



Terms of Reference (TOR):
Technical Assistance for the Establishment of the Digital Transformation Authority (DTA)

December 2021

Introduction

1. The Government of Samoa (GoS) has received funding from the New Zealand Government through the Pacific Infrastructure Technical Assistance Fund under the New Zealand Aid Programme to support the establishment of the Digital Transformation Authority (DTA), which was endorsed by Cabinet in March 2019.
2. This Terms of Reference (TOR) sets out the conditions governing the assignment of a Technical Assistance (TA) whose main assignment will be to assist the Government of Samoa to ensure the efficient and effective operationalisation of the Digital Transformation Authority for Samoa.
3. The aims, objectives and outputs of this TOR have been formally endorsed by the Digital Transformation Council¹ (DTC) overseeing the establishment of the Authority. Any amendments to this TOR can be done so in collaboration between the DTC, MFAT NZ² and the TA.
4. This TOR and the papers that comprise the Compendium of background papers for this assignment are integral to the contract that is to be signed between the TA and the Ministry of Finance (MOF) on behalf of the Government of Samoa.

Collaborating Sectors

5. The operationalisation of the DTA will involve all Sectors of the Government of Samoa.
6. Given the digital nature and scope of this cross-cutting development, the Ministry of Communications and Information Technology (MCIT), being the Government's lead agency in the communications sector³ in Samoa, will be in the interim, the host Ministry for the DTA.
7. The TA will be expected to work in a way that provides for the institutionalisation of technical and project management skills and knowledge and ensure sustainability in all Sectors of Government.

Assignment Counterparts

8. The main counterparts for the assignment and their contact details are listed below:
 - a. **Principal counterpart:**
 - i. Fualau Talatalaga Mata'u Matafeo, Chief Executive Officer - Ministry of Communications and Information Technology, t.matau@mcit.gov.ws
 - b. **Other decisive counterparts:**
 - ii. Lauano Vaosa Epa, Chairman, Public Service Commission, vepa@psc.gov.ws
 - iii. Peseta Noumea Simi, Chief Executive Officer - Ministry of Foreign Affairs and Trade, noumea@mfat.gov.ws
 - iv. Agafili Tomaimano Shem Leo, Chief Executive Officer - Ministry of the Prime Minister and Cabinet, shem.leo@mpmc.gov.ws
 - v. Leiataua Henry Ah Ching, Acting Chief Executive Officer - Ministry of Finance, Henry.AhChing@mof.gov.ws
 - vi. Ailepata Simanu, Acting Government Statistician - Samoa Bureau of Statistics, ailepata.simanu@sbs.gov.ws

¹ Chaired by the Hon. Prime Minister of Samoa and Deputy Chaired by the Hon. Minister of Communications and Information Technology. The DTC replaced the National ICT Council as it was formerly known.

² MFAT NZ is responsible for managing the New Zealand Aid Programme. The New Zealand Aid Programme is the New Zealand Government's international aid and development programme.

³ The ICT Sector comprises of the Office of the Regulator (OOTR), the Samoa Post Limited (SPL), Private and Civil Society Organisations. These three agencies work together to provide for the effective and efficient management of the goods and services that they produce for the benefit of Samoan society and economy - such as the Internet, telephone, television, radio, and postal services, along with products used to access those services like smartphones, tablets, computers, and other digital equipment.

Overall Aim, Background, Objectives and Assignment Outputs

9. **Background:** The Government of Samoa continues to invest heavily in the development and improvement of ICT infrastructure and its landscape as reflected in the prominence it is accorded in key strategic planning documents of Government such as in the Strategy for the Development of Samoa (2016-2020) (SDS), the pending Samoa 2040 Strategy, the Communications Sector Plan (2017/18 – 2021/22) and respective Sector Plans of the various Sectors of Government amongst others. Samoa is also a valuable member of various International and Regional Organisations and as such is party to achieving goals pertaining to ICT initiatives and developments to ensure that Samoa is abreast of as well as ensure that its citizens are on par with technological advancements.
10. The Government in recognising the significant potential of technology as a strategic enabler and transformer of socioeconomic development and the importance of leveraging the opportunities of increased connectivity for fostering a digital economy for Samoa, made significant investments in the Tui-Samoa submarine cable, which was launched in February 2018 and the Manatua submarine cable, commissioned in July 2020. These significant investments are part of the Samoan Government's broader strategy to not only give its people the tools they need to make their lives better but are crucial to the sustainable development of Samoa - in relation to economic performance; to productivity, effectiveness and efficiency in the public and private sectors; to quality education and health services; and to civil society inclusive of people with disabilities.
11. With the Government's vision on working towards a public service for the digital age to improve efficiency, effectiveness, accessibility and accountability in the delivery of its services, the formation of the **Digital Transformation Authority (DTA)** is a significant milestone. The DTA's purpose will be to drive the digital transformation agenda of the Government and act as a cross-government authority, through which decisions about strategic digital initiatives are developed and implemented in a coordinated and whole-of-society approach for the benefit of all.
12. The mandate for the DTA will be to, initially, work with Government Ministries to develop a single strategy for digital transformation across all of government and subsequent roll-out to include the Private Sector. This will enable a unified approach to digital transformation to drive efficiency and innovation with digital platforms for the different arms of government, the private sector, civil society and the whole of society.
13. One of the major tasks of the DTA will be to contribute to a world-class design for the Samoa National Digital ID (NID) System. The NID will account for the whole of Government's needs and all citizens and business users in mind. The DTA will enable understanding of individual Ministries⁴, Constitutional Bodies⁵ and State-Owned Enterprises⁶ (SOE's) needs of the identity system, while also preserving and protecting the privacy of the individual which is of paramount importance. The DTA will ensure that the NID makes citizens lives more convenient and effective, and not just add yet another layer of inefficiency to Government interactions.

⁴ Public Administration Agencies Government Ministries defined as the Public Service under the umbrella of the Public Service Commission Ministries 1. Agriculture and Fisheries 2. Commerce, Industry and Labour 3. Communications and Information Technology 4. Education, Sports and Culture 5. Finance 6. Foreign Affairs and Trade 7. Health 8. Justice and Courts Administration 9. Natural Resources and Environment 10. Public Enterprises 11. Prime Minister and Cabinet 12. Revenue 13. Women, Community and Social Development 14. Works, Transport and Infrastructure

⁵ Government Ministries or Organisations defined as non-Public Service but are fully funded from the Government budget with spending directly controlled by the Ministry of Finance Constitutional Bodies 15. Attorney General 16. Legislative Assembly 17. Ombudsman 18. Electoral Commission 19. Audit Office 20. Public Service Commission Statutory Bodies 21. Office of the Regulator 22. Samoa Law Reform Commission 23. Samoa Bureau of Statistics

⁶ State owned Enterprises which are classified in the following categories Public Beneficial Bodies 24. National Kidney Foundation of Samoa 25. National University of Samoa 26. Samoa Fire and Emergencies Services Authority 27. Samoa Qualifications Authority 28. Samoa Sports & Facilities Authority 29. Samoa Tourism Authority 30. Scientific Research Organisation of Samoa 31. Samoa International Finance Authority 32. Development Bank of Samoa 33. Electric Power Corporation 34. Gambling Control Authority 35. Land Transport Authority 36. Polynesian Limited/Samoa Airways 37. Public Trust Office 38. Samoa Airport Authority 39. Samoa Housing Corporation 40. Samoa Land Corporation 41. Samoa Ports Authority 42. Samoa Post Limited 43. Samoa Shipping Corporation 44. Samoa Shipping Services 45. Samoa Trust Estates Corporation 46. Samoa Water Authority 47. Unit Trust of Samoa 48. Accident Compensation Corporation 49. Samoa Life Assurance Corporation 50. Samoa National Provident Fund

14. In adopting a Whole-of-Government (WoG) approach to digitalisation, the DTA will collaborate closely with the Samoa Computer Emergency Response Team (SamCERT) to ensure that minimal security standards are met for the deployment of any digital Government service/s and technology. This undertaking is part of Governments efforts in addressing and minimising threats and vulnerabilities that emerge with the widespread use and adoption of technology.
15. **Support to be provided.** Despite Samoa's notable achievements not only within and across the ICT Sector and other Sectors of Government, much remains to be done. In particular, senior management across Government Ministries, Constitutional Bodies and State Owned Enterprises, require further support that leads and contributes to the implementation of the following: **(i)** coordination of digital initiatives and e-government services across all sectors of Government; **(ii)** full utilisation of the Samoa National Broadband Highway (SNBH) to deliver digital Government Services; **(iii)** development of an enterprise architecture framework, establishment of data/security standards, procedures and protocols; **(iv)** establishment of the national cybersecurity response team and the required capabilities; **(v)** ensuring policy coherence, reviewing and developing legislative and regulatory instruments governing ICT aspects across all of Government and working with legislators to draft instruments needed.
16. **Objectives.** Accordingly, the main objectives of the TA are to provide assistance to the Government of Samoa in the following:
 - a. **Scoping Exercise** of the status quo of digitalisation across all sectors of Government, SOEs and Constitutional Bodies. This undertaking will involve consultations and dialogue with all Sectors of Government to define and develop Samoa's Digital Strategy incorporating all the existing strategies, developments, and priorities of government to provide a coherent approach to delivering the transformation;
 - b. The resultant work based on [a] above will be the development of a **National Digital Strategy** for adoption by the Whole of Government. The TA will establish the resource model and long-term digital transformation strategy for the DTA, in collaboration with the Government of Samoa Sector Agencies and Ministries to ensure agreement and commitment to the strategy;
 - c. **Operationalise the DTA**; design and implement an organisational operating model and structure that comprises of the appropriate resources including funding to develop and deliver on the agency's outputs and priorities. The TA in collaboration with all the counterparts will establish an effective leadership team for the DTA, including a long-term transition plan for the management of the DTA once the two-year period funded under the New Zealand Aid Programme has ended;
 - d. In collaboration with the Samoa Bureau of Statistics (SBS), align all work of the DTA to the **Samoa National Digital ID (NID) System**. The DTA's task as a result of the scoping mission will be to **map out the individual needs** of Ministries, Constitutional Bodies and State-Owned Enterprises (SOE's) of the identity system for widespread efficiency and effectiveness of delivery of Government services;
 - e. The DTA will collaborate closely with the **National Computer Emergency Response Team (SamCERT)** to ensure that minimal security standards are met for the deployment of any digital Government services and technology. This will minimise threats and vulnerabilities as Government moves towards widespread digitalisation;
 - f. Establish strategic connections and networks with key stakeholders on Digital initiatives to find alignment in strategy, policy and technology solutions. This work will also heavily involve collaboration with the Private Sector to identify any and every

opportunity for intervention in existing programs or projects to enhance likelihood of success or potential for realignment;

- g. Mapping the Capability Plan** for all of Government. The institutionalisation of the knowledge, skills, systems and processes underlying the above so as to ensure their sustainability and for the self-sufficiency of the host Organisation and all Government Ministries, SOE's and Constitutional Bodies.

