

The cover features a white 3D stick figure standing on a thick orange arrow that branches into four directions. The background is white with blue decorative patterns in the corners. The title is in a blue serif font with a drop shadow.

# Samoa National Employment Policy 2016 -2020

February 2016

## FOREWORD

### *Background*

Unemployment remains a major development issue in many Pacific Island countries with Samoa being no exception. The 2012 Samoa Labour Force Survey reported that the youth unemployment rate is double that of the total population unemployment rate, at 16.8 percent with more females compared to males being unemployed.

Recent improvements in Samoa's economic growth since 2001 have not translated adequately into employment. Unemployment among the economically active population is still high. Under-employment is also a major problem. This situation has been attributed to weaknesses in the employment environment including gaps in information on the labour market.

### *The National Development Challenges*

Samoa's Gross Domestic Product growth over the past 2 decades is mixed with contrasting period of high growth followed by more moderate growth rates. Gross Domestic Product from 1994 to 2005 reflects strong economic growth. However, recent economic performance from 2006 to 2015 shows a marked slowdown in GDP growth. The economy has had limited success with diversification and remain dependent on primary commodity exports. The 2013 Business Activity Survey (BAS) however, shows an improvement in the manufacturing sector between the 1994 BAS and the 2013 survey.

Structural transformation of the Samoan economy remains a challenge and has constrained the development of new and better employment opportunities with greater utilization of the labour force. As a result, the majority of employment opportunities continue to consist of low-income agricultural and informal activities. Relative to the growing labour market force, Formal public and private sector jobs have declined. Reversing the unemployment trend will require continuation in macroeconomic stability but with additional efforts to integrate employment at all levels of development.

### *Unemployment and Poverty*

Extreme poverty and destitution does not exist in Samoa, largely due to a strong social fabric, a culture of sharing, abundance of land and rich sea resources. However, inequality and poverty is still a concern, in particular as the situation appears to have worsened somewhat in the past decade in spite of economic growth. The share of Samoans living below the nationally defined poverty line increased from 23% in 2002 to 27% in 2008. Provisional figures for the 2013 HIES indicates that the share of Samoans living below the poverty line has worsened in the past decade.

There is a direct link between unemployment and poverty. Income from wage employment and remittances from abroad are the most important sources of household income. In 2008, income from wage employment was over 40% of total household income. In 2013, this has increased to 47.8% indicating the growing importance in wages employment. At the regional level, wage and salaries accounted for 71.3% of total household income in the Apia Urban Area; 57.8% in North West Upolu with only 35% and 26.9% for Rest of Upolu and Savaii respectively. This clearly reflects the disparity in employment opportunities within each region especially between the urban and rural economies.

## ***National and International Initiatives to Address the Challenge of Unemployment and Poverty***

The Millennium Development Goals addressed employment from the perspective of decent and productive work for the youth. This has been addressed further with the Sustainable Development Goals (SDG's) adopted in September 2015 Goal 8 - *"Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all"*. Samoa is committed to achieving the SDG's within the set target frame of 2030.

During recent discussions as part of the preparations for the new Strategy for the Development of Samoa 2017-2020, it was agreed that employment targets would be specifically stated as part of the overall national targets for Samoa. To achieve this, supportive economic and social policies are needed to ensure that the youth in particular have adequate levels of employment and their rights are respected. International experience demonstrates that employment is at the center of poverty and hardship reduction efforts and the development of human resources a key strategy in addressing employment.

The Government has taken broad initiatives to sustain economic growth, wealth creation and addressing hardship in Samoa. However, every effort would have to be made to enable all to participate in the process of economic transformation through full participation. This means those living below the poverty line must have access to productive employment opportunities if this process is to be meaningful and a success especially for marginalized groups. Significant progress has been made with efforts to ensure the village economy fully participates in this transformation process.

Following the achievement of macroeconomic stability, and improvement in good governance, Government is now set to deal with the employment challenge. The inclusion of employment targets at the national level would result in our production processes and public investment programmes being more employment intensive. Government obviously cannot do all these alone and will have to collaborate effectively with social partners, private sector, civil society and development partners to ensure that the process for achieving increased productive employment opportunities is sustainable and addressed within each sector of the economy.

This National Employment Policy is therefore a bold attempt of Government to provide the needed policy response to the precarious employment situation and to assist the poor and unemployed to take advantage of the opportunities to be gainfully employed and contribute their quota to the national development process. Achieving the goal of full, freely chosen productive employment is not an easy task for a Small Island State such as Samoa. Government has, however, taken the first bold steps and is determined to overcome both natural and structural impediments in the economy and make the ultimate development goal of full employment attainable through the effective implementation of this National Employment Policy.

**Hon. Laufo Fonotoe Pierre Meredith**  
**Minister - Ministry of Commerce Industry & Labour**

## Contents

CHAPTER 1 .....	5
1.0 INTRODUCTION .....	5
1.1 Rationale & Justification .....	5
1.2 Scope .....	5
1.3 Vision .....	5
1.4 Objectives .....	6
CHAPTER 2 .....	8
2.1 Samoa Employment Situational Analysis (SESA) .....	8
2.2.1 The Macroeconomic context .....	10
2.1.2 Labour Market Situation in Samoa .....	11
1.3 Efforts by the Government of Samoa .....	18
CHAPTER 3 .....	20
3.0 POLICY ISSUES & OBJECTIVES .....	20
Pillar 1: Strengthened Labour Market Demand .....	20
3.1 Pro-employment macroeconomic framework .....	21
3.2 Accelerating and assimilating economic growth and employment generation .....	21
3.3 Balancing the number of new entrants to the workforce and the proportion that actually get paid employment .....	21
3.4 Improvement and transformation of the Informal Sector for creating decent employment .....	22
3.5 Reducing rural unemployment and underemployment and rural to urban migration .....	22
3.6 Integrating Urban and Rural Economies .....	23
3.7 Enhancing the capacity of the domestic private sector investors in creating new and better employment opportunities .....	23
3.8 Increasing Opportunities and improving coordination for Seasonal Workers and Samoans working abroad .....	23
3.9 Rationalizing the employment of foreigners in Samoa .....	24
3.10 Creating Green Job Opportunities in Samoa .....	24
3.11 Supporting Research & Development for providing inputs for Employment Policies & Legal Reforms for enhancing employment creation and poverty reduction interventions .....	25
3.12 Empowerment of individuals through enhancing accessibility to business support services – capital, market access for private sector entrepreneurs for increased productivity .....	25
Pillar 2 Strengthened Labour Market Supply .....	25

3.13 Promoting Human Capital Development as part of the National Strategic objective for growth, employment and poverty reduction.....	26
3.14 Development of Decent Work Ethics.....	26
3.15 Enhancing Youth Employment Opportunities.....	27
3.16 Facilitating Samoan jobseekers to acquire appropriate skills warranted for employment.....	27
Pillar 3: Strengthened Employment Policies, Institutions & Regulatory Environment.....	28
3.17 Creating a common understanding of the employment and unemployment concepts. ....	28
3.18 Develop an Effective and Efficient Labour Market Information System – LMIS .....	29
3.19 Mainstreaming Employment as a Cross Cutting Issues both at the macro and sector levels.....	29
3.20 Harmonizing Employment related Policies and establishing Institutional Framework for effective and efficient coordination of employment creation initiatives and deliveries.....	30
3.21 Improving access to employment opportunities for people with special needs (PWSN).....	30
3.22 Development of Employments Services .....	<b>Error! Bookmark not defined.</b>
3.23 Improving Employment Conditions and respect for Labour Rights.....	31
3.24 Mainstreaming Gender into Employment.....	31
3.25 Eliminating Child Labour .....	31
CHAPTER 4 .....	33
4.0 KEY STRATEGIES FOR NATIONAL EMPLOYMENT POLICY .....	33
4.1 Labour Demand Strategies.....	33
4.2 Labour Supply Strategies.....	34
4.3 Strategies on Employment Policies, Institutions & Regulatory Environment.....	35
CHAPTER 5 .....	38
5.0 LEGAL INSTITUTIONS FRAMEWORKS, ROLES AND RESPONSIBILITIES.....	38
5.1 Legal Framework.....	38
5.2 Institutional Framework for Policy Implementation .....	38
5.3 Roles & Responsibilities.....	39
CHAPTER 6 .....	43
6.0 IMPLEMENTATION ARRANGEMENTS & ACTION PLAN.....	43
6.1 Structures for Policy Implementation.....	43
6.2 SNEP Action Plan .....	44
6.3 Review & Revisions of the Employment Policy .....	49

## 1.0 INTRODUCTION

### *1.1 Rationale & Justification*

The employment challenges facing Samoa are critical and the SDS 2012-2016 reaffirmed the importance of productive employment in fostering an improved quality of life for all Samoans. The Samoa National Employment Policy (SNEP) 2016 –2020, the first employment policy for Samoa, seeks to provide a coherent framework to improve the quality of life for all Samoans through more and better productive employment opportunities. Specifically, the SNEP seeks to enhance labour market outcomes in Samoa by addressing issues related to:

- Labour market demand;
- Labour market supply; and
- Labour market policies and institutions.

### *1.2 Scope*

Employment is a cross cutting issue that is multi-dimensional and needs to be addressed from all perspectives – macroeconomic, sectoral and specifically defined in policies and programs. The successful achievement of employment goals and targets requires a multi sectoral approach with strong cooperation between all the key stakeholders.<sup>1</sup> Existing Government structures and processes should be fully utilized in implementing the SNEP in order to optimize the effectiveness of this policy. The various sector coordinators are essential in integrating the SNEP into their respective sector plans and sectoral development efforts. Employment creation must be mainstreamed into macroeconomic policies, national and sector policies and programmes.

The Samoa National Employment Policy (SNEP) aims to build Samoa labour market resilience to withstand external shock both man-made and of natural causes. In addition, the SNEP will enhance the labour market force to face the challenges and reap the benefits from opportunities arising from operating in a competitive regional and globalized environment.

### *1.3 Vision*

The vision of the SNEP is to have a society engaged in productive employment opportunities thereby generating decent incomes that would realize the overall national vision of *“Improved Quality of Life for All”*.

The SNEP seeks to realize this vision by having an overall aim of:

---

<sup>1</sup> Includes, MCIL, MOF, PSC, CBS, MESC, NUS, SQA, SROS, SAME, Chamber

***"Integrating productive employment at all levels to support the creation of more and better jobs."***

The achievement of more and better jobs and consequent higher incomes through the integration of productive employment at the national and sectoral levels will bring to fruition increased quality of life, wealth and reduce hardship for vulnerable groups in Samoa. Productive employment is defined as undertaking any activity that adds value and generates additional income.

The SNEP has been developed based on a wide range of consultations with relevant stakeholders supported with in-depth analysis of available information and statistics. In 2013, a Samoa Employment Situational Analysis (SESA) was undertaken in collaboration with the International Labour Organization (ILO), together with stakeholder consultations informed the development of this policy. In 2015, the SESA was updated which served to further strengthen the evidence base for the Samoa National Employment Policy.

The vision for the 2012-2016 Strategy for the Development of Samoa (SDS) like previous national plans remains: *"Improved Quality of Life for all"*. Attaining this vision requires the creation of more and better jobs. As the SDS 2016-2020 is being developed, this policy seeks to both contribute to the development of the SDS 2016-2020 and its implementation.

Furthermore, with the adoption in 2015 of the Sustainable Development Goals (SDGs), and Goal No. 8 to *"Promote sustained, inclusive and sustainable economic growth, full productive employment and decent work for all,"* the SNEP is also aimed at contributing to the attainment of this Goal in Samoa as well as at the global level.

## **1.4 Objectives**

The objectives of the Samoa National Employment Policy Objectives are to:

- a) Promote a common understanding of the challenges in unemployment among key stakeholders and generate collaborative commitment towards addressing and solving these;*
- b) Promote decent and productive employment as a national priority and enable all participants in the labour force to gain productive and full employment;*
- c) Enhance and Instil a conducive and enabling environment that promotes growth in the private sector;*
- d) Foster faster economic growth and adequate allocation of investment resources to employment potential sectors such as large scale agriculture, tourism, manufacturing and agro-processing industries including social services sectors;*

*e) Assist and provide the enabling environment for the gradual transition from the informal into the formal sector in Samoa;*

*f) Enhance skills and competencies for those in the formal and informal sectors;*

*g) Ensure income security and social inclusion;*

*h) Promote equal access to employment opportunities and resources endowments for vulnerable groups such as Youths and People with Special Needs (PWSN);*

*i) Strengthen the matching of labour market demand and supply, through the development of comprehensive labour market information system (LMIS) that collects, analyses and disseminates labour market information at all levels in a timely manner;*

*j) Safeguard the basic rights and interests of workers in accordance with National and International Labour Standards.*



## CHAPTER 2

---

### 2.1 Samoa Employment Situational Analysis (SESA)

The SESA 2015 finds that there are opportunities and challenges facing Samoa in promoting and developing sustained economic growth and supporting a healthy labour market. Key findings concluded:

- The Samoan economy over the past 25 years has experienced growth and retraction patches/periods with strong growth recorded in the mid 1990's, and beginning of the 21st Century. Notable downturns were observed in 1997 and more recently in 2008 and 2009. Since then economic growth has been modest;
- The economy is extremely vulnerable to natural disasters and external economic downturns. Discrete events such as the sharp downscaling of Yazaki had major repercussions on the economy and employment.<sup>2</sup> There is a need to develop effective countercyclical policies to strengthen employment resilience against external economic shocks;
- Employment creation and economic growth are closely linked. With the current outward migration trends, GDP growth need to be greater than 4 percent to avoid unemployment;
- Households with paid wages and salaries are better off and less vulnerable to being below the poverty line compared to households that rely on subsistence living;
- Recent trends indicates a strong relationship between the level of educational attainment and paid wages and salaries;
- Samoa suffers from key structural weaknesses; separate urban and rural economies, declining agriculture and manufacturing sectors and a small domestic market with a narrow economic base;
- Recent growth in formal employment has been driven by the Public and Commerce sectors. Between 2007 and 2014, formal employment grew from 22,262 to 23,663 (addition of 1,401) and the Public Administration including National Health Services expanded from 5,163 to 6,361 (addition of 1,198) during this same period;
- Ensure macroeconomic policy is coherent and more supportive of inclusive economic growth and employment creation within the framework of price stability and medium-term fiscal sustainability. In particular, the macroeconomic framework

---

<sup>2</sup> Foreign company manufacturing wire harnesses for the Australia Automotive Industry.

has to ensure adequate investment growth is attained in both formal and informal economy;

- Need for increased investment in agriculture, where the majority of Samoan workers and the poor earn a living with a view to stimulating broad-based increases in agricultural productivity, coupled with investment in labour-intensive industries including tourism. Such industrial/sectoral policies will need to be underpinned by significant investments in education, vocational training, and skills development that meet the requirements of the labour market;
- Importance of a well-functioning labour market information system and effective employment services.
- High outward migration has mixed results.
  - Immediate benefits are:
    - > *Remittances;*
    - > *Ease of pressure on labour market;*
    - > *Ease of pressure on domestic resources.*
  - Costs:
    - > *Shortage of skilled workers;*
    - > *Shortage of Manpower in rural areas (agriculture);*
    - > *Fosters a dependency culture.*
- Support and implement effective programs and projects that are pillared on a value chain approach - mitigate domestic supply and market uncertainties;
- Revisit policies that would promote the rural economy with a view of greater participation and integration into the monetized urban economy;
- Explore and implement policies that enhance domestic production;
- There is a need to develop a comprehensive National Employment Policy, developed through social dialogue among government and employers' and workers' organizations, to foster policy coherence and coordination

The main issues arising from the Samoa Employment Situational Analysis are shown in Table 1 with corresponding strategies developed within the Samoa National Employment Policy document.

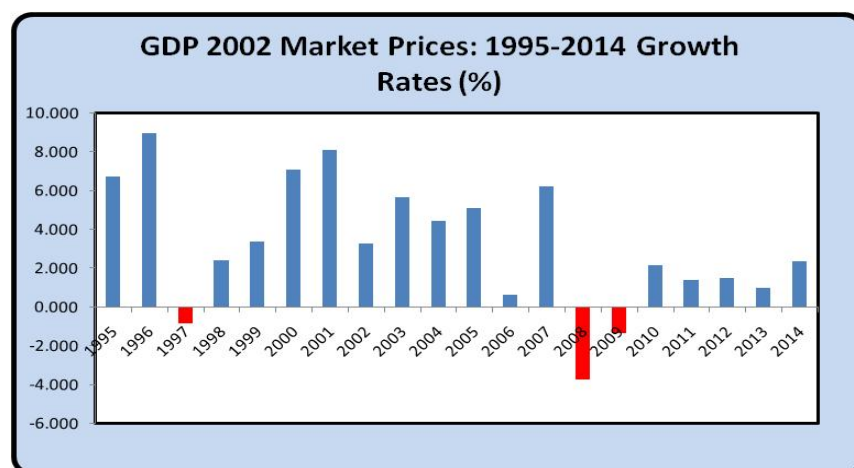
**Table 1. Issues Identified in the SESA and SNEP Strategies**

List of Issues Identified in the SESA	SNEP Strategies
1. Employment policies not well addressed at the national level	LMD1; LMD2
2. Slow economic growth	LMD3-LMD6
3. Economy too vulnerable (diversification)	LMD10; LMD17
4. Paid employment very important (poverty strategy)	LMD10; LMD12, LMD 14LMD15
5. Education one of the key to good formal employment	All LMS Strategies
6. Annual GDP growth of greater than 4% for unemployment reate to remain the same assuming current outward migration patterns remain	LMD2
7. Lack of private sector driven employment	LMD4; LMD14-LMD18
8. No specific targets for employment	LMD2
9. Disjoint urban and rural subsistence economy	LMD15
10. Declining agriculture and manufacturing sector	LMD10, LMD11PMD13 etc
11. Small domestic economy	All Strategies
12. No Industrial Policies in place	LMD18
13. High outward migration has mixed results	n.a
14. Mitigate domestic supply and market uncertainties	LMS13 to LMS18
15. Lack of investment growth - formal and informal economy	LMD9, LMD17, LMD11, LMD4
16. No effective countercyclical policies	LMD3

### 2.2.1 The Macroeconomic context

Over the past 2 decades, the Samoan economy had mixed economic performances (Figure 1). Gross Domestic Product (GDP) estimates in 2002 constant prices from 1994 to 2014 reflects strong economic growth in 1995 and 1996 following the devastations of Cyclone Ofa and Val in 1990 and 1991. This was induced by a major inflow of grants and public investment as part of a comprehensive rehabilitation program. In addition, the Government embarked on a widespread public sector reforms in the mid 1990s. Following a retraction in 1997, the economy continued to grow strongly before a marked decline in 2008 and again in 2009. In more recent years, the economy has grown, but at a rate well below the SDS target of 3 to 4 percent growth.

**Figure 1: GDP Growth rates 1995 -2014**



Source: Samoa Bureau of Statistics

**Key Industries:** Between 1994 and 2014 there have been structural changes in the industry composition of the economy. The agriculture sector has declined from almost 16% of GDP to less than 6.5 percent. Similarly, Fishing has declined from around 7.8% to around 3 percent. There has been a marked increase in Commerce from 11.2% to 32.4% of total GDP over the last two decades.

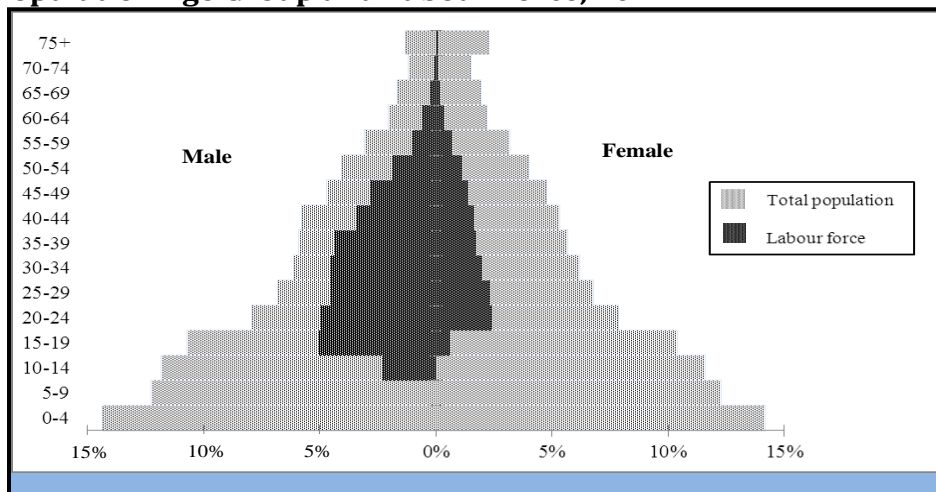
Despite limited growth in Gross Domestic Product, GDP per capita has increased by around 300% between 1994 and 2014. In 1994, GDP per capita was estimated at around SAT \$3,636, in 2005, this increased to SAT \$7,893 and in 2014 was estimated at SAT \$10,190. This reflects strong growth in the mid 1990's combined with slow population growth estimated at around 1% per annum.

GDP per capita has increased steadily but the rate of increase in formal paid employment has not kept up with the increase in the number of people entering the workforce. Thus an average measure such as GDP per capita mask income levels at the individual and household levels.

### 2.1.2 Labour Market Situation in Samoa

Samoa is characterized by a young population despite decades of high net migration abroad (Figure 2). The fertility rate is high, more than twice the reproduction rate resulting in the continued high birth rates and the large proportion of young people in the population.<sup>3</sup>The total population of Samoa was 187,820 in 2011 and this is projected to have increased to 193,483 in 2015<sup>4</sup>. The natural population increase has fallen slightly from 2.6% in 2000 to about 2% at present. In addition, the population is ageing slowly.

**Figure 2: Population Age Group and Labour Force, 2011**



Source: Samoa Bureau of Statistics

<sup>3</sup>The total fertility rate fell from over 7% in 1971 to 4.8% in 1991, but has since stabilized and stood at 4.6% in 2009 (Demographic Health Survey 2009 [2010: 61]).

<sup>4</sup>Projection based on 0.8% growth rate from 2011, Samoa Population and Housing Census 2011, SBS.

In 2011, a total of 36,735 people resided in urban areas while the majority of the population (151,085) lived in the rural areas. The median age in Samoa was 20.1 years and the number of people aged between 15 and 29 was 47,414, accounting for a quarter of the total population. Between 2001 and 2011, the share of children under the age of 15 fell from 40.7% to 38.3 percent. The share of elderly, over the age of 65, remains low below five per cent. As a result of the falling share of children in the population, the age-based <sup>5</sup>dependency ratio, has improved in the past decade. From an economic perspective, the age structure is favorable with a high share of the population in the working age bracket. This situation is likely to remain in the coming years.

Samoa has invested heavily in its human resources and ranks high on most social development indicators. In 2011, Samoa scored 0.688 on the Human Development Index (HDI), putting it well above the global median value of 0.63. In 2014, total gender composition for primary school enrolments were 52% for males and 48% for females and secondary school enrolments showed 47% for males and 53% for females.

- ***High percentage of the population under Age of 29***
- ***Share of the population over the age of 65 is Low***
- ***High School Enrolment levels for both males and females***
- ***HDI Score is above global median level***

The number of school repeaters has also declined according to the latest 2014 Education Statistical Digest from 1,125 in 2005 to 631 in 2014 (Table 1).

Both primary and secondary education, are heavily subsidized by Government. For Government schools, the Government provides teachers, education infrastructure and teaching materials whilst the respective school committees organize and maintains school buildings and other education related assets.<sup>6</sup>

In Primary Education: Government provides 82%, Mission Schools 13% and Private Schools account for 5% of the total primary enrolment. For Secondary Education providers: Government provides 57%, Mission Schools 40% and Private Schools represents 3% of total secondary school enrollment.

---

<sup>5</sup> Defined as the ratio between the young and elderly non-working age population on the one hand and the working-age population on the other

<sup>6</sup> Committees equivalent to parents associations, in rural areas the school committee comes under the respective village councils where the schools are located.

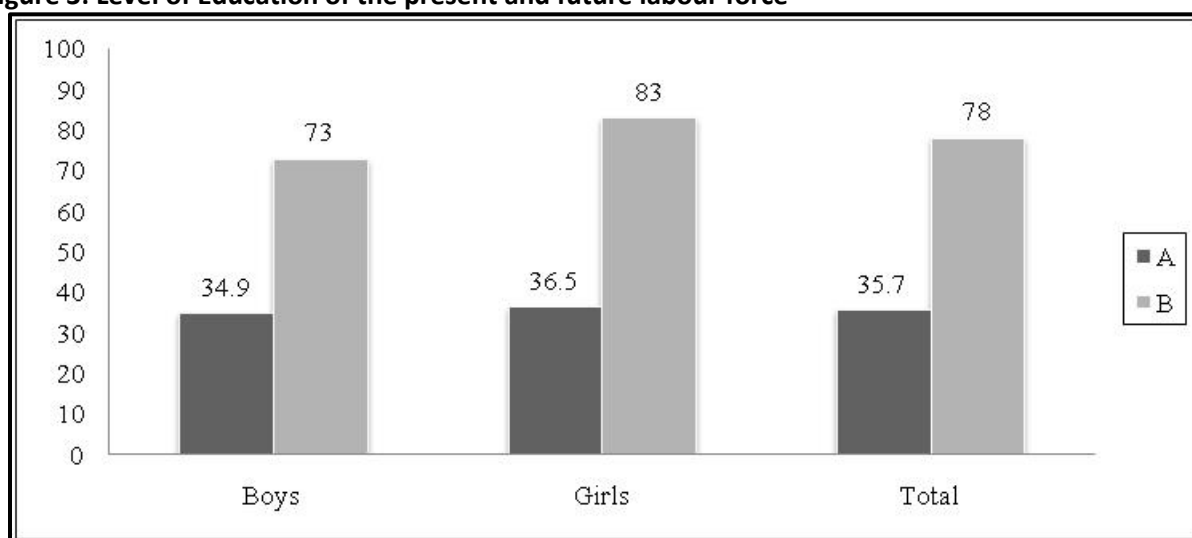
**Table 2: Primary & Secondary School Repeaters 2005 - 2014**

Year	Primary									Secondary						TOTAL
	1	2	3	4	5	6	7	8	Total	9	10	11	12	13	Total	
2005	223	51	34	41	36	24	41	105	555	32	28	88	274	148	570	1,125
2006	206	51	46	44	31	25	28	130	561	24	25	176	204	120	549	1,110
2007	205	39	22	55	17	28	42	70	478	46	12	108	245	116	527	1,005
2008	126	43	39	62	26	50	38	61	445	23	27	113	185	109	457	902
2009	125	48	41	40	22	33	12	60	381	62	56	150	163	85	516	897
2010	139	31	37	24	28	32	43	87	421	100	66	144	160	103	573	994
2011	302	40	27	33	36	31	27	61	557	61	47	150	65	78	401	958
2012	205	42	30	19	15	12	20	50	393	73	67	173	88	33	434	827
2013	217	36	24	16	9	21	15	45	383	49	22	59	99	20	249	632
2014	121	29	20	23	15	17	8	14	247	65	39	102	152	26	384	631

Source: Education - Statistical Digest 2014

However, as those with secondary and tertiary education are more likely to migrate abroad compared to those with lower levels of education, much of this investment in human capital is lost to Samoa and its impact on the education and skills level of the domestic labour force is reduced.

**Figure 3: Level of Education of the present and future labour force**



A: Share of working age population with secondary education or more in 2008

B: Net enrolment in secondary education in 2010

Source: Based on 2008 HIES and 2010 UNESCO Enrolment figures for Samoa.

Even though net enrolment in secondary education has averaged well over 60 per cent over the past fifteen years, only 36% of the working age population were still in Samoa. More than 3 out of four Samoans in 2008 those who had secondary education or more (Figure 3) according to World Bank sources have emigrated.<sup>7</sup>

<sup>7</sup>Migration and Remittances Fact book 2011 (p.213). The figure refers to 2000.

**Table 3: Tracer Estimates of Cohort Aged 10-19 in 2001 and 2011**

	Total	Male	Female
<b>Total in Samoa 2001</b>	38,593	20,436	18,157
<b>Left Samoa Between 2001 and 2006</b>	6,591	3,523	3,068
<b>Total in Samoa 2006</b>	32,002	16,913	15,089
- <i>In labour Force</i>	11,246	7,685	3,561
- <i>of which Wage Employed</i>	5,510	3,279	2,231
- <i>Studying</i>	13,030	6,379	6,651
- <i>Others inactive</i>	7,726	2,849	4,877
<b>Total in Samoa 2011</b>	27,599	14,300	13,299
<b>Left Samoa Between 2006 and 2011</b>	4,403	2,613	1,790
<b>Total Left Samoa Between 2001 and 2012</b>	10,994	6,136	4,858

Source: 2001, 2006, 2011 Population Census

A tracer study of young Samoans aged between 10 to 19 living in Samoa in 2001, highlighted the amplitude of migration and the impact on the workforce in Samoa (Table 2). Between 2001 and 2006, 17%

had left Samoa presumably for study or work abroad. Some 29% had entered the domestic labour market and 14% had found wage employment. By 2011, an additional 11% had left the country, bringing the total share of net migrants in this age group to 28 per cent. The share of young men and young women who had migrated was almost the same with 29 and 28 percent, respectively. The outward migration has fundamental impacts not only on the demographic structure of Samoa, but also on its economy, labour market and on employment. Recently, outward migration and those leaving for seasonal employment has also had an impact on the rural labour force. Without solid data, feedback from consultations reflected a growing importance for the rural economy on income received from seasonal workers.

Young people make up a large proportion of Samoa's population, where 64% of people are less than 30 years of age.<sup>8</sup>

**Table 4: Population Characteristics**

<b>Total population 2011</b>		187,820	100
<b>Aged 15+</b>	<i>Working Age Population*</i>	115,900	62%
<b>Aged 15-29 years</b>	<i>Youth</i>	47,414	25%
<b>Urban population</b>		36,735	20%
<b>Rural population</b>		151,085	80%

\* As defined in the Labour Force Survey 2012: All those over the age of 15 years

Source: Samoa Bureau of Statistics

In 2012, out-of-school youths represented 63.3% of the total youth population, 31% whom were employed, 62% were inactive.<sup>9</sup>The proportion of youths classified as NEET (Not in employment, Education or Training) was 39.9 percent. While some of those youths will be engaged in activities like housework or caring for family members, these figures do give an indication of the potential number of youths who are most at risk of being marginalized from the labour market.

<sup>8</sup> Samoa Population and Housing Census, 2011, SBS

<sup>9</sup> Samoa 2012 School to Work Transition Survey, SBS and ILO

**Employment Trends:** Total employment has fallen from 56,000 in 1991 to 45,200 in 2011, a decline of 19 per cent.<sup>10</sup> However during this same period, more and more Samoans are working abroad. Twenty years ago some 35% of the population of Samoa were working (being economically active). Today, that share has fallen to less than one in four (<25%).

**Formal Employment:** Formal Employment here is defined as those that are employed by Registered Businesses and have regular paid wages and are registered with the National Provident Fund (NPF). From 2007 to 2014, formal employment increased by 1,401 from 22,262 to 23,663. This represents a 6% increase with an annual average employment growth rate of only 0.9 percent. The Public Administration alone accounted for the bulk of the increase in formal employment with 1,194 new jobs followed by the Commerce Industry with 583. Strong growth in formal employment was recorded in 2010 and 2011 mainly in Public Administration, Transport, Construction, Personal Services and Commerce in that order. There was a notable decline in Formal Employment for Other Manufacturing which has been reduced from 2,722 in 2007 to only 1,257 in 2014.<sup>11</sup> This reflects the impact Yazaki has had.

The majority of formal employment according to the recent 2013 Business Activity Survey was in the Commerce Industry with 39.6 percent. This was followed by Hotels & Restaurants with 14.5% and Construction with 11.7 percent. These same industries also had the highest percentages of expatriate workers. Excluded from the Business Activity Survey were Yazaki and Public Administration.

**Table 5. Employment by Industry and Type**

Industries	Total	Working Proprietor	Regular / Full Time	Casual / Part Time	Unpaid Family Worker	Expatriate Worker
Food & Beverages Manufacturing	8.3%	2.3%	9.8%	7.2%	0.6%	6.3%
Other Manufacturing	4.6%	3.5%	5.0%	4.7%	1.6%	1.3%
Construction	11.7%	2.8%	13.6%	15.7%	0.4%	12.5%
Commerce	39.6%	69.3%	33.2%	27.7%	78.3%	28.8%
Hotels, restaurants	14.5%	7.5%	16.1%	11.6%	8.6%	22.5%
Transport & Storage	6.7%	4.9%	7.0%	9.9%	3.3%	1.3%
Information and Communication	3.5%	0.4%	3.8%	9.0%	0.0%	7.5%
Finance and Insurance	2.1%	0.2%	2.6%	1.4%	0.0%	5.0%
Technical and other Professional Services	5.8%	5.7%	5.9%	6.1%	4.5%	8.8%
Personal and other services	3.2%	3.4%	3.0%	6.5%	2.7%	6.3%

Source: Samoa Bureau of Statistic - 2013 Business Activity Survey

In terms of workforce by occupation, results from the 2013 Labour Market Survey showed the main occupational category being Services & Sales Workers with 21% reflecting the dominance of the commerce and trade industries. This was followed by Managers and Elementary Workers with 14% each, Clerical Support Workers with 13%, Crafts & Related

<sup>10</sup>1991 and 2011 Population Census

<sup>11</sup> Non Food Manufacturing dominated by Yazaki Samoa



Trade 10%, Plant & Machine Operators 10%, Professionals 9%, Technicians & Associate Professionals 9% and Agricultural & Fisheries with 1 percent.

Unemployment Trends: Overall, total employment fell from 50,325 in 2001 to 45,204 in 2011 (a decline of 10%), and productive employment, defined as employment that provides sufficient income to allow the worker and his/her family a level of consumption above the poverty line, is also estimated to have fallen by around 10 per cent. This decline in productive employment was not due to demographic factors, as the working age population increased slightly over the period, but was the combined result of:

*(i) A decline in the labour force due to a fall in labour force participation;*

*(ii) An increase in unemployment and*

*(iii) A continued high rate of poverty as measured by the national definition, although it should be noted that extreme poverty declined.*

Although unemployment increased between 2006 and 2011, at less than 6% it remains rather low by international standards. However, this average masks large variations across different groups of the labour force. Unemployment mainly affects the young and to a very large extent young women compared to young men. The reason being, that young men are more readily absorbed into both subsistence and paid agriculture. The estimated unemployment percentage for Adults (aged 30+) was 5.6% but Youths (aged 15-29) was a high 16.4 percent.<sup>12</sup>In addition, the unemployment rate was lower for male youths with 14.0% unemployed compared to females youth which stood at 20.2 percent.

The 2014 Samoa Demographic and Health Survey reiterated the disparities between urban and rural regions with the highest percentage of those not employed residing in Rest of Upolu followed by Savaii. The Apia Urban Area and Northwest Upolu had the largest percentage of those employed. In addition it also showed that men were more likely to be employed with 37% reportedly being employed when compared to only 19% for females.

Wages: According to NPF data source, total wages in 2007 was SAT \$443.47 million. In 2014 total wages has increased to SAT \$481.97 million. The highest total wages were in Public Administration which accounted for around 27.6% of total wages in 2014. This was followed by Commerce, Financial Services and Transport with 9%, 7.7% and 7.2% of total wages respectively. In 2007, the average wage was SAT \$19,920, this has increased slightly to SAT \$20,368 in 2014 with the industry median average wages of SAT \$17,740 in 2007 and falling slightly to SAT \$17,290 in 2014. The highest average wages were in Communication, Financial Services and in the Health Sector. During this period, Agriculture consistently has the lowest average wages which was not surprising as efforts to engage people into the formal commercial agriculture have been largely unsuccessful.

---

<sup>12</sup>Samoa Labour Market Update, ILO Office for Pacific Island Countries 2014.

This also points to poverty indicators that reaffirms vulnerable households being mainly engaged in agriculture and without or have limited formal wages and salaries.

The 2013 BAS results showed "Agriculture" as having the lowest average wages followed by "Hotels and Restaurants".

Thematic Groups: The majority of those unemployed in Samoa are youths. Youth in the 2012 Labour Force Survey as well as the Samoa School to Work Transition Survey was classified as those being in the 15 to 29 years age bracket. Whilst most were seeking employment, others declared they were unavailable to work. When asked for the reasons why they were not available for work, the highest percentage of respondents was due of "Housework and Family Responsibilities" accounting for almost 55% of those unavailable for work followed by "Being in School or Trainings" with 24 percent.

**Table 6. Percentage of Respondents that identified each Key Issue as a Constraint**

Percentage of Respondents that Identified Each Key Issue as a Constraint by Industries	Access to Credit (Security)	Access to Land	Access to Electricity	Access to Water	Access to Training	Slow Process for Government Payments on Services Rendered or Goods Sold	Delay in Clearance of Goods from the Airport and Wharf	Timely Assistance from the MCI	Timely Assistancess from Inland Revenue	Slow Issuance of Building Permits	Slow Recovery of Debts for Services Rendered or Goods Sold	Lack of Skilled Workers	Lack of Honest Workers
Food & Beverages Manufacturing	25.0	21.4	32.1	25.0	32.1	46.4	46.4	28.6	21.4	17.9	35.71	39.3	57.1
Other Manufacturing	35.9	30.8	25.6	20.5	33.3	46.2	38.5	25.6	28.2	25.6	43.6	48.7	53.8
Construction	25.9	22.2	18.5	14.8	18.5	51.9	18.5	22.2	29.6	18.5	25.9	40.7	55.6
Commerce	31.1	29.7	37.5	34.2	32.2	34.3	32.6	27.1	33.4	29.2	46.0	36.6	43.8
Hotels, restaurants	37.5	23.6	13.9	18.1	36.1	34.7	29.2	23.6	23.6	20.8	34.7	55.6	76.4
Transport & Storage	33.3	32.1	26.9	26.9	29.5	38.5	34.6	23.1	41.0	24.4	41.0	41.0	44.9
Information and Communication	0.0	25.0	12.5	12.5	50.0	50.0	12.5	0.0	12.5	0.0	50.0	25.0	25.0
Finance and Insurance	14.3	7.1	21.4	21.4	21.4	0.0	0.0	0.0	0.0	0.0	35.7	14.3	28.6
Technical and other Professional Services	20.0	20.0	16.3	16.3	28.8	46.3	16.3	15.0	20.0	10.0	32.5	37.5	43.8
Personal and other services	28.6	23.8	19.0	16.7	31.0	21.4	19.0	16.7	21.4	11.9	21.4	45.2	45.2
Percentage of All Respondents	30.0	27.6	31.1	28.7	31.5	35.8	30.2	24.4	30.4	24.7	41.7	38.8	46.7

Source: Samoa Bureau of Statistic - 2013 Business Activity Survey

Industrial Issues: The 2013 BAS asked enterprises to state the main issues impacting on their operations. Of the 13 possible issues ranging from "Access to Services" to "Assistance from Government" the highest with 46.7% of respondents stating "Lack of Honest Workers" as the main impediments to their operations and 38.8% of respondents stated lack of "Skilled Workers" and 31.5% had "Limited Access to Trainings". Perception on Fees and Charges from the 2013 BAS showed Electricity Costs, Lending Interest Rates and Vehicles Registrations as being the highest.

### ***1.3 Efforts by the Government of Samoa***

Since the mid 1990s the Government of Samoa has implemented sound economic and structural reforms. These changes resulted in real accelerated economic growth especially during the early stages. The major reforms were:

- Government and private sector to work in partnership and not in competition with the latter concentrating in the provision of public services and goods that are considered essential services (health, education, key infrastructure) and providing regulatory services. On the other hand, the private sector was groomed to be “*the engine of economic growth*” and by default the major provider of employment in Samoa. To facilitate these changes, the Government concentrated and were largely successful in implementing the following key Changes:
  - I. Provide Macroeconomic Stability - Fiscal and Monetary Policy Reforms;
  - II. Corporatization/Privatization Program - removing competition between government and private sector with government restricted to the provision of its core functions;
  - III. Overall Tariff Reforms leading to a much more open Samoan economy (Import Duty reduced from over 60% to now a max of 20% levied on a few products);
  - IV. Tax Reforms - Shift from Direct to Indirect Taxes;
  - V. Public Sector Reforms - ultimate aim of improving public sector efficiency;
  - VI. Government Budgetary Reforms - Move from Line to Output now Performance Budgetary System;
  - VII. Improved Aid Coordination - Integrating projects into programs and now adopting a sector wide approach to development efforts with the development of sector specific coordinators;
  - VIII. Planning and Policy Reforms - Split into National Strategic Plans, Sector Planning and the development of Ministry Corporate Plans.

To improve dialogue and networking between Government, Private Sector, NGO's and general communities, the Samoa Chamber of Commerce, SAME, SUNGO, and village majors were established including village women representatives.

The Ministry of Commerce, Industry and Labour has also undertaken the following initiatives:

- Coordinating assistance through the Private Sector Support Facility;
- Implementing the Trade Commerce & Manufacturing Sector Plan focusing on value chain and funded by the Enhanced Integrated Fund;
- Implementing Apprenticeship Scheme
- Implementing assistance on duty exemptions for manufacturers for exporter;
- Implemented Electronic Registrations;
- Monitoring work and safety regulation.

However, natural disasters and the global financial crises have had huge negative impacts on the economy eroding some of the gains obtained from the reform agenda. In addition, the downscaling of the automotive industry in Australia has further reduced formal employment in Samoa significantly.

## CHAPTER 3

### 3.0 POLICY ISSUES & OBJECTIVES

#### Pillar 1: Strengthened Labour Market Demand

##### Overview

Formal paid employment opportunities in Samoa are increasing at a lower rate than the rate at which demand for employment is growing. Thus we do not create adequate paid employment annually to meet the number of those leaving school and entering the labour market each year. There is a need to strengthen labour market demand and to create more employment opportunities both within Samoa as well as employment opportunities abroad such as seasonal worker programs.

**Table 7. Strengthen Labour Market Demand Policies & Objectives**

Pillar	Policy	Objective/s
<b>Pillar 1: "Strengthened Labour Market Demand"</b>	3.1: Pro – Employment Macroeconomic Framework shall be established.	To incorporate employment issues and targets into the macroeconomic framework.
	3.2: Economic growth and decent employment generation shall be accelerated and integrated.	To achieve employment intensive and pro- poor economic growth.
	3.3: The number of new entrants to the workforce and the proportion that actually get paid employment shall be balanced.	To address the existing imbalances between labour supply and labour demand.
	3.4: The Informal Sector shall be strengthened to create more decent employment opportunities.	To transform the informal sector in Samoa so that it provides decent employment and increased productivity.
	3.5: Rural unemployment, underemployment and rural to urban migration shall be reduced.	To Promote large scale commercial agriculture and rural agro processing to reduce rural unemployment and underemployment.
	3.6: The Subsistence rural economy shall be integrated with the Monetized urban economy.	To integrate rural subsistence into the urban monetized economy by focusing in rural development initiatives based on value chain principles.
	3.7: Assistance and Incentives offered to foreign investors shall also be available to local investors for the creation of new and better employment opportunities.	1. To have a level playing field in terms of incentives and assistance between foreign and local investors.
		2. To enhance the capacity of local investors to access government assistance.
	3.8: Opportunities for Seasonal Workers and Samoans working abroad shall be increased with improved coordination and better Labour Market Information.	1. To improve negotiations for wider participation of the labour supply in seasonal workers programs.
		2. For Government to continue to liaise with potential countries for more seasonal worker schemes.
	3.9: The employment of foreign workers shall be based on skills shortages and skills transfer enhanced.	1. To ensure that issuing of work permits to foreigners do not prejudice skilled Samoans' access to employment opportunities.
		2. To enhance the transfer of skills from foreigners.
3. To further strengthen and empower SQA to address skill shortages in Samoa.		
3.10: Green Job Opportunities shall be encouraged and supported in Samoa.	To promote research studies and develop green job opportunities in Samoa.	
3.11: Research & Development initiatives that increases employment shall be pursued.	To promote research studies that will enhance employment creation and services deliveries.	
3.12: Accessibility to business support services shall be enhanced for private sector entrepreneurs.	1. To further enhance market access for local entrepreneurs,	
	2. To provide direct support for local entrepreneurs that have high employment potential.	
	3. Further streamline and coordinate supporting programs for small businesses.	

Over time, there is a direct linkage between economic growth and growth in employment. The current annual economic growth rates for Samoa is low when <sup>13</sup>mapped to the required GDP growth needed to avoid unemployment in Samoa - that is greater than 4 percent real GDP growth per annum.

However, accelerated GDP growth alone is not a sufficient condition for creating more and better jobs and reducing unemployment. Specific measures are needed to ensure that the pattern of economic growth is made more employment intensive and pro-poor. In these circumstances it is crucial that employment considerations and targets are integrated into the macroeconomic framework as well as sectoral development initiatives and that we strengthen labour market demand.

### *3.1 Pro-employment macroeconomic framework*

Whilst the macroeconomic framework for Samoa has been pillared on stability, there is a need to integrate specific employment measures to assist and boost private sector growth and employment demand.

**Objective:** Incorporate employment issues and targets into the macroeconomic framework in Samoa.

### *3.2 Accelerating and assimilating economic growth and employment generation*

The current annual economic growth for Samoa is low when compared to the required GDP growth needed to create employment of greater than 4 percent per annum. Thus it is imperative that measures stated in the SDS and other key sectoral documents are enacted to accelerated economic growth. However, accelerated GDP growth alone is not a sufficient condition for reducing unemployment. Specific policies are needed to ensure that the pattern of economic growth is made more employment intensive and pro-poor. In these circumstances, the focus is on the reallocation and distribution of total national investments in such a way that decent jobs can be created at a faster pace, sufficient to reduce unemployment, underemployment rates and ultimate reduce hardship in Samoa.

**Objective:** To achieve employment intensive and pro- poor economic growth.

### *3.3 Balancing the number of new entrants to the workforce and the proportion that actually get paid employment*

Formal paid employment opportunities in Samoa are increasing at a lower rate than the rate at which demand for employment is growing. Samoa does not create adequate paid employment each year to cater for schools leavers and those entering the workforce.

**Objective:** To address the existing imbalances between labour supply and labour demand in Samoa.

---

<sup>13</sup>Samoa Employment Situational Analysis 2015

### ***3.4 Strengthening the Informal Sector for creating decent employment***

The informal sector in Samoa has been absorbing the surplus in labour supply as a result of the imbalances between labour demand and labour supply. For the majority of people in the informal labour force sector, this was the only available economic activity for their survival. Studies have confirmed that those in the informal sector in Samoa are more vulnerable to hardship than those with paid employment. In addition, the informal sector faces several constraints such as unfavourable regulations, inability to qualify for credit, lack of relevant skills needed in the labour market and marketing constraints. Since the development of the informal sector is not in conformity with current industrial and trade regulations, most of the operators engage in petty trade and services which does not provide gainful long term employment. The Youth Employment in Samoa Situational Analysis and the Samoa National Action Plan conducted in 2015 concluded as one of its targets to *"Empower the informal economy in Samoa"*.

**Objective:** To transform the informal sector in Samoa so that it provides decent employment and increased productivity.

### ***3.5 Reducing rural unemployment and underemployment and rural to urban migration***

Samoa is an agricultural based economy with the majority of the population engaged in subsistence farming using mainly manual labour. The 2013 BAS identified Commerce as the main formal activity in the rural areas in addition to a few number of Hotels and Resorts.

Thus there are limited decent employment opportunities in rural areas contributing to rural to urban migration. Seasonal workers schemes offers limited employment opportunities for a few that are selected with the majority seeking employment in the urban areas.

The challenges is to be retain the active rural labour force and on the other, to increase formal employment returns in the rural areas. The current SDS has re-invigorating agriculture as one of the 14 Key National Outcomes. With assistance provided by external partners, there has been strong impetus and investment in the agriculture sector recently with the Samoa Agriculture & Community Enhancement Project (SACEP). The focus is to develop large scale agriculture and for government to address the challenges that prohibit investment in commercial agriculture such as access to customary land and access to internationally competitive interest rates. The focus for the agriculture sector is to increase output and improve productivity by modernizing and intensifying production whilst creating employment opportunities especially for the rural poor.

**Objective:** To promote large scale commercial agriculture and rural agro processing to reduce rural unemployment and underemployment.

### ***3.6 Integrating Rural and Urban Economies***

One of the critical challenges in generating employment opportunities identified in the SESA was the disjoint nature

between the urban monetized and rural subsistence economies. This resulted in losses in employment generation opportunities especially in value adding activities.

**Objective:** To integrate rural subsistence into the urban monetized economy by focussing in rural development initiatives based on value chain principles.

### ***3.7 No disparity in assistance and incentives offered to foreign and local investors to support the creation of new and better employment opportunities***

Inadequate or lack of capital on the part of the private sector and potential job creators is an obstacle to establishing viable businesses that match the number of job seekers. The role of the Government in conducting and operating businesses and hence job creation is restricted to the provision of selected public goods and services as well as conducting regulatory functions. Hence, the private sector as the engine of growth is expected to be the leader in creating employment opportunities. However, recent trends indicate the bulk of job creation in Samoa has been driven by the public sector. One of the identified challenges faced by the private sector has been equality in terms of assistance offered between foreign and local investors

as compared to access to competitive credit.

Continuous effort to promote and prioritize foreign direct investment has led to a disparity in incentives and assistance offered between foreign and local investors.

#### **Objectives:**

1. Level playing field in terms of incentives and assistance for foreign and local investors.
2. To enhance capacity of local investors to adequately promote pro-employment investments that matches the labour supply by providing competitive credit.

### ***3.8 Increasing Opportunities and improving coordination for Seasonal Workers and Samoans working abroad.***

The Government recognizes the growing significance in the role of seasonal workers programs in meeting the imbalances between labour demand and excess labour market supply. Thus the Government will continue to facilitate and assist in creating further opportunities for Samoan seasonal workers as well as other specialized workers including Samoan Seafarers. In addition, the Ministry of Foreign Affairs and Trade would continue to negotiate regional and bilateral agreements that would open more doors for seasonal workers from Samoa.

#### **Objectives:**



1. To improve negotiations for wider participation of the labour supply in seasonal workers programs.
2. For Government to continue to liaise with potential countries for setting up seasonal worker schemes.

### ***3.9 Employment of foreigners based on skill shortages and transfer of skills enhanced***

The Government recognizes the role of foreign workers especially in specialized skills and the use of technology that are not available locally, particularly foreign workers who facilitate the acquisition of the required skills by local personnel, through trainings for skills transfer in strategic areas.

In recent years, there has been a growing number of investors and households employing foreigners in jobs that could be well performed by Samoans thus depriving them of the rights to employment. The increasing number of foreign workers employed in areas such as babysitting and retailing is an emerging concern. The lack of skills transfer from foreign workers is also a concern.

The development of a comprehensive National Human Resource Development Plan (NHRDP) should also identify skill shortages. The Samoa Qualification Authority is expected to play the leading role in ensuring accredited programs address local skill shortages.

#### **Objectives:**

1. To ensure the issuing of work permits to foreigner do not prejudice skilled Samoans' access to employment opportunities.
2. To enhance the transfer of skills from foreigners.
3. To further strengthen and empower Samoa Qualification Authority so PSET providers addresses skill shortages in Samoa.

### ***3.10 Support for Green Job Opportunities in Samoa***

Green jobs are fast becoming an important niche industry worldwide. They are central to sustainable development efforts and a global response to the challenges of climate change, environmental degradation and inclusive economic development. Samoa has invested heavily with foreign assistance in environmental related projects such as climate adaptations and environmental conservation projects. Given the exposure and vulnerability faced by Samoa from the impacts of climate change, it is logical for Samoa to adopt and promote the creation of green jobs.

**Objective:** To promote research studies and develop, green job opportunities in Samoa.

### ***3.11 Supporting Research & Development initiatives that increases employment***

Research and development is an area that Samoa has invested in evident with the establishment of the Scientific Research Organization of Samoa (SROS). SROS plays a vital role in assisting current businesses as well as in establishing new enterprises thus creating employment.

**Objective:** To promote research studies that will enhance employment creation and services deliveries.

### ***3.12 Enhancing accessibility to business support services - capital, market access for private sector entrepreneurs***

The shortage of capital and limited access to credit facilities are among the most common mentioned impediments in Samoa. These are not new and efforts to attract much needed foreign investment into Samoa has had limited success. Most of the local investors have access to land or labour but find it difficult to access credit and are unaware of other business support being offered.

**Objectives:**

1. To further enhance market access for local entrepreneurs.
2. To provide direct support for local entrepreneurs that have high employment potential.
3. Further streamline and coordinate supporting programs sufficient for small businesses.

## **Pillar 2 Strengthened Labour Market Supply**

Whilst increase in labour demand is critical to ensure those entering the labour force find decent employment, it is also imperative that labour market supply meets the labour market demand in terms of skill sets and relevancy in qualifications. Education institutions must be aware of labour market demand and cater their programs and courses accordingly thus, a comprehensive labour market information system. There is a time lapse in terms of training the labour force to meet new and changing labour market demand thus, the LMIS should also provide data that would be labour market supply and demand to be accurately forecasted and incorporated into a comprehensive national development strategy.

The Samoa Qualification Authority is mandated and ideally positioned to assist post school education & training (PSET) providers to ensure their programs are accredited and reflect national labour market demand priorities.

International experience has shown this to be crucial for countries undergoing economic structural changes and moving towards higher value added employment. For instance, a national objective of moving from labour intensive industries toward high value added manufacturing requires advanced trainings for the labour force.

**Table 8. Strengthen Labour Market Supply Policies & Objectives**

Pillar	Policy	Objective/s
<b>Pillar 2: "Strengthened Labour Market Supply"</b>	3.13: Human Capital Development shall be integrated into the National Strategic objectives for economic growth, employment and poverty reduction.	To fully incorporate Human Capital development into national objectives.
	3.14: Human Capital Development shall be strengthened and integrated into Sectoral Human Resource Plans.	To align the PSC Human Resource (HR) Plan, Sectoral Human Resource initiatives and the Samoa National Employment Policy
	3.15: Decent Work Ethics shall be promoted and encouraged.	To develop and enhance a work culture in Samoa based on sound morals and Christian principles.
	3.16: Human Capital Development shall include health initiatives necessary for a healthy workforce.	To promote a long term healthy workforce in Samoa.
	3.17: Opportunities for Youths to gain decent employment opportunities shall be enhanced.	To eliminate obstacles that constraint youths from participating in productive employment.
	3.18: Samoan jobseekers shall acquire appropriate skills warranted for employment.	To enhance the relevance of skills acquired by the workforce and what is needed from employers.

Emphasis should be placed on decent employment irrespective of being a white or blue collared jobs.

### ***3.13 Promoting Human Capital Development as part of the National Strategic objective for growth, employment and poverty reduction***

The development of human capacity plays a critical role in overall employment promotion, increased productivity and reducing hardship in Samoa. This embraces attainments in education, labour skills and general livelihood skills.

The education system is largely responsible for ensuring the required skills in the labour market are met by the labour force. Furthermore education increases the chance of the labour force being absorbed both in paid and self employment. Language barriers such as English as <sup>14</sup>mentioned by employers are also addressed through the <sup>15</sup>education system.

**Objective:** Enhance human capability for employability and increased productivity at the workplaces.

### ***3.14 Integrating Human Capital Development into Sectoral Human resource Plans***

The effectiveness of the human capital development is best achieved through a holistic approach with this being integrated into all sector plans. Specific interventions on human capital development should not differentiate between public and private sector but based on what the sector needs whilst linked to the overall national human capital development.

**Objective:** To align the PSC Human Resource (HR) Plan, Sectoral Human Resource initiatives and the Samoa National Employment Policy.

<sup>14</sup> This was one of the main issues raised by employers during the public consultations as part of the SNEP development of the Samoa National Employment Policy

<sup>15</sup> Includes - Primary, Secondary and Post School Education and Trainings.

### ***3.15 Development of Decent Work Ethics***

There is a need to develop a work culture that is based on sound moral and Christian principles. The 2013 Business Activity Survey highlighted *"lack of honest workers"* as the main impediment to business growth in 2013. Lack of honest workers includes theft, absence from work as well as the quality of the work delivered.

**Objective:** To develop a work culture in Samoa based on sound morals and Christian principles.

### ***3.16 Human Capital Development shall include health initiatives necessary for a healthy workforce.***

A healthy workforce is vital in ensuring high productivity and minimizes health expenses. Other benefits includes - maintaining corporate knowledge through longevity in the workplace and transfer of skills.

**Objective:** To promote a long term healthy workforce in Samoa

### ***3.17 Enhancing Youth Employment Opportunities***

The youth constitute the majority of the active labour force with the 15-29 years age group accounting for 44% of the total 'working age' population in Samoa and they are not fully utilized. The nature and extent of the youth unemployment problem varies across gender and seemingly greater with females. It is crucial that policies target the creation of human resource development opportunities for the youths in Samoa. This includes the acquisition of demand driven skills and competencies for paid employment including self employment. Of great importance is improved coordination between the relevant Organizations such as Samoa Qualification Authority, MESC, PSET providers and the Ministry for Women, Community & Social Development. The preparation of youths to enter the workforce includes basic education for all young women and men and developing a demand driven vocational and technical education system.

**Objective:** To eliminate obstacles that constraint youths from participating in productive employment.

### ***3.18 Facilitating Samoan jobseekers to acquire appropriate skills warranted for employment***

The Labour Market is characterized by an increasing number of school leavers, graduates and adults who do not find jobs in the formal sector. One of the main factors mentioned in recent studies was lack of skills and honest workers. It has been shown that tertiary graduates are more likely to find employment or migrate abroad when compared to those that have only obtained secondary school qualifications.

Compared internationally, Samoa has one of the highest percentage of those that have completed vocational trainings. However, these skill sets do not necessarily match what is required by employers.

**Objective:** To enhance the relevance of skills acquired by the workforce and what is needed from employers.

### **Pillar 3: Strengthened Employment Policies, Institutions & Regulatory Environment**

The regulatory roles and management of both labour demand and labour supply requires an efficient coordination framework coupled with strong institutional capacity of the relevant agencies. It is also important that all efforts relating to employment issues are well coordinated across each sector. Furthermore, key agencies involved in employment should have the capacity to effectively implement employment related policies.

**Table 9. Strengthen Employment Policies Institutions & Regulatory Environment**

<b>Pillar</b>	<b>Policy</b>	<b>Objective/s</b>
<b>Pillar 3: "Strengthened Employment Policies, Institutions &amp; Regulatory Environment"</b>	3.19: All institutions involved in employment issues shall have a common understanding of employment, underemployment and unemployment concepts.	To have a common understanding of employment concepts, definitions and value of work among stakeholders.
	3.20: Employment issues, targets shall be mainstreamed into the planning framework for all Sectors.	To liaise and incorporate employment issues into the relevant Sectors and accord priority to decent employment creation.
	3.21: Labour Market Information as well as other key employment statistics shall be readily available for policy, planning and monitoring purposes.	To establish a robust Labour Market Information System that adequately informs planning and decision making processes.
	3.22: Employment Issues and related Policies shall be harmonized into an Effective Institutional Regulatory Framework.	To have policy harmonization that establishes their linkages and synergies mapped to a strong institutional framework for stimulating and managing employment creation initiatives at all levels.
	3.23: Employment Support Services shall be developed.	To have in place effective and efficient centers that will provide employment services including the registration for those seeking employment.
	3.24: Access to employment opportunities for people with special needs (PWSN) shall be improved.	To ensure equal access for PWSNs in both paid and self employment opportunities.
	3.25: Employment Conditions and respect for Labour Rights shall be strengthened.	To ensure that employment creation initiatives comply with labour standards as stipulated in National and International Laws and Regulations.
	3.26: Gender Issues shall be mainstreamed into Employment.	To promote gender equity and equality in the workforce.
	3.27: Child Labour shall be eliminated from Samoa.	To eliminate completely the practices of child labour including street vendors.

#### ***3.19 Creating a common understanding of employment underemployment and unemployment concepts.***

Different stakeholders perceive employment concepts and definitions differently and hence address them differently, sometimes with conflicting views. This will negatively affect the implementation of employment programmes.

**Objective:** To have a common understanding of employment concepts, definitions and value of work among the key stakeholders.

### ***3.20 Employment issues and targets shall be mainstreamed into the planning framework for all Sectors.***

Issues relating to employment and subsequent targets would be addressed across each sector given they are cross cutting in nature. Thus employment related policies would be mainstreamed across each sector and reflected in their respective plans. Furthermore, decent employment creations would be given a higher accord.

**Objective:** To liaise and incorporate employment issues into the relevant Sectors and accord priority to decent employment creation.

### ***3.21 Develop an Effective and Efficient Labour Market Information System – LMIS***

The absence of a functioning Labour Market Information System (LMIS) in Samoa has been highlighted as a need from both Employers as well as Education providers. Currently, information on the labour market are inadequate in terms of coverage and timeliness. On the other side, there is insufficient information on those that have completed post secondary education. The MESC publishes the number of student up to Year 13 on an annual basis. However, there is no indication on those that drop out of the education system and those that progress onto to further studies. In addition there is no data available on the number of graduates and qualifications attained on an annual basis.

Thus the development of a LMIS is a must and should be developed in close consultation with all key stakeholders such as PSC, MESC, and Samoa Qualification Authority. Critical to the success in the development of the LMIS is the willingness of key statistical providers to submit the required information on a regular and timely basis.

The LMIS would greatly assist in human resource planning, monitoring and evaluation processes.

**Objective:** To establish a robust Labour Market Information System that adequately informs planning and decision making processes.

### ***3.22 Employment Issues and related policies shall be harmonized into an Effective Institutional Regulatory Framework***

Employment is multidimensional by definition and the implementation challenge for employment creation initiatives requires the active participation and involvement of many actors and effective coordination through the Ministry of Commerce Industry & Labour. Samoa has adopted the sector- wide approach in the development and implementation of programs of this nature and thus forms the basis for addressing employment issues in Samoa. However, coordination remains a challenge and there is a need to strengthen cooperation and coordination among the key stakeholders, namely between Government Ministries and Agencies involved in labour market demand as well as those involved in labour market supply and employment regulations. In addition, the coordination within

these ministries as well as between government and the private sector, non-government organizations and between development partners remains a challenge. Disharmony in planning, regulations and execution of policies that impact on employment potentially compounds the unemployment challenge.

The impact of unemployment affects various stakeholders in the public and private sectors. The employment challenge cannot be de-linked from economic stagnation, insecurity and overall hardship in Samoa thus requires consolidated efforts from different sectors and actors involved in economic growth, poverty reduction, population policies and gender programmes to name a few.

**Objective:** To have policy harmonization that establishes their linkages and synergies mapped to a strong institutional framework for stimulating and managing employment creation initiatives at all levels.

### *3.23 Developing Employment Support Services.*

Employment Support Services plays an important role in matching the skills needs from labour demand and what is available. Specifically, Employment Services provide job seekers with the following information:

- career advice,
- facilitating apprenticeship programs,
- job vacancies,
- work permit processing and
- facilitating job access.

Most of these services are currently performed by different divisions of MCIL in addition to other services offered by Non Government Organizations. However, greater emphasis should be placed in further developing, guiding and regulating these services in Samoa as to ensure they contribute to the objectives outlined in this policy.

Employment Services also offers employers a one stop shop in terms in terms of recruitment. The information collected from Employment Services administrative records has the potential to one of the key input data source for the Labour Market Information System.

**Objective:** To have in place effective and efficient Employment Support Centres that will provide employment services including registration for those seeking employment.

### *3.24 Improving access to employment opportunities for people with special needs (PWSN)*

Difficulties in accessing employment opportunities and productive resources for self employment are one of the factors contributing to the increasing impoverishment of people with special needs (PWSN). They have special needs in terms of education, training and the

jobs they are able to take. In addition, people with special needs face stiff competition in the labour market especially when jobs are awarded on a competitive basis.

**Objective:** To ensure a more equitable access for PWSNs in both paid and self-employment opportunities.

### ***3.25 Improving Employment Conditions and respect for Labour Rights***

National adherence to conducive labour standards including satisfactory working conditions such as health & safety, adhering to the minimum wages and adequate social protection depends to a large extent on the efficacy and frequency in how MCIL conducts its monitoring and labour inspections. This is a prerequisite in ensuring the Labour Rights are respected and adhered to in Samoa.

**Objective:** To ensure that employment creation initiatives comply with labour standards as stipulated in National and International Laws and Regulations.

### ***3.26 Mainstreaming Gender into Employment***

Gender issues at the workforce is not new and positive action have been taken to ensure female participates in the workplace as well as in decision making culminating with the recent amendments to the Electoral Act 2015 were a set number of female parliamentarians are now required. Furthermore, recent studies shows a high representation of females at executive position within the public services. However, the number of females in similar positions within the private sector is low.

Overall, the 2013 Labour Market Survey showed 60% of males were formally employed within the private sector compared to 40% for females. The issue on females participating in formal employment presents a challenge which prevents society from realizing its full potential in all aspects of social, economic and political development. Females perform multiple roles as producers, reproducers and providers of family care, thus women are severely limited in preparing for, and accessing formal employment opportunities and self-employment. Conversely, the poor performance of boys in primary schools has been attributed to the high percentage of female teachers at primary level thereby boys find it difficult to relate to the teacher. Thus gender consideration must be viewed as a package.

**Objective:** To promote gender equity and equality in the workforce.

### ***3.27 Eliminating Child Labour***

Child labour is prohibited in Samoa and it is compulsory for all children from Year 1 to Year 8 to attend school. These measures have been in place for over a decade. However it is still visible that children that are supposed to be in years 1 to year 8 are selling goods during school hours.



The major forms of child labour in Samoa are in: informal retailing and domestic services. This fundamentally deprives children of their rights to education and recreation in violation of international conventions. Currently, the monitoring of children who are required by law to be at school should be improved. The Ministry of Police, MESC and MWCSD collectively have a major part to play in this area.

**Objective:** To eliminate the practices of child labour in Samoa including street vendors

## CHAPTER 4

---

### 4.0 KEY STRATEGIES FOR NATIONAL EMPLOYMENT POLICY

A total of 92 strategies have been identified that when implemented would strengthen labour market demand, supply and employment institution and regulatory environment in Samoa. These strategies are related to the policy statements as numbered.

#### *4.1 Labour Demand Strategies*

Key to addressing labour market demand (LMD) is to ensure employment issues and targets are integrated at the macro and sector levels. The LMD strategies places great emphasis in maintaining the current aspirations for faster economic growth with the additional emphasis on an employment inclusive growth agenda. The ultimate aim of these strategies is the increase decent employment opportunities.

The strategic emphasis is in promoting the following:

- Key sectors that have great employment potential such as, large scale commercial agriculture, manufacturing and tourism,
- Prioritize projects with potential for decent employment generation,
- Development of employment opportunities in rural areas,
- Strengthening the informal sector and to encourage the transition into the formal sector,
- Promote and develop local entrepreneurs by ensuring a level playing field between local and foreign investors in terms of incentives and assistance offered,
- Expanding seasonal workers programs to include "trades" for graduates with certificates in programs that have been accredited by the Samoa Qualification Authority and are recognized abroad and
- Promoting and developing "Green Job" opportunities with benefits being twofold that they create employment whilst protecting the environment.

The strategies also addresses key constraints to development and subsequent employment generation. This includes access to customary land, providing credit at internationally competitive rates through government assistance and addressing key value chain gaps.

**Table 10. Strategies to Strengthen Labour Market Demand**

Policy	Strategies
3.1: Pro – Employment Macroeconomic Framework shall be established.	3.1.1. <i>Integrated Employment considerations into the macroeconomic policies, plans and related documents.</i> 3.1.2. <i>Explicitly State Employment Targets in the Strategy for the Development of Samoa and other related Documents - Increase formal employment by</i>
3.2: Economic growth and decent employment generation shall be accelerated and integrated.	3.2.1. <i>Conducive macroeconomic environments will be created to attract investments with equal treatment for foreign and local investors.</i> 3.2.2. <i>Preferential treatment for investors with greater employment potential.</i> 3.2.3. <i>Government will promote and encourage the private sector to allocate and direct a greater proportion of total investment to sectors with the greatest labour absorbing potentials - manufacturing, tourism and large scale commercial agriculture.</i>
3.3: The number of new entrants to the workforce and the proportion that actually get paid employment shall be balanced.	3.3.1. <i>The Ministry of Finance in collaboration with key stakeholders shall jointly work towards the identification and reallocation of total investments to Sectors with the greatest labour absorption potentials, to facilitate faster job creation in both paid and self employment jobs.</i>
3.4: The Informal Sector shall be strengthened to create more decent employment opportunities.	3.4.1. <i>Identify and Register Operators in the Informal Sectors that are capable of undergoing the transition into the formal sector.</i> 3.4.2. <i>Conduct trainings to empower operators in the informal sector as to easily access financial services, skills training and business development services.</i> 3.4.3. <i>Continue to pursue initiatives leading towards the transformation of the informal sector to the formal sector with the goals of increasing decent work and productive employment for all. The assistance provided by the Agribusiness Project funded by the ADB provides a good model to be expanded to other key sectors and also to provide assistance for businesses in the informal sector to move towards the formal sector.</i>
3.5: Rural unemployment, underemployment and rural to urban migration shall be reduced.	3.5.1. <i>The Agriculture and Community Sector Plans and development policies and strategies will be implemented vigorously to enhance rapid rural development.</i> 3.5.2. <i>Special attention and effort to promote large scale commercial agriculture by addressing the main impediments and challenges such as facilitating the leasing of customary land for both domestic and foreign investors - Government to setup trust funds so that the leasing process could proceed whilst ownership issues are resolved.</i> 3.5.3. <i>Accelerate skills development targeting the rural labour force for enhancing labour productivity.</i> 3.5.4. <i>Establish conducive macro policies to encourage the private sector, self employed entrepreneurs and other stakeholders to allocate and direct investments in agro-processing industries, value addition and access to markets for agricultural products.</i> 3.5.5. <i>To diversify sources of incomes in rural areas with special attention to tourism and manufacturing.</i>
3.6: The Subsistence rural economy shall be integrated with the Monetized urban economy.	3.6.1. <i>Further intensify efforts in addressing value chain gaps and to improve integration between the rural and urban economy through the use of modern technologies.</i>
3.7: Assistance and Incentives offered to foreign investors shall also be available to local investors for the creation of new and better employment opportunities.	3.7.1. <i>Equal treatment for local and foreign investors, offer same assistance based on decent employment creation.</i> 3.7.2. <i>Accelerate the implementation of the Government Export Scheme but based on the principal of decent employment creation.</i> 3.7.3. <i>Providing internationally competitive interest rates to the private sector. Specifically establish a credit line for projects that create decent employment opportunities. In addition support would be provided to such borrowers as been done under the Agribusiness Project.</i> 3.7.4. <i>Develop Industrial Policy.</i>
3.8: Opportunities for Seasonal Workers and Samoans working abroad shall be increased with improved coordination and better Labour	3.8.1. <i>The Government to liaise with external partners to include trades in the seasonal workers scheme - specifically for those that have completed certificates and have been accredited by SQA.</i> 3.8.2. <i>The Government will continue to liaise with external partners to find new markets for seasonal workers.</i>
3.9: The employment of foreign workers shall be based on skills shortages and skills transfer enhanced.	3.9.1. <i>Harmonize and streamline the processing and issuance of work permits.</i> 3.9.2. <i>Review Guidelines and conditions for issuing of foreign workers permits to ensure these skills are not readily available in Samoa.</i> 3.9.3. <i>Improve the monitoring of foreign workers</i> 3.9.4. <i>The Government and the private sector to develop and implement a National Consultancy Policy with the objective of unification and standardization of requirements for foreigners to practice in Samoa. Currently these are done for specific professions only.</i> 3.9.5. <i>Employers required to put in place and implement mechanisms to ensure skills transfer from foreign workers to local workers and shall limit the duration of stay of foreign workers in the country.</i> 3.9.6. <i>The LMIS developed to supply readily and periodically information on available skills and the need for foreign skills in Samoa</i> 3.9.7. <i>Review SQA Legislation and develop appropriate Regulations to better facilitate the monitoring of PSET Providers.</i>
3.10: Green Job Opportunities shall be encouraged and supported in Samoa.	3.10.1. <i>Promote research into the development of Green Job opportunities.</i> 3.10.2. <i>Special and preferential treatment given to the establishment of Enterprises that create Green job opportunities</i>
3.11: Research & Development initiatives that increases employment shall be pursued.	3.11.1. <i>Conduct Research into areas that would promote widespread employment opportunities.</i> 3.11.2. <i>Research work would be demand driven based on the needs of the private sector.</i>
3.12: Accessibility to business support services shall be enhanced for private sector entrepreneurs.	3.12.1. <i>Government to work in close partnership with large private sector entrepreneurs to improve market access.</i> 3.12.2. <i>Provide direct support for local entrepreneurs that have high employment potential.</i> 3.12.3. <i>Micro credit providers to streamline processes for obtaining capital with employment generation as one of the criteria for credit approval.</i> 3.12.4. <i>Micro credit providers to continue to assist SME's to obtain capital for start-up businesses and also to strengthen existing enterprises especially those that create employment opportunities.</i>

## 4.2 Labour Supply Strategies

There are 24 strategies that would enhance Labour Market Supply in Samoa. The emphasis is to ensure the skill set needed by employers are constantly met by the workforce available. Human Capital Development (HCD) is vital in addressing employment and there is a need to integrate HCD into national and sectoral strategic objectives.

The development of the labour force is also dependent on a well functioning and responsive education system. Furthermore, the relevancy of education to the skill set required by employers ensures those leaving school have every opportunity to find decent employment.

The development of a National Human Resource Development Plan (NHRDP) would provide the framework that when implemented ensures national priorities and labour market demand are in harmony with efforts in the education sector as a whole.

**Table 11. Strategies to Strengthen Labour Market Supply**

Policy	Strategies
3.13: Human Capital Development shall be integrated into the National Strategic objectives for economic growth, employment and poverty reduction.	3.13.1. <i>Incorporate human capital development into national development objectives.</i>
3.14: Human Capital Development shall be strengthened and integrated into Sectoral Human Resource Plans.	3.14.1. <i>Align PSC Human Resource Plan, Sectoral Human Resource initiatives and the Samoa National Employment Policy.</i> 3.14.2. <i>Implement mechanisms for skills development to be used as guidelines for formal and informal skills training programmes to enhance employability of the national labour force both in formal and self employment.</i> 3.14.3. <i>Continue to implement Guidelines for the registration of PSET providers with SQA and also for the accreditation of PSET programs.</i> 3.14.4. <i>Develop a comprehensive Labour Market Information System.</i> 3.14.5. <i>Develop labour market demand and supply forecasts.</i> 3.14.6. <i>Facilitate and encourage more investments in the quality and relevance of education and skills training programmes.</i> 3.14.7. <i>Conduct entrepreneurship training programmes and promote self-employment particularly amongst the youth.</i> 3.14.8. <i>Provide direct on and off the job trainings and apprenticeship program to enhance employability and productivity of the national labour force.</i>
3.15: Decent Work Ethics shall be promoted	3.15.1. <i>Conduct trainings for the workforce on good work ethics.</i> 3.15.2. <i>Encourage regular gatherings of the workforce - prayer sessions.</i>
3.16: Human Capital Development shall include health initiatives necessary for a healthy workforce.	3.16.1. <i>Encourage physical activities within the workforce.</i> 3.16.2. <i>Encourage better eating habits within the workplace based on a nutrient diet.</i> 3.16.3. <i>Encourage Regular Medical Checkup of the Workforce.</i>
3.17: Opportunities for Youths to gain decent employment opportunities shall be enhanced.	3.17.1. <i>Provide the necessary employment infrastructure for youths such as skills training, vocational guidance and counseling, capacity building, business development and financial services for business start-up and improvement.</i> 3.17.2. <i>Strengthen MWCSO capacity to provide counseling for youth as well as the family in regards to employment opportunities.</i> 3.17.3. <i>Enhance the skill of Youths in areas that are in demand.</i> 3.17.4. <i>Conduct trainings for youths on good conduct and ethics, sensitization workshops and seminars. Priority will be given to values such as hard work, honesty and upholding sound Christian Principles as well as entrepreneurship skills.</i> 3.17.5. <i>Conduct capacity building programmes for youths to enable them to participate fully in productive activities.</i>
3.18: Samoan jobseekers shall acquire appropriate skills warranted for employment.	3.18.1. <i>Develop a comprehensive and robust LMIS.</i> 3.18.2. <i>Develop and implement a National Human Resource Plan (NHRP).</i> 3.18.3. <i>Refocus skills development to align with the NHRP as to meet labour market demand as shown by the LMIS and from labour market demand forecasts covering both formal and informal trainings.</i> 3.18.4. <i>Strengthen entrepreneurship training programs at senior secondary and tertiary level to form part of the regular education programs.</i> 3.18.5. <i>Intensify and expand on the job trainings to enhance adaptability and productivity of the workforce.</i>

The Samoa Qualification Authority plays a key role in providing sound advice to both employers and PSET providers that would improve the matching of labour supply skills and qualifications with labour demand. Furthermore, the registration of PSET providers, accreditation and quality assurance of PSET programs, courses and trainings with SQA ensures they are aligned with national priorities as stated in the National Human Resource Development Plan.

Finally, the development of the labour supply relies on the timely availability of labour market information and the establishment of a robust Labour Market Information System is therefore essential.

### ***4.3 Strategies on Employment Policies, Institutions & Regulatory Environment***

The strategies that would strengthen the coordination and regulation of the labour market relies heavily on strengthening the capacity of all the key stakeholders. Specifically, the Ministry for Finance and the Ministry for Commerce Industry & Labour are expected to play a key roles in coordinating efforts to implement the SNEP tin close collaboration with sector coordinators as well as ensuring the regulatory framework is in place. It is important that all institutions involved in addressing the employment challenge in Samoa have a common understanding of key employment concepts, definitions and value of work in addition to the important role employment plays in addressing hardship.

The main strategies involves the following;

- Addressing the lack of information on employment through the development of a comprehensive Labour Market information System;
- Harmonizing policies and institutional regulatory framework dealing with employment issues;
- Establishing Employment Support Servicers (Employment Centers);
- Respect for Labour Rights - Work Safety, Principle of Non Discrimination and Equality of Treatment and Opportunities;
- Addressing Child Labour;
- Gender Balance and
- Access to employment opportunities for People with Special Needs.

**Table 12. Strategies on Employment Policies, Institutions & Regulatory Environment**

Policy	Strategies
3.19: All institutions involved in employment issues shall have a common understanding of	3.19.1. <i>Conduct workshops to sensitize society and ensure a common understanding of employment concepts, definitions and value of work.</i>
3.20: Employment issues, targets shall be mainstreamed into the planning framework for	3.20.1. <i>Conduct workshops with Sector Coordinators to raise understanding on employment issues and to accord high priority to decent employment.</i>
3.21: Labour Market Information as well as other key employment statistics shall be readily available for policy, planning and monitoring purposes.	3.21.1. <i>Identify employment related information needs, standards, methodologies, time frame to ensure availability of current and reliable labour market information.</i>
	3.21.2. <i>To work with employers to facilitate the provision of timely, accurate and reliable employment statistics and labour market information on a regular basis covering: - employment levels and new jobs created and disaggregated by gender, age, ISIC, Regions and district. In addition, the MESC, NUS, APTC, SQA, Ministry of Foreign Affairs &amp; Trade, PSC and other related Institutions will also provide information on labour market supply – number of graduates, job seekers, age, gender, areas of specialization</i>
	3.21.3. <i>User a combination of Administrative Data Sources and Surveys to collect the requires employment data on a regular basis.</i>
	3.21.4. <i>To strengthen the collection, analysis of employment data and dissemination processes.</i>
	3.21.5. <i>To develop a specific Samoa Standard Classification for Occupations based on the International Standard on Classification of Occupations (ISCO) which will be used by the public in activities such as matching job seekers with job vacancies, educational planning, reporting of industrial accidents, administration of workers compensation and the management of employment related migration including seasonal workers.</i>
	3.21.6. <i>Develop a single Business Identifier Code to be used by the relevant Agencies. This would allow different administrative data sources to be analyzed and incorporated into the LMIS.</i>
	3.21.7. <i>Develop networks with other Regional and Global counterparts to enable free exchange of Labour Market Information and thereby facilitate the placement of Samoans working abroad on a temporary basis – seasonal workers.</i>
3.22: Employment Issues and related Policies shall be harmonized into an Effective Institutional Regulatory Framework.	3.22.1. <i>Establish a National Employment Council OR equivalent to manage all employment issues with MCIL playing the Secretariat Role. The Employment Council to be Chaired by the Deputy Prime Minister and members include MOF, CBS, MFR, PSC, Ombudsmen, MESC, NUS, Chamber of Commerce, SAME and 2 independent members from the largest private sector employers.</i>
	3.22.2. <i>Strengthen Public-Private partnership through ongoing dialogue with the Private sector, Workers through their organizations and Civil Society for the purposes of ensuring smooth implementation of employment creation initiatives.</i>
	3.22.3. <i>Strengthened Central Planning (MOF-EPPD) especially on areas of inclusive planning and policies formulation.</i>
	3.22.4. <i>Strengthen MCIL Institutional capacity as to effectively implement, coordinate and monitor employment creation initiatives at all levels, and amongst all sectors of the economy.</i>
	3.22.5. <i>Further strengthened and enhance inter ministerial networks, linkages and cooperation to realize the impact of the SNEP.</i>
3.23: Employment Support Services shall be developed.	3.23.1. <i>To establish initially an Employment Services &amp; Registration within MCIL and to develop appropriate legal regulations covering how these services shall be conducted in accordance to provisions provided in Samoa Labour and Employment Relations Act 2013.</i>
	3.23.2. <i>Improve and expand Public Labour Exchange Centers within MCIL and establish a regulatory framework to facilitate registration, monitoring and self-regulation of private Employment Agencies for quality assurance.</i>
	3.23.3. <i>Strengthen coordination between MCIL and Samoa Workers Congress in providing Employment Services to the public.</i>
3.24: Access to employment opportunities for people with special needs (PWSN) shall be improved.	3.24.1. <i>Identify impediments to the employability of PWSN and undertake affirmative action's to enhance employability of people with special needs;</i>
	3.24.2. <i>Provide special facilities and equipments to enhance the capacity of PWSNs to enter the workforce both as employees or self-employed;</i>
	3.24.3. <i>To ensure that user friendly infrastructures for PWSNs are established at the work place to enhance the employability of PWSN.</i>
	3.24.4. <i>Develop Legislation that will set the minimum number (percentage) of PWSNs to be employed.</i>
3.25: Employment Conditions and respect for Labour Rights shall be strengthened.	3.25.1. <i>Improve the monitoring of labour rights, disputes prevention mechanisms as stated in Labour and Employment Relations Act 2013.</i>
	3.25.2. <i>Strengthened MCIL to ensure basic rights and interests of workers, with regard to International Labour Standards, including those on Freedom of Association and the Principle of Non-Discrimination and Equality of Treatment and Opportunities are adhered to.</i>
	3.25.3. <i>Regular Provisions of labour guidelines and enforce legislation on health and safe working environments that are conducive to physical, psychological and social well being of the workforce.</i>
	3.25.4. <i>Improve labour inspections and factory inspections and work closely with the Ministry of Health and other partners to adopt modern technology in ensuring these are carried out effectively.</i>
3.26: Gender Issues shall be mainstreamed into Employment.	3.26.1. <i>Improve the provisions for fair and equal treatments for both men and women in accessing employment opportunities.</i>
	3.26.2. <i>Implement affirmative actions to facilitate easy access to decent employment opportunities among women both in wage and self employment in the Public and Private Sectors.</i>
	3.26.3. <i>Implement measures to ensure availability of employment gender disaggregated data for informed policy and planning purposes.</i>
	3.26.4. <i>Continue to develop and implement measure to ensure the working environment is conducive for women who are raising children such as the MOH breastfeeding campaign at the Workplace and PSC Childcare initiative at the work place.</i>
	3.26.5. <i>Develop measures to increase the percentage of male teachers at the primary level.</i>
3.27: Child Labour shall be eliminated from Samoa.	3.27.1. <i>Establish guidelines and implement programs and activities for effective elimination of child labour and particularly for ensuring children from years 1 to year 8 are attending school.</i>
	3.27.2. <i>Strengthen the monitoring of employers to ensure compliance with laws guiding employment of minors and rights of the child.</i>

## CHAPTER 5

---

### 5.0 LEGAL INSTITUTIONS FRAMEWORKS, ROLES AND RESPONSIBILITIES

#### 5.1 Legal Framework

The current legal and regulatory frameworks in Samoa does not adequately provide the necessary provisions to ensure effective and efficient employment promotion and services deliveries as demanded in a modern and changing labour market. This calls for appropriate measures that ensure compatibility with the current labour market.

#### Objective

To have an appropriate legal framework that will enforce implementation of the Samoa National Employment Policy and facilitate decent employment creation and service deliveries at all levels.

#### Policy Statements

1. MCIL in collaboration with key stakeholders will review relevant Acts and Regulations to ensure alignment with the implementation of the Samoa National Employment Policy 2015;
2. Furthermore, MCIL in collaboration with other stakeholders will review other employment related laws that impact on decent employment creation initiatives in Samoa.

#### 5.2 Institutional Framework for Policy Implementation

The Samoa National Employment Policy was widely consulted and developed with the aim of contributing towards rapid employment growth in Samoa. This is a essential in achieving the national vision of "*improved quality of life for all*". The national vision can be achieved only if the SNEP is vigorously pursued and fully implemented. Being a dynamic exercise, the policies and in particular strategies need to be reviewed regularly to ensure their continued relevance to the next SDS objectives and other National Policy Frameworks. Given resource constraints it is logical that not all policies in the SNEP could be implemented at once, therefore they need to be prioritized and implemented in a chronicle order

Given the multidimensional nature of challenges relating to employment, the implementation of the National Employment Policy warrants active participation and involvement of many actors supported with strong and effective coordination by Government. This requires establishing a new governing body mandated to regulate and monitor employment initiatives. The National Employment Policy implementation goal will be to provide good and sound socio economic and cultural environment that gives priority to employment promotion as one of the central objective in national development plans. The government sees its role as that of creating an enabling environment for employment creation in which the Private Sector and other non-Government Actors will play key roles. The Government assumes the overall responsibility for coordinating all national and international efforts aimed at full human resources development and

utilization. This policy therefore, outlines the roles to be played by the major actors in policy implementation. These include Government, Employers and Workers Organizations, the Private Sector, Development Partners, and Civil Society Organizations(CSOs) including the NGOs, Financial Institutions, Academic, Training and Research Institutions, Mass Media and the wider communities.

### **Objective**

To create an effective and efficient institutional framework at all levels for smooth implementation of the national employment policy.

### **Policy Statements**

- 1. Employment Policy implementation strategies will be reviewed and up dated regularly to ensure consistency with the SDS Vision and Key Priority Areas;*
- 2. Active participation and involvement of Stakeholders will be encouraged and enhanced through the establishment of the National Employment Council OR equivalent body;*
- 3. The MCIL will develop and undertake effective coordination of the implementation of the Samoa National Employment Policy.*

### **5.3 Roles & Responsibilities**

Effective implementation of the SNEP depends on the clarity in assigning responsibilities and roles to stakeholders that are most suitable to implement these functions. This greatly assists in the effective and efficient implementation of planned programs and strategies. In addition it clearly distinguishes who does what and also shows the different levels of responsibility and accountability.

Employment is crosscutting and therefore requires institutional coordination in providing the enabling environment, system and mechanisms conducive for facilitating different interventions at all levels. Thus the roles of various stakeholders within the SNEP are:

#### **(a) The National Employment Council (NEC) OR Equivalent**

The NEC will be responsible for creating a conducive macro-economic environment and the allocation of investment resources that will foster employment growth at all levels. This will only be affected by implementing the following:

- Continuing to develop the requisite infrastructural facilities which will provide basic support for growth in employment - specifically, intensive investment in potential sectors that would generate the most growth in employment for Samoa;*
- Adopt measures that reduces risks and transaction costs of lending to key sector. This will boost growth and expansion especially in agriculture, manufacturing, tourism and other sectors that have potential in accelerating employment growth;*
- The Ministry of Finance and MCIL to assume the primary role of ensuring that the goal of full and freely chosen and productive employment are realized and accorded priority status at the national level;*



- *Coordinate and monitor employment implications of national investment decisions, to ensure that socio-economic development policies and programmes are pro-employment;*
- *Operating/Current and Development Expenditures to be supportive of programmes that focuses on employment creation;*
- *Continue to invest in rural infrastructure projects including farming access roads, communication and the provision of other critical social services;*
- *Conduct awareness to sensitize communities and villages on key employment issues and the need to place emphasize on positive attitudes, cultural and more importantly Christian principles towards work;*
- *Play an integral role in the leasing of Customary land to Investors;*
- *Collecting Monitoring and Evaluation indicators from stakeholders and to develop and maintain a central Labour Market database that is fed into the Labour Market Information System.*
- *Providing regular labour market information for informing the public on the trends in labour market characteristics including official unemployment statistics.*

### **MCIL and Key Employment Stakeholder Ministries – PSC, MWCSO, MOF, MESC, SQA & Others**

- *To develop, monitor, and coordinate employment creation initiatives as part of their core functions and use existing budgetary monitoring mechanism to monitor and provide the necessary indicators/inputs into the Labour Market Information System;*
- *To establish respective steering committees and focal points within the key employment stakeholder ministries to coordinate and report on the implementation of decent employment creation initiatives at the ministry level;*
- *Promote employment intensive direct investments in sectors and areas with employment potentials;*
- *Instil a robust system for the collection, analysis and dissemination of relevant information on employment creation on a routine basis. This would be fed into the Labour Market Information System;*
- *To provide basic rural support services including skills training and business support to entrepreneurs for promoting and enhancing key decent employment creation industries.*

### **(c) The Private Sector**

- *The Private Sector is the engine for economic growth and is expected to take the lead role in employment creation hence, the key stakeholder in achieving the Samoa National Employment Policy objectives;*
- *Meaningful and two way dialogue with Government and other stakeholders will contribute in expanding investments and enhance productivity in employment intensive sectors. This is a prerequisite in achieving the Samoa National Employment Policy objectives;*
- *To direct more investments into labour intensive programs such as large scale commercial agriculture, manufacturing, tourism and other industries with value added for agricultural products;*
- *To comply with Samoa Labour standards as prescribed under the Labour and Employment Relations Act 2013 as to safeguard national interests including that of government, employers and employees;*
- *To compile and provide routine labour market statistics to MCIL, SQA and Samoa Bureau of Statistics.*

#### **(d) Chamber of Commerce & SAME.**

The Chamber of Commerce & Samoa Association of Manufacturing for Export also have a central role to play namely;

- *Maintaining industrial momentum for continuous production and employment by improving working environment;*
- *Advocating to members the need to comply with labour and employment standards;*
- *Enhancing productivity and increasing investment into pro-employment;*
- *Strengthening participation in dialogue with government particularly MCIL. Aim is to improve labour relations at the workplace;*
- *Ensuring better employment and income security for employees;*
- *Enhancing governance and accountability at workplaces;*
- *Providing to MCIL, SQA and SBS up to date data information on labour market trends on a regular basis.*

#### **(e) Development Partners**

*Providing support in the implementation of the Samoa National Employment Policy especially in filling gaps in terms of financial and technical assistance. This is a must if the Samoa National Employment Policy is to achieve its goals and objectives. These include decent employment creation interventions at all levels; National, Sectoral and at the Ministry/Corporate levels. Furthermore, interventions by Development Partners must be harmonized with current systems and processes of the Government of Samoa. Strengthening coordination between Development Partners calls for greater advance planning on their behalf. This would greatly assist the Government with aid coordination.*

#### **(f) Academic, Training and Research Institutions**

- *Provide relevant knowledge, values, attributes and training/ skills that meet the demands of the labour market in Samoa;*
- *Adjust teaching curricula to reflect labour market needs as illustrated in the Labour Market Information System;*
- *Design and mainstream entrepreneurial culture in all levels of education and trainings;*
- *Training and skill enhancement workshops to be demand driven that reflect the needs of the Labour Market;*
- *Undertake researches and studies into areas that would increase the capacity of the economy to absorb additional labour and increase decent employment opportunities.*

#### **g) Civil Society**

- *Complement Government and other stakeholder efforts in decent employment creation, and raising national awareness and accountability towards the reduction of unemployment and underemployment rates in Samoa;*
- *Provide the necessary network to assist government in awareness and trainings activities in all areas relating to employment and income generating activities;*
- *Provide up to date data and information on employment trends.*

#### **(h) Financial Institutions**

- *Provide user friendly credit facilities and services that are flexible and at competitive prices (Interest rates) as to support the business community;*
- *Liaise with the Government on areas and options for credit expansion and how collateral (access to credit) and cost of credit could be more affordable.*



## CHAPTER 6

---

### 6.0 IMPLEMENTATION ARRANGEMENTS & ACTION PLAN

#### 6.1 Structures for Policy Implementation

The Samoa National Employment Policy shall be adopted by all Government Ministries and key Employment Stakeholders and integrated into their respective policies and strategies. In addition, the sector coordinators will be responsible for integrating the relevant section of the SNEP into their respective sector plans based on their prioritization as well as absorptive capacities. Finally they will be responsible in close coordination with SBS in producing up-to-date information regarding employment trends in Samoa and also to highlight areas for potential employment growth.

#### **Objective**

Integral to the successful implementation of the SNEP, are defined structures, systems and processes that will facilitate the implementation of the Samoa National Employment Policy.

The Government will establish a National Employment Council (NEC) OR equivalent Chaired by the Deputy Prime Minister/Prime Minister. The Secretariat role shall be with MCIL/MOF with the member composition being the CEO's or representatives from:

- MFR                              SQA
- MCIL                              NUS
- CBS                              SAME
- PSC                              Chamber of Commerce
- MESAC,                              2 Private Sector Members preferably the largest employers

The Government will also establish a National Employment Steering Committee with membership to be determined functioning as an advisory body to the National Employment Council on all matters patterning to employment.

Integral to the success of the SNEP is the ability of the NEC to adapt and respond to changing labour market environment.

The Government structures responsible for the implementation of this policy will make annual evaluations and prepare progress reports on the implementation of the policy to the NEC and the NEC will produce progress report to the Cabinet Development Committee as required. The National Employment Steering Committee shall finalize the SNEP Action Plan and develop a Monitoring & Evaluation Matrix as part of the SNEP on a bi annual basis and also provide annual evaluation reports to be approved by the National Employment Council.

## 6.2 SNEP Action Plan

The SNEP <sup>16</sup>Action Plan shows the likely responsible agencies and tentative timeframes for implementing the Samoa National Employment Policy.

**Table 13. Samoa National Employment Policy Action Plan**

Pillar	Policy	Objective/s	Strategies	Responsible Agency	Timeframe
Pillar 1: Strengthened Labour Market Demand	3.1: Pro – Employment Macroeconomic Framework shall be established.	To Incorporate Employment Issues and targets into the macroeconomic framework.	3.1.1. <i>Integrated Employment considerations into the macroeconomic policies, plans and related documents.</i>	MOF, CBS, MCIL, MWCSO, SQA, MESC	Ongoing
			3.1.2. <i>Explicitly State Employment Targets in the Strategy for the Development of Samoa and other related Documents - Increase formal employment by 5% per annum.</i>	MOF, CBS	2016
	3.2: Economic growth and decent employment generation shall be accelerated and integrated.	To achieve employment intensive and pro-poor economic growth.	3.2.1. <i>Conducive macroeconomic environments will be created to attract investments with equal treatment for foreign and local investors.</i>	MOF, CBS	2016
			3.2.2. <i>Preferential treatment for investors with greater employment potential.</i>	MOF, CBS	2016
			3.2.3. <i>Government will promote and encourage the private sector to allocate and direct a greater proportion of total investment to sectors with the greatest labour absorbing potentials - manufacturing, tourism and large scale commercial agriculture.</i>	MOF, CBS, MCIL, MFR, MAFF, STA	Ongoing
	3.3: The number of new entrants to the workforce and the proportion that actually get paid employment shall be balanced.	To address the existing imbalances between labour supply and labour demand.	3.3.1. <i>The Ministry of Finance in collaboration with key stakeholders shall jointly work towards the identification and reallocation of total investments to Sectors with the greatest labour absorption potentials, to facilitate faster job creation in both paid and self employment jobs.</i>	MOF	2017
	3.4: The Informal Sector shall be strengthened to create more decent employment opportunities.	To transform the informal sector in Samoa so that it provides decent employment and increased productivity.	3.4.1. <i>Identify and Register Operators in the Informal Sectors that are capable of undergoing the transition into the formal sector.</i>	MCIL, SAME, Chamber	2016
			3.4.2. <i>Conduct trainings to empower operators in the informal sector as to easily access financial services, skills training and business development services.</i>	SAME, Chamber, MOF	Ongoing
			3.4.3. <i>Continue to pursue initiatives leading towards the transformation of the informal sector to the formal sector with the goals of increasing decent work and productive employment for all. The assistance provided by the Agribusiness Project funded by the ADB provides a good model to be expanded to other key sectors and also to provide assistance for businesses in the informal sector to move towards the formal sector.</i>	MOF, MCIL	2018
	3.5: Rural unemployment, underemployment and rural to urban migration shall be reduced.	To Promote large scale commercial agriculture and rural agro processing to reduce rural unemployment and underemployment.	3.5.1. <i>The Agriculture and Community Sector Plans and development policies and strategies will be implemented vigorously to enhance rapid rural development.</i>	MAFF, MOF, MWCSO	Ongoing
			3.5.2. <i>Special attention and effort to promote large scale commercial agriculture by addressing the main impediments and challenges such as facilitating the leasing of customary land for both domestic and foreign investors - Government to setup trust funds so that the leasing process could proceed whilst ownership issues are resolved.</i>	MOF, MCIL	2016
			3.5.3. <i>Accelerate skills development targeting the rural labour force for enhancing labour productivity.</i>	Government, the private sector and Civil	2016
3.5.4. <i>Establish conducive macro policies to encourage the private sector, self employed entrepreneurs and other stakeholders to allocate and direct investments in agro-processing industries, value addition and access to markets for agricultural products.</i>			MOF, CBS, MCIL	2016	
3.5.5. <i>To diversify sources of incomes in rural areas with special attention to tourism and manufacturing.</i>			MOF, STA, SAME, MCIL	2017	
3.6: The Subsistence rural economy shall be integrated with the Monetized urban economy.	To integrate rural subsistence into the urban monetized economy by focusing in rural development initiatives based on value chain principles.	3.6.1. <i>Further intensify efforts in addressing value chain gaps and to improve integration between the rural and urban economy through the use of modern technologies.</i>	MCIL	2017	

<sup>16</sup> Action Plans are usually drafted as part of a comprehensive plan but this has been included in SNEP as a result of stakeholders requesting an Action Plan to be incorporated in the 2016-2020 Samoa National Employment Policy.

Pillar	Policy	Objective/s	Strategies	Responsible Agency	Timeframe	
Pillar 1: Strengthened Labour Market Demand	3.7: Assistance and Incentives offered to foreign investors shall also be available to local investors for the creation of new and better employment opportunities.	1. To have a level playing field in terms of incentives and assistance between foreign and local investors.	3.7.1. Equal treatment for local and foreign investors, offer same assistance based on decent employment creation.	MOF, CBS, MCIL	2016	
			3.7.2. Accelerate the implementation of the Government Export Scheme but based on the principal of decent employment creation.	MCIL	2016	
		2. To enhance the capacity of local investors to access government assistance.	3.7.3. Providing internationally competitive interest rates to the private sector. Specifically establish a credit line for projects that create decent employment opportunities. In addition support would be provided to such borrowers as been done under the Agribusiness Project.	MOF, CBS, DBS	2017	
			3.7.4. Develop Industrial Policy.	MCIL	2006	
	3.8: Opportunities for Seasonal Workers and Samoans working abroad shall be increased with improved coordination and better Labour Market Information.	1. To improve negotiations for wider participation of the labour supply in seasonal workers programs.	3.8.1. The Government to liaise with external partners to include trades in the seasonal workers scheme - specifically for those that have completed certificates and have been accredited by SQA.	Office of the Prime Minister, MFAT	Ongoing	
			2. For Government to continue to liaise with potential countries for more seasonal worker schemes.	3.8.2. The Government will continue to liaise with external partners to find new markets for seasonal workers.	Office of the Prime Minister, MFAT	Ongoing
	3.9: The employment of foreign workers shall be based on skills shortages and skills transfer enhanced.	1. To ensure that issuing of work permits to foreigners do not prejudice skilled Samoans' access to employment opportunities.	3.9.1. Harmonize and streamline the processing and issuance of work permits.	MCIL	2017	
			3.9.2. Review Guidelines and conditions for issuing of foreign workers permits to ensure these skills are not readily available in Samoa.	MCIL	2016	
			3.9.3. Improve the monitoring of foreign workers.	MCIL, Immigration	2016	
			3.9.4. The Government and the private sector to develop and implement a National Consultancy Policy with the objective of unification and standardization of requirements for foreigners to practice in Samoa. Currently these are done for specific professions only.	PSC	2017	
			2. To enhance the transfer of skills from foreigners.	3.9.5. Employers required to put in place and implement mechanisms to ensure skills transfer from foreign workers to local workers and shall limit the duration of stay of foreign workers in the country.	MCIL	2017
				3.9.6. The LMIS developed to supply readily and periodically information on available skills and the need for foreign skills in Samoa.	MCIL, SQA, MESC, MFAT, PSC	2016
			3.9.7. Review SQA Legislation and develop appropriate Regulations to better facilitate the monitoring of PSET Providers.	SQA	2018	
	3.10: Green Job Opportunities shall be encouraged and supported in Samoa.	To promote research studies and develop green job opportunities in Samoa.	3.10.1. Promote research into the development of Green Job opportunities.	MOF, SROS	2017	
			3.10.2. Special and preferential treatment given to the establishment of Enterprises that create Green job opportunities.	MCIL, MNRE	2017	
	3.11: Research & Development initiatives that increases employment shall be pursued.	To promote research studies that will enhance employment creation and services deliveries.	3.11.1. Conduct Research into areas that would promote widespread employment opportunities.	SROS, MCIL	2015	
			3.11.2. Research work would be demand driven based on the needs of the private sector.	SROS, MCIL	2016	
	3.12: Accessibility to business support services shall be enhanced for private sector entrepreneurs.	1. To further enhance market access for local entrepreneurs.	3.12.1. Government to work in close partnership with large private sector entrepreneurs to improve market access.	MCIL, MFAT, MOF, CBS	2016	
			3.12.2. Provide direct support for local entrepreneurs that have high employment potential.	MCIL, MOF, CBS	Ongoing	
		3. Further streamline and coordinate supporting programs for small businesses.	3.12.3. Micro credit providers to streamline processes for obtaining capital with employment generation as one of the criteria for credit approval.	SBEC	Ongoing	
3.12.4. Micro credit providers to continue to assist SME's to obtain capital for start-up businesses and also to strengthen existing enterprises especially those that create employment opportunities.			SBEC	Ongoing		

Pillar	Policy	Objective/s	Strategies	Responsible Agency	Timeframe
Pillar 2: Strengthened Labour Market Supply	3.13: Human Capital Development shall be integrated into the National Strategic objectives for economic growth, employment and poverty reduction.	To fully incorporate Human Capital development into national objectives.	3.13.1. <i>Incorporate human capital development into national development objectives.</i>	MOF	2016
	3.14: Human Capital Development shall be strengthened and integrated into Sectoral Human Resource Plans.	To align the PSC Human Resource (HR) Plan, Sectoral Human Resource initiatives and the Samoa National Employment Policy.	3.14.1. <i>Align PSC Human Resource Plan, Sectoral Human Resource initiatives and the Samoa National Employment Policy.</i>	All Sectors	2016
			3.14.2. <i>Implement mechanisms for skills development to be used as guidelines for formal and informal skills training programmes to enhance employability of the national labour force both in formal and self employment.</i>	All Sectors	2016
			3.12.3. <i>Continue to implement Guidelines for the registration of PSET providers with SQA and also for the accreditation of PSET programs.</i>	SQA	Ongoing
			3.14.4. <i>Develop a comprehensive Labour Market Information System.</i>	MCIL, MESC, SQA, PSC, MFAT	2016
			3.14.5. <i>Develop labour market demand and supply forecasts.</i>	MCIL, MESC, SQA, MFAT	2017
			3.14.6. <i>Facilitate and encourage more investments in the quality and relevance of education and skills training programmes.</i>	SQA, MCIL,	2016
			3.14.7. <i>Conduct entrepreneurship training programