

# **End-of-Program Review of Samoa's Public Sector Improvement Facility (PSIF)**

**30 April 2013**

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## Executive Summary

The goal of Samoa's Public Sector Improvement Facility (PSIF) has been to improve the efficiency & effectiveness of the country's Public Service to support national development. More specifically, its purpose has been to strengthen cooperation and collaboration between public service agencies (and between them, the private sector and civil society) in identifying and addressing critical constraints within the public sector to effective service delivery through a range of institutional strengthening initiatives.

This end-of-program Review assesses the impact of PSIF-funded activities on the public sector in Samoa to help determine how effective the Facility has been in achieving its goal and purpose.

The findings of the Review will inform a decision by the Partners on future support to the public administration sector, while its recommendations will inform decisions on the future direction of that support.

In assessing the 35 projects the PSIF has funded since its inception in 2005, the Review found that the results were mixed, in that:

- the impacts of some agencies' projects have been extremely beneficial;
- most agencies have achieved improvements they considered important in terms of their own priorities;
- some agencies have struggled or failed to achieve enduring improvements from their projects.

Overall, the Review concluded that the PSIF:

1. has delivered a range of benefits which have improved the ability of the Samoan public sector to meet the objectives of the *Strategy for the Development of Samoa*, and of relevant sector plans and corporate plans;
2. as a country managed facility which operates on a semi-autonomous basis, has been a more effective modality for achieving widespread and sustainable benefits than the previous approach (which involved a series of Institutional Strengthening Projects in individual Ministries);
3. the initial investment of A\$10m by Australia and NZ\$5m by New Zealand for a five-year improvement program (as later supplemented and extended) has provided value for money - particularly so in comparison with the previous approach in Samoa and with the relative costs and benefits of public sector reforms in other countries.

In relation to the governance, management and operations of the PSIF itself, the review identified the following strengths and weaknesses:

Strengths:

- The aid modality – of a country-managed facility of the “Sector/Program” type:
  - aligns well with the *Paris Declaration on Aid Effectiveness* and with Samoa's *Development Cooperation Policy*;
  - is more able to readily access technical assistance than many agencies can;
  - is less cumbersome than Budget Support currently is;
  - is the most appropriate approach for a public sector improvement program in the context of Samoa.
- A number of projects have delivered unidentified benefits by:
  - fostering ‘twinning’ relationships with counterpart agencies in New Zealand and other countries, which should also help address transnational issues such as tax evasion and skilled migration;
  - building enduring networks across Ministries and agencies.

Weaknesses:

- Documented evidence on the impacts of projects is not strong due to the lack of maturity in evaluation (including an absence of baselines, methods of objectively measuring impacts and skills in analysing and communicating learnings).
- Even where there is clear evidence of positive impacts, there has been little communication of these to stakeholders, including within the agency managing the project.
- There is a common perception that the Government has not taken ownership of a public sector improvement agenda, despite efforts by Ministry of Finance and others to push elements of it.
- Insufficient guidance from the *Public Administration Sector Plan 2007-2011* on improvement priorities and their proposed sequencing and implementation responsibility has contributed to the PSIF taking a project-driven approach to public sector improvement, rather than a more proactive program-driven approach.

To address these strengths and address the weaknesses, the Review recommends that:

1. future support for public sector improvement in Samoa should continue to be through a country-managed facility, but one that adopts a more proactive program approach, as detailed below;
2. the Facility is guided by a proposed *Public Sector Improvement Program* that is developed to support the Public Service Commission's proposed new *Public Administration Sector Plan* and, as appropriate, the *Public Finance Management Reform Program* and any associated whole-of-government reform programs, such as SOE reform and the non-technical aspects of Sector Plans. This Program would:
  - a. set out a prioritised, sequenced and coordinated reform agenda across the public sector;
  - b. take account of:
    - i. advice on a reform roadmap from the Central Agency Committee;
    - ii. non-technical elements of the other Sector Plans;
    - iii. cross-cutting issues that may not be covered in the proposed new *Public Administration Sector Plan*, or not covered in sufficient detail;
    - iv. gaps in existing ISPs;
    - v. the benefits of maintaining or refreshing previous interventions;
  - c. work closely with the Public Service Commission in:
    - i. implementing this Program and exchanging information on emerging reform priorities and cost-effective improvement opportunities;
    - ii. supporting the Commission to undertake a whole-of-government training and development needs analysis to identify common needs that could be targeted on a program basis - and which have the secondary benefit of helping build networks across Ministries and agencies, as well as the private sector and NGOs;
  - d. leverage funding and create learning opportunities by encouraging projects that bring together teams from multiple agencies within a Sector and technical advisors to work on implementing priority but unfunded projects identified in the Sector Plans;
  - e. identify Ministries and agencies that would benefit from projects that build relationships with their counterparts in the region, including opportunities for staff secondments and interchanges;
3. the Facility ensures that project submissions or designs have an adequate methodology for objectively measuring the level of improvement against their objectives and for communicating the benefits achieved to relevant stakeholders. The evaluation methodology would include having baselines in place as a condition of project approval. Such baselines could range from a simple statement that, for example, "no no-fault divorces are currently issued" to a more

complex one that requires proximate measures as well as final outcomes that only become apparent well after a project is completed;

4. the Facility provides and promotes a resource to help Ministries and agencies develop their capacity to evaluate projects and programs, whether those evaluations are required by the Facility itself, a Sector Plan, or as a matter of good practice;
5. in accordance with Cabinet's decision in November 2012, that the Secretariat for the Public Sector Administration Plan, and responsibility for leading the implementation of the Plan, move to the Ministry of the Prime Minister and Cabinet within two years, the Facility remain in that Ministry.

# 1. Introduction

This report provides the findings of the end-of-program review of Samoa's Public Sector Improvement Facility and makes recommendations in relation to a possible second phase of the Facility or a replacement one.

## 1.1 Background to the Review

Since the PSIF was established in March 2005, three reviews have been conducted. They were:

- 1<sup>st</sup> Year Progress Review (2006) – assessed the performance and responsiveness of the Facility to public sector improvement needs and provided advice on future directions, structures, policy and procedures.
- 2<sup>nd</sup> Year Review of Transitional Support (2007) – assessed whether or not the capacity of the Facility Management Unit had been built to the point that transitional support could be phased out, the timetable for this phasing out and the performance of the program in achieving the goal and purpose of the PSIF.
- 3<sup>rd</sup> Year Independent Progress Review (2009) – assessed the past and current progress of the Facility to identify, review and document inputs, activities, outputs and problems faced by the PSIF and the extent to which expected outcomes and benefits were likely to be achieved.

The 2009 Review confirmed that the PSIF was an innovative development initiative that has supported a number of successful activities within the original context of the design. It has “provided a strong foundation for current and ongoing collective commitment to a country led, participatory and inclusive process based on partnership and empowerment”. While the PSIF has successfully impacted upon improved service delivery it was generally felt that:

- there was more potential to better support Government requirements within a sustainable framework;
- that there a need to transition the PSIF into a more appropriate modality able to more seamlessly work within and across the public sector and economic reform framework;
- there were opportunities to further strengthen the partnership allowing stronger alignment and articulation of the delivery strategy to sustain economic and public sector reform in support of better service delivery in Samoa.

Before considering these opportunities, the three Governments have agreed there is a need to assess the impact that PSIF-funded activities have had on public sector improvement and what direction additional PSIF support should take in the future. Moreover the *Public Administration Sector Plan 2007-2011* is in the process of being reviewed. One of the outcomes anticipated from this review will be identifying future priorities for the public administration sector and how best these could be met - whether it be by a second phase of the PSIF or some other mechanism.

## 1.2 Purpose of the Review

After seven years of implementation, the Partner Governments are keen to see the impact of PSIF - funded activities on the public sector in Samoa. Assessing the impact and evaluating the outcomes of PSIF-funded projects on public sector improvement will help determine how effective the Facility has been in achieving the high level goal and purpose for which it was established. The Review should not only assess reform impacts but also identify in which sectors these have been a success and which have not; from there provide a future direction for reforms.

This impact assessment will inform the Partners as to whether or not the PSIF has achieved the goals and purposes for which it was set up. Most importantly it will inform a decision on future support to the public administration sector.

### 1.3 Objective and Tasks

The objective of this review is to provide the three Governments with an assessment of the impact that PSIF-funded activities have had on public sector improvement in Samoa.

This is to be achieved by:

**Task 1:** Reviewing the effectiveness of outcomes of all PSIF-funded activities on public sector improvement. It is anticipated that the Review will use indicators from the current M&E Framework to measure this impact. These indicators must be consistent with the goals and objectives of the PSIF as described in the Tripartite Arrangement. They must also be aligned (relevant) to the goals and objectives for public sector improvement documented in Samoa's *Strategy for the Development of Samoa* and where appropriate the *Public Administration Sector Plan 2007-11*.

**Task 2:** Reviewing the effectiveness of the PSIF as a technical cooperation modality for delivering assistance in support of public sector improvement and its governance and management processes.

**Task 3:** Making recommendations about future modalities for delivery to assist the Government of Samoa to meet its public sector improvement priorities.

#### 1.3.1 Outputs

The milestones for the Review were:

- An agreed workplan – 20 February 2013
- Presentation of key finding – 1 March 2013
- Draft report - 15 March 2013
- Final report – 29 March 2013.

Accordingly, the Review has provided:

- the draft workplan on 13 February, with a revised version on 15 February taking up feedback received;
- an aide memoire and oral de-briefing on the preliminary findings of the consultation phase to the Facility Coordinating Committee on the final day of the in-country work, 1 March 2013;
- a draft report on 15 March 2013;
- this final report which takes up feedback from members of the Facility Coordinating Committee on the draft report.

This report outlines the Review's findings and recommendations for consideration by the Facility Coordinating Committee.

## 1.4 Methodology

The Review adopted a results-oriented approach to identify lessons learned and to consider the effectiveness of the PSIF as a modality for the delivery of technical cooperation assistance.

It used the PSIF M&E Framework and Strategic Framework as the basis for measuring the impact that PSIF-funded activities have had on public sector improvement. It was participatory in its approach; working in partnership with the PSIF's Facility Management Unit and the Government Ministries and Agencies to capture, in an open and transparent way, the impacts that PSIF-funded activities have had on public sector improvement.

To ensure the Review was as inclusive as possible of all activities funded by the PSIF, every effort was made in the two-week period of in-country consultations to consult widely with both the implementing agencies and their stakeholders. A list of organisations and people consulted is at Annex 3.

### 1.4.1 Performance Framework

The performance framework for the Review is drawn from the PSIF Strategic Framework and the Monitoring and Evaluation (M&E) Framework. Notably, the M&E Framework indicates that, notwithstanding external reviews undertaken at key points in facility implementation:

... the MEF is designed such that all necessary information required for effective M&E can be generated from internal processes and reporting. (page 10)

However, this aim has not been fully realised and appears to have been overly ambitious. The M&E Framework provides a PSIF Logframe and Performance Framework, a copy of which is at Annex 4. The details of this have been revised to some extent by the subsequent Strategic Framework. The key aspects of these frameworks in relation to the results from PSIF projects are:

Objective	Key Performance Indicators
Goal – To improve the efficiency and effectiveness of Samoa's Public Service to support Samoa's national development priorities.	Contribution of PSIF and individual projects to: <ul style="list-style-type: none"><li>• transparent, accountable economic and social policies implemented</li><li>• competency and efficiency of the public sector</li><li>• improved inter-agency cooperation</li><li>• developing a whole of government perspective</li><li>• quality of service delivery</li></ul>
Priority Area 1 – Enabling Environment	Contribution of PSIF and individual projects to: <ul style="list-style-type: none"><li>• supporting compliance with Acts</li><li>• supporting revision of Acts</li><li>• strengthen links between govt policy and service delivery</li><li>• strengthen policy skills</li><li>• strengthen productive partnerships to enhance policy and service improvements</li><li>• enhance policy and planning capacity of agencies to achieve and monitor impact of Govt priorities</li><li>• strengthen officers/agencies accountable for legislation and systems across Govt</li></ul>



Priority Area 2 – Organisational Development	Contribution of PSIF and individual projects to: <ul style="list-style-type: none"> <li>• supporting reviews of organisational structures</li> <li>• supporting development of practical management tools</li> <li>• supporting development of M&amp;E systems</li> <li>• enhancing financial management across the sector</li> <li>• review service delivery and improvement strategies</li> <li>• strengthen customer service culture</li> <li>• enhance practical implementation of continuous improvement</li> </ul>
Priority Area 3 – Human Resource Development	Contribution of PSIF and individual projects to: <ul style="list-style-type: none"> <li>• developing a skilled workforce</li> <li>• supporting targeted HR development</li> <li>• supporting HR systems that address performance management, succession planning and career development.</li> </ul>

In relation to other potential indicators of public sector improvement, the *Strategy for the Development of Samoa 2012-2016* identifies three indicators for its goal of “Improved Governance”:

- a) improved score for “Government Effectiveness” in World Bank Governance Indicators;
- b) the PASP Secretariat evaluation report;
- c) improved score for “Rule of Law” in World Bank Governance Indicators.

The World Bank indicator of Government Effectiveness is largely based on the results of the country performance assessments carried out by the Asian Development Bank in most years. The Bank’s ratings for Samoa from 2005 to 2011 were reviewed to see if the sub-indicator - Quality of Public Administration – provided reliable and valid evidence of improvements in those aspects of the public sector impacted by PSIF-funded projects. However, the World Bank/ADB ratings were found to be too coarse-grained to be of use for this purpose.

#### **1.4.2 Public Administration Sector Plan**

The *Public Administration Sector Plan 2007-2011* (which is currently being updated) set a vision for the sector as:

“A well governed Public Administration contributing to an environment that enables every Samoan to have more opportunities for a better quality of life.”

To achieve this vision, the Plan sets the following goals:

1. Sound Legal and Policy Frameworks which focus on the achievement of national goals and creates clear Directions for the Sector
2. Financial / Administrative Systems and Procedures that minimise the Levels of Bureaucracy and Obstructive Red Tape but that Balance Government Account ability with Responsiveness.
3. A Sector that operates effectively in an Environment where Resources are finite but Demands for Improved Services are increasing.
4. A Sector that Networks in Partnership Alliances at all of its Interfaces with Other Sectors, to ensure Inclusiveness in the Coordination of Service Delivery.
5. The Sector is seen to be Accountable, Ethical and Transparent in its Operations, with Sound Governance Mechanisms.
6. The Sector is a Highly Professional Institution with Capable and Committed Leaders and Staff.

The Plan provided a gap analysis of 9 functional areas for:

- the Public Service itself
- the Executive Coordination Interface (with Cabinet and Ministers)
- the Corporate Governance Interface with Public Bodies
- the Enabling Partnership with Private Sector Interface
- the Reciprocal Capability Interface with Village Government.
- The proposed strategies developed to address these gaps comprise:
- a number of Sector Projects with little justification, such as a full review of business processes across the sector;
- projects that have been, or were to be, undertaken by the PSIF;
- high level strategies and plans without defined scopes.

In stakeholder consultations, this document was considered to be an inadequate driver of the PSIF's priorities due to:

- the shortcomings of this gap analysis; and
- the lack of priorities, sequencing and responsibility allocated to implement each strategy.

## **2. The PSIF**

### **2.1 Background**

Strengthening the effectiveness of the public sector has been a predominant feature of the Government's national strategy for economic development. In the mid-1990s Australia, New Zealand and to a lesser extent the World Bank and the Asian Development Bank supported a number of significant public sector reform and institutional strengthening projects (ISPs) aimed at improving service delivery and the effectiveness of public sector institutions.

In 2003, the Governments of Australia and Samoa undertook a joint review of the impact that these donor-funded ISPs had in supporting public sector reform. One of the findings of this Review was the need to develop support, at a stage removed from ISPs, for effective public sector reform and capacity building.

In its response to the Review, the Government of Samoa agreed that a mechanism needed to be put in place to provide this support. After extensive consultations, the Government of Australia, the Government of New Zealand and the Government of Samoa agreed to implement a public sector reform and capacity building initiative known as the Public Sector Improvement Facility.

This decision was officially recorded in the signing of a Tripartite Agreement which set out the principles, structures and responsibilities for the implementation of the PSIF based on a Facility Design Document agreed in September 2004.

The PSIF was designed to provide a flexible and responsive mechanism for supporting a program of public sector reform oriented governance activities which will contribute to improved efficiency and effectiveness across the Samoa public sector.

### **2.2 Governance and Management**

The PSIF includes a Facility Management Unit within the Ministry of the Prime Minister and Cabinet that is responsible for managing the PSIF and providing support to Ministries and agencies in all stages of the project management cycle.

The management structure and roles and responsibilities for the Facility are:

- Facility Coordinating Committee – the peak governance body which provides the three governments with the opportunity to provide strategic guidance and review progress and performance.
- Facility Steering Committee – the peak body which oversees the work of the PSIF including program review and approval.
- Facility Management Unit – provides the day to day management of the PSIF and the program of assistance it supports.

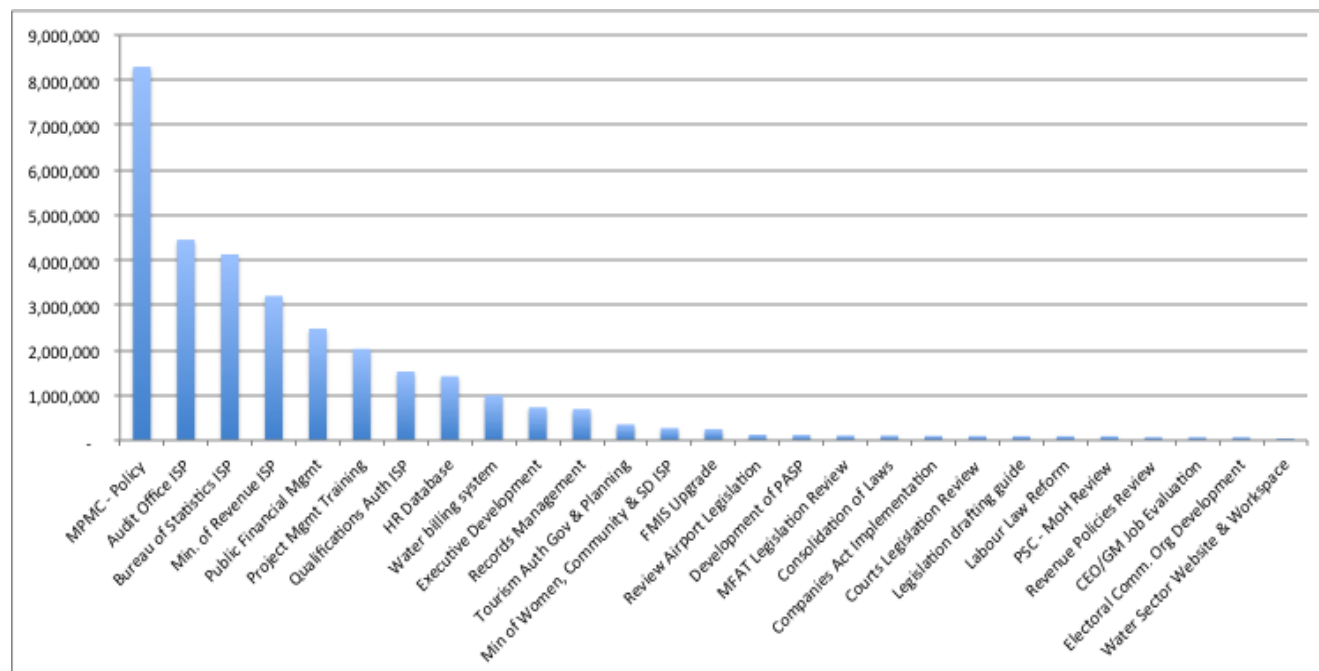
### **2.3 Allocation of Funding**

The PSIF was initially a five-year project that commenced implementation in March 2005. The total value of the project was envisaged to comprise contributions from Australia (AUD\$10m) and New Zealand (NZ\$5m), equivalent to ST\$30 million. A total of 31 projects have been funded, with another four currently being implemented. As some of the current projects span beyond the initial end date of the PSIF, the Partner Governments have agreed to continue the program to the end of 2013.

Since its commencement in 2005, the PSIF has provided funding of ST\$32million for 35 projects (several of which were the phases of a larger project, such as the design and implementation of an agency's ISP).

Figure 2.1 shows the level of funding for each project or set of related projects.

**Figure 2.1: Funding of PSIF Projects**



There were three types of projects funded by the PSIF. The amount of PSIF funding allocated to each type was as follows:

- Whole-of-Government capacity building projects (MPMC Policy, Executive development, Project management training, Public finance management reform, FMIS upgrade & HRMIS implementation) – 51%
- ISPs (Audit; Statistics; Revenue; Women, Community & Social Development) – 42%
- Capacity building and reform projects in line agencies – 7%.

(These three categories are used in the comparative assessment of impacts in section 3.)

The Government contributed in-kind support to the projects in terms of staff resourcing and office facilities and equipment.

## 2.4 Sector Support

In terms of an analysis of projects by sector, three of the four ISPs were focussed on the Finance Sector, while the agency capacity building projects appear to have been equitably spread across the sectors, except for Health where other modalities are used.

Into the future, it is expected that the Justice Sector will continue to benefit from bilateral support from Australia, while the Water Sector has on-going support from several sources.

There is no indication of an inequitable allocation of PSIF funding across sectors having regard for the fact that some sectors receive aid from other sources, either as Sector Budget Support or as project funding.

Given the significant differences in the nature and scope of projects impacting across the various sectors, and the differences in outcomes achieved by differing projects within a sector, it is not possible to conclude whether the outcomes achieved in one sector were higher or lower than in another.

## 2.5 Aid Modality

The following typology sets out the features of the main categories of aid modality:

FEATURE	MODALITY		
	PROJECT SUPPORT / TECHNICAL ASSISTANCE	SECTOR-WIDE APPROACHES / PROGRAM SUPPORT	BUDGET SUPPORT (GENERAL OR SECTOR)
Use of systems			
• Accounting & Budgeting	Off-Budget/ Basket funding	Trust/Special Fund	General Revenue Fund
• Procurement	Mostly parallel	Parallel or Government	Government
• Financial Reporting	Off-Budget	Off or On Budget	On-Budget
Management	Managing contractor	Managing contractor or Partner country facility	Partner country Ministries
Governance	Project implementation committee, with or without country representation	Sector/program steering committee, with or without development partner as member or observer	Partner country Ministries
Focus of donor(s)	Project success	Program success/ Sector improvement	MDG goal Sector improvement
Applicability	Infrastructure Reconstruction Fragile states	Targeting of sector outcomes or specific MDGs	Earmarked – Targeting of sector outcomes or specific MDGs Untied – Broad outcomes (eg poverty reduction, fiscal sustainability)

Adapted from Foster and Leavy (2001) and others

The PSIF is in the Sector/Program category and is country-managed. As designed and implemented, it has the following features:

- Procurement system – Government
- Financial Reporting – On-Budget
- Management – Partner country facility (following the use of a transitional support team from 2005 to 2008)
- Governance – Steering Committee of Ministry CEOs
- Focus of donors – Program success.

This comparison of the main types of aid modality which are suitable for a public sector improvement program shows that the PSIF fits within the modality of Sector/Program Support. Notably though, in practice, there is minimal difference from how a public sector improvement program would be delivered through Budget Support, except that it is currently more cumbersome for funds to be managed through the Treasury account than an account in the Special Purpose Fund.

The option of moving to Budget Support modality is discussed in section 4.

## 2.6 Alignment with the Paris Declaration

An assessment of the PSIF against the partnership commitments in *the Paris Declaration on Aid Effectiveness and the Accra Agenda for Action* is set out below:

COMMITMENT	PARIS DECLARATION – INDICATORS OF PROGRESS	PSIF
Ownership	1. Partners have operational development strategies; with clear strategic priorities linked to medium-term expenditure framework and reflected in annual budgets	Samoa's PSIF has had a clear link to the Strategy for the Development of Samoa and to sector priorities set out in various sector plans. The funding provided is reflected in the annual budget, although out-year cost estimates are generally not available in sector plans.
Alignment	2. Reliable country systems 3. Aid flows aligned to national priorities 4. Strengthen capacity by co-ordinated support 5a. Use of country PFM systems 5b. Use of country procurement systems 6. Strengthen capacity by avoiding parallel implementation structures 7. Aid is more predictable 8. Aid is untied	The relevant systems in Samoa are reliable in that technical assistance is procured competitively through the government tendering system, while payments are made through Samoa's PFM system (a Special Purpose Fund audited by the Audit Office). Projects are approved through the Cabinet Development Committee or under a delegation of authority to the FMU. The PSIF funding is predictable and untied.
Harmonisation	9. Use of common program-based approaches 10. Encourage shared analysis	The PSIF is program based, although by its nature, the focus has been largely on targeted improvement projects. The analysis of project proposals has been carried out by the country's own Facility and reported to its Steering Committee with summaries provided to contributors through the Coordinating Committee.
Managing for Results	11. Transparent & monitorable frameworks to assess progress against national development strategies and sector programs	Project monitoring and reporting has been against the project deliverables which were linked to the SDS and sector plans and assessed in the approval process.
Mutual accountability	12. Undertake mutual assessments of progress in implementing commitments.	The three assessments of PSIF progress have been undertaken on a collaborative basis.

This assessment shows that the commitments have been fully met in relation to the PSIF, except that its strategic priorities are not linked to the medium-term expenditure framework that Samoa is in the process of implementing.

Notwithstanding this, the dynamic nature of a public sector improvement program would make it difficult to define and cost priorities sufficiently in advance so they could be scheduled and incorporated in any detail into the Budget forward estimates.

### 3. Findings

This section reports the Review's findings about:

1. the impacts of the PSIF-funded projects;
2. the impacts of the PSIF as a program;
3. the alignment of projects with Government goals and priorities;
4. the value for money provided by the PSIF;
5. PSIF as an aid modality.

#### 3.1 Impact of PSIF Projects

From the evidence observed by the Review, it is clear that the PSIF:

1. has delivered a range of benefits which have improved the ability of the Samoan public sector to meet the objectives of the *Strategy for the Development of Samoa*, and of relevant sector plans and corporate plans;
2. has been a more effective modality for achieving widespread and sustainable benefits than the previous approach which involved a series of Institutional Strengthening Projects in individual Ministries (noting that the PSIF itself committed about 40% of its funds to ISPs and ISP-like projects, albeit more successfully).

A list of the impacts and achievements of PSIF-funded projects is given in section 3.1.1, while section 3.1.2 provides a quantitative assessment using a 4-point scale that rates each project, or set of related projects, in terms of its contribution to the objectives of the PSIF in its Strategic Framework.

For each project, the list in section 3.1.1:

- summarises the impacts reported by FMU in its September 2011 Preliminary Impact Assessment;
- independently verifies or assesses these impacts and, where relevant, updates the reported findings, taking into account feedback from meetings with the relevant agency and other stakeholders, documents provided to the Review and website evidence.

The assessment of these project impacts has been constrained to some extent by the lack or unavailability of many project completion reports, and shortcomings in the application of the Facility's Monitoring and Evaluation Framework.

##### 3.1.1 Impact of Projects Individually

###### **Public Service Commission – Executive Development Program II–III, 2005 to 2007 (PO2, PO37 Tracer Study)**

A 2009 tracer study of the three rounds of the EDP found that it was a successful capacity-building program for ACEOs in that it:

- Significantly improved the skills and knowledge of a critical mass of (40) participants;
- Encouraged participating agencies to value on-going professional development;
- Gave participants a greater sense of workplace satisfaction through the greater credibility they gained from their colleagues.

Feedback to this Review from a number of EDP participants was unanimous that the program was very beneficial to their work roles. Several indicated that it was better than the regional leadership programs being provided.



Further, it is notable that:

- The current CEOs of MPMC, Health, Education, Revenue, MNRE and MWCSO and the PSC Secretary were promoted from ACEO roles following the course. Those that were consulted in this Review considered that the course gave them an advantage in this regard;
- EDP I participants have formed a cross-agency network and continue to meet informally on a regular basis;
- A number of EDP participants have since undertaken post-graduate study to build on the EDP learnings;
- Health Ministry has adopted its own EDP;
- The PSC has used the principles from the EDP in developing a middle management course to be delivered from late 2013.

### **Samoa Qualifications Authority – Strengthening (PO3)**

The Preliminary Impact Assessment reported the achievements to be:

- a Post-Secondary Education and Training (PSET) Strategic Plan which provided the basis for the Authority's operations in ensuring the quality of PSET qualifications in Samoa, and the development of AusAID's TVET partnership program;
- information systems and databases.

The Authority advised that the project provided many benefits beyond the ones specified in the consultancy and was similar to an ISP in that it provided the foundations for the newly-established organisation to commence operations after its set up was funded by the UNDP.

### **Samoa Audit Office ISP – Design 2006 (PO8), Implementation 2008 to 2011 (PO28)**

The Preliminary Impact Assessment reported the achievements and impacts to include:

- Financial audits being benchmarked against International Auditing Standards;
- Performance audit, IT audit and environmental audit capacity.

The PSIF Steering Committee approved an independent completion report be undertaken after 12 months, subject to funding availability, to ascertain whether the reforms are being sustained. (This completion report was not done.)

The Audit Office advised that the audit tools and training provided through the ISP had helped it clear the arrears of audit issues back to 2008 and allowed it to more effectively access information from the Government's FMIS using Computer-Assisted Audit Techniques.

Under its expanded mandate to conduct performance audits, the Office has undertaken three audits – on Solid Waste Management, Drinking Water and Sustainable Fisheries – for which the Government has mostly accepted the recommendations.

The Office considers it is now in a position to:

- make audit reports publicly available on its website as soon as they have been tabled (subject to forthcoming legal advice);
- participate in peer reviews by PASAI (Pacific Association of Supreme Audit Institutions);
- extend its twinning arrangement with the Audit Office of New Zealand to a smaller Pacific Island Country in the region.

### **Ministry of Education, Sports and Culture – Strengthening Public Records Management, 2007 to 2008 (PO11)**

Preliminary Impact Assessment reported the achievements to be a greater emphasis on good records management across government through:

- Development of a Code of Practice to be used as the basis for the re-activated Records Taskforce to monitor compliance;
- Classification Schemes and Retention Schedules for 7 pilot Ministries, with 12 yet to be developed;
- A recognition of the need to achieve improved records management capability across all agencies, with standard job descriptions for dedicated records managers.

The Ministry has confirmed these achievements and advised that the Common Administrative Retention Schedule developed in Phase I will provide the basis for the proposed Phase II roll-out of Classification Schemes and Retention Schedules for the remaining Ministries, although this phase is awaiting funding. The Phase I consultants also provided advice that led to the passing of the *Public Records Act 2011* and the establishment of an Archives and Records Authority, for which a budget bid has been submitted.

### **Samoa Bureau of Statistics – ISP Design, 2007 (PO13); Review of ISP Design, 2008 (PO38); and ISP, 2011 to 2014 (PO29).**

The Preliminary Impact Assessment reported in September 2011 that it was premature to assess the impact of this ISP as most of the work was still in progress due to significant delays since the design work was done. A mid-term review in September 2012 by the consultant Vinstar advised of significant progress with the phase I deliverables, but that for the upcoming phase II focussing on training and mentoring “there will be even more pressure on SBS management and staff to prioritise their work to gain the greatest benefit from the work of the ISP”.

Representatives of the SBS management team advised that the work to date had filled a number of the gaps in its economic, financial and social statistics, while it was awaiting the filling of new specialist roles in MDG data collection and reporting and of 15 PCs. However, it was not evident that there was a corporate view on progress in implementing the overarching 10-year plan, the Samoa Strategy for the Development of Statistics.

### **Ministry of Commerce, Industry and Labour – Legislation Implementation (Companies), 2007 (PO14)**

The Preliminary Impact Assessment reported that the updated Companies Act is more user-friendly, that its administration is more efficient, that company registration is cheaper as a lawyer is no longer required, and that there has been an increase in the number of companies being registered.

The Review found that while the Ministry’s current executive management had no knowledge of the impact of this project, the improvements reported in the Preliminary Impact Assessment are enduring.

### **Ministry of Foreign Affairs – New Legislation, 2006 (PO15)**

The Preliminary Impact Assessment reported that work in drafting the new MFAT Bill had helped clarify and consolidate the Ministry's roles since the 2003 ministerial realignments and its taking on the Trade function, including the need for wider compliance with World Trade Organization expectations.

The Review was advised that the Bill was not introduced into Parliament as the Attorney-General who took over after the deliverables had been signed off by his predecessor, was not happy with the Bill. It is not known if the Bill has been redrafted since (and the Parliamentary and SamlII websites indicate that no Act has yet been passed).

### **Public Service Commission – Public Administration Sector Plan, 2006 (PO16)**

The Preliminary Impact Assessment noted that the Plan (2007-2011):

- provided a framework to guide public sector improvement interventions and, together with the overarching Strategy for the Development of Samoa, the basis for the justification of PSIF proposals;
- was a driver for the policy reform program underway in the Ministry of the Prime Minister and Cabinet.

Discussions with a number of stakeholders indicated that the Plan was not a sufficient framework to guide public sector interventions. It is evident that many of the PSIF projects were justified more in relation to other sector plans, the PFM reforms and emerging priorities, particularly those arising from previous ISPs and incomplete reforms.

### **Office of the Electoral Commissioner – Organisational Review and Strategic Planning, 2007 (PO17)**

The Preliminary Impact Assessment noted a project report quoting feedback from the newly-established Office that the Strategic Plan gave all staff the benefit of knowing what to expect in relation to its future direction and a clear sense of ownership.

The Review was unable to meet with the Ministry in the time available. Notably though, the 'About Us' references Commission's website are largely copied from the Strategic Plan 2007-2012. This may indicate that the reported sense of ownership has not endured.

### **Ministry of Women, Community and Social Development – ISP Design, 2007 to 2008 (PO18)**

The Preliminary Impact Assessment advised that the design project had not progressed to implementation of an ISP pending the availability of funding.

The Ministry advised that the proposed funding for the ISP had been ambitious and that the design phase had created expectations which had not been met. At the same time, the design work was valuable in that much of the implementation work has subsequently been implemented with funding from other sources, while the remaining gaps have been taken up in the Community Sector Plan (with, for example, assistance from UNICEF expected in reforming the Ministry's legislation).

The Ministry now has a monitoring and evaluation framework with indicators based on data from SBS, Police, Education and Justice and carries out an annual evaluation of its performance.

### **Samoa Water Authority – Replacement Billing System, 2007 to 2008 (PO19)**

The Preliminary Impact Assessment reported that the new system, which provides for more frequent customer billing (monthly instead of quarterly) allows the Authority to better monitor payments and improve revenue collection.

The Authority has advised that the features of the new Daffron billing system, together with the higher level of support from its US provider, compared with that from its previous provider, has:

- improved the Authority's productivity (including through the integration of customer information, material management and financial management and in the billing of its 102 wastewater customers);
- increased collections (currently to over ST\$1m per month) by providing monthly billing for water, which is more affordable for households;
- allowed it to consider moving to smart meters.

### **Ministry of the Prime Minister and Cabinet – Project Management Training I Scoping, 2007 (PO20) and Training, 2008 to 2011 (PO31)**

The Preliminary Impact Assessment reported that to that time, 54 public servants had completed the Diploma in Government (Project Management) and 49 the Certificate IV in Training and Assessment from the Victoria University of Technology, with a further 31 enrolled in the final year. It also noted the findings of an Impact Assessment Report, that the course had had positive impacts on individuals, colleagues and organisations and that these directly raised the project management competencies and skills across the public sector.

As well, it noted that the managing contractor had worked in partnership with the Oloamanu Professional Development (OPD) Centre of the National University of Samoa who were then in a position to repeat the program.

The impacts of the course were confirmed by several course participants amongst the stakeholders consulted. For example, one ACEO participant advised that the train the trainer approach, combined with the use of a current workplace issue, was used to design and implement a project to improve the level of report writing amongst the Ministry's inspectors. However, in terms of sustainability, the Review was advised that the OPD has not been able to repeat the program.

### **Ministry of Justice and Court Administration – Legislation Review, 2008 to 2010 (PO21)**

The Preliminary Impact Assessment reported that the legislative amendments (which may then not have been passed by Parliament) provided for:

- New procedural rules for the Lands and Titles Court;
- No-fault divorce, with the Court Registrar able to grant uncontested petitions;
- Explicit guidelines for the courts in making maintenance orders.

Now that the legislation has been in place for two years, the following impacts have become evident:

- Land title disputes now need to be mediated prior to Court action, leading to a 30% reduction in such cases coming before the Court;
- Over 100 uncontested divorce petitions have been granted by the Registrar. Previously, petitioners had to pay approximately ST\$1,000 in legal fees for each of these;
- Maintenance orders are now subject to mediation, with interim orders being granted by the Registrar, leading to more timely outcomes for dependents.

### **Office of the Attorney-General – Legislative Drafting Handbook, 2008 (PO22)**

The Preliminary Impact Assessment reported that the documentation of the drafting process provided clear drafting instructions for the public service and the legal community. The associated training of staff in the Office makes them better placed to support Ministries and agencies in the drafting of new legislation.

The Attorney-General confirmed its usefulness in improving the quality of drafting instructions from Ministries and of drafting. These improvements were also verified by a previous Parliamentary drafter.

### **Office of the Attorney-General – Consolidation of Laws, 2008 (PO23)**

As reported in the Preliminary Impact Assessment, this project provided up-to-date versions of all Acts of the Samoan Parliament which are freely available on-line to the public.

The Attorney-General has confirmed that the skills transfer from the project has enabled his staff to carry out annual consolidations without further external assistance, and will form the basis for a proposed consolidation of regulations.

### **Ministry of Finance – Water Sector Website & Virtual Workspace, 2007 (PO24)**

The Preliminary Impact Assessment reported that the project has strengthened cooperation and collaboration between stakeholders in the water sector by providing an accessible means to share information on development in the sector. It has also allowed the Ministry of Finance to improve its coordination of donor activities in the sector.

This finding was confirmed by stakeholders from the sector.

### **Ministry of Prime Minister and Cabinet - Policy Development & Coordination Reform I, 2008 (PO25) and Phase II, 2009 to 2012 (PO44)**

The project completion report and the Preliminary Impact Assessment reported the immediate achievements and impacts to include:

- Ministry's first Corporate Plan and Annual Report;
- Cabinet Office formed and a new organisation structure developed;
- Corporate Services Manual completed, with on-going staff support;
- Transitioned from output-based budgeting to performance management framework.

The Ministry advised that the project has led to a significant improvement in the quality of Cabinet decisions due to:

- The adoption and acceptance by Ministers of the rule to provide Cabinet Submissions to MPMC on the Friday before the following Wednesday's Cabinet meeting, instead of the previous practice of often tabling them at the meeting itself;
- The consequent ability of:
  - Ministry of Finance and Public Service Commission to provide reports on any financial and staffing impacts of submissions to the Prime Minister;
  - MPMC Policy Unit to analyse and advise the Prime Minister, through the CEO, on relevant policy issues

Some examples were noted of Cabinet decisions which were significantly improved as a result of the tightened process. However, other feedback indicated that while Cabinet processes have improved, there has not been sufficient follow-through in developing the policy skills within the Cabinet Office to reduce the risk of, for example, contradictory decisions being made.

#### **Remuneration Tribunal – Job Evaluation of CEOs/Managers of Ministries & Corporations, 2007 (PO26)**

The Preliminary Impact Assessment advised that the project established competency in the Tribunal in developing remuneration frameworks and led to Cabinet approving a defensible and equitable framework for the remuneration of Public Service CEOs and SOE General Managers. The framework was expected to be applied to all other levels in the Public Service.

The Review notes that the framework has since been further applied to lower levels.

#### **Samoa Tourism Authority – Governance and Planning, 2008 to 2009 (PO30)**

The Preliminary Impact Assessment reported that the project's outputs – new legislation, a Tourism Development Plan 2009-2013 and Stage 1 of an Economic Impact Study – had:

- Built internal capacity by helping the Authority's staff understand its roles and individual staff members' understanding of the tourism sector;
- Encourages a whole-of-government approach to tourism development.

The Review was unable to meet with the Ministry in the time available and could not find any publicly-available evidence of the impacts of the Plan and the Study mentioned.

#### **Ministry of Finance – Upgrade of FMIS, 2007 to 2008 (PO32)**

The Preliminary Impact Assessment advised that the upgrade of the Technology One FMIS reportedly strengthened the Government's financial capabilities and allowed the Ministry of Finance to achieve greater efficiencies.

The Ministry has advised that the upgrade led to faster reporting and better take-up by Ministries, with ACEOs having online access to track spending against budget on a daily basis. The project also resourced training for a wider group of users than allowed for in the initial implementation of Finance One, and that this led to much greater use of the system by Ministries and a significant reduction in commitments (that is, purchase orders unmatched with invoices). The upgrade freed up resources in the Accounts Division, which allowed it to target the backlog in producing reports on public accounts.

The Ministry of Finance has the capacity to build on the work done in this project, including implementation of further upgrades, the current testing of the archive module to speed up database operations and by drawing on New Zealand's experience in better maintaining the system and training new users by creating a separate role of system administrator.

The Samoa Audit Office has advised that the new version of the FMIS has allowed audit to more readily extract information from the system so that it can be analysed using CAATs.

### **Public Service Commission – HRMIS, 2009 to 2011 (PO34)**

The Preliminary Impact Assessment advised that the Technology One HRMIS modules and associated training for Ministries give Government the capability to obtain reliable and timely workforce statistics and information on organisational structures and employee details, skills and qualifications.

The Public service Commission has since been able to provide reports on the composition of the workforce and to use these to produce a proposed whole-of-public service workforce plan in April 2013.

The Ministry of Finance advised that it coordinated the implementation of this project as the Technology One payroll module is driven by positions defined in the HR modules. Payroll processing is now more efficient, with Ministries entering timesheet data online and payment tapes being provided to banks. As well, it advises that the high risks associated with payroll processing have reduced.

### **Ministry of Commerce, Industry and Labour – Labour Law Reform, 2008 to 2011 (PO36)**

The Preliminary Impact Assessment reported that the activity had been suspended in 2011 due to constant delays in completing key deliverables and that the exercise was far more difficult than the Ministry had anticipated.

The Ministry agrees that it did not anticipate the controversial nature of the labour law reforms amongst business, including the adoption of mandatory paid maternity leave as required by the ILO protocol. Now that this reform has been implemented, the burden on working women having a family has been lightened.

### **Ministry of Finance – Public Finance Management Reform – I, 2009 to 2011 (PO43)**

The project completion report and the Preliminary Impact Assessment reported the achievements and impacts to date to include:

- The public accounts improved in quality and timeliness, with the 2010/11 accounts submitted within the statutory deadline;
- The Budget:
- Adopting an outcome focus, linked to the Strategy for the Development of Samoa and sector plans (and with support for 14 sector plans to be completed by end-2012);
- Forecasts being provided by the SERF model;
- Incorporating aid in cash, loans or in-kind from 2011/12;
- Treasury Instructions updated in draft;
- Development Cooperation Policy adopted, with on-going discussions with development partners on budget support;
- Debt Management Strategy approved, with a debt unit to be established;
- Internal Audit systems training.

The Ministry of Finance and the Audit Office have advised that the reform program has led to substantial improvements in the country's management of public finances. The improvements are being progressively reported on in PEFA assessments, IMF annual reviews of debt sustainability, as well as regular PFM progress reports. The Ministry had received positive feedback from the public on the improved level of transparency, including in relation to the Cyclone Evan recovery.

The Samoa Audit Office confirmed the value of the improvements to public finance relevant to it, particularly those relating to the public accounts.

### **Ministry of Revenue – ISP-I, 2010 to 2013 (PO51)**

The recent six-monthly progress report from FMU reported that the achievements to date have been:

- strengthening of the Ministry’s audit and investigation capacity and risk assessment;
- an action plan to lift engagement and productivity having regard for the results of the second staff engagement survey;
- a compliance improvement plan which commenced in July 2012;
- commencement of revised income tax legislation from January 2013.

It also noted that the Ministry received a second award from PFTAC for achievements in tax administration.

The Review was also advised that the project had led to:

- increased debt collections (with the Ministry collecting 80% of Budget revenue);
- improved client service, as measured in a quarterly survey;
- improved information exchange with New Zealand Inland Revenue, with the potential for an on-going partnering arrangement and development of a double tax agreement.

Notably, the Ministry felt that the returns from the investment in Phase I will become more evident when Phase II is implemented and that future PEFA reviews will help to measure these changes.

### **Public Service Commission – Review of the Ministry of Health Realignment, 2011 (PO53)**

The Preliminary Impact Assessment noted that the Cabinet endorsement of a number of the recommendations of the review, whose aim was to determine if the purpose for separating the National Health Service from the Ministry had been achieved and to identify improvements in how each agency carried out its role.

It is not known the extent to which the recommendations have been implemented or the impact they have had.

#### ***3.1.2 Quantitative Assessment of Projects***

The following tables provide a rating of each project in terms of its contribution to the PSIF goals, purpose and priority areas.