Assignment Outputs

17. The main outputs of the assignment will be:
- a. An **inception report** detailing how this TOR has been interpreted, the methods that will be employed by the TA in conducting its work; how it envisages to work with the host Ministry and all other Ministries/Key Stakeholders; and the schedule of work that will be undertaken. Following dialogue with all counterparts, the inception report may suggest modifications to the output schedule as set out in **Table 1 below**;
 - b. At least three(3) **progress reports** at the end of the first three [3] Phases highlighting progress made towards the digitalisation roll-out to Government;
 - c. **Other Reports** that may be produced from time-to-time on different aspects of implementation such as: consultations with all Sectors of Government, recommendations for the revision of legislation etc;
 - d. A **Final Report** that incorporates sections on: **(i)** methods of institutionalisation and progress made in relation to them; **(ii)** project implementation progress; and **(iii)** post-exit plans and responsibilities.
18. **Output schedule:** The schedule set out in **Table 1** below is subject to modification according to discussions between all counterparts and the TA during the inception phase.
19. **Length of assignment and performance/outputs-based inputs:** The length of this consultancy is 360 days split into 4 phases (*see Table 1*). Transition between the phases will be outputs-based and subject to the approval of DTC based on recommendation from all counterparts.
20. **Missions and timing:** It is envisaged that each of the phases outlined in Table 1 will be conducted separately and the manner with which this undertaking will be implemented will be determined during the inception phase with all counterparts. This will allow for better system absorption and change management. Given the challenges associated with travel as a result of Covid-19, home-based work/off-site work will be discussed during the inception phase, determined largely by the nature of work at each of the phases.
21. **Presentations:** Presentations will be conducted prior to the completion of each phase of the assignment. This will serve two main purposes. First, making a presentation before the report is released clearly allows for feedback on the presentation to be incorporated into the report; and second, it serves a human resource development purpose for all respective staff involved in the implementation of this assignment. The presentations will be to all key stakeholders including the DTC and NZ High Commission, Samoa/NZ MFAT.

Table 1: Output Production Schedule

Output	Deadlines - working days after commencement (total 360 days and/or 51 weeks)	Other Assistance under the Funding Arrangement
PHASE 1: 90 Days/3 Months Scoping Exercise Operationalise the DTA		
Inception report presentation	Day 5 upon commencement of consultancy	Department of Internal Affairs (DIA) digital transformation experts ⁷
Inception Report	Day 10	
A jointly-produced work plan	Day 10	
Scoping exercise and consultations across all of Government	Day 60 (2 months)	
Progress Report 1 <i>Other reports produced from time-to-time on different aspects of implementation</i>	Day 90 (3 months) Completion of Phase 1 - Scoping Exercise	
Draft Transition DTA Plan	Day 90	
Government of Samoa Progress Report 1 for the period from signing to 01/05/2022.		
PHASE 2: 60 Days/2 Months Framework for Digitalisation Digital Transformation Strategy Legislation		
Output	Deadlines - working days after commencement (total 360 days and/or 51 weeks)	Other Assistance under the Funding Arrangement
A draft Digital Transformation Strategy	Day 40 Phase 2 (P2)	DIA expert advice
Legislation Amendment requirements		
Draft Capability ICT Plan		
Progress Report 2 <i>Other reports produced from time-to-time on different aspects of implementation</i>	Day 60 Phase 2 (P2)	
GoS Progress Report 2 for the period 01/05/2022 to 01/07/2022.		
PHASE 3: 180 Days/6 Months Implementation /Roll-out - digitalisation across all of Government		
Final Digital Transformation Strategy & Implementation		DIA expert advice
Progress Report 3 <i>Other reports produced from time-to-time on different aspects of implementation</i>		
Government of Samoa Progress Report 3 for the period 01/07/2022 to 01/01/2023.		

⁷ Commitment under the Funding Agreement for visits and/or advice from experts within the NZ Department of Internal Affairs (DIA). Modality of delivery expert assistance will be based and dependent on travel restrictions in place due to COVID-19.

PHASE 4: 30 Days/1 Month Completion

FINAL Transition DTA Plan		DIA expert advice
Presentation on the final report that incorporates sections on: (i) methods of institutionalisation and progress made in relation to them; (ii) project implementation progress; and (iii) post-exit plans and responsibilities		
A final report that incorporates sections on : (i) methods of institutionalisation and progress made in relation to them; (ii) project implementation progress; and (iii) post-exit plans and responsibilities		
Government of Samoa Completion Report covering the full Funding period.		

Institutionalisation, Outcomes and Method

22. Institutionalisation: The Government and its Stakeholders expect the conduct of this assignment to be beneficial to the capabilities of seconded staff who will be working closely with the TA and, thereby, to make for significant progress towards the institutionalisation within the MCIT in particular, of the technical knowledge and skills necessary to carry out from time-to-time the main tasks of this assignment.

23. Outcomes: The objectives set out above will contribute to the following main outcomes:

- a. First, better understanding of each of the Government Ministries, SOE's and Constitutional Bodies use of ICT based on a review of existing strategies, policies, initiatives and developments etc;
- b. Second, an operational DTA, complemented by a long-term transition plan for the management of the DTA;
- c. Third, development of a National Digital Plan/Strategy;
- d. Fourth, Capability ICT Plan for all of Government;
- e. Fifth, the SNBH is prepared for greater utilisation by Government Organisations;
- f. Sixth, improvements in the effectiveness, efficiency, inclusiveness, accountability and transparency of state governance;
- g. Seventh, arising from the above, significant gains to sustainable and equitable community and national development;
- h. Eighth, minimal security standards are developed for the deployment of any digital Government service/s and technology;
- i. Ninth, strategic connections and networks with overseas counterparts developed;
- j. Tenth, SamCERT fully established to minimise the risks and vulnerabilities as a result of widespread digitalisation;
- k. Eleventh, efficiency and effectiveness of Government services as a result of an operational National Digital ID System being implemented;

1. Cross-cutting across the above, the following attributes are highly desirable of the TA given the nature, scope and partnerships of the key deliverables for this assignment:
 - Knowledge of the Samoan environment – technology, telecommunications, information, security and capability;
 - Existing relationships and experience in the NZ Government settings – DIA/MBIE/MFAT;
 - Experience in international diplomatic settings – Government to Govt;
 - Experience across areas of Strategy, Operations and Delivery experience.

Method

24. The emphasis will be on action learning and team work involving, in particular, senior IT managers of all Government Ministries, SOEs and Constitutional Bodies in particular IT Managers/ACEO's, who make up the Government Technical Working Group for the ICT Sector. The other methods employed will vary considerably according to the demands of the particular activity, its technical dimensions, the people involved, and relevant organisational systems.
25. Secondary data (reports and other documents) will include, but should not be restricted to:
 - Strategy for the Development of Samoa (2016-2020)
 - Respective Ministry relevant policy documents
 - Communications Sector Plan (2017/18 – 2021/22)
 - National ICT Policy 2012 – 2017
 - Samoa National Cybersecurity Strategy 2016-2021
 - Government Internet and Email Policy 2016
 - National Broadband Policy 2012
 - Co-Location and Infrastructure Sharing Policy 2011
 - National Spectrum Management Plan 2011
 - Sector plans in the four 'priority areas' designated by government (Economic, Social, Infrastructure, and Environment – see SPMS)

HR Requirements and Selection Criteria, Assignment Length and Locales, and Reporting

Consultancy Team and Selection Criteria

26. **Composition:** The TA recruited for this development should be highly knowledgeable in the Information, Communications and Technology Sector with expertise in the components that enable Digital capability, experience in leadership, management and delivery of technology to enable government and capability in business transformation.
27. **Selection criteria:** TA selection will be based on the following criteria:
 - a. **Work experience:** The TA will be expected to have more than ten (10) years of work experience that is clearly relevant – in terms of substantive technical content, scope, and level(s) - to the work outlined in this TOR.
 - b. **Developing and developed country experience:** The TA should have demonstrable

experience working in both developing and developed countries, in Strategy, Policy, Commercial and Delivery of outcomes across different industries.

- Possess both Public and Private Sector experience in technology and digital change management;
 - Experience in international digital transformation including an understanding of regional development goals, particularly the Samoan IT environment.
 - Shows experience in region and also understanding the culture and dynamic of the Pacific and Samoan elements of life.
- c. **Qualifications:** The TA should possess the following qualifications degree in a relevant discipline.
- Minimum Bachelor degree in Computer Science / Information Technology/Systems and relative areas of Change Management and Digital Transformation. Post Graduate Degree is an advantage;
- d. **Substantive knowledge:** The TA should have strong and up-to-date knowledge of ICT and a reputation in the industry as a leader in these fields, as demonstrated by the level and type of work he or she has done in *both* developed and developing countries.
- The TA should also possess up-to-date knowledge and understanding of the relevant literature and key development issues, such as capacity and institution building, institutionalisation and sustainability.
 - The TA should have a thorough understanding of the differences and interdependencies between policies, plans, legislation, and strategies combined with the ability to make judgements about the balance to be struck in different circumstances between bottom-up and top-down developments in these fields.
 - Ideally an understanding of the political, economic and social context of Samoa.
- e. **Analytical capability:** The TA should demonstrate that he or she is capable of analysing complex problems and producing practical and workable solutions.
- Particularly, the TA should have demonstrable experience in the Information, Communications and Technology Sector;
 - Deep expertise in the components that enable Digital capability with experience in leadership, management and delivery of technology to enable business transformation.
- f. **Performance under pressure:** The TA will be expected to have a consistent record of producing outstanding performance under pressure and of working with senior government counterparts. As this role will involve continuous collaboration with Senior Government officials, the TA would have demonstrable experience in Senior Executive/Management that can manage and influence strategically (Ministers/Chief Executives) and communicate with clarity (operationally) in delivering outcomes.
- g. **Judgement:** The TA should be capable of making independent judgments in particular should have the ability to lead discussion, influence, and develop consensus on difficult and controversial issues, and to balance and mediate multiple stakeholder expectations and objectives.
- h. **Local Counterpart Support:** The TA should be able to source a local Samoan counterpart Firm /Individual to assist with the work in Country in they are not able

to be present in country. To facilitate and assist to the project while working under the Guidance of the TA remotely in part to the COVID-19 restriction.

- i. **Knowledge and skill transfer:** The TA should be able to convey effectively their own knowledge and skills to others and to mentor and guide counterparts concerning their professional development, for the benefit of the host Ministry and all other Ministries, SOE's, the sector, the economy and society. Should have a track history of providing training programs in previous project or other related assignments.
- j. **Written and oral communication capabilities:** It is essential that the TA possesses the ability to express complex ideas - both in writing and orally - clearly and in plain English to a variety of audiences, including government officials, community groups, entrepreneurs, donors, and other professionals.
- k. **Interpersonal and intercultural skills:** The TA should possess excellent interpersonal and intercultural skills and be able to manage questions of national and organisational culture effectively and to build effective and harmonious working relations with clients and counterparts.
- l. **Leadership:** The TA should possess strong leadership qualities and the ability to work in, and manage, teams. He or she should also be able to work effectively in a matrix management environment or one that has multiple lines of reporting.
 - The TA would have demonstrable experience in the mechanism of Government and an understanding on the operating model of delivery in complex policy environment - particularly in the inter-agency area.
 - Organisational leadership and management experience in building vision, purpose and functional outcomes for Organisation and people development.
 - Strategist with experience in planning and delivery that can work inclusively with others to deliver shared goals as a team.

28. Under the immediate direction of the CEO MCIT, the TA will be responsible for doing the work necessary to produce the outputs according to the deadlines set out in this TOR.

Assignment Commencement, Length, and Locales

29. The assignment will be carried out in Samoa for a period of 360 days split into 4 phases as set out in **Table 1** above. The assignment will commence on a date agreed to by the Government of Samoa and NZ MFAT. It is expected that the vast majority of the work will be carried out in Apia.

Reporting

30. **Principal counterparts:** In the first instance, the TA will report to the principal government counterparts for this assignment, as set out on the first page of this TOR. The TA will work closely with other counterparts as designated from time-to-time by the principal counterpart. The consultants will also report to the DTC.

31. **Work space and appointments:** The team will be provided with work space in the MCIT who will also assist with making appointments for interviews and generally facilitating the work of the TA.

32. **Reports and presentations:** Reports and presentations will be based on those outlined in the schedule in **Table 1**.

33. **Communication:** The TA will collaborate closely with the counterparts listed in this TOR.