSC, MPE

	cutting issues such as climate change, gender, disaster risk management, to be included in contractual performance obligations						

How Will We Know When We Have Arrived?

5.2. Overview of the M&E system

If the PASP is to be effectively implemented, there must be a high level of accountability for the outcomes that are to be achieved. In order to promote accountability, progress and success must be tracked through appropriate monitoring and evaluation tools, and the impact of the plan and its activities and interventions must be continually assessed. Monitoring, evaluation and impact analysis must be supported by timely feedback and corrective action. These will be pivotal to effective governance and leadership in PASP implementation. The implementation plan is provided below.

The monitoring and evaluation of the implementation of the plan will be overseen by the PASP Steering Committee, with the Public Administration Sector Coordination Division as its Secretariat. They will be responsible for coordinating and monitoring the implementation of the PASP. The M&E system will consist of two information-generating components. The information-generating components of the plan's M&E framework are:

(a) **Output Monitoring**: Output monitoring will track the Implementation Plan.
(b) **Outcome Monitoring**: Outcome monitoring will generate information on whether the implementation of the actions effectively supports the accomplishment of the PASP goals. It will track progress towards achieving the vision of the plan and inform how far the implemented actions have contributed to the success of the plan.

The PASP's Monitoring and Evaluation (M&E) data and analysis will support decision-makers to improve policy design, optimize resource allocation and refine planned activities. Output monitoring will allow monitoring of progress from implementation commencement to a defined date, and within a given period.

Evaluation of the effectiveness of the actions taken towards achievement of the desired outcomes will be a very critical aim of the plan's M&E system. Outcomes evaluation will be based on analysis of data collected through the plan's M&E system as well as independent (external) data, that reflects the degree of sector implementation. Such data may be sourced from opinion polls, customer and employee surveys, statistics, budget and staff data, and other sources identified by the Division and implementing agencies.

Reporting

The Public Administration Sector Coordination Division will develop consistent, simple reporting templates for M&E reports. PS bodies will submit reports on the implementation of the Plan on an agreed schedule, to be decided by the Steering Committee. The Division will be responsible for the preparation of consolidated reports on implementation of the plan. Output reports will be produced once every quarter. Reporting on and evaluation of achievements towards planned outcomes will be conducted once a year, during the compulsory Annual Review process.

An Annual Review Report, Mid-Term Report and an End Term Report will be prepared by the Division. The preparation of the Mid-Term Report will be preceded and informed by an independent Mid-Term Evaluation. All reports on the implementation of the Plan will be disseminated to all agencies within the Sector, as well as relevant Committees that the Steering Committee may decide on from time to time. The reporting period will start with the adoption of the new PASP.

The Steering Committee will decide on necessary penalties pertaining to implementing agencies who fail to provide periodic reports for the information of the Sector, or any other requested information relating to the implementation of the PASP (i.e., this may include budget estimates for

the development and update of the Medium-Term Expenditure Framework, and Monitoring and Evaluation Framework).

5.3. Monitoring & Evaluation Framework

Objective 1.1: Customer focussed service delivery **End of Sector Plan Outcome: Better public services**							
	Activity	**Outcome**	**Indicator**	**Baseline**	**Means of verification**	**Assumption**	**Implementing Agency**
1.	Identify baseline standards for service delivery that will guide the development of service charters across the public sector	Baseline standards for service delivery	• Baseline standards for service delivery developed • Data sources used to develop baseline standards (surveys, reports etc)	N/A	Cabinet endorsement (FK) of baseline standards for service delivery across the public sector Baseline standards for service delivery enforced across the public sector	Cabinet will endorse baseline standards for service delivery for all government agencies and instruct all government agencies to comply Public Sector agencies will take ownership and comply with baseline standards for service delivery	Lead: PSC, MPE Support: MPMC
2.	Develop and implement a government wide Complaints Management Policy and complaints register	Improved complaints management	• Complaints Management Policy developed • Complaints register developed	N/A	Cabinet endorsement (FK) of government wide Complaints	Cabinet will endorse the Complaints Management Policy for the whole public sector and instruct all government	Lead: PSC, MPE Support: MPMC

			• M&E reports on implementation • Impact assessment		Management Policy Complaints Register developed and operational Concept notes for Complaints Register Impact assessment report M&E/progress reports	agencies to comply with the policy Public Sector agencies will comply with the Complaints Policy and collaborate with PSC and MPE to implement the Complaints Register	
3.	Monitor the publication of, and compliance with, service charters on an annual basis	Increased compliance with service charters	• Annual M&E Reports on publication of, and compliance with, service charters	M&E Reports 2017 and 2018	Annual M&E Reports from 2019/20 – 2023/24 M&E Reports 2017 and 2018	Public Sector agencies will provide relevant, up to date and correct information in relation to the publishing and compliance with service charters	Lead: PSC, MPE
4.	Develop a beneficiary assessment and impact tool for the PS that will result in agency specific service improvement programs	Agency-specific service delivery improved	• Beneficiary assessment and impact tool for the public sector developed	N/A	Beneficiary Assessment and Impact Tool Reports	The beneficiary assessment and impact tool will be developed and used to inform development of agency specific service	Lead: PSC Support: SBS, MPE

						improvement programs in the public sector	
5.	Establish or strengthen partnerships with the Community Sector to build the capacity of Sui-o-Nuu/Sui Tamaitai to be the focal information point for government services in both Upolu and Savaii	Partnership with Community Sector to develop and deliver capacity building programs for 'Sui-o-Nuu/Sui-o-Tamaitai' to be the focal point for government services in both Upolu and Savaii	• # of capacity building programs developed and conducted for 'Sui-o-Nuu/Sui-o-Tamaitai' to be the focal point for government services in both Upolu and Savaii	N/A	Training/Workshop Reports Tracer study example Pre-assessment of what they need to be info focal points Post-assessment reports on accessibility, types of information accessed or requested, frequency, ability of focal points to respond	Sui-o-Nuu/Sui-o-Tamaitai will be able to effectively act as information focal points for government services within their communities	Lead: MWCSD, PSC
6.	Develop a list of services that can be streamlined and provided online through a single government portal	Government digital platforms successfully providing services that can be streamlined	• List of services to be made available online developed • Single government portal established	N/A	Progress Reports Final Report	Government Ministries will buy in to streamline services identified Services will be made available via a government	Lead: PSC, MPE, MCIT

						wide digital platform	
7.	Conduct a government-wide assessment of the state of technology in terms of skills and human resource needs.	Government-wide assessment of the state of technology in terms of skills and human resource needs	• Assessment of skills and human resource needs in ICT completed • Assessment report approved	N/A	Assessment Report Cabinet endorsement of Assessment Report	Cabinet will endorse the findings (and any recommendations noted therein) of a government-wide assessment of the state of technology in terms of skills and human resource needs	Lead: PSC, MCIT
8.	Implement government records digitization management system to eliminate reliance on paper records	Standardized digital records management system in the PS	• Standardized digital records management system for the PS developed and operational	N/A	Cabinet endorsement of standardized digital records management system for the PS to reduce reliance on paper records List of agencies consulted	Cabinet will approve a standardized digital records management system for the PS to reduce reliance on paper records Government agencies will use the standardized digital records management system rather than paper records	Lead: MESC Support: PSC, MOF, MPMC, MCIT
9.	Establish common visual criteria for quality of	Standardized visual criteria for quality of	• Visual criteria	N/A	Cabinet endorsement of visual criteria	Cabinet will endorse the visual criteria for quality	Lead: PSC, MCIT

	content and structure of web-pages across the PS	content and structure of the web pages across the PS	standardized across the PS • Type of visual criteria considered		for quality of content and structure of web pages across the PS List of agencies consulted	of content and structure of web pages for the whole public sector PS agencies will comply with the common visual criteria to ensure quality of content and user-friendliness of web page structures	
10.	Develop and operationalize an Innovation Strategy for the PS	Innovation strategy for the PS	• Innovation strategy for the PS developed and implemented	N/A	Cabinet endorsement of the Innovation Strategy for the Public Sector M&E report on operationalization of Strategy	Cabinet will endorse the Innovation Strategy for the Public Sector	Lead: PSC, MCIT Support: MPMC, MPE, MOF

11.	Conduct survey of citizen satisfaction with public service delivery and perceptions about corruption.	Biennial survey of citizen satisfaction with service delivery and perceptions about corruption	• Survey conducted biennially • Survey Reports compiled and published • Survey population • Survey methodology used	Client satisfaction survey 2014 Report Service Delivery Survey 2017 Report Comparative Analysis of client satisfaction survey 2014 and service delivery survey 2017 Report	Cabinet endorsement of each survey reports Citizen satisfaction with government's service delivery reports	Citizen satisfaction surveys are conducted every 2 years Cabinet endorses findings (and recommendations noted therein) of client satisfaction surveys and perceptions about corruption	Lead: SBS Support: PSC, MOF
Objective 1.2: Strengthen transparency and accountability **End of Sector Plan Outcome 1: Better Public Services**							
	Activity	**Outcome**	**Indicator**	**Baseline**	**Means of verification**	**Assumption**	**Implementing Agency**
12.	Develop a standardized ethics/integrity framework for senior managers across the PS	Standardized ethics/integrity framework for senior managers of the PS	• Standardized framework developed • Types of ethics Frameworks reviewed (jurisdictions)	N/A	Cabinet endorses standardized ethics and integrity framework for senior managers across the PS A common ethics and integrity framework for senior managers is enforced	Cabinet will endorse a common ethics/integrity framework for senior managers across all of government A common ethics/integrity framework for senior managers will be adopted	Lead: PSC, MPE

					across all of government List of consultations completed	and enforced by every PS agency	
13.	Develop and secure Cabinet approval of an anti-corruption strategy	Anti-corruption strategy	• Anti-corruption strategy developed • Cabinet approval of anti-corruption strategy	N/A	Cabinet endorsement of anti-corruption strategy Anti-corruption Strategy List of consultations completed (stakeholders)	Cabinet will approve the anti-corruption strategy	Lead: PSC Support: OMB, OAG, Audit, MPMC
14.	Develop and adopt an Open government policy	Improved access to information on different steps of policy-making, decision-making in government, administrative processes, performance of government agencies,	• Open Government Policy developed • Evidence of Open Government Policy adopted across all of government	N/A	Cabinet approval of the open government policy The Open Government Policy List of consultations completed and stakeholders consulted	Cabinet will approve the Open Government Policy	Lead: MPMC Support: PSC, MOF, MPE, SLRC

		tendering procedures, and especially the use of public funds.					
15.	Development and enactment of a right to information law	Improved access to information	• Right to information law developed • Evidence of enactment of law	N/A	The right to information law is passed by parliament and enforced List of consultations completed and stakeholders consulted	Parliament will pass the right to information law	Lead: PSC Support: MPMC
16.	Develop and disseminate guidelines across the PS on reporting abuse of office or failure to comply with service	Improved integrity in government	• Guidelines developed and disseminated across the PS	N/A	Guidelines for reporting abuse of Office or failure to comply with services List of consultations completed and stakeholders consulted	Guidelines on reporting abuse of office or failure to comply with service will be developed and disseminated across all of government	Lead: PSC Support: OMB, MPE
17.	Develop guidelines for parallel investigations within the PS	Improved inter-agency collaboration in	• Guidelines for parallel investigation	N/A	Guidelines for parallel	A Guideline for parallel investigations in	Lead: PSC, MPE, Audit,

		integrity-related investigations	within the Public Sector developed		investigations within the PS List of consultations completed and stakeholders consulted M&E reports/assessments on conduct of investigations	the PS will be developed and accepted by PS agencies with investigative roles/functions	MOF, Samoa Police, OAG
18.	Develop and deliver appropriate training for PS personnel responsible for grievance redress mechanisms	Improved capacity of PS personnel	• # of training conducted for PS personnel responsible for grievance redress mechanisms • Increased knowledge and skills of personnel responsible for grievance process	Trainings, workshops or certifications completed in the past for PS personnel responsible for grievance redress mechanisms including investigators	Training Reports List of training participants Tracer study	Trainings for PS personnel responsible for grievance redress mechanisms including investigators will be developed and delivered	Lead: PSC, MPE
Objective 1.3: Strengthen sector communication and awareness **End of Sector Plan Outcome 1: Better Public Services**							
	Activity	**Outcome**	**Indicator**	**Baseline**	**Means of verification**	**Assumption**	**Implementing Agency**

19.	Finalize government-wide communication strategy for policy development	Improved communication for policy development	• Communication Strategy for Policy Development developed	N/A	Progress reports Evidence of endorsement of Strategy List of consultations completed and stakeholders consulted	Developed a Communication Strategy for Policy Development Approved communication strategy for policy development and will be used widely by all Government agencies	Lead: MPMC
20.	Update the public administration sector communication strategy	Improved sectoral communication	• Communication Strategy updated	Existing Public Communication Strategy for the Sector	Progress reports Evidence of endorsement of Strategy Newsletters	The Public Administration Sector's Communication Strategy is updated.	Lead: PSC
21.	Develop reporting tools to help implementing agencies report effectively on PASP implementation.	Improved Sector reporting	• # of tools developed for reporting • Type of reporting tools developed	N/A	Progress reports Evidence of tools developed	Development of Reporting tools to be used by IAs for effective reporting Implementing agencies utilising the reporting tool	Lead: PSC

						and have ownership of producing quality and effective reports. PASSC approves reporting tool for implementing agencies.	
22.	Produce and publish PASP Newsletter every quarter.	Well-informed stakeholders of public administration activities	• Timely production and dissemination of newsletter	Existing publication of newsletter in every quarter	Published newsletter every quarter PASP Newsletter uploaded onto the agency websites (PSC, MPMC, MOF, MPE etc.) List of stakeholders included in dissemination list	On-time publication and dissemination of the newsletter in every quarter All stakeholders submitting in relevant sector related articles for publication All stakeholders being aware of activities and work done within the sector via the newsletter.	Lead: PSC

Objective 2.1: Improved public policy development **End of Sector Plan Outcome 2: Better Public Policies**							
	Activity	**Outcome**	**Indicator**	**Baseline**	**Means of verification**	**Assumption**	**Implementing Agency**
23.	Review objectives of the Central Agencies Committee in line with the National Policy Coordinating Committee to streamline whole of government reporting	Clear demarcation of objectives of CAC and NPCC	• Finalized review of objectives of the CAC • Harmonized objectives of CAC in line with NPCC • Updated TOR for CAC	N/A	Terms of References for CAC and NPCC	Review of CAC objectives completed and is in line with NPCC Whole of Government Reporting streamlined and strengthened across government agencies.	Lead: MPMC Support: PSC, MOF, MPE
24.	Develop reporting tools and mechanisms for whole of government monitoring and evaluation	Improved whole of government reporting	• Reporting tools developed	N/A	Progress Reports	Tools and mechanisms developed and fully utilised by all government agencies for monitoring and evaluation	Lead: MPMC Support: MOF, PSC
25.	Conduct assessment on feasibility of transfer of the Public Administration Sector Coordination Division to the Ministry of the Prime	Feasibility Report on the transfer to of the Division from PSC to MPMC	• Feasibility assessment completed	N/A	Progress Reports Final assessment report	Assessment will identify feasible option to address public administration	Lead: MPMC, PSC Support: MOF

	Minister and Cabinet, in relation to functions of the PSC and the Ministry of Finance.				List of stakeholders consulted List of documents reviewed and used as reference for the assessment	Sector coordination Finance and technical assistance will be available for the assessment	
26.	Conduct a review of the legal framework for public administration (i.e., focusing on the Ministerial Departmental Act, Public Service Act, Public Bodies (Performance and Accountability) Act and other agency-specific legislations)	Legal framework reviewed	• Legal framework review completed	N/A	Progress reports Final review report List of stakeholders consulted	Review of the legal framework for the Public Administration completed in time. Technical expertise and resources are available for the review.	Lead: PSC, MPMC, MOF, MPE
27.	Finalize and implement One Policy for the PS	Streamlined human resource management practices in the public sector	• One Policy finalized and implemented • FK on Policy issued	Draft copy of the One Policy has already been drafted.	Progress report Finalized One Policy List of stakeholders consulted	One Policy for the PS approved by the Cabinet There will be ownership to implement Policy	Lead: PSC, MPMC, MOF

28.	Conduct a periodic review of the state of the public sector to inform Parliament and Cabinet	Evidence based public policies	• Review of the State of the Public Sector completed	Current State of the Public Sector Report (as per Public Administration Sector Plan Review)	Progress Reports List of documents reviewed List of agencies consulted Data collected	A review of the State of the Public Sector is carried out periodically. All government agencies will provide the relevant data on time. Parliamentary Committees will be better informed about the size of the public sector	Lead: PSC, MPMC Support: MPE, MOF
29.	Conduct a policy development gap assessment across the PS	Improved policy development	• Policy development gap assessment Report produced	N/A	Progress Reports List of stakeholders consulted	Policy development gaps identified across the public service. Improved mechanisms to identify policy development gaps.	Lead: MPMC Support: PSC
30.	Review, increase awareness of, and compliance with, the updated Cabinet Handbook	Improved awareness and compliance with Cabinet Handbook	• Cabinet handbook reviewed • Increased awareness and compliance	Cabinet Handbook 2011	Progress Reports Final Cabinet Handbook	Cabinet Handbook reviewed and updated.	Lead: MPMC

			with Cabinet Handbook		M&E reports on compliance		
31.	Develop the GESI Framework as a tool to evaluate public policies from a gender perspective and those classified as vulnerable groups	Gender mainstreamed in public policies	• GESI framework developed • Increased mainstreaming of gender in public policies	N/A	Progress Reports List of stakeholders consulted # of meetings or consultations held List of resources used as references	GESI Framework Tool developed. GESI Framework Tool utilised across the public service to evaluate public policies from a gender perspective and vulnerable groups.	Lead: MWCSD Support: PSC, MPMC, MPE, MOF
32.	Develop a Guide on Machinery of Government changes (MOG)	Evidence based machinery of government changes	• Machinery of Government guide developed	N/A	Progress Reports Cabinet endorsement List of stakeholders consulted # of meetings or consultations held List of resources used as references	Guide on the Machinery of Government approved by cabinet. MOG guide utilised for reforms and functional changes	Lead: PSC, MPMC, MOF
Objective 3.1: Results-oriented, performance-driven human resource management frameworks							