**GOAL:** To improve the efficiency & effectiveness of Samoa's Public Service to support Samoa's national development

**PURPOSE:** To strengthen cooperation and collaboration between public service agencies (and between them, the private sector and civil society) in identifying and addressing critical constraints within the GoS public sector to effective service delivery through a range of institutional strengthening initiatives

KPI	Project Number(s) & Name																								
	2, 37 Executive Development Program	3 Qualifications Auth. - Strengthening	8, 28 Audit Office ISP	11 Public Records Management	13, 29, 38 Bureau of Statistics ISP	14 Companies Act Implementation	15 MFAT legislation	16 Public Admin. Sector Plan	17 Electoral Office Org Review	18 MWC&SD ISP	19 Water Auth. Billing System	20, 31 Project Management training	21 Review of Family & Land legislation	22 Legislative drafting handbook	23 Consolidation of Laws	24 Water Sector website & workspace	25, 44 Policy Development & Coordination	26 CEO & SOE GM Job Evaluation	30 Tourism Auth – Governance & Planning	32 FMIS Upgrade	34 HRMIS Implementation	36 Labour Law Reform	43 PFM Reform – Phase I	51 Ministry of Revenue ISP	53 Review of MoH Realignment
Contribution of PSIF projects to:																									
1. Supporting strategic planning and policy development (SDS, PASP etc)	2	3	3	2	2	-	-	2	1	1	-	-	2	-	2	1	2	1	3	2	2	3	3	3	1
2. Supporting projects that address inter-agency cooperation	3	-	-	1	1	-	-	1	-	-	-	2	-	1	-	3	1	-	-	1	1	-	1	1	-

Scale: 3 - Strongly contributed, 2 – Moderately contributed, 1 - Somewhat contributed, – Did not contribute

**STRATEGIC FRAMEWORK Priority Area 1: ENABLING ENVIRONMENT**

KPI	Project Number(s) & Name																								
	2, 37 Executive Development Program	3 Qualifications Auth. - Strengthening	8, 28 Audit Office ISP	11 Public Records Management	13, 29, 38 Bureau of Statistics ISP	14 Companies Act Implementation	15 MFAT legislation	16 Public Admin. Sector Plan	17 Electoral Office Org Review	18 MWC&SD ISP	19 Water Auth. Billing System	20, 31 Project Management training	21 Review of Family & Land legislation	22 Legislative drafting handbook	23 Consolidation of Laws	24 Water Sector website & workspace	25, 44 Policy Development & Coord'n	26 CEO & SOE GM Job Evaluation	30 Tourism Auth – Govern.& Planning	32 FMIS Upgrade	34 HRMIS Implementation	36 Labour Law Reform	43 PFM Reform – Phase I	51 Ministry of Revenue ISP	53 Review of MoH Realignment
Contribution of PSIF projects to:																									
1. Supporting compliance with Acts	-	1	1	-	-	-	-	-	-	-	-	-	-	-	3	-	-	-	-	2	-	-	3	3	-
2. Supporting revision of Acts	-	2	2	3	1	3	-	-	-	-	-	-	3	-	2	-	-	-	-	-	-	-	2	3	-
3. Strengthen links between govt policy & accountable service delivery	3	3	-	-	-	-	-	2	1	1	2	-	-	-	-	2	2	-	3	-	-	3	-	2	-
4. Strengthen policy skills	3	2	-	-	-	1	-	-	-	-	-	2	1	-	-	-	3	-	-	-	-	2	2	1	-
5. Strengthen productive partnerships to enhance policy & service improvements	3	-	-	-	2	-	-	-	-	-	1	-	2	-	-	2	-	-	-	-	-	-	-	-	-
6. Enhance policy & planning capacity of agencies to achieve & monitor impact of Govt priorities	2	3	-	-	1	-	-	1	-	1	-	3	-	-	-	2	3	-	2	-	-	-	2	1	-
7. Strengthen officers/agencies accountable for legislation & systems across Govt	2	2	3	2	1	-	-	1	2	-	-	2	2	3	3	2	-	-	-	3	2	-	3	-	-

**STRATEGIC FRAMEWORK Priority Area 2: ORGANISATIONAL DEVELOPMENT**

KPI	Project Number(s) & Name																								
	2, 37 Executive Development Program	3 Qualifications Auth. - Strengthening	8, 28 Audit Office ISP	11 Public Records Management	13, 29, 38 Bureau of Statistics ISP	14 Companies Act Implementation	15 MFAT legislation	16 Public Admin. Sector Plan	17 Electoral Office Org Review	18 MWC&SD ISP	19 Water Auth. Billing System	20, 31 Project Management training	21 Review of Family & Land legislation	22 Legislative drafting handbook	23 Consolidation of Laws	24 Water Sector website & workspace	25, 44 Policy Development & Coord'n	26 CEO & SOE GM Job Evaluation	30 Tourism Auth – Govern. & Planning	32 FMIS Upgrade	34 HRMIS Implementation	36 Labour Law Reform	43 PFM Reform – Phase I	51 Ministry of Revenue ISP	53 Review of MoH Realignment
Contribution of PSIF projects to:																									
1. Supporting reviews of org structures	-	3	3	-	-	-	-	-	3	1	-	-	-	-	-	-	-	-	-	-	-	-	-	3	3
2. Supporting development of practical mgmt. systems, tools	2	3	3	2	3	1	-	1	-	-	3	2	-	3	3	3	2	3	-	3	3	-	3	3	-
3. Supporting development of M&E systems	-	-	-	-	-	-	-	-	-	-	-	2	-	-	-	-	-	-	-	1	1	-	3	1	-
4. Enhancing financial management across the sector	2	-	3	-	-	-	-	-	-	-	-	1	-	-	-	-	1	-	-	3	1	-	3	-	-
5. Review service delivery & improvement strategies	2	2	-	-	2	3	-	-	1	-	-	-	3	-	-	1	-	-	3	-	-	3	-	2	-
6. Strengthen customer service culture	2	-	2	-	1	1	-	-	-	-	1	-	2	-	-	-	-	-	-	-	-	-	-	1	-
7. Enhance practical implementation of continuous improvement	2	-	1	1	1	-	-	-	-	-	-	-	-	2	-	1	-	-	-	2	1	-	1	-	-

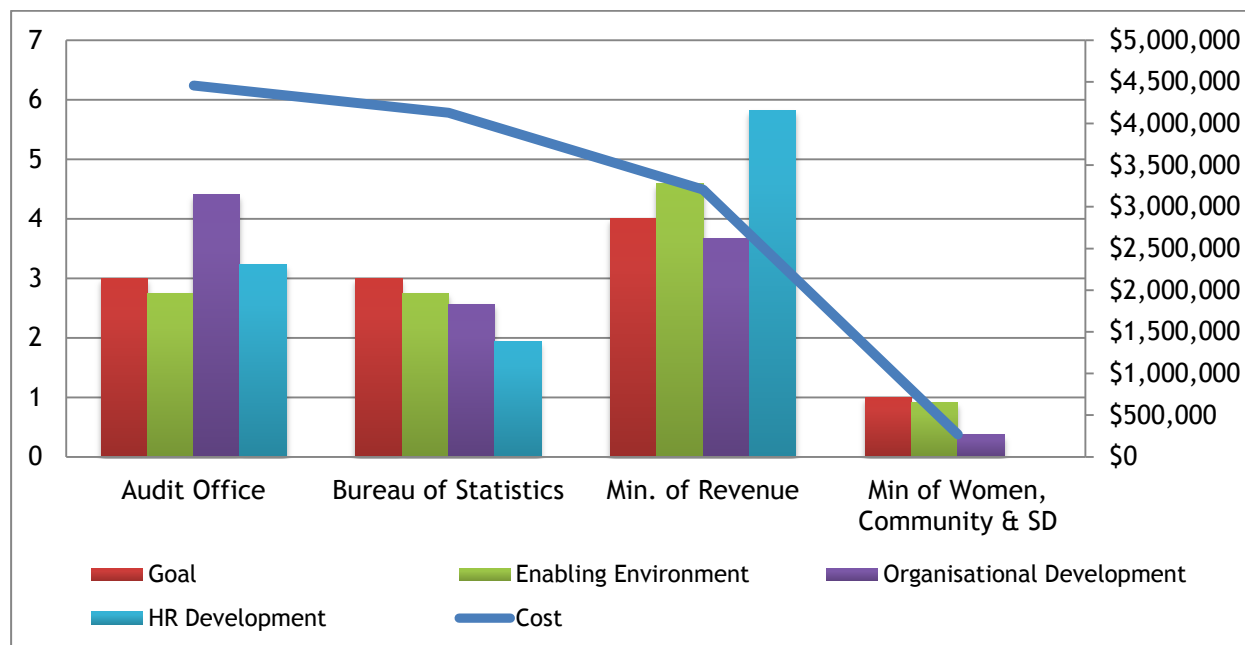
**STRATEGIC FRAMEWORK Priority Area 3: HUMAN RESOURCE DEVELOPMENT**

KPI	Project Number(s) & Name																								
	2, 37 Executive Development Program	3 Qualifications Auth. - Strengthening	8, 28 Audit Office ISP	11 Public Records Management	13, 29, 38 Bureau of Statistics ISP	14 Companies Act Implementation	15 MFAT legislation	16 Public Admin. Sector Plan	17 Electoral Office Org Review	18 MWC&SD ISP	19 Water Auth. Billing System	20, 31 Project Management training	21 Review of Family & Land legislation	22 Legislative drafting handbook	23 Consolidation of Laws	24 Water Sector website & workspace	25, 44 Policy Development & Coordination	26 CEO & SOE GM Job Evaluation	30 Tourism Auth – Governance & Planning	32 FMIS Upgrade	34 HRMIS Implementation	36 Labour Law Reform	43 PFM Reform – Phase I	51 Ministry of Revenue ISP	53 Review of MoH Realignment
Contribution of PSIF projects to:																									
1. Developing a skilled workforce	3	3	3	3	1	-	-	1	2	-	-	3	-	3	3	-	2	-	-	2	2	-	3	3	-
2. Supporting targeted HR development	1	1	2	-	1	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	2	-	2	3	-
3. Support HR systems & procedures that address performance management, succession planning & career development	1	2	-	-	1	-	-	1	-	-	-	-	-	-	-	-	-	2	-	-	2	-	-	3	-

### 3.1.3 Quantitative Assessment of Projects by Category

This section compares the rating of projects within each of the three categories to inform an analysis of the types of projects that have been successful in terms of the PSIF goals and priorities, and an indicative assessment of relative value-of-money.

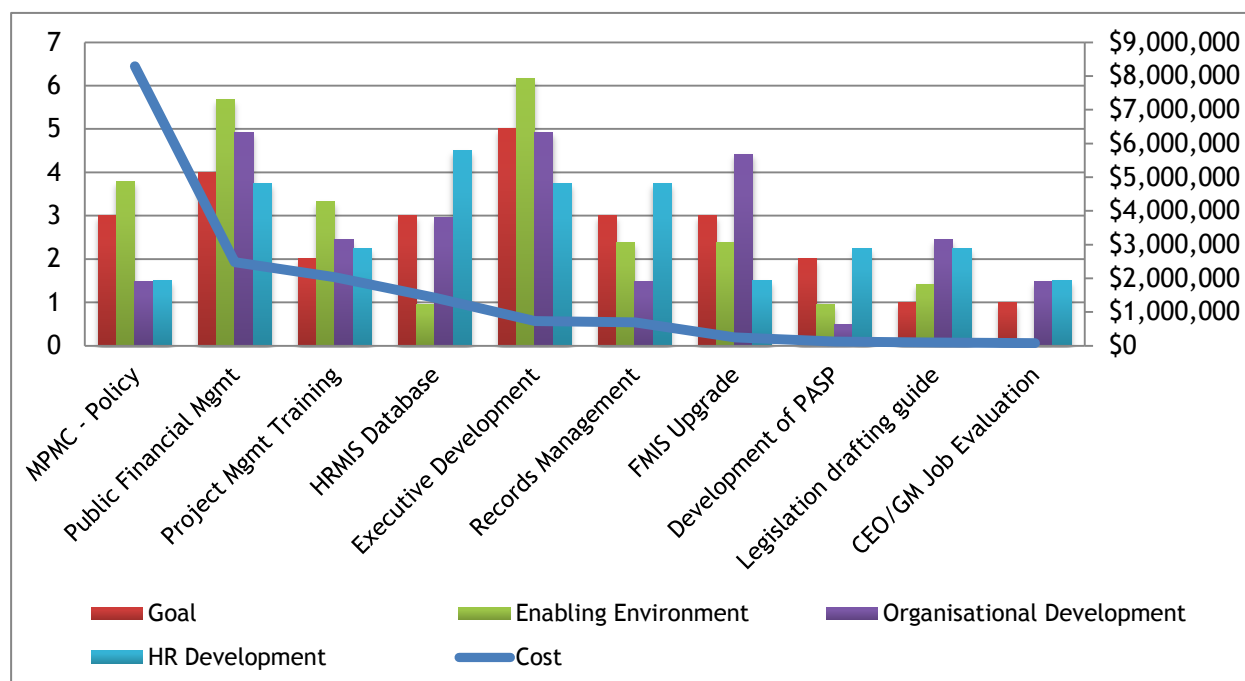
**Figure 3.1: Institutional Strengthening Projects**



An analysis of the ISP projects shows that:

- the ISPs in the Samoa Audit Office and Ministry of Revenue both considered to be highly successful by stakeholders, but with the Ministry of Revenue having more evidence to substantiate the impacts, particularly in relation to HR development;
- the Ministry of Revenue ISP was carried out at lower cost due to the significant use of resources provided by its New Zealand counterpart;
- the Bureau of Statistics ISP is on-going, with the training element being largely scheduled to commence in phase 2;
- the Ministry of Women, Community and Social Development ISP only comprised a design phase (at minimal cost), which nevertheless set out a reform plan that is being progressed and resourced from other sources.

