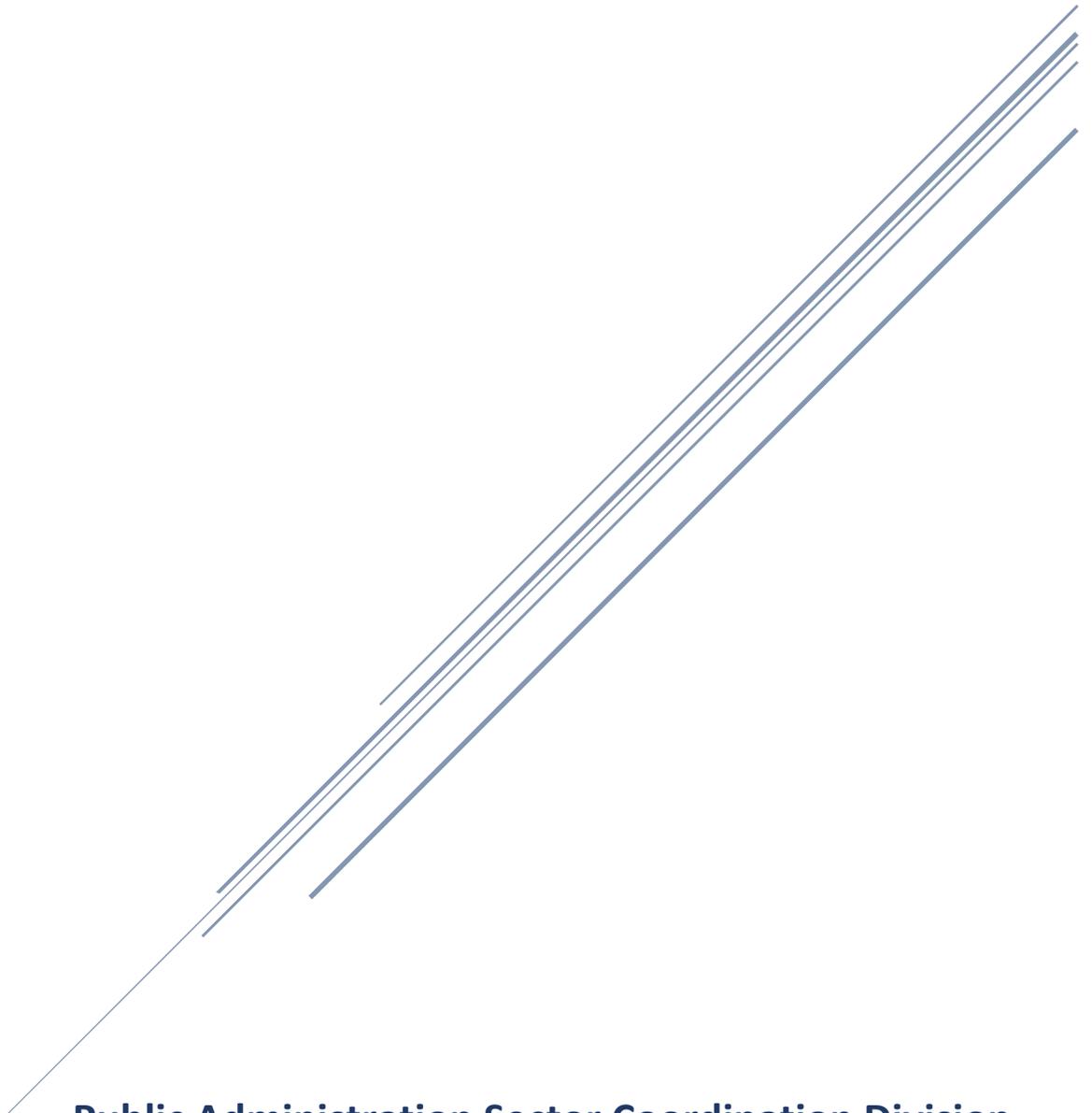**Public Administration Sector Plan 2020/21 – 2024/25**

**Annual Review Report FY2020/2021 (July 2020 – June 2021)**

**Public Administration Sector Coordination Division**
**2021**

# Introduction

Sector planning was a key component of the 2008 *Public Finance Management Reform Plan* (PFMRP). The PFMRP had been developed by the Ministry of Finance to strengthen public financial management systems and the efficient use of Government resources. The 2015 Sector Planning Manual lists 14 Sectors for the purposes of sectoral planning in Samoa (sectors are defined and grouped according to the types of goods or services produced, and not according to the structure of the public administration). The following diagram of the government's national planning framework shows the interlinkages between Sector Plans, and in this case, the PASP, and other agency-specific strategic documents:

**Strategy for the Development of Samoa**

**Sector Plans (Sectoral Level)**

**Corporate Plans (Ministry Level )**

**Management Plans (Divisional Level)**

As the work of the public administration is overarching and cuts across all disciplines and sectors, it is difficult to assign the same to a specific priority area. However, for planning and reporting purposes, and in accordance with the Strategy for the Development of Samoa, the Public Administration Sector falls under the Economic Priority Area, contributing to achieving key outcome 5, to enhance private sector participation and development.

# The Public Administration Sector

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 1.**

As of June 2020, there were approximately 10,027 employees in Samoa's public sector workforce (53 agencies in total); 9,069 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; according to the IMF, government spending contributes more than 43% of GDP. The Government over the years has been consistent in its approach to keep its wage bill within affordable limits, through abolishing or curtailing certain financial staff benefits, including annual salary increments on account of good performance, sick leave and annual leave payments at the end of every contract for senior executives. Much of this of course come at the dismay of public servants noting that the changes have and continues to affect staff morale and performance.

## Institutional Arrangements

The Public Administration Sector Steering Committee is chaired by the Office of the Public Service Commission, and consists of representatives from the Ministry of the Prime Minister and Cabinet, the Ministry of Finance, the Ministry of Women, Community and Social Development, the Ministry for Public Enterprises, Samoa Bureau of Statistics, Ministry of Education Sports and Culture, Ministry of Communications and Information Technology, the National University of Samoa, the Samoa Umbrella for Non-Governmental Organizations representing the civil society (SUNGO), and the Samoa Chamber of Commerce & Industry Inc as the National Private Sector Organization (SCCI).

The inclusion of civil society and private sector representation at the Sector governance level is to ensure the Government is held accountable for the implementation of the PASP. This should improve public-private-civil society dialogue to help achieve the key outcomes noted in the SDS.

There is a PASP Working Group which consists of senior managers and middle management representatives from the same agencies mentioned above. The frequency of meetings depends largely on reporting timeframes, where specific personnel responsible for each activity provide updates to the Secretariat to compile for the Steering Committee's information and decision.

# PASP 2020/21 – 2024/25

The Public Administration Sector Plan 2020/21 – 2024/25 (PASP) was launched in April 2020. The PASP was developed according to the key findings of a 3-phased review supported by the Samoa Governance Support Program.

The long-term outcome of the PASP is to have a trusted, citizen-focused, public administration. There is no doubt that public administrations worldwide strive for the same thing; to remain fit for purpose, to continue to evolve to meet citizen expectations. Samoa's public administration is no different.

The current PASP is the 3rd Plan since its inception. In hindsight, the current long-term outcome mirrors similar hopes the Sector had set out to achieve some 15 years ago; that is, to ensure services provided by government meets the needs of our people.