End of Sector Plan Outcome 3: Skilled workforce							
	Activity	**Outcome**	**Indicator**	**Baseline**	**Means of verification**	**Assumption**	**Implementing Agency**
33.	Complete review of human resource management frameworks in the public sector from a results-based perspective	Improved and consolidated human resource management	• Phase 2 & 3 of review of human resource management frameworks completed	Phase 1 Report: Review of Human Resource Management Frameworks in the Public Sector	Review Progress Reports Review Final Report List of agencies involved in review List of HRM frameworks considered under the review	That the review will be completed on time; That public sector agencies will endorse the recommendations of the review report for implementation	Lead: PSC, MPE Support: MOF
34.	Develop a government guide on workforce planning in the PS to inform organizational, structural changes	Improved and consolidated human resource management	• Development of Government Guide on workforce planning completed	Workforce Planning Guide for the Public Service document, PSC	Progress Updates or reports Meeting/consultation reports Final document – Guide on workforce planning		Lead: PSC, MPE
35.	Develop and implement a succession planning strategy for the PS	Improved and consolidated human resource management	• Development of succession planning strategy completed • Evidence of implementation	N/A	Meeting/consultation reports or briefs Final strategy document		Lead: PSC Support: MPE, MOF

			(e.g., compliance reports from Ministries and agencies implementing succession planning measures)				
36.	Develop a uniform job evaluation method to be applied across the public sector	Improved and consolidated human resource management	• Uniform job evaluation method developed	N/A	Meeting/consultation reports or briefs Job classification systems identified and reviewed Final report on reviewed job classification systems		Lead: PSC, MPE Support: MOF
37.	Conduct a review of Competencies Frameworks across the PS to reflect the importance of digital transformation and other emerging critical skills.	Improved and consolidated human resource management	• Review of Competencies Frameworks conducted	N/A	Meeting/consultation reports or briefs Meeting register Final report on reviewed competencies framework		Lead: PSC, MPE Support: MCIT
38.	Conduct an independent review of the functioning of PeopleOne and its	Improved and consolidated human resource management	• Relevance and effectiveness of PeopleOne	N/A	Meeting/consultation reports or briefs		Lead: PSC, MOF

	fitness to meet the current needs of the PS		System reviewed		Meeting register Final report on PeopleOne system review		
39.	Develop a standard organizational performance assessment tool for the PS	Improved and consolidated human resource management	• OPAIT developed	Draft framework developed	Meeting/consultation reports or briefs Meeting register Final report on OPAIT		Lead: PSC, MPMC Support: MPE, MOF
40.	Develop, review and/or update Performance Management Manuals across the PS to enhance their effectiveness.	Improved and consolidated human resource management	• Performance Management Manuals developed, reviewed or updated • Performance management improved	PSC Performance Management Manual (does not apply to Public Bodies/SOEs)	Progress Reports M&E reports		Lead: PSC, MPE
41.	Develop and submit for Cabinet's consideration and approval a performance reward policy for exceptional performance	Improved and consolidated human resource management	• Performance reward policy developed	N/A	Progress or meeting reports FK		Lead: PSC, MPE
42.	Identify and adopt uniform standards for grievance management across the PS	Improved and consolidated human resource management	• Grievance management improved and standardized across the PS	N/A	Progress or meeting reports M&E reports		Lead: PSC, MPE

			• Level of compliance with grievance management standards		Final Report on uniform standards for the PS		
43.	Develop a standardized induction program for the PS	Improved and consolidated human resource management	• Standardized induction program developed • Level of compliance with the delivery of induction programs • Understanding and awareness of PS	PSC Induction Manual /Program (doesn't apply to SOEs)	Progress or meeting reports Final Report on standardized induction program M&E reports Pre & post evaluation reports (before and after induction program)		Lead: PSC, MPE
44.	Identify standard high-level values that will be recognized and applied across the PS	Ethical public sector	• Standardized high level values applied across the PS • Evidence of recognition and application (e.g., in HR Manuals, Codes of Conducts, Rules and Regulations for employees)	Existing values and codes used by public sector agencies	High level values standardized and applied across the whole public sector M&E reports on application	Public Sector agencies will use and enforce the standardized high-level values	Lead: PSC, MPE

45.	Develop and implement a 5 year Human Resource Development Action Plan for the PS	Improved human resource development	• Human Resource Development Action Plan developed • Evidence of implementation	Draft National Human Resource Development Plan Draft Clever Country Policy	Progress or meeting reports HRD Training Needs Analysis Reports Final Action Plan approved for implementation		Lead: PSC Support: MOF, MPE
46.	Identify and consolidate financial and technical support towards human resource development	Improved human resource development	• Increased financial and technical support for human resource development	N/A	Meeting Reports (with development partners, project boards, other Sectors) Proposals submitted to development partners for support		Lead: MOF, PSC Support: MPE
47.	Develop and operationalize a central database of skill gaps to inform workforce planning and human resource development	Improved human resource development	• Central database developed and operationalized	N/A	Progress Reports # of meetings conducted on development of database # of training on operationalization of database	That the database will be developed and operationalized Public sector agencies will provide the required data on time to	Lead: PSC

					# of agencies feeding the data into database	update the database; The database will be used as a tool to inform human resource development planning	
48.	Conduct skills and training needs audit every 2 years to assess current and medium-term workforce needs and skills gaps of the public sector and the private sector, and to update the national human resource development priority list	Improved human resource development	• Skills and training needs audit completed every 2 years	Human Resource Development Priority List 2012	Progress/audit reports # of agencies consulted and audited for training needs	Agencies will provide information and data on time; Staff will be available to conduct skills and training needs audit	Lead: PSC
49.	Design and deliver training and other staff development activities to support the PS (including but not limited to, competency-based training, cross-cutting/mainstreaming training, and good governance training)	Improved human resource development	• # of training designed and delivered; • # of other staff development programs designed and delivered; • # of programs delivered within each FY	Training data available from PSC (Digest)	Training Reports Training Calendar Tracer Study reports Periodic reports provided by PSC to Prime Minister	Training programs will be delivered as scheduled; Each training will have a trainer to deliver the program; Venue facilities will be made available and	Lead: PSC, MPE

			• Improved skills and knowledge of participants			will be sufficient for each training	
50.	Conduct a feasibility study on the establishment of a 'future leaders' program in the PS	Improved human resource development	• Feasibility Study completed	N/A	Progress Reports Feasibility Study Report Consultation reports	Resources will be made available for the feasibility study; Technical support will be available for the study; Stakeholders will be constructive in their approach to the consultations	Lead: PSC, MPE, NUS
51.	Develop a list of specialized professions in the PS and identify measures to strengthen technical career pathways	Improved human resource development	• List of specialized technical professions identified; • Measures to strengthen career pathways identified	Current practice with meteorologists, doctors, lawyers, teachers and other professions	Progress Reports		Lead: PSC, MPE
52.	Establish and operationalise strategic partnership with Universities, tertiary education providers, a	Improved human resource development	• # of partnerships formalized; • # of training or HR programs delivered	N/A	Progress Reports MOUs formalized		Lead: PSC, MOF, NUS

	regional public service training institution / PSC to support government's human resources development initiatives.		through partnerships				
53.	Introduce e-Learning and other online development tools in the PS for increased accessibility to capacity development.	Improved human resource development	• Increased access to online training development tools	N/A	Progress/M&E Reports # of tools identified and introduced; # of employees utilizing the online tools	Government will provide access to e-Learning tools; Government employees will utilize the tools as per original purpose; Increase in self-training	Lead: PSC, MPE, NUS
Objective 3.2: Enhanced knowledge, skills, management and leadership capabilities in the PS **End of Sector Plan Outcome 3: Skilled workforce**							
	Activity	**Outcome**	**Indicator**	**Baseline**	**Means of verification**	**Assumption**	**Implementing Agency**
54.	Identify standards for competency frameworks for senior managers across the PS, ensuring that cross-cutting issues are taken into account	Enhanced knowledge, skills, management and leadership capabilities in the PS	• Standards identified for competency frameworks; • Level of compliance (% of public sector	Senior Executives Competency Framework for the Public Service (does not apply to SOEs)	Progress Reports M&E/Compliance Reports	There will be universal/high level standards that can be applied across the public sector;	Lead: PSC, MPE

			agencies complying with competency framework standards for senior managers)			SOE's will utilize the standards identified for their senior managers	
55.	Develop and implement a compulsory Executive Development Program (mixed development approach) for all senior managers across the PS	Enhanced knowledge, skills, management and leadership capabilities in the PS	• Improved management capacity of Senior Managers across the PS	Executive Development Program/Take the Lead 2018	Progress Reports End of Program Report		Lead: PSC, MPE, MOF, NUS
56.	Review contract template, terms and conditions of service (including entitlements) of senior managers across the PS.	Enhanced knowledge, skills, management and leadership capabilities in the PS	• Contract template, terms and conditions of service for senior managers reviewed	Previous reviews	Progress Reports		Lead: PSC, MPE, MOF
57.	Review contractual mode of employment (term), and feasibility of other types of employment (permanent vs contract) across the PS	Enhanced knowledge, skills, management and leadership capabilities in the PS	• Review completed		Progress Reports		Lead: PSC, MPE, MOF
58.	Develop standard responsibilities for senior	Cross cutting issues	• Standard responsibilities		Progress Reports		Lead: PSC, MPE

	managers on cross-cutting issues such as climate change, gender, disaster risk management, to be included in contractual performance obligations	mainstreamed in contractual arrangements	developed and reflected in the job description and key responsibilities				

6. Governance Arrangements

The implementation of this Plan requires the commitment and participation of all PS bodies under the leadership of the Public Service Commission and the Ministry of the Prime Minister and Cabinet. The governance arrangements for the plan shall include the following:

Cabinet
A Cabinet sub-committee responsible for public sector reforms shall exercise overall oversight of the implementation of reforms of public administration, public financial management and SOEs.

Ministry of the Prime Minister and Cabinet
The mandate of the Ministry of the Prime Minister and Cabinet will include:

- Whole of government policy coordination, monitoring and evaluation

The Public Service Commission
The responsibility of the PSC shall be to:

- Coordinate the design and delivery of the learning and skills development activities of the plan.
- Develop additional policies and guidelines necessary to facilitate implementation of the plan.
- Evaluate and report on the effectiveness of the learning and skills development activities of the plan.

Public Administration Sector Coordination Division
The PASCD shall continue to serve as the Secretariat of the Steering Committee. On behalf of the Steering Committee, they shall coordinate and facilitate the implementation of the Sector Plan, including the mobilisation of resources (both financial and technical), to achieve the same. This shall constitute only one part of their mandate. The mission of this Division will be to drive the implementation of the PASP, with a view to improving the quality, coherence and responsiveness of public services, and for promoting a strong and professionally well-managed public sector, capable of enabling and facilitating the achievement of the national goals.

Public Administration Sector Steering Committee (the Steering Committee).
The SC will submit the PASP to Cabinet for approval and will be responsible for oversight of its implementation. The SC will include stakeholder entities which will have responsibility for important components of the next PASP. It shall be constituted by the CEO of the Ministry of the Prime Minister and Cabinet, Chairman or a member of the PSC, CEOs of the Ministry of Finance, Ministry for Public Enterprises, Ministry of Women, Community and Social Development, Ministry of Education Sports and Culture, Ministry of Communication and Information Technology, and representatives of the National University of Samoa, Samoa Bureau of Statistics, the private sector and civil society. Terms of Reference for the Sector Steering Committee in relation to oversight of SP planning processes and reviews are attached in **Annex 1.**

Public Administration Sector Working Group (the Working Group).
The Working Group will serve as the technical arm of the Steering Committee. It will be constituted by ACEO level managers of the entities represented on the SC. They will be responsible for implementing the day to day initiatives under the PASP. The Working Group will meet as often as is necessary to review implementation of the plan. The Working Group

will receive and review M&E reports, prepare or oversee evaluations of plan implementation and propose any necessary adjustments to the planned activities to the Steering Committee.

Ministry of Finance

The role of the Ministry of Finance will also include responsibility to:

- Ensure that adequate financial resources are allocated for the implementation of the plan.
- Monitor the use of the allocated financial resources; to ensure that they are used in a prudent way and in compliance with the Public Finance Management Act (PFMA).

External stakeholders

External stakeholders include state-owned enterprises that are part of the Sector, the private sector, civil society groups and community groups.

Depending on the circumstances, the roles of external stakeholders may include:

- To contribute to the design, implementation and monitoring of policies, plans and programs of PS Bodies.
- To partner with public service bodies in providing services.
- To disseminate information about public service delivery and reforms.
- To monitor public service delivery and to hold PS bodies accountable.
- To propose reforms of public service, policies, programs and projects.

Development Partners

The role of the development partners is to complement government efforts in the implementation of public service reforms by providing financial and technical assistance to the reform agendas that are in line with their respective governments' policies and priorities.

7. Resource Requirements

MEDIUM TERM EXPENDITURE FRAMEWORK - FINANCING THE PLAN

This section explains the steps taken to determine the PASP funding gap.

1. The first step was to understand the Medium-Term Expenditure Framework (MTEF) concepts and requirements, so that the budget for the PASP could be compiled in a format that is consistent with those requirements.

2. The next task was for participating Agencies to estimate the cost of each of the activities included in the PASP, to determine which agencies will deliver each activity, and to collate the results by financial year, by PASP Objective, and by Agency.

3. The next step was to determine which components of the Plan could be funded from within the recurrent budgets that each of the agencies expect to receive over the period of the PASP.

4. The final step was to calculate the Funding Gap for which donor funding or loan assistance would be required.

Each of these steps is outlined in more detail below.

Medium Term Expenditure Framework (MTEF)
An MTEF is a bridge between an annual (short term) budget, and medium-term planning (covering the next 3 to 5 years). The simple issue is that expenditure decisions have multi-year implications and must be aligned with resources available in the medium term. The objective is to inject resource realism and fiscal realism into national planning, by ensuring that spending is sustainable and limited by resource availability. That is, it seeks to reconcile bottom-up program and project budget estimates with top-down expenditure limits determined by government – such as those outlined in the Samoa Development Strategy 2016/17- 2019/20, and in the Fiscal Strategy Statement tabled with the annual government budget.

The MTEF developed for the Public Administration Sector for the period 2020/21 – 2024/25 provides the following:

- PASP Expenditure estimates for each year classified by PASP objectives, by Agency, and in terms of the funding gap per Agency. The three reform Outcomes and six reform Objectives are:

    - Outcome 1: Better Public Services
        - 1.1 Customer focussed service delivery
        - 1.2 Strengthen Transparency and Accountability
        - 1.3 Strengthen Sector communication and awareness
    - Outcome 2: Better Public Policies
        - 2.1 Improved public policy development
    - Outcome 3: Skilled Workforce
        - 3.1 Results-oriented performance-driven human resource management frameworks
        - 3.2 Enhanced knowledge, skills and leadership capabilities in the Public Service

Identifying and Costing the PASP Activities

Seven agencies were nominated to identify strategies and activities to deliver the PASP objectives, being:

- Public Service Commission
- Ministry of Women, Community & Social Development
- Ministry of Communications and Information Technology
- Ministry of the Prime Minister & Cabinet
- Samoa Bureau of Statistics
- Ministry for Public Enterprises
- Ministry of Education, Sports & Culture

Each of these agencies then estimated the costs of delivering the activities for which their agency would be responsible. The total estimated costs per agency are summarised Table 1 below:

Table 1: **PASP 20/21 - 24/25: Summary by Agency**

AGENCY	FY2020-21 $	FY2021-22 $	FY2022-23 $	FY2023-24 $	FY2024-25 $	Total Cost
PSC	578,113	1,117,677	601,924	633,282	160,747	3,091,742
Women	129,132	72,632	72,632	72,632	72,632	419,662
MCIT	-	52,521	-	-	-	52,521
MPMC	61,435	138,556	54,613	19,486	19,486	293,576
Statistics	219,136	-	-	-	219,136	438,272
Public Enterprises	298,732	201,903	92,349	78,776	69,202	740,962
MESC	216,500	231,000	231,000	341,000	341,000	1,360,500
TOTAL	**1,503,049**	**1,814,289**	**1,052,518**	**1,145,176**	**882,203**	**6,397,235**

Total estimated costs of the PASP activities have also been collated in terms of cost per PASP Objective and PASP Outcomes, as shown in Table 2 below:

Table 2: **PASP 20/21 - 24/25: Summary by PASP Objectives and Outcomes**

PASP Objective/ Outcome	FY2020-21 $	FY2021-22 $	FY2022-23 $	FY2023-24 $	FY2024-25 $	Total Cost
1.1	616,744	505,963	359,092	436,835	655,971	2,574,606

1.2	86,414	54,205	47,930	-	15,722	204,271
1.3	41,417	13,382	32,663	13,628	13,628	114,719
Outcome 1	744,576	573,550	439,685	450,464	685,321	2,893,595
2.1	216,517	161,873	68,867	44,951	19,486	511,693
Outcome 2	216,517	161,873	68,867	44,951	19,486	511,693
3.1	449,314	795,821	446,440	413,534	172,609	2,277,718
3.2	92,643	283,045	97,525	236,227	4,787	714,228
Outcome 3	541,957	1,078,867	543,966	649,761	177,396	2,991,946
TOTAL	**1,503,049**	**1,814,289**	**1,052,518**	**1,145,176**	**882,203**	**6,397,235**

Funding Gap

Whilst estimating the costs of each activity, each agency also estimated what portion of their costs could be met from existing resources already allocated for the current year budget, and anticipated under their Forward Estimates budgets and subsequent years' projections. The result is that out of a total cost for the PASP activities of $6.397m, an amount of $3.495m, or almost 55% of the total, is expected to be met from within agency budgets, as shown in table 3 on the next page.

Agencies implementing the PASP will need to seek funding from development partners or through borrowing by the Government of Samoa to cover the funding gap. The costing assumptions in the MTEF will need to be periodically reviewed as projects are recalibrated over time in the light of emerging developments. In addition, the MoF led GoS planning and budgeting systems require twice-yearly updates to Forward Estimates.

Table 3: **PASP 20/21 - 24/25: Summary by Agency: Funding Gap**

AGENCY	Agency Funded FY2020-21 $	Funding Gap FY2020-21 $	Agency Funded FY2021-22 $	Funding Gap FY2021-22 $	Agency Funded FY2022-23 $	Funding Gap FY2022-23 $	Agency Funded FY2023-24 $	Funding Gap FY2023-24 $	Agency Funded FY2024-25 $	Funding Gap FY2024-25 $	Total Agency Funded	Total Funding Gap	Total Cost
PSC	503,113	75,000	701,307	416,369	475,654	126,269	401,402	231,879	119,247	41,500	2,200,724	891,018	3,091,742
Women	66,632	62,500	66,632	6,000	66,632	6,000	66,632	6,000	66,632	6,000	333,162	86,500	419,662
MCIT	-	-	30,021	22,500	-	-	-	-	-	-	30,021	22,500	52,521
MPMC	53,435	8,000	126,556	12,000	48,613	6,000	19,486	-	19,486	-	267,576	26,000	293,576
Statistics	25,000	194,136	-	-	-	-	-	-	25,000	194,136	50,000	388,272	438,272
Public Enterprises	219,332	79,400	166,503	35,400	84,949	7,400	76,376	2,400	66,802	2,400	613,962	127,000	740,962
MESC	-	216,500	-	231,000	-	231,000	-	341,000	-	341,000	-	1,360,500	1,360,500
TOTAL	**867,513**	**635,536**	**1,091,020**	**723,269**	**675,848**	**376,669**	**563,897**	**581,279**	**297,167**	**585,036**	**3,495,445**	**2,901,790**	**6,397,235**

8. Capacity Building Plan

Key elements of the capacity building initiatives will focus on the following:

1. Mentoring programmes or work shadowing;
2. Targeted leadership programmes for position holders below the senior executive level to prepare them for leadership roles;
3. Targeted job rotation programmes, both internally (within own agency) and externally;
4. Greater recognition of the contribution offered by new recruits with private sector experience, who can provide direct insight into the public sector or public/private partnerships;
5. The importance of regional and international secondments for individuals within the Public Administration and how retention of such individuals can contribute to long term capacity building and networking.

The Public Administration Sector, given its overarching role, will work with other sectors of the economy to consolidate evidence-based data on capacity gaps and skills needed to fulfil their mandates. This will be led by the Public Service Commission, and will be supported by all public sector agencies.

9. Risk Management Plan

Challenges and risks to the implementation of the plan.

Challenges and foreseeable risks to the implementation of the plan include:

a) Weak buy-in by implementing agencies, as they focus exclusively on the respective sector and corporate plans of their core mandates.
b) Lack of satisfactory baseline data in respect of many of the plan's activities.
c) Limited coordination, collaboration and communication between PS institutions in policy implementation.
d) Limited management capabilities and certain specialized skills and incentives necessary for implementation, monitoring and evaluation of planned activities.
e) Inadequate budgetary support for public service reform, and for capacity development in particular.
f) Changes in high-level priorities by government.
g) Lack of impact assessment on implemented projects.
h) Issues of attitude and culture may not have not been addressed adequately in order to support reforms.
i) Inadequate mainstreaming of cross-cutting issues.

Strategies for mitigating challenges and risks to the implementation to the plan.

Sector bodies responsible for the implementation of the Plan are expected to adopt the following strategies to ensure the successful implementation of the plan:

(a) Ensuring active participation of all implementing agencies in every stage of the plan, from pre-plan reviews, to plan design, implementation and evaluation in order to build solid stakeholder ownership.
(b) Build reliable and accessible database for data storage.
(c) Strengthen institutional arrangements to encourage collaboration and information sharing.
(d) Engage development partner support and technical assistance.
(e) Consistent, high level political leadership of proposed PS reforms.
(f) Efficient and effective coordination, monitoring and evaluation of the Plan.
(g) Allocating adequate human and financial resources for the implementation of the plan.
(h) Dissemination of information about the plan through the stakeholder's organisations, to build buy-in by the staff of the respective organisations.
(i) Prioritizing human resource development, to create a skills base for effective PS performance.
(j) Effective implementation of mainstreaming of cross-cutting activities in the plan.

Annex 1

Scope of Government Agencies included in the Public Administration Sector

Public Administration	Agencies
Government ministries defined as the Public Service under the umbrella of the Public Service Commission	
Ministries	1. Agriculture and Fisheries
	2. Commerce, Industry and Labour
	3. Communications and Information Technology
	4. Education, Sports and Culture
	5. Finance
	6. Foreign Affairs and Trade
	7. Health
	8. Justice and Courts Administration
	9. Natural Resources and Environment
	10. Public Enterprises
	11. Prime Minister and Cabinet
	12. Revenue
	13. Women, Community and Social Development
	14. Works, Transport and Infrastructure
Government ministries or organisations defined as non-Public Service but are fully funded from the Government budget with spending directly controlled by the Ministry of Finance	
Constitutional Bodies[4]	15. Attorney General
	16. Legislative Assembly
	17. Ombudsman
	18. Electoral Commission
	19. Audit Office
	20. Public Service Commission
Statutory Bodies	21. Office of the Regulator
	22. Samoa Law Reform Commission
	23. Samoa Bureau of Statistics
State owned Enterprises which are classified in the following categories	
Public Beneficial Bodies	24. National Kidney Foundation of Samoa
	25. National University of Samoa
	26. Samoa Fire and Emergencies Services Authority
	27. Samoa Qualifications Authority
	28. Samoa Sports & Facilities Authority
	29. Samoa Tourism Authority
	30. Scientific Research Organisation of Samoa
	31. Samoa International Finance Authority
Public Trading Bodies	32. Development Bank of Samoa
	33. Electric Power Corporation
	34. Gambling Control Authority
	35. Land Transport Authority
	36. Polynesian Limited/Samoa Airways
	37. Public Trust Office
	38. Samoa Airport Authority

[4] All Offices established as a requirement of the Constitution of Samoa.

	39. Samoa Housing Corporation
	40. Samoa Land Corporation
	41. Samoa Ports Authority
	42. Samoa Post Limited
	43. Samoa Shipping Corporation
	44. Samoa Shipping Services
	45. Samoa Trust Estates Corporation
	46. Samoa Water Authority
	47. Unit Trust of Samoa
Mutual Bodies	48. Accident Compensation Corporation
	49. Samoa Life Assurance Corporation
	50. Samoa National Provident Fund

Annex 2

SITUATIONAL ANALYSIS.

Where Are We Now?

An effective public administration is generally regarded as the foundation of state capacity. On it depends a government's ability to provide public services and to foster the country's competitiveness and development. The public sector management reforms that Samoa has implemented since the 1990s have had a very positive impact on the functioning of state. Samoa has democratic institutions, with clearly defined structures and responsibilities, whose only major shortcoming (albeit a major one) is the under-representation of women at the highest levels of the executive and the legislature. The functioning of the PS is buttressed by a sound legal and policy framework. The PS is adequately resourced and has a cadre of mostly well-educated and dedicated employees at its disposal. HRM is more professional and effective than it was prior to the reform era. Public finances are managed responsibly. The role of the public sector is to make economic and social policies, to design and implement public programs, to raise revenue and manage accountability. The Samoa PS is reasonably effective in discharging its assigned roles in this regard.

However, organizational change is a long-term process. There are areas in which the PS can improve its organisation, management of resources and implementation of government programs.

Policy making.

Government has a policy framework that provides clear orientation to PS bodies. Sector plans and corporate plans articulate the respective visions, missions and strategies of PS bodies. However, policy coordination between PS bodies is generally unsatisfactory. Due to limited HRM, finance and M&E skills, inadequate financial resources and time constraints, capacity for strategic planning, policy coordination and monitoring and evaluation is not satisfactory. M&E across the PS could be improved through the use of more suitable indicators and more effective monitoring, reporting and evaluation.[5] Policy-making is not always based on broad-based dialogue at all stages of the planning process. Citizen participation in shaping and monitoring implementation of policy is limited. Policy making is not always adequately evidence-based and, perhaps for this reason, understandably, compliance is weak. Those to whom policies apply and other interested parties 'recognize immediately the difference between a (policy) that has got to grips with what the problems really are and is genuinely trying to make a difference and one that completely misses the point, or is simply off-the-shelf, or going through the motions, or just fashion conscious' (Blunt, 2002). Linkages between policy-making and budgets are often weak.

Human resource management.

High-quality human resources are the centrepiece of state capacity. The six core objectives of a human resource management (HRM) regime are: Attracting and retaining the required human capital; a fiscally sustainable wage bill; depoliticised, meritocratic management; performance-focused management; ethical behaviour by members; and effective collaboration across cadres.

Because of the far-reaching reforms of the public sector that Samoa has implemented over the past two decades, HRM in the PS is more professional and effective. The PSC has developed and refined a wide range of policies, processes and procedures to improve HRM. Apart from a few institutions, (Ombudsman & Office of the Regulator, AGO), PS bodies are adequately staffed. Internal management

[5] Monitoring is defined here as a systematic process of collecting data, in order to track inputs, outputs, results and impacts throughout the application of an intervention, and to inform management and stakeholders on progress and performance. Monitoring can be applied to policies, programmes, regulations, projects and public services, but also organisations and systems of governance.

systems of PS bodies have been bolstered. The PS has a clearly defined job classification system. PS bodies have detailed job descriptions. Grading arrangements and job hierarchies are determined following rational criteria. Job descriptions are defined according to required competencies that correspond to the responsibilities of each position. The PSC and PS bodies collaborate in tailoring job descriptions to competencies of the relevant positions. Discretional appointments have ceased. Legal and policy frameworks promote merit-based R&S. Merit-based recruitment and selection have been institutionalised. Vacancies in public institutions are filled by transparent processes. R&S processes take into account the relevant competencies. The integrity of R&S processes for technical positions appears to enjoy solid public respect. The PS is inclusive and non-discriminatory in its R&S practices. Compensation is set according to previously established criteria and is consistent with the organization's structural design parameters and comparable or superior to employment conditions in the private sector. With the exception of several disciplines (such as but not limited to engineering, medicine, nursing, law and IT), PS bodies are able to attract and retain talent.

However, some aspects of HRM in the PS could be improved: These include:

- **Lack of skills**: Managers of most PS Bodies indicate that a significant part of the staff of their organisations lack the necessary competencies and experience to perform the jobs they have been assigned. Skills that are in short supply include skills in the following disciplines - **engineering, medicine, nursing, law, ICT**, and others.
- **Staffing**: The PS may be over-staffed in some units/agencies; it may have some redundancies in other bodies. PS management corps is top heavy, with too many managers managing a few members of staff.
- **Workforce planning**: Government's strategic priorities and orientation on human resources are yet to be defined. PS bodies do not have sufficient capacity to develop sound workforce plans.[6] PS bodies produce workforce plans in isolation, without coordination and they have no documented approach to succession planning. PS staff lack of clear career progression paths.
- **Information management systems**: PeopleOne is not operating to the satisfaction of PS bodies. PS bodies maintain their own parallel HRMIS. PeopleOne is not used as a management and decision-making tool. Staff do not use PeopleOne to access HR services. PS information management systems inter-operability. They are not designed to facilitate to promote information sharing and efficient monitoring, evaluation and reporting of government programmes. Reliable statistics on government programmes are not always available.
- **Work organisation**: The current PS competency frameworks for senior executives and general employees are unsatisfactory.[7] The Competency framework for general employees is a very brief listing of competencies. The more detailed competency framework for senior executives is overly complex and contains little in terms of personal attributes. Neither of the two frameworks

[6] The SBS objects to the statement to the effect that "Government's strategic priorities and orientation on human resources are yet to be defined. PS bodies do not have sufficient capacity to develop sound workforce plans". The SBS states that "Most of ministries have WFP in place, which outlined HR priorities of the workforce now and in the future". The observation of the assessment team is that the first part of the sentence is a reference to the fact that government has not been able to develop a Human Resource Development plan, by whatever name. The statement that PS bodies do not have sufficient capacity to develop sound workforce plans is in line with our findings that capacity for policy development and planning (including work force development) in the PS could be improved.

[7] The two frameworks are contained in the following publications: Public Service Commission (2016 (d)). Handbook, Recruitment and Selection, Senior Executives (2016) Annual Report (2016 – 2017), Apia, Samoa: pp. 23 - 25); Public Service Commission (2016 (e)). Handbook, Recruitment and Selection Manual for General Employees Management Plan 2017 – 2018, Apia, Samoa (p.13).

provides indicators (definitions and/or examples) of each competency. Consequently, the competencies in the frameworks are not measurable.[8]

- **Performance management**: The PS has a performance management system. Due to several factors (including weak management capabilities and absence of effective rewards and sanctions), the PS performance management system is not adequately effective. Managers are not using the full range of available performance management tools effectively. Performance management in the PS places more emphasis on inputs and routine activities rather than on outcomes and innovations. Performance management tends to focus primarily on performance appraisal. Performance appraisals are routine end-of-cycle formalities but are rarely used for decision making. Managers are reluctant to give staff unfavourable performance rating ratings. PS procedures for dealing with breaches of the Code of Conduct are seldom applied, and the process tends to be very long. Absence of incentives and rewards for good performance is having an adverse impact on morale and motivation, programme implementation and service delivery.
- **Compensation management**. The policy of preferential compensation terms for employees of central agencies is very unpopular across the rest of the PS. Recent policies abolishing or curtailing certain entitlements are causing low morale. Spending on PS personnel may be an unstainable burden to the tax-payer.
- **Development management**: The PS does not have a harmonised, government wide framework for staff development. There is no shared vision of how PS training and development activities should be organized, managed, financed, implemented, monitored and evaluated. A culture of continuous learning is lacking in the PS. Budgets do not allocate resources for staff development priorities identified by PS bodies. Only entities with access to donor resources have significant technical training programs. As result, human capital development is ad hoc, fragmented and has no unified approach. Managers and employees equate capacity building with training. Planning of staff development is constrained by inadequate HR knowledge and skills. Training is not always structured based on assessments that identify skills gaps. There is no systematic use of the immense digital resources that are available (sometimes free of charge) for learning and staff development. Training activities are rarely monitored and evaluated to assess impact**.** PS employees need to take greater personal responsibility for their own professional Learning and development needs of senior PS managers and political leadership are overlooked.
- **Other HR issues**: Despite the PSC's clear constitutional mandate, its role in HRM for the PS is strongly contested. PS entities are making strong demands for further devolution of operational HRM functions. Some PS managers suggest that the role of the PS should be restricted to providing training. HRM systems in stand-alone bodies and public beneficial bodies are not open to outside scrutiny.

Leadership capabilities.

Leadership capabilities in the PS could be improved. Weaknesses of management capabilities in the PS [may be] due to inadequate strategic thinking and visioning skills; inappropriate knowledge management; low propensity of managers to re-tool; and inadequate management development and succession planning. The strategic role of leadership has not been emphasized sufficiently. PS managers are very focused on operations, much less on strategic management and leadership. Managers may not be providing adequate leadership of workplace learning. Accountability within the PS is decidedly

[8] Competencies define a coherent set of skills, attitudes and knowledge that are expressed in observable behaviour and have predictive value for the effective performance of a function or a specific role. Competency management is a useful tool to strengthen performance and strategic management. It can contribute to enhance organisational performance in many respects, such as through a more horizontally integrated HRM approach by linking selection, evaluation, training and development, as well as a stronger vertical integration or alignment of people's competencies with the organisational mission and vision (op de Beek, S., and Hondeghem, A. (2010) "Competency Management in the Belgian Federal Government", p.2).

upwards; downward accountability is weak. Morale at senior levels of the PS is low because of lack of job security. PS managers have a cautious approach to change and innovation. Weak management capabilities lead to unsatisfactory outcomes in terms of policy formulation, programme implementation, performance management, governance and unsatisfactory development outcomes.

Financial management.
Samoa has implemented various PFM reforms since 1990s. The latest (2018) PEFA assessment indicates overall improvement in PFM performance over the period 2013 -2018. The Assessment indicates that improvement is needed in budget documentation, public access to fiscal information, medium-term perspective in expenditure budgeting, expenditure arrears, and internal and external audit. Budget execution is centralized at MOF. Businesses (especially small ones) find government procurement forms very complex. They also find that procurement processes take an inordinately long time, and that processing of payments is equally cumbersome and time consuming. PS bodies indicate that slow processes of accessing the budget delay program implementation and quality of service delivery. There is a consensus that revenue collection could be improved. PS bodies are demanding greater devolution of budget execution.

Service Delivery

How services are delivered.
The PS is still characterized by a vertical, top-down management structure. Citizen participation in shaping the strategic and operational plans pf PS bodies and holding government institutions accountable for implementation of service delivery programmes has been limited. Citizens often lack information about the services that they are entitled to receive from government bodies. Almost all PS bodies have service delivery charters or standards, but these policies are not well publicized, not monitored and not updated. Most charters are not even posted on the websites of the respective organizations. Documents and processes for accessing services are sometimes cumbersome or complex for customers. PS bodies generally lack a strong "customer" orientation in their service delivery approaches. Lack of basic competencies, inadequate training, absence of strong professional ethics and lax supervision are common. Incentives for creativity and responsiveness to the needs of citizens and clients have been limited. Application of modern technologies in service design and delivery is limited. Inadequate use of available technology resources is holding back development of critical development sectors such as education, health and energy. Capacity for implementation and monitoring and evaluation of programs is not satisfactory. Focus on outcomes of PS service delivery processes is note adequate. Performance management systems are not adequately effective to ensure consistent quality service. Other barriers to access, which also need to be considered, include social and cultural barriers, such as discrimination against women and the preference of some citizens for traditional healing methods.

Poor service quality disproportionately affects vulnerable groups, such as people with disabilities, women-headed households and the poor. (OHCHR. 2018). Most PS bodies lack effective complaints mechanisms for providing redress to citizens who have complaints about the quality of services. (Public Service Commission 2017(b), Ministry of Finance 2017; Ministry of Finance 2018). There is room for improvement of the quality of service delivery in terms of reliability, responsiveness, timeliness, courteousness, integrity, readiness of public servants to assist persons seeking help, especially the poor, elderly, disabled or other disadvantaged groups; accuracy of information, ease of access to information, flexibility, availability of user-friendliness of systems and effective systems for providing redress to citizens who have complaint about the quality of services provided by state officials and organizations.

What services are delivered?

The Government of Samoa continues to invest substantial resources in building institutions, systems and processes and infrastructure to provide essential services to the population.[9] Government's achievements in improving service delivery are evidenced by the country's high literacy rates, good access to education, reasonable healthcare, near universal access to water and electricity, and absence of evidence of extreme hardship (Ministry of the Prime Minister and Cabinet (2017:30). However, the quality of delivery of services varies from sector to sector, and within sectors. Some citizens are falling through cracks in the service delivery system. There is still considerable scope for further improvement of delivery of public services, particularly in the *following areas*:

Education

Government has invested heavily in education, building infrastructure, increasing teacher salaries, providing scholarships, and funding the School Fee Grant. Nevertheless, the effectiveness of public education and training institutions, in general, has yet to reach optimal levels. Educational outcomes are still below expectations. Achievement of significant aspects of the MESC's minimum service standards remains elusive for most schools. Schools do not always have enough teachers. Teachers are not always properly qualified. Class sizes are sometimes extremely large. Access to early childhood education (ECE) is limited. Enrolment of boys in school is low (MESC 2014). Literacy and numeracy skills are unsatisfactory at all level of the education system, including tertiary education. Dropout rates for all secondary schools and TVET programs are high (Office of Ombudsman 2015:15). Teen pregnancy is increasing (UNICEF 2017:17). School girls who become pregnant are stigmatized and forced out of school (Office of Ombudsman 2015:34). Use of ICTs for instruction and learning is not significant. Although most schools are connected to the SNBH, most schools do not have access to internet (MCIT 2017:9). There is a mismatch between market needs and the labour force that the education system is producing. Education quality impacts on the entire skills pipeline. University graduates recruited by PS bodies often lack essential skills, including writing and analytical skills, required for their jobs. Accountability (for learning outcomes as well as management of resources) is weak. The sector has difficulties in achieving key performance indicators.[10]

Health

While health services are either free or heavily subsidized and affordable for most citizens, access to quality health services is limited by other factors such shortage of doctors (especially specialists) and nurses, lack of appropriate skills and basic competencies on the part of some health professionals, indirect costs (such as transportation costs) and cultural factors, as some citizens in rural areas prefer traditional Samoan healing methods over modern medicine.

Water and sanitation

While access to water and sanitation services is comparable to levels of developed countries, there is still room for improvement across the country, evidenced by high rates of waterborne diseases such as diarrhea and typhoid. Key challenges which the water and sanitation sector needs to address include climate change impacts on water resources; the need to expand the water resources national hydrometric network; the need for greater awareness in relation to hygiene and sanitation issues and the need to improve the quality and maintenance of septic tanks (Ministry of Environment and Natural Resources 2016).

Energy

The national electrification rate is close to 100%. However, the country relies heavily on fossil fuels (accounting for 83% of the country's energy needs), while renewable energy sources provide only 3% of energy needs. Samoa has committed to reach a target of 100% of its electricity from renewable energy

[9] Allocations for education and health were 19.6% and 17% of the FY 2018 – 2019 budget.

[10] Source, Interview, MESC (12 March 2019).

sources by 2025 (Ministry of Finance. (2017). Government is working with Tesla, the renowned innovation and engineering company, in implementing policy.

Justice

Land disputes are not resolved in a timely manner. The incidence of domestic violence, sexual violence (including rape and incest) and child abuse in Samoa is very high and still growing (MWCSD 2013). Six out of ten women experience intimate partner violence and one woman in five is raped (Office of Ombudsman 2018). Ninety per cent of intimate partner violence goes unreported. Eleven percent of women in marry before the age of majority.[11] In 2011, approximately 1 in every 25 babies Samoa was born to a mother aged 15 - 19 (Samoa Bureau of Statistics 2011). Development of a policy on child protection is ongoing. Responsibility for rescuing women and children victims of domestic violence and sexual violence and providing them with accommodation, medical care, education and livelihoods is largely left to an NGO, the Samoa Victims Support Group. A report of the Ombudsman has noted that 'the provision of services by the government for victims of family violence is notable only by its total absence' (Office of Ombudsman 2018: para 9.1). The report further noted that lack of resources for victim support contributes to the normalization of family violence (Office of Ombudsman 2018: section 5). Some communities deal with cases of sexual violence by indiscriminate punishment of both victim and perpetrator, expelling both from their village.

ICT Connectivity

Government has implemented far-reaching policies and programmes to improve the performance of the communications sector, including privatization of the state-owned and operated telecommunications provider, establishing a competitive telecommunications market, increasing wholesale internet access capacity and establishing the Samoa National Broadband Highway (SNBH). These reforms have resulted in better access, cost and quality of ICT (MCIT 2017). However, the SNBH remains underutilized. Access to the Internet is still very expensive compared to most other countries, partly due to the small market, high import duties and the failure of service providers to establish domestic interconnection between their networks (MCIT 2017:10).

Agriculture

The agriculture sector contribution to GDP has declined over the past two decades. Agricultural products have been largely replaced by imported processed foods. Major constraints to agricultural development include lack of capital, lack of market development, and labor shortages (Ministry of Agriculture and Fisheries 2015).

Poverty and unemployment

Youth unemployment and under-employment is high at 16.4% (Samoa Bureau of Statistics 2011)**.** Youth unemployment is particularly acute in rural areas. TVET courses are available only at secondary level for year 12 and year 13 students. The vocational education system is failing to produce enough employees for even low-skill occupations such as in jobs in the tourism and hospitality industry.[12]

There are disparities between rural and urban areas regarding ease of access to services provided by public sector bodies. Residents of urban areas are generally better served. Poor service quality disproportionately affects vulnerable groups, such as people with disabilities, women-headed households and the poor. (OHCHR. 2018).

The causes of less than optimal quality of service delivery by the public sector include (but are not limited to) a weak educational system (at both lower and tertiary levels), financial constraints (leading

[11]UNICEF global databases, 2018, based on Demographic and Health Surveys (DHS), Multiple Indicator Cluster Surveys (MICS) and other nationally representative surveys.

[12] Private sector investors sometimes have to import labour from places such as Fiji or the Solomon Islands.

to inadequate investment), absence of effective human resource development strategies, weak performance management and a cautious approach to embracing innovative approaches to solve key development challenges, including the use of new technologies.

Accountability

Samoa's public accountability arrangements include the courts, the legislature, independent inquiry offices reporting to the legislature, Auditor Office and Office of the Ombudsman as well as internal mechanisms of public sector bodies. Performance management in the PS could be improved. Downward accountability to external stakeholders is generally absent. Trust in accountability mechanisms of PS is weak. On the other hand, oversight bodies (the Ombudsman, the Audit Office and the judiciary) appear to enjoy fairly strong public trust.

Cross-cutting issues

Gender

Women enjoy equal opportunity in the PS and are equally represented at all levels of the PS, including decisions making positions. Mechanisms for dealing with sexual harassment are fairly effective across the PS. While the current legal framework largely guarantees women and girls equality, the contribution of women and girls to national development is still hampered by some practices and attitudes that prevent them from developing their full potential in education, politics and the economy. Discrimination against women is manifested by unequal access to services, constraints on access to justice, gender-based violence and harassment, sexual violence and abuse, unequal access to resources and opportunities and discriminatory gender stereotypes. Gender is not yet effectively mainstreamed in some areas across the PS. Challenges to gender mainstreaming include low awareness and/or priority given to gender concerns; limited capacity for gender analysis and gender mainstreaming; heavy workloads that make people wary to take on new tasks such as gender mainstreaming; large number of government plans, processes and structures that make it difficult to develop a clear roadmap for gender mainstreaming; and weak accountability mechanisms (Crichton 2018). The National Human Rights Institution does not have the ability to effectively monitor and report on gender mainstreaming, primarily due to inadequate human and financial resources (OHCHR.2018: para 13(1)).

Vulnerable groups

The needs of vulnerable groups (especially people with disabilities, women-headed households, the elderly and the poor are not adequately mainstreamed in sector plans and corporate plans. Samoa has a history of disability-inclusive development policies dating back to the 1970s. While data from 2016 census suggest that no disparity exists in respect of access to basic services such as water, sanitation and clean energy sources, they also show that there are significant disparities between the access of persons with disabilities to health care, education, employment and economic opportunities and the access to the same services accorded to persons without disabilities. Persons with disabilities are less likely to have attended school and the majority of those who do attend rarely continue beyond the secondary school level. In terms of economic participation, a significant proportion of persons with disabilities are not employed or seeking employment and very few of those who are engaged are paid for their work. Thus, opportunities of persons with disabilities to improve their livelihoods are limited. (Samoa Bureau of Statistics et al, 2018).

Climate Change

Climate change and natural disasters can have serious and long-term implications for achieving Samoa's national development outcomes as identified in the *Strategy for the Development of Samoa 2016/17-2019/20 (SDS)*, which include the delivery of services within the public administration across the SDS's 4 Priority Areas and 14 Key Outcomes. Samoa has made extensive efforts to ensure resilience to climate change through prioritising the mainstreaming of climate change and disaster risk management into all Government sector-wide approaches, which is reflected in the SDS. The PASP recognises the

importance of mainstreaming climate change and disaster resilience in improving the delivery of public services and establishing linkages to the Climate Change Policy, National Disaster Management Plan (NDMP), the National Environment Sector Plan (NESP), and other relevant policies, sector plans and strategies. The PASP also recognises that the implementation of the Climate Change Policy, NDMP, and the NESP are primarily the responsibility of the Disaster Management Office and Climate Change Division of Ministry of Natural Resources and Environment, which are also responsible for coordinating the mainstreaming of CC/DRM into sector plans. The PSC and the PASP will, therefore, support mainstreaming of CC/DRM when coordinating and facilitating training needs of the public service.

Anti-corruption

At the beginning of reforms of the public sector in the 1990s, integrity, transparency and accountability in the public sector was highly unsatisfactory. The state of integrity, transparency and accountability in the public sector has improved tremendously over the past two decades, largely as a result of the reforms of the public sector undertaken by the government. Nevertheless, integrity in government could be further safeguarded.[13] Legislation on corruption and economic crimes is outdated. Samoa does not have anti-corruption body. Legislation establishing integrity requirements for holding public office is lacing. Research suggests that transparency, administrative simplification, e-Government, high quality audit, effective judiciary, independent media and active civil society organisations are among the most effective antidotes to corruption, by detecting and deterring unethical acts.

Conclusion

The performance of the PS has improved tremendously over the past two decades. PS performance is still unsatisfactory in some areas, despite substantial development budgets. The reasons for the variance between intended development outcomes and results centre around human resource management. The weaknesses of the PS may be attribute to a wide range of factors, including lack of skills, inadequate leadership capabilities, inappropriate institutional design, and unrealistic policy choices.

[13] The United Nations Convention against Corruption (UNCAC) has extensive provisions covering issues such as codes of conduct, anti-corruption agencies, open government, external scrutiny, human resources management, administrative simplification, whistle-blower protection and investigation, prosecution and sanctions. Samoa still has some way to go in most of these areas.

Annex 3

LIST OF DEFINITIONS

Unless otherwise indicated, all definitions are taken from the Samoa Monitoring Evaluation Reporting Framework (2015 Edition).

Activities
Actions taken, or work performed through which inputs such as funds, technical assistance, and other types of resources are mobilized to produce specific outputs that in turn lead to intermediate outcomes and eventually "end of SP" outcomes. The actual significant tasks undertaken to implement a SP design

Capacity building
Capacity building refers to "the process of developing competencies and capabilities in individuals, groups, organisations, sectors or countries which will lead to sustained and self-generating performance improvement".

Constitutional authorities
This category of public bodies comprises the following institutions, the Office of the Attorney General; the Samoa Audit Office; the Office of the Ombudsman; the Public Service Commission and the Office of the Clerk of the Legislative Assembly.

Effectiveness
A measure of the extent to which a program, project or initiative has attained, or is expected to attain, its relevant objectives efficiently.

Efficiency
The notion of getting the highest value out of program or project resources (The SMERF Manual).

'End of SP' outcomes
The "end of SP" outcomes that are expected to be **realistically** achieved in the life of the SP. Note: Sometimes we have unexpected _end of SP outcomes (these may be positive or negative) as a consequence of our SPs!

Evaluability
Extent to which an intervention or program/intervention can be evaluated in a reliable and credible fashion

Evaluation
A process of information collection that tends to focus on the impact of our activities - defined as the systematic investigation of the merit or "worth". The term evaluation in the sector planning context encompasses periodic assessment of the SP or program through a set of applied research techniques to generate systematic information that can help improve performance.

Findings
Factual statements based on evidence from one or more evaluations.

Goal
The higher-order objective to which a program is intended to contribute.

Impact
A change in the condition of biophysical, social, economic and/or institutional assets/circumstances. An impact may be positive or negative, primary or secondary, short term or long term, direct or indirect, and/or intended or unintended.

Indicator
A quantitative or qualitative factor or variable that provides a simple and reliable basis for assessing achievement, change or performance. It is a unit of information measured over time that can help answer questions.

Inputs
The cash and in-kind expenditures to deliver outputs to the initial (and sometimes final) user. Human resources, Funds, Materials, Intellectual property.

Immediate outcomes
The immediate observable changes in as the result of activities, e.g. # of women and men trained in a practice or skill.

Intermediate outcomes
Planned changes in organisations and people in areas such as skills, knowledge, access to information, confidence, motivation, individual and group or organisational practice/policy change. The "steps along the way" to achievement of "end of SP" outcomes. For example, they can include:
Changes in the way institutions, industry groups and systems function; changes in policy and governance.

Changes in individual and group behaviour and practice.
changes in access to knowledge and information and how that information is used.
Increased motivation and confidence to undertake relevant work, improvement in attitudes; and
Increase in skills and knowledge.

Legacy
The enduring consequences of past investments, policies or actions that can be captured and/or bequeathed.

Long Term outcome
The overall changes the GoS and other SP partners are hoping to achieve with the SP. These changes are not expected to be seen during the life of the SP. They flow from the SDS 2016 – 2020. **A desired future condition.**

Outcomes
Changes in practices, policy and social, economic and environmental circumstances that result from the influence of the activities and outputs on the targeted group. Outcomes can be social, economic and/or environmental, expected and unexpected, intended or unintended. Described in the past tense.

Outputs
Results of the inputs/activities that can be adopted or are inputs into achievement of intermediate outcomes; these may be intended or unintended and can be a by-product. A result of project activity e.g. certified individuals as a result of a training activity. Specific achievements or deliverable resulting from an activity (can be interchangeable with Immediate Outcome) e.g. *# of training events successfully delivered*

Public administration
Public administration refers to the aggregate machinery (policies, rules, procedures, systems, organizational structures, personnel, etc.) funded by the government budget and in charge of the management and direction of the affairs of the executive, and its interaction with other stakeholders in the state, community and external environment.

It may also refer to the management and implementation of whole of government activities dealing with the implementation of laws, regulations and decisions of the government and the management related to the provision of public services.

Public sector reform
Public sector reform may be viewed as a series of three things:

- a deliberate plan to change public bureaucracies;
- synonymous with innovation, which is the injection of new ideas and new people in a new combination of tasks and relationships into the policy and administrative process; and
- coping with the uncertainties and rapid changes taking place in the organizational environment (Caiden and Sundaram:2004).

Public sector reform seeks to introduce innovations in terms of modernization, transformation, and professionalism for the improvement of institutions and processes. It involves an effort to fix the problems of the public sector, such as:

- overextension – attempting to do too much with too few resources;
- poor organization;
- irrational decision-making processes;
- mismanagement of staff;
- weak accountability;
- poorly designed public programmes; and
- poorly delivered public services (Schacter 2000; O'Neil 2007).

It must have carefully defined goals and a strategy to attain these goals. Its aim of is to see remarkable improvement in the public service outputs, such as more effective and responsive service delivery.

Public service
Under the Public Service Act,[14] the Samoa Public Service comprises the CEOs (other than the Attorney-General and the Controller and Chief Auditor); Contract employees; Officers; and Temporary employees of 14 Ministries, 1 constitutional body and 3 statutory bodies.[15]

Public sector
The public sector consists of governments and all publicly-controlled or publicly-funded agencies, enterprises, and other entities that deliver public programs, goods, or services. It is not, however, always clear which organizations should be included under that umbrella. Therefore, it is necessary to identify specific criteria to help define the boundaries. The concept of public sector is broader than simply that of core government and may overlap with the not-for-profit or private sectors.

For the purposes of this discussion, the public sector consists of Ministries, Statutory Offices, Constitutional Authorities, State Owned Enterprises and quasi-government entities.

[14] Act No. 14, 2004.

[15] Article 20 (a).

Sector Wide Approach to Planning (SWAp)
The defining characteristics of a SWAp are that all significant public funding for the sector supports a single sector policy and expenditure programme, under government leadership, adopting common approaches across the sector, and progressing towards relying on government procedures to disburse and account for all public expenditure, however funded. The working definition focuses on the intended direction of change rather than just the current attainment (Foster and Mackinosh-Walker 2001).

Stakeholders
Agencies, organisations, institutions, entities, groups and individuals who influence or who are directly or indirectly influenced or affected by a project or programme can be defined as stakeholders.

Strategy
Broadly stated means of deploying resources to achieve outcomes and goals.

State-owned enterprises
State-Owned Enterprises (SOEs) are corporate entities recognised by national law where, for various reasons, the state exercises control. SOEs often combine commercial and non-commercial objectives. The ownership arrangements and the governance structures vary across sectors. The State could exercise control either by being the ultimate beneficiary owner of the majority of voting sharing or through other means. Examples of an equivalent degree of control include cases where legal stipulations or corporate articles of association ensure continued State control over an enterprise or its board of directors in which it holds a minority stake (OECD 2015). SOEs can therefore include; the following categories: companies fully owned by public authorities; corporations where public authorities have a majority share; and entities where public authorities retain a minority share but have special statutory powers. Samoa's public sector includes 28 SOEs. These 28 entities are classified as either Public Trading Bodies (19 in number) or Public Beneficial Bodies (8 in number).[16] These entities are listed in **Annex 2.**

Statutory bodies
There are 4 statutory bodies established in Samoa. These include the Samoa Law Reform Commission; the Office of the Electoral Commission; the Samoa Bureau of Statistics and the Office of the Regulator. These bodies are established by the Law Reform Commission Act 2008, the Electoral Act 1963, the Statistics Act 2015 and the Telecommunications Act 2005.

Whole of Government Approach
"Whole-of-Government perspective" in relation to policy analysis and assessment means critically examining and appraising individual Ministry initiatives and proposals not only from the Ministry's portfolio interests but also, beyond that, from the totality of objectives that apply to, and are shared by all, across Government. This means, for example, that in terms of "development" it is not enough, when submitting investment proposals, simply to highlight projected positive contributions to growth in Samoa's total economic worth or Gross National Product or in per capita income, and to employment creation and export earnings.

As emphasized in both the SDS and PASP, it is development embracing its total aspects, including economic, social, cultural, ethical, environmental, and equity considerations. In other words, development that contributes to improving the quality of life of the people and policies to ensure that opportunities and benefits are equitably spread throughout the country and to all sections of the population. So, the overall emphasis in this comprehensive and collective approach to policy-making is on thorough consideration of all the issues involved from a broad perspective, wide-ranging consultations with all relevant stakeholders, and central focus in the recommendations and advice on

[16] Public Bodies (Performance and Accountability) Act 2001 (Samoa), S. 1.

the national good and the most effective use of the nation's resources to achieve policy objectives (Definition taken from Cabinet Handbook, Government of Samoa).