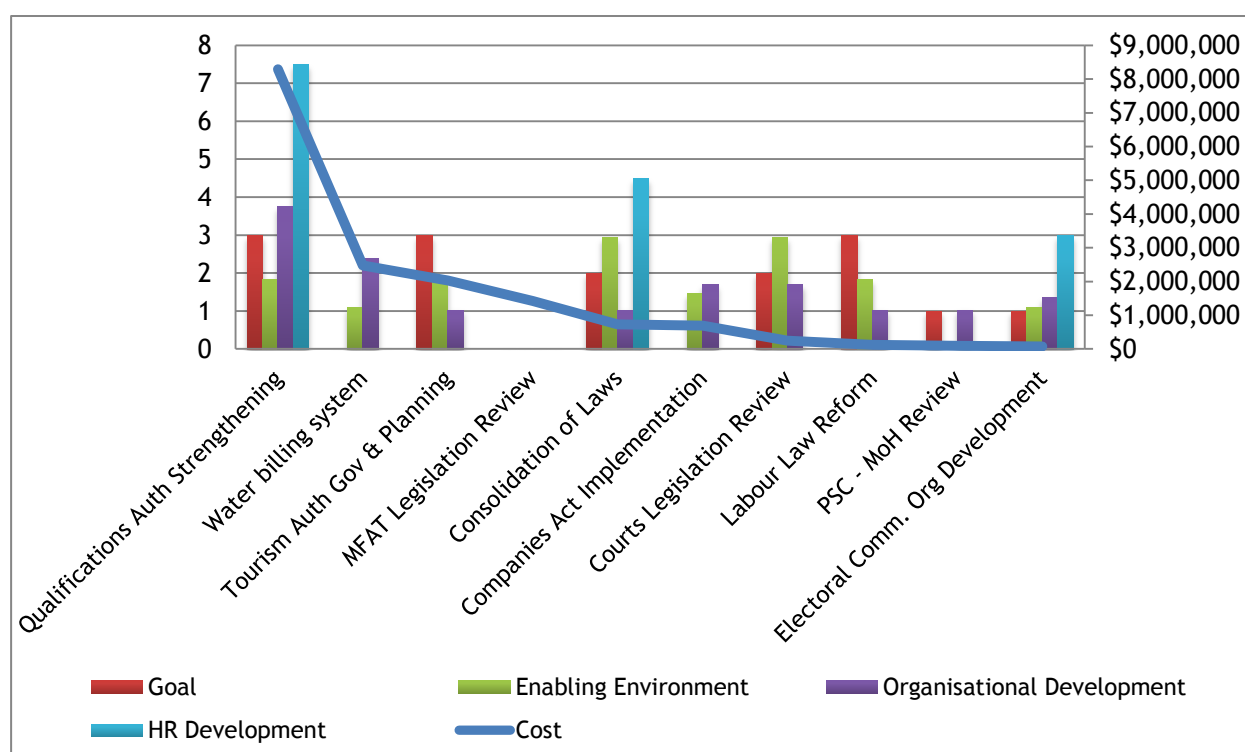
**Figure 3.2: Whole-of-Government Capacity Building Projects**



The key points from the assessment of these projects are that:

- the Executive Development Program and the Project Management Training have been highly beneficial in developing executives and managers, and breaking down silos between Ministries;
- these two projects, together with the PFM reforms, the supporting FMIS upgrade, and the Audit Office ISP) are fundamental building blocks to the public service adopting a performance focus;
- there is no correlation between the cost of whole-of-government capacity building projects and the extent to which they have contributed to the objectives of the PSIF.

**Figure 3.3: Line Agency Capacity Building Projects**



An analysis of these projects indicates that while most agency-level capacity building projects showed little evidence of HR development compared with the whole-of-Government ones, they often had an external focus that provided a significant, if often unmeasured, impact on the section of the community they related to. Examples of this include:

- improving the standard of qualifications for post-secondary students
- allowing householders to pay water bills monthly
- providing more efficient access to the law by courts, lawyers and the public.
- reducing the cost of uncontested divorces and improving the timeliness of maintenance hearings
- mandating a minimum level of maternity leave.

Further, as most of the projects that delivered these external benefits cost a relatively low amount, they provided quite good value for money.

### 3.2 Impacts of the PSIF as a Program

From the perspective of the PSIF as a ‘public sector improvement program’, rather than as a collection of individual projects, the Review found the following impacts:

1. Whole-of-government projects - particularly the Executive Development Program - not only improved the skills of the individuals who participated, but also built cross-agency networks which have helped reduce the ‘silo’ effect across the public sector;
2. Several of the projects have created relationships between the Samoan agency and their counterparts in New Zealand and, to a lesser extent, Australia. If sustained, these are likely to leverage the initial PSIF investment, and to more effectively address regional issues, such as disease prevention, tax evasion, mobility of skilled labour, and cross-border crime.
3. Almost invariably, recipient agencies advised that the Government would not have funded the project if it were not for the PSIF. This is attributed to the large degree of budget lock-in, rather than a lack of Government priority for public sector improvement.
4. The *Public Administration Sector Plan 2007-2011* (which was itself funded by the PSIF) has been of limited use as a guide in identifying the Government’s public sector improvements priorities, in sequencing them, and in assigning responsibility to specified agencies or lead agencies for implementing them.

Notably, awareness of the improvements achieved by the PSIF was not widely recognised - even within the recipient agency - let alone other agencies, or the public. This indicates that many agencies have not seen the need to clearly identify and communicate the benefits of projects to their various stakeholders, including their own staff and development partners.

Some projects have had a sustained impact after the intervention (such as the annual consolidation of legislation by the Attorney-General’s Office). For others, it is likely that the impact will fade over time without further support or maintenance (either from development partners, or the Budget, or both) where there is:

- still insufficient local capacity (such as for the delivery of the Executive Development Program); or
- a lack of agency leadership in prioritising and driving performance improvements.

Overall, the factors that were common to the most successful projects were:

- demonstrated leadership by the CEO or nominated ACEO;
- a well-designed project plan;
- a robust assessment of the project's complexity and expected resourcing and timelines.

The need to have, or establish, one or more baselines against which the impacts on service delivery and other outcomes can be measured should be another factor that is taken into account in any future iterations of the Facility and in the application of its Monitoring and Evaluation Framework.

### 3.3 Alignment of Projects with Government Goals and Priorities

The current Review confirmed from a perusal of project information that PSIF-funded projects aligned well with:

- the PSIF goal to improve the efficiency and effectiveness of Samoa's Public Service to support Samoa's national development priorities;
- the PSIF purpose of strengthening cooperation and collaboration between public service agencies (and between them, the private sector and civil society), and in identifying and addressing critical constraints within the public sector to effective service delivery through a range of institutional strengthening initiatives; and
- to the extent they are relevant, the priorities of the *Strategy for the Development of Samoa*, the *Public Administration Sector Plan 2007-2011*, the *Public Finance Management Reform Program*, the Facility's Strategic Framework and the sector plans that are in place.

### 3.4 Value for Money of PSIF

As indicated in section 3.1, the results of the PSIF interventions have been mixed:

- some agencies' results have extremely beneficial;
- most agencies have achieved improvements they have considered important in terms of their own priorities;
- some agencies have struggled or failed to achieve enduring improvements from their projects.

Overall, it is clear that the initial investment of A\$10m by Australia and NZ\$5m by New Zealand (as later supplemented) has provided value for money. This is particularly so in comparison with the previous ISP approach. Several stakeholders noted that many ISPs delivered prior to the PSIF had cost more and delivered less than the PSIF-funded ones. (This was attributed to many of the previous ISPs being large projects with many consultants, carried out over a long timeframe, during which time there was a significant turnover of both agency managers and consultants and a loss of continuity and knowledge and skills retention.)

The PSIF also appears to have provided better value for money than some other approaches to implement similar reforms elsewhere. For example, in the early 2000's, another country in the region had spent over A\$5million using a prime contractor modality and a large number of junior consultants to implement an FMIS (which was later abandoned) that would have provided less functionality than Samoa's FMIS (which cost a fraction of this amount).



### 3.5 Assessment of PSIF as an Aid Modality

The PSIF was designed to be an innovative approach that would be more strategic than the previous approach. The Review found that this design objective was appropriate and has been met. It also found that, as a country-managed Facility, the PSIF aligns well with the commitments in the *Paris Declaration on Aid effectiveness and the Accra Agenda on Action*. However, it also concluded there was a need to have a more proactive approach that is guided by a more comprehensive, analytical and well-articulated agenda for public sector improvement.

For the future, if Australia, New Zealand and/or other development partners agree to continue supporting a public sector improvement program in Samoa for a further period, there are the several questions that arise in relation to whether the current design and operation of the PSIF as a modality is the most appropriate.

These questions are:

1. Should such support be managed through a continuation of the PSIF, with or without modification, or through a different modality, including Budget Support?
2. How to use such a Facility to build on the unanticipated 'program' benefits identified in the Review, such as the fostering of 'twinning' relationships with counterpart agencies, and to address the shortcomings identified in this and previous reviews? These shortcomings include:
  - The lack of maturity in monitoring and evaluation in most agencies (including the lack of baselines, methods of objectively measuring impacts and analysing learnings), especially as this is an important component of the sector plans;
  - A common perception that the Government has not taken ownership of a public sector improvement agenda, despite efforts by Ministry of Finance and others to push elements of it.
3. Should there continue to be funding of 'core projects' and 'immediate and emerging priorities'?
4. Should the funding of core projects target public sector improvement priorities that are identified in:
  - the proposed replacement for the *Public Administration Sector Plan 2007-2011*;
  - sector plans generally;
  - the *Public Finance Management Reform Plan*;
  - an overarching Public Sector Improvement Plan, which sets out a prioritised, sequenced and coordinated reform agenda across the public sector?
5. Having regard for the perception in question 2 and the findings of previous reviews, should a new Facility or continued PSIF continue to be located in the Ministry of the Prime Minister and Cabinet, or another central agency?

These issues are addressed, with recommendations, in section 4.

## 4. Recommendations

This section discusses the questions raised in section 3.5 (on the assumption that further funding would be available to continue with public sector improvement in Samoa) and makes recommendations to address these questions.

### 4.1 Modality for Public Sector Improvement

**Should future support be managed through a continuation of the PSIF, with or without modification, or through a different modality? Should funding be by Budget Support?**

The Review found that the current modality, of a country-managed facility which operates on a semi-autonomous basis, was superior to the previous approach of funding a series of ISPs. (At the same time, the PSIF has funded some ISPs and the results of these have mostly been highly beneficial). Therefore, a future facility should allow for ISPs to be funded where they meet the criteria for success identified in this Review. These are:

1. projects that are not overly complex or involve a large number of consultants;
2. agencies that can demonstrate strong support and on-going engagement by the CEO/General Manager;
3. project designs that are properly sequenced based on a needs analysis.

An alternative to continuing with a country-managed facility is to adopt a modality that would fully align with the *Paris Declaration on Aid Effectiveness* and the direction of Samoa's *Development Cooperation Policy* – namely Budget Support. It is noted that Budget Support is already used elsewhere, including for AusAID's support in the Law and Justice Sector and with the Ministry of Revenue. However, the Review has been advised that Budget Support has been more cumbersome and less efficient than the PSIF for projects that need to have certainty of funding in order to contract for technical assistance beyond one financial year. Further, the Ministry of Finance has advised that Budget Support at this time is not the appropriate modality for funding a public sector improvement program.

Therefore, the recommended option is to continue with a country-managed facility, but one that is modified to take account of the strengths and weaknesses of the PSIF as identified in the Review.

### 4.2 Addressing PSIF's Strengths and Weaknesses

The main strengths of the PSIF have been:

- As an aid modality – of a country-managed facility of the “Sector/Program” type, the PSIF:
  - aligns well with the *Paris Declaration on Aid Effectiveness* and with Samoa's *Development Cooperation Policy*;
  - is more able to readily access technical assistance than many agencies can;
  - is less cumbersome than Budget Support currently is;
  - is the most appropriate approach for a public sector improvement program in the context of Samoa.
- The PSIF projects have mostly been successful in delivering sustainable improvements and delivered better value for money than if technical assistance had to be procured by agencies individually.
- A number of PSIF projects have delivered unidentified benefits by:
  - fostering ‘twinning’ relationships with counterpart agencies in New Zealand and other countries, which should also help address transnational issues such as tax evasion and skilled migration;
  - building enduring networks across Ministries and agencies.

The key weaknesses of the PSIF were:

- Documented evidence on the impacts of projects is not strong due to the lack of maturity in evaluation (including an absence of baselines, methods of objectively measuring impacts and skills in analysing and communicating learnings).
- Even where there is clear evidence of positive impacts, there has been little communication of these to stakeholders, including within the agency managing the project.
- There is a common perception that the Government has not taken ownership of a public sector improvement agenda, despite efforts by Ministry of Finance and others to push elements of it.
- Insufficient guidance from the *Public Administration Sector Plan 2007-2011* on improvement priorities and their proposed sequencing and implementation responsibility has contributed to the PSIF taking a project-driven approach to public sector improvement, rather than a more proactive program-driven approach.

The Cabinet decision in November 2012, that the Secretariat for the Public Sector Administration Plan, and responsibility for leading the implementation of the Plan, move to the Ministry of the Prime Minister and Cabinet within two years, gives an indication that the Government is seeking to push a public sector improvement agenda. How and when the Government implements this decision, and the quality of, and resourcing for, the proposed new *Public Administration Sector Plan*, will help to confirm the priority the Government is giving to public sector improvement.

To address the strengths and address the weaknesses of the PSIF, the Review recommends that:

1. future support for public sector improvement in Samoa should continue to be through a country-managed facility, but one that adopts a more proactive program approach, as detailed below;
2. the Facility is guided by a proposed *Public Sector Improvement Program* that is developed to support the Public Service Commission's proposed new *Public Administration Sector Plan* and, as appropriate, the *Public Finance Management Reform Program* and any associated whole-of-government reform programs, such as SOE reform and the non-technical aspects of Sector Plans. This Program would:
  - a. set out a prioritised, sequenced and coordinated reform agenda across the public sector;
  - b. take account of:
    - i. advice on a reform roadmap from the Central Agency Committee;
    - ii. non-technical elements of the other Sector Plans;
    - iii. cross-cutting issues that may not be covered in the proposed new *Public Administration Sector Plan*, or not covered in sufficient detail;
    - iv. gaps in existing ISPs;
    - v. the benefits of maintaining or refreshing previous interventions;
  - c. work closely with the Public Service Commission in:
    - i. implementing this Program and exchanging information on emerging reform priorities and cost-effective improvement opportunities;
    - ii. supporting a whole-of-government training and development needs analysis to identify common needs that could be targeted on a program basis - and which have the secondary benefit of helping build networks across Ministries and agencies, as well as the private sector and NGOs;
  - d. leverage funding and create learning opportunities by encouraging projects that bring together teams from multiple agencies within a Sector and technical advisors to work on implementing priority but unfunded projects identified in the Sector Plans;

- e. identify Ministries and agencies that would benefit from projects that build relationships with their counterparts in the region, including opportunities for staff secondments and interchanges;
3. the Facility ensures that project submissions or designs have an adequate methodology for objectively measuring the level of improvement against their objectives and for communicating the benefits achieved to relevant stakeholders. The evaluation methodology would include having baselines in place as a condition of project approval. Such baselines could range from a simple statement that, for example, “no no-fault divorces are currently issued” to a more complex one that requires proximate measures as well as final outcomes that only become apparent well after a project is completed;
4. the Facility provides and promotes a resource to help Ministries and agencies develop their capacity to evaluate projects and programs, whether the evaluations are required by the Facility itself, a Sector Plan, or as a matter of good practice;
5. in accordance with Cabinet’s decision in November 2012, that the Secretariat for the Public Sector Administration Plan, and responsibility for leading the implementation of the Plan, move to the Ministry of the Prime Minister and Cabinet within two years, the Facility remain in that Ministry.

### 4.3 Funding Categories

#### **Are the ‘core project’ and ‘immediate and emerging priority’ categories appropriate?**

It is clear that, even with a comprehensive public sector improvement plan, there will invariably be immediate priorities that emerge, including those that are needed to fill the gaps left by previous interventions, so that their benefits are fully realised. An example of such a project is the “Strengthening of the Samoa Qualifications Authority” following its establishment and set-up funding by the UNDP.

Similarly, there are significant benefits in maintaining the momentum of previous projects where there is insufficient capacity to do so locally, so that the benefits do not fade over time. The relevant projects would include:

- continuation (and possible expansion) of the Executive Development Program
- continued development of policy skills in the Cabinet Office and (expansion of this into Ministries).

### 4.4 Location

#### **Should a Facility continue to be located in the Ministry of the Prime Minister and Cabinet, or another central agency?**

A Public Sector Improvement Program needs to be located within one of the three central agencies. The Ministry of the Prime Minister and Cabinet and the Public Service Commission have each expressed interest in having it within their structure, whereas the Ministry of Finance is wary of being seen to want take on another reform role. To date, the FMU has operated on a largely stand-alone basis in the Ministry of the Prime Minister and Cabinet, rather than being part of its core functions.

It is noted that Cabinet decided in November 2012 that the PASP Secretariat and responsibility for leading implementation of the Plan move to the Ministry of the Prime Minister and Cabinet. In accordance with this decision, it is appropriate that the Facility remain in that Ministry.

## Annex 1: Discussion Points for Stakeholder Consultation

1. Impacts
  - a. The PSIF reports the impacts on your agency as ...
  - b. Were the impacts on:
    - i. service to the public
    - ii. improved productivity
    - iii. staff development
    - iv. coordination across GoS
    - v. co-ordination with the private sector/NGOs/community
    - vi. building links with peers in other governments?
    - vii. other?
  - c. Have they been of lasting value?
  - d. Are there other benefits that have since become evident?
  - e. If the activity hadn't been done, what would have been different?
  - f. Has the focus been too much on technical improvements, rather than on other aspects of organisational development?
2. Mode
  - a. Was your PSIF activity demand-driven (determined from the SDS/agency priorities), or supply-driven (the availability of consultants/overseas secondees)?
  - b. Has your agency used other approaches to capacity building:
    - i. stand-alone Institutional Strengthening Projects (i.e. not through PSIF)
    - ii. interchanges/secondments with other agencies, governments, private sector?
    - iii. leadership development programmesIf so, how did they compare with the PSIF activity?
  - c. Has the PSIF been the best way of:
    - i. allocating aid for capacity-building
    - ii. managing Aus/NZ aid for capacity building in the public sector?
3. Administration
  - a. Could the PSIF be better integrated into government systems & processes for:
    - i. procurement
    - ii. project approval
    - iii. budget funding and accounting
    - iv. managing & reporting on aid?
  - b. Was the membership of the Facility Steering Committee and Coordination Committee appropriate?
  - c. It's been suggested that the PSIF would be better located in another agency. Do you agree and, if so, where and why?
4. Improvements
  - a. If Aus & NZ wish to continue funding capacity building in the public sector, is there a better way of doing it than the PSIF model?
  - b. Should a future approach take a more whole-of-government approach?

## Annex 2: Sources of Information

### Documents

Asian Development Bank *Country Performance Assessment Ratings, 2005 to 2011* [www.adb.org](http://www.adb.org), accessed 7 March 2013

Caputo, E, A Lawson, and A de Kemp *Application of new approaches to the evaluation of Budget Support operations: Findings from Mali, Zambia and Tunisia* European Commission [www.oecd.org](http://www.oecd.org) accessed 7 march 2013

Deacon P, K Ruiz-Avila and C Cowan *Samoa Public Sector Improvement Facility (PSIF) Independent Progress Review Final Report* May 2009

Department for International Development (UK) *Evaluation of Payment by Results (PBR): Current Approaches, Future Needs* Working Paper 39 January 2013

Government of Australia, AusAID webpage on Samoa's Public Sector Improvement Facility [www.ausaid.gov.au](http://www.ausaid.gov.au), accessed 6 February 2013

Government of New Zealand, Ministry of Foreign Affairs & Trade *Strengthening Samoa's Revenue Ministry* [www.aid.govt.nz](http://www.aid.govt.nz), accessed 6 February 2013

Government of Samoa, *Strategy for the Development of Samoa 2012-2016* [www.mof.gov.ws](http://www.mof.gov.ws) accessed 6 February 2013

Government of Samoa, Ministry of the Prime Minister & Cabinet, Facility Management Unit, *Preliminary Impact Assessment (Summary)* September 2011 [www.psifsamoa.gov.ws](http://www.psifsamoa.gov.ws), accessed 6 February 2013

Government of Samoa, webpages on the Public Sector Improvement Facility [www.psifsamoa.gov.ws](http://www.psifsamoa.gov.ws), accessed 6 February 2013

Government of Samoa, Public Service Commission, *Public Administration Sector Plan 2007-2011* [www.mof.gov.ws](http://www.mof.gov.ws), accessed 6 February 2013

Unattributed, *The Paris Declaration on Aid Effectiveness and the Accra Agenda for Action* [www.oecd.org](http://www.oecd.org), accessed 6 February 2013

Unattributed, *Facility Design Document: Samoa Public Sector Improvement Facility* September 2004

## Annex 3: Meetings

Date	Organisation	Person	Position
18-Feb	Ministry of Prime Minister & Cabinet	Dr Cam Wendt	Manager, FMU
	NZAID, Samoa	Peter Zwart	First Secretary, Development
		Situfu Salesa	
19-Feb	AusAID, Samoa	Asenati Lesa-Tuiletufuga	Senior Program Manager (Public Sector/Governance)
		Misileti Masoe-Satuala	Program Manager
	Attorney-General's Office	Ming C. Leung Wai	Attorney-General
	Ministry of Prime Minister & Cabinet	Vaosa Epa	CEO & Chair of FCC
	Public Service Commission	Naea beth Onesemo	Secretary
		Makerita Tiotio	ACEO
20-Feb	Ministry of Commerce, Industry & Labour	Auelua Samuela Enari	CEO
		Sa'u Taupisiletoga Foamau	ACEO, Apprenticeship, Employment & Labour Market
	Ministry of Education, Sports & Culture	Soonalofa Sina Malietoa	ACEO, Culture
	Bureau of Statistics	Papalii Faasavalu Benjamin Sila	ACEO, Social Statistics
		Malaefono Faafeu Taaloga	ACEO, Survey & Census
		Leota Faamatuainu Aliielua	ACEO, Finance Statistics
		Sofia Silipa	ACEO, Corporate Services
	Ministry of Revenue	Lusia Sefo-Leau	CEO
		Shona Williams	Project Manager, NZIR
21-Feb	NZAid & ex-FMU	Situfu Salesa	ex-FMU Program Officer
	Ministry of Women, Community & SD	Leituala Kuimiselani Taulupe	CEO
	Ministry of Justice & Court Administration	Masinalupe Tusipa Madsinalupe	CEO
22-Feb	Samoa Qualifications Authority	Mose Asani	ACEO, Corporate Services
	Australian Public Service Commission	Helen Woittiez	Asst Director, International Client Engagement
		Fiona Gunn	A/Asst Director
		Cedric Saldanha	Consultant
25-Feb	Ministry of Finance	Noumea Simi	ACEO, Aid Coordination and Debt Management

<b>Date</b>	<b>Organisation</b>	<b>Person</b>	<b>Position</b>
26-Feb	Samoa Audit Office	Fuimaono Afele	Controller and Chief Auditor
		Tia David Periera	AC&CA, Ministries & Public Accounts
		Violet Rubeck	AC & CA, Public Bodies
	Samoa Water Authority	Haseti Sioni	Manager, Commercial
		Kolone Tikeri	Manager, Corporate Management
27-Feb	Ministry of Finance	Rosita Mauai	ACEO, Accounts
1-Mar	PSIF Coordinating Committee	Noumea Simi	Chair
		Anthony Stannard	AusAID
		Asenati Lesa-Tuiletufuga	AusAID
		Peter Zwart	NZAID
		Situfu Salesa	NZAID
	Samoa Bureau of Statistics	David Abbott	Vinstar Team Leader



## Annex 4: PSIF Logframe and Performance Framework

PSIF Logframe and Performance Framework				
Objective Level/Code	Narrative Summary	Performance Indicators	Measurement Approach	Facility/MEF/ Report Reference
Goal	To improve the efficiency and effectiveness of Samoa's Public Service to support Samoa's national development priorities	<p><i>Key</i></p> <p>Transparent, accountable economic and social policies implemented by GoS</p> <p>Competency and efficiency of the public sector (e.g. increase in capacities/functions performed)</p> <p>Improved inter-agency cooperation</p> <p>Developing a whole of government perspective</p> <p>Quality of service delivery</p> <p><i>Secondary</i></p> <p>Policy and budget processes strengthened and made more efficient</p> <p>Planning, appraisal and review/evaluation processes strengthened</p> <p>Priorities are identified and developed in an accountable and representative manner</p> <p>Improvements in the regulatory environment</p>	<p><i>Assess the contribution of PSIF and individual projects through:</i></p> <p>Monitoring of GoS policy documents and legislation, monitoring of Ministry budgets and Annual Reports, support for SDS, PASP and PSIF Strategic Framework</p> <p>Linkages to individual Sector Plans, assistance with developing Sector and Corporate Plans through PSIF projects</p> <p>Specific Project results and outcomes, use of baseline data</p> <p>Assistance provided by PSIF directly and indirectly for service improvement through projects</p> <p>Linkage of PSIF to GoS procedures – measured primarily by external reviews</p> <p>Use of PSIF to meet GoS priorities, how PSIF fits into planning systems</p> <p>Regulatory and policy changes supported by PSIF</p>	<p>Review of SDS, PASP</p> <p>PSIF Strategic Framework</p> <p>Implementation Progress Report (6 monthly), part of the Review and Forward Program, including aggregated project results</p> <p>Facility Completion Report</p> <p>Independent Completion Report, Review of Facility Effectiveness</p> <p>Review of Facility Effectiveness</p> <p>RFP, including aggregated project results</p>
Purpose	To strengthen cooperation and collaboration between public service agencies (and between them, the private sector and civil society), in identifying and addressing critical constraints within the public sector to effective service delivery through a range of institutional strengthening	<p><i>Key</i></p> <p>Support for strategic planning and policy development projects through PSIF – contribution to objectives of SDS, PASP</p>	<p>Monitor the use of the SDS, PASP and PSIF Strategic Framework in setting directions and priorities of PSIF</p> <p>Monitor public sector reform policies in GoS with links to project results and operations of PSIF</p>	<p>Reviews of SDS and PASP</p> <p>PSIF Strategic Framework, FCC and FSC Minutes and Record of Decisions, Review and Forward Program</p>

## PSIF Logframe and Performance Framework

Objective Level/Code	Narrative Summary	Performance Indicators	Measurement Approach	Facility/MEF/ Report Reference
	initiatives	<p>Implementation under PSIF of whole of government projects addressing critical constraints – contribution to objectives of PASP and Sector plans, other strategic documents</p> <p>Implementation under PSIF of projects addressing inter-agency cooperation and links to broader community – contribution to objectives of PASP, corporate plans, service delivery arrangements</p> <p><i>Secondary</i></p> <p>Implementation of the PSIF Strategic Framework</p> <p>Effective processes for identifying critical constraints and barriers to public sector improvement</p> <p>Extent of PSIF and its projects in addressing service delivery issues and developing Service Charters</p> <p>Project management (FCC and FSC) functioning as an effective and efficient decision-making mechanism for the PSIF</p>	<p>Aggregated results from selected Core and IEP projects</p> <p>Assessment of decision making and implementation of PSIF projects</p> <p>Links to project design, implementation and reporting</p> <p>Mainly through external reviews</p>	<p>Six Monthly Reports (including Implementation Progress), Project Completion Reports, Project reviews and evaluations</p> <p>PSIF Strategic Framework</p> <p>FSC and FCC Minutes and Records of Decisions</p> <p>Six Monthly Reports (including Implementation Progress)</p> <p>Review of Facility Effectiveness, Facility Completion Report, Independent Completion Report</p>
Component 1	Support (from identification to completion) strategically identified core projects promoting public sector reform	<p><i>Outputs and Results</i></p> <p>Results (impacts, outputs) of Core projects against design objectives and performance standards</p> <p>Sustainability of project outcomes</p>	<p>Design outputs achieved, project outcomes from work plans, training results etc</p>	<p>Project Progress Reports, Project Completion Reports, Six Monthly Reports, including Implementation Progress</p>

**PSIF Logframe and Performance Framework**

Objective Level/Code	Narrative Summary	Performance Indicators	Measurement Approach	Facility/MEF/ Report Reference
		<p>Number or percentage of Core projects that involve whole of government approaches or improve inter-agency cooperation</p> <p>Number or percentage of proposals and projects that contain initiatives for improving service delivery</p> <p><i>Process</i></p> <p>Number and quality of proposals received</p> <p>Proportion of all proposals that meet core criteria</p> <p>Number of core projects approved for implementation</p> <p>Number and quality of Project Progress and Completion Reports received</p> <p>Number and quality of Financial reports produced</p> <p>Quality of agency management of projects and contracts</p>	<p>Usually through completion reports and commissioned evaluations</p> <p>Check Designs, progress and completion reports, FMU records, records on database, FSC Minutes and Record of Decisions</p> <p>Information held on Project Database with relevant dates</p> <p>Monthly financial reports prepared by FMU and data from MoF put in Six Monthly Financial reports</p> <p>Reports from agencies</p>	<p>Project Completion Reports, Project Evaluation Reports</p> <p>FSC Minutes and Record of Decisions</p> <p>Project Database, Project Summary Report to FSC, FSC Minutes and Record of Decisions</p> <p>Project Agreements</p> <p>Monthly financial spreadsheets, Six Monthly Financial Reports</p> <p>Designs, Progress Reports and Completion Reports</p>
Component 2	Facilitate GoS response to their immediate and emerging priorities in public sector reform	<p><i>Outputs and Results</i></p> <p>Results of projects against design objectives and performance standards, including percentage or proportion achieved</p> <p>Sustainability of project outcomes</p> <p>Number or percentage of IEP projects that lead on to further proposals (progressive engagement)</p>	<p>Design outputs achieved, project results (impacts, outputs) from work plans, training results etc</p> <p>Commissioned evaluations</p> <p>Check FMU records, records on database, FSC Minutes and Record of Decisions</p>	<p>Project Progress Reports, Project Completion Reports, Six Monthly Reports, including Implementation Progress</p> <p>Project Completion Reports, Project Evaluation Reports</p> <p>FSC Minutes and Record of Decisions</p>

**PSIF Logframe and Performance Framework**

Objective Level/Code	Narrative Summary	Performance Indicators	Measurement Approach	Facility/MEF/ Report Reference
		<i>Process</i> Number and quality of proposals received Proportion of all proposals that meet IEP criteria Number of IEP projects approved for implementation Number and quality of Project Progress Reports received Number and quality of Project Completion Reports received Financial management Contract Management	Information held on Project Database with relevant dates Monthly financial reports prepared by FMU and data from MoF put in Six Monthly Financial reports Reports from agencies	Project Database, Summary Status Report to FSC, FSC Minutes and Record of Decisions Project Agreements  Monthly financial spreadsheets, Six Monthly Financial Reports  Designs, Progress Reports and Completion Reports
Component 3	Develop a Facility Management Unit (FMU) able to implement and manage an effective and efficient PSIF	<i>Outputs and Results</i> Competencies assessed and capacity building plans developed Human Resource Development Plan developed and implemented Systems capacity assessment of the Ministry to support the FMU Increase in competencies of FMU staff  <i>Process</i> Number and quality of capacity building projects aimed at FMU and Review Group Level of engagement of FMU with central and line agencies Facility management committees have an agreed role and are working effectively	Discussed fortnightly at staff meetings Assessments conducted by FMU and CEO MPM Included in HRD Plan  Recorded in staff capacity building assessments, FMU records Project approvals and implementation results from records Communications strategy activities, including workshops and briefings Secretariat services provided by FMU	Staff meetings minutes, HRD Plan Assessments against HRD Plan, Six Monthly Reports  Stop/Go Review  Six Monthly Reports, including Implementation Progress  Establishment Report Six Monthly Reports, including Implementation Progress FSC and FCC Minutes and Record of decisions

## PSIF Logframe and Performance Framework

Objective Level/Code	Narrative Summary	Performance Indicators	Measurement Approach	Facility/MEF/ Report Reference
Component 4	The effective management of the Public Sector Improvement Facility	<p><i>Outputs and Results</i></p> <p>Communications Strategy developed and implemented</p> <p>Effective communication between GoS, AusAID and NZAID against principles in Paris Declaration, objectives of Tripartite Agreement</p> <p>Documented and functional Facility operational protocols and guidelines</p> <p>Efficient and timely implementation of projects</p> <p>Results are used to strengthen project and facility management cycles (continuous improvement)</p> <p>Improvement in quality of proposals and designs</p> <p><i>Process</i></p> <p>Collaborative and supportive relationship between FMU, FSC and FCC</p> <p>Efficient and effective delivery of funds from the Special Purpose Account, effective financial management procedures</p>	<p>Reports on information program and briefing sessions, web information</p> <p>Schedule of monthly tripartite meetings</p> <p>Approval of Operational Handbook and regular review of procedures</p> <p>Processing times for proposals at various stages of the project cycle</p> <p>Use of monitoring and evaluation information, recording of lessons learned and use in project design process</p> <p>External Reviews, assessment against principles of Paris Declaration, objectives of Tripartite Agreement</p> <p>Support provided by FMU as Secretariat</p> <p>Financial procedures in Handbook, records held in FMU, project and Account spreadsheets and MoF data</p>	<p>Web based management information system</p> <p>Tripartite Arrangement</p> <p>Operational Handbook, FSC and FCC Charters</p> <p>Project Database, FCC and FSC Minutes and Record of Decisions</p> <p>MEF, Lessons Learned Database</p> <p>FSC/FCC Minutes and Record of Decisions, FSC and FCC Charters, facility Completion Report, Independent Completion Report</p> <p>Monthly project financial reports and final acquittals, Six Monthly Financial Reports</p>