The Plan has 3 overarching end of sector plan outcomes, 6 objectives, and 58 activities to be implemented and realized within a 5-year timespan. The outcomes are listed below:
- Better public services;
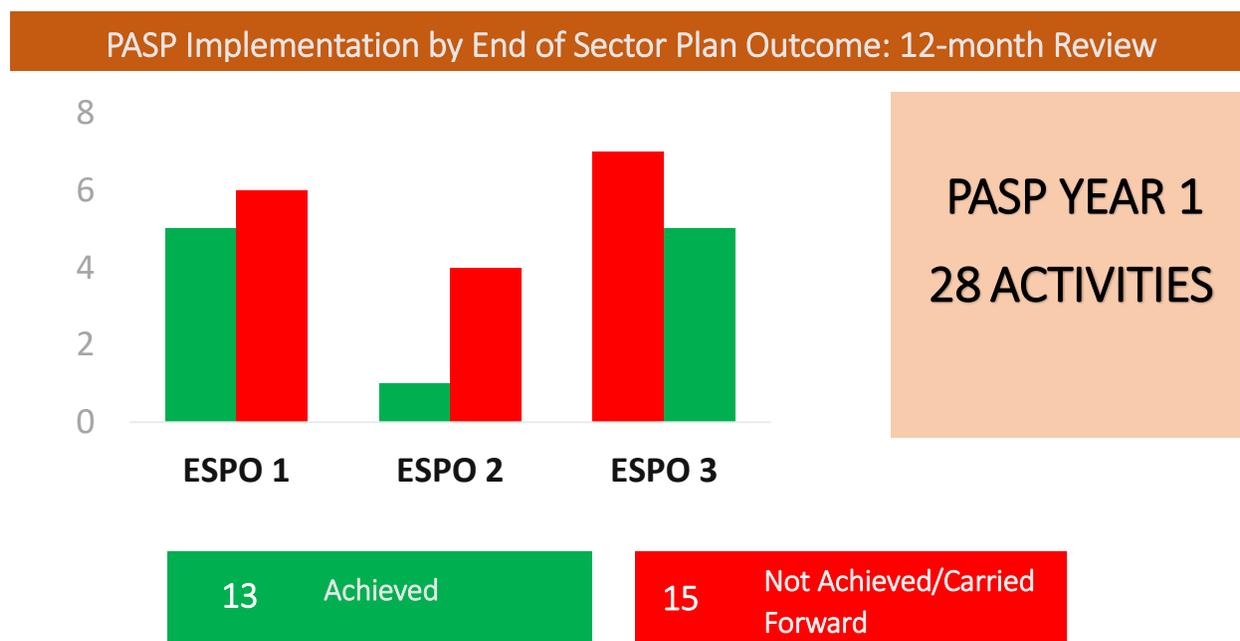- Better public policies;
- Skilled workforce.

The Government anticipates that the Plan and the activities therein, if implemented well, will improve policy making, human resource management, and transformative leadership. It also aims to improve the 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.

## PASP Year 1 Review

The current PASP has a strong emphasis on standardising frameworks and policies across the public administration. This is evident with the involvement of the Ministry for Public Enterprises as a co-implementing agency to almost all of the activities in the Plan. This also echoes the intentions behind the critically delayed One Policy work, ensuring that there is a level of uniformity with some of the processes applied across the whole of government, and to human resources, in particular.

Twenty-eight activities were scheduled to be implemented in the first Year of PASP, this being FY2020/21. With the exception of a few activities, the majority are large-scale in nature and cannot be implemented within a single financial year. It should be noted that most of the scheduled activities had been broken down into more manageable sub-activities in agency Corporate and Management Plans. These were designed to be implemented over several phases, with the majority expected to be completed by Year 4 or 5 of the Plan.

Therefore, what is being reported in the subsequent sections are what agencies had planned to implement within FY2020/21. The following infographic provides a summary of implementation as of June 2021.



PASP Implementation by End of Sector Plan Outcome: 12-month Review

PASP YEAR 1

28 ACTIVITIES

| 13 | Achieved |
| 15 | Not Achieved/Carried Forward |

## End of Sector Plan Outcome 1 – Better Public Services

PASP is and remains committed to improving service delivery. That is, improving the way services are delivered, client/customer awareness of services offered by government, how they can access, and how they can express dissatisfaction by way of complaints.

To fully realize the first end of sector plan outcome, 11 activities were planned for Objectives 1.1 – 1.3; these were to be co-implemented by the PSC, MPE, MCIT and MWCSD. In summary, 5 activities had produced expected outputs planned for Year 1; 6 did not, and will be carried forward to Year 2 of the Plan.

| End of Sector Plan Outcome | Activity | Expected output indicators for Year 1 (2020/21) | Results achieved | Reasons if progress below target | Recommendations and proposed action |
|---|---|---|---|---|---|
| Better public services | Identify baseline standards for service delivery that will guide the development of service charters across the public sector | • Baseline standards identified through surveys conducted<br>• Service delivery standards framework developed | PSC and MPE have identified baseline standards through results from the Client Satisfaction Survey 2014, the Government Service Delivery Survey 2016, an assessment of service charters collected from government Ministries and SOEs (those who had existing service charters).<br><br>Service delivery standards framework developed | | PSC and MPE to present to NPCC on baseline standards and Complaints Management work.<br><br>PSC and MPE to prepare Cabinet submission to officially approve the Policy and implementation plan |
| | Develop and implement a government wide Complaints Management Policy and complaints registers | • Complaints Management Policy developed<br>• Complaints register developed | Complaints Management policy developed by PSC and MPE<br><br>Complaints register developed | | As above |
| | 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 | • Number of capacity building programs developed and conducted for 'Sui-o-Nuu/Sui-o- | None | Implementing agencies had not discussed implementation plan for this activity. | MWCSD and PSC to discuss implementation plan for this activity, and to specify a baseline and target to update the M&E framework. Carry |

| End of Sector Plan Outcome | Activity | Expected output indicators for Year 1 (2020/21) | Results achieved | Reasons if progress below target | Recommendations and proposed action |
|---|---|---|---|---|---|
| | services in both Upolu and Savaii | Tamaitai' to be the focal point for government services in both Upolu and Savaii | | | forward to Year 2 of PASP |
| | Conduct survey of citizen satisfaction with public service delivery and perceptions about corruption. | • Survey conducted biennially | SBS and PSC have had discussions on questionnaire design, survey methodology and possible support through UNICEF (MICS Plus)<br><br>SBS have confirmed the use of CATI methodology for this survey | | SBS to confirm timing and other logistical details, and any other support needed from the Steering Committee |
| | Develop a standardized ethics/integrity framework for senior managers across the PS | • Standardized framework developed<br>• Types of ethics frameworks reviewed (jurisdictions) | PSC has developed a first draft of the framework as a baseline for discussion with MPE and other supporting agencies | PSC and MPE have yet to meet to discuss workplan for this activity | PSC and MPE to confirm workplan and scheduling of milestones for activity |
| | Development and enactment of a right to information law | • Right to information law developed | MCIT currently taking the lead in the development of the Freedom of Information Policy, with support from UNESCO. This will provide the framework for the development of | | PSC and MCIT to confirm workplan and scheduling of milestones for activity |

| End of Sector Plan Outcome | Activity | Expected output indicators for Year 1 (2020/21) | Results achieved | Reasons if progress below target | Recommendations and proposed action |
|---|---|---|---|---|---|
| | | | the legislation, which PSC will lead. | | |
| | Develop and disseminate guidelines across the PS on reporting abuse of office or failure to comply with service | • Guidelines developed and disseminated across the public sector | None | Unforeseen work delays due to factors outside of PSC's control | PSC to confirm workplan and scheduling of milestones for activity |
| | Develop guidelines for parallel investigations within the PS | • Guidelines for parallel investigation within the Public Sector developed | Discussions have been held with regional PSC's like the Australian PSC, NZ PSC, to learn of best practices and existing frameworks that Samoa can possibly mirror or contextualize | | PSC to confirm workplan and scheduling of milestones for activity |
| | Finalize government-wide communication strategy for policy development | • Communication Strategy for Policy Development developed | Communication Strategy developed and implemented by MPMC.<br><br>Strategy shared with the Steering Committee. | | |
| | Develop reporting tools to help implementing agencies report effectively on PASP implementation | • Number of tools developed for reporting<br>• Type of reporting tools developed | Word/excel-based reporting template developed and adopted for Sector reporting | | PSC to look into web-based tools for reporting |

| End of Sector Plan Outcome | Activity | Expected output indicators for Year 1 (2020/21) | Results achieved | Reasons if progress below target | Recommendations and proposed action |
|---|---|---|---|---|---|
| | Produce and publish PASP Newsletter every quarter. | • Timely production and dissemination of newsletter | 4 newsletter editions produced and disseminated sector-wide through emails, website and PSC facebook | | |

## End of Sector Plan Outcome 2 – Better Public Policies

Developing good public policies have been another key emphasis of the public administration sector since its inception in 2007. Government programs in this particular priority area have focused on improving the policy development process, frameworks, skills and the overarching political landscape we operate in. It has done so by putting in place initiatives to build the professionalism and knowledge of its public servants, building a culture that values data and information, and strengthening national, regional and international partnerships to identify practical solutions to its problems.

The 5 activities listed below and under Objective 2.1 is a continuation of the government's ongoing commitment to meeting citizen needs and expectations, through good public policy. In summary, 1 out of 5 planned activities had produced the expected outputs earmarked for the first year of PASP, as shown in the table below. The rest of the activities will be subsequently carried forward to Year 2.

| End of Sector Plan Outcome | Activity | Expected output indicators for Year 1 (2020/21) | Results achieved | Reasons if progress below target | Recommendations and proposed action |
|---|---|---|---|---|---|
| Better public policies | 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. | • Feasibility Assessment Completed | None | The assessment was initially planned to form part of the Review of the roles, responsibilities and authority of the PSC. However, the Consultants had advised that there was not enough information and evidence to help them form an opinion. | PSC and MPMC to discuss a way forward. |
| | 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 review competed | There are parallel legislative reviews in progress for the Public Service Act, the Public Bodies Act, the Ministerial and Departmental Act, and other overarching legislations. There are no immediate plans to conduct a wholistic review based on a | | PSC, MPE, MPMC to discuss and agree on clear objectives of legislative review; develop workplan and specify milestones and timeframes. |

| End of Sector Plan Outcome | Activity | Expected output indicators for Year 1 (2020/21) | Results achieved | Reasons if progress below target | Recommendations and proposed action |
|---|---|---|---|---|---|
| | | | unified vision for the public administration. | | |
| | Increase awareness of, and compliance with, the updated Cabinet Handbook | • Cabinet handbook reviewed | Cabinet handbook has been reviewed and a final draft has been produced for endorsement by CEO. | | MPMC to confirm with Secretariat once final draft of Handbook is endorsed. |
| | Develop the GESI Framework as a tool to evaluate public policies from a gender perspective and those classified as vulnerable groups | • GESI framework developed & Increased mainstreaming of gender in public policies | None | Implementing agencies had not discussed implementation plan for this activity. | Carry forward to Year 2 of PASP. MWCSD to develop and confirm workplan for this activity. |
| | Develop a Guide on Machinery of Government changes (MOG) | • Machinery of Government guide developed | Research and desk review have been conducted | | Carry forward to Year 2 of PASP. PSC to confirm workplan. |

## End of Sector Plan Outcome 3 – Skilled Workforce

The Assessment of the State of the Service Report 2019 notes that government agencies have gaps in skills of its human resource, with a corresponding impact on productivity. It further notes that agencies are not adequately innovative in making optimal use of already available human resources, finance and technology. Against that backdrop, the Sector recognizes that the government is only as good as the public servants employed to deliver services, and must therefore ensure its human resource management frameworks are sound and practical to support the same.

Twelve activities related to ESPO 3 had been planned for Year 1; 10 activities under Objective 3.1, and 2 under Objective 3.2. Both objectives aim to strengthen the human resource management frameworks already in place, as well as the skills and leadership capabilities across the board. These activities were designed in a way that ensures the public administration emphasizes a culture of continuous learning, innovation, and cross-sectoral leadership.

In summary, 7 activities had produced expected outputs as planned for Year 1; 5 activities did not and will be carried forward to Year 2.

The following table provides a summary of progress as of June 2021.

| End of Sector Plan Outcome | Activity | Expected output indicators for Year 1 (2020/21) | Results achieved | Reasons if progress below target | Recommendations and proposed action |
|---|---|---|---|---|---|
| Skilled workforce | Complete review of human resource management frameworks in the public sector from a results-based perspective | • Phase 2 & 3 of the review of the human resource management frameworks completed. | None | This activity could not be completed as it was partly dependent on the findings of the review of the role of the PSC, as well as the review of the Job Classification System. | Carry forward to Year 2. PSC and MPE to discuss way forward, revise KPI and establish baseline and target to update PASP M&E framework. |
| | Develop a uniform job evaluation method to be applied across the public sector | • Uniform job evaluation method developed | Review of Job Classification System was completed. There are recommendations in that report that have bearing on this work. | | Activity carried forward to Year 3 of PASP. |
| | Develop a standard organizational performance assessment tool for the sector | • OPAIT developed | OPAIT has been developed by PSC and MPMC; the final tool is now awaiting approval and endorsement for implementation | | PSC and MPMC to confirm details of implementation plan and roll out. |
| | Develop and submit for Cabinet's consideration and approval a performance reward | • Performance reward policy developed | Performance reward policy developed by PSC. The Policy will be | | PSC and MPE to confirm |

| End of Sector Plan Outcome | Activity | Expected output indicators for Year 1 (2020/21) | Results achieved | Reasons if progress below target | Recommendations and proposed action |
|---|---|---|---|---|---|
| | policy for exceptional performance | | shared with MPE to contextualize for SOEs.<br><br>It has yet to be submitted to Cabinet, given the political situation at the moment. | | implementation plan and roll out. |
| | Identify and adopt uniform standards for grievance management across the sector | • Grievance management improved and standardized across the sector | None | PSC and MPE have yet to be meet due to other priorities, however the grievance management process used for the public service will be used as a baseline for this work. | Carry forward to Year 2 of PASP. PSC and MPE to confirm workplan. |
| | Develop a standardized induction program for the sector | • Standardized induction program developed | Review of existing Induction Program and Manual has started. | | Carry forward to Year 2 of PASP. MPE and PSC to discuss objectives and workplan for this activity. |
| | Identify standard high-level values that will be recognized and applied across the sector | • Standardized high level values applied across the PS | Data from SOEs on what values are currently being adhered have been collected by PSC and MPE. | | PSC and MPE to discuss workplan for Year 2 and finalize standard values to be applied across the sector. |

| End of Sector Plan Outcome | Activity | Expected output indicators for Year 1 (2020/21) | Results achieved | Reasons if progress below target | Recommendations and proposed action |
|---|---|---|---|---|---|
| | Identify and consolidate financial and technical support towards human resource development | • Increased financial and technical support for human resource development. | While there was no consolidation, technical and financial support were identified and made available through partnerships with several development partner agencies such as USAID-Climate Ready, DFAT-Samoa Governance Support Programme-UNSW, NZAID, Singapore-Civil Service College | | PSC to establish a baseline and target for next FY/PASP Year 2 |
| | 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) | • Number of training designed and delivered;<br>• Number of other staff development programs designed and delivered;<br>• Number of programs delivered within each Financial Year | PSC Calendar of Training<br><br>5 donor-sponsored programs (Asset Management, Project Preparation, Cert IV in Resilience, Cert IV in Procurement, Senior Executive Development Program (UNSW)) | | PSC to establish a baseline and target for next FY/PASP Year 2 |
| | | | | | |

| End of Sector Plan Outcome | Activity | Expected output indicators for Year 1 (2020/21) | Results achieved | Reasons if progress below target | Recommendations and proposed action |
|---|---|---|---|---|---|
| | Develop a list of specialized professions in the PS and identify measures to strengthen technical career pathways | • List of specialized technical professions identified. | 2 specialized professions in the public service added to the growing list of specialist positions (vets and nurses) | | PSC to establish a baseline and target for next FY/PASP Year 2 |
| | Review contract template, terms and conditions of service (including entitlements) of senior managers across the PS. | • Contract template, terms and conditions of service for senior managers reviewed | PSC SES confirmed there have been ongoing reviews throughout the financial year. | | PSC to confirm number of reviews conducted to establish baseline and target for Year 2. |
| | Review contractual mode of employment (term), and feasibility of other types of employment (permanent vs contract) across the PS | • Review of mode of employment completed | This was captured in the review of PSC Report. There are also recommendations mentioned in RT Report Final Report 2019. | | PSC to confirm way forward and timeframe to update M&E framework of PASP. |

## Challenges

FY2020/21 was a challenging year for the Sector, particularly with the unprecedented impact of the measles epidemic, the COVID-19 pandemic and the political uncertainties stemming from the national elections.

Extensive shifts were made to organizational priorities as agencies worked to reprioritize activities and work programs, as a result of the above. Activity schedules were affected, either by a shift in strategic direction, administrative and procedural delays, or unforeseen organizational changes. These were exacerbated by the fact that most agencies did not have well-designed risk management plans in place to take account of the same. Therefore, it is fair to say that these issues were mostly outside of the Sector's control.

In addition, during the PASP Working Group discussion, it was clear that implementing agencies required additional coordination and facilitation support to make progress. This was particularly true for activities co-led by 2 or more agencies, where lead officers were unsure of where or how to start, as well as whether there was a right approach to take. While the Sector had used terms such as co-implementing and co-leading, most agencies found it challenging to put into practice.

In relation to the above point, it was clear that the barriers identified in the Assessment of the State of the Service Report 2019 were still very much present. While government has advocated for whole of government coordination and programming, there is still evidence of agencies being internally and operationally focused. Based on the Working Group discussions, as well as the 2019 Report, there is a gap in terms of a unified vision for the public administration. If this is not addressed, agencies will continue to question the value of sector planning in such a broad area like the public administration.

In the previous PASP 2013/14 – 2017/18, we had noted the importance of developing Risk Management Plans (RMP) as part of the planning phase to take into account unexpected delays or issues. We will reiterate that message here. It is imperative that agencies create a platform to bring stakeholders together to identify, analyze and propose ways to alleviate risks associated with the implementation of each activity. More importantly, these will need to be communicated with the Sector Coordination Division to bring to the attention of the Sector Steering Committee for their information and necessary action.

## Way Forward

Going forward, agencies will need to exercise prudence when designing, implementing and communicating programs and activities. There is a need to reconsider objectives to align with available resourcing, anticipating extreme changes as a result of the pandemic and the political situation we currently face.

Beginning in Year 2 of PASP, the Sector Coordination Division will work with assigned personnel to develop clear workplans for each planned activity. A schedule of working sessions will be developed and sent to the PASP Working Group to note and follow. These will be dedicated to program planning and scheduling. This, in our view, should make periodic reporting clearer and quicker for all parties involved, to avoid delays in implementing the activities, as well as reporting to the Steering Committee.

## Recommendations

All in all, the Sector has done well against a challenging backdrop, especially in its first year of implementing the new Public Administration Sector Plan.

Finally, we seek the support of our civil society and private sector representatives in providing informed and endorsed submissions on public policy issues that may inform a review of Government processes to suit public demands from time to time. Submissions may be delivered to the Secretariat directly or submitted through the PASSC representatives.

Annex 1:

Scope of Government Agencies included in the Public Administration Sector (as of July 2020)

| 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[1] | 15. Attorney General |
| | 16. Legislative Assembly |
| | 17. Ombudsman |
| | 18. Audit Office |
| | 19. Public Service Commission |
| Statutory Bodies | 20. Office of the Regulator |
| | 21. Samoa Law Reform Commission |
| | 22. Samoa Bureau of Statistics |
| | 23. Electoral Commission |
| *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 |

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

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|---|---|
| | 36. Polynesian Limited/Samoa Airways |
| | 37. Public Trust Office |
| | 38. Samoa Airport Authority |
| | 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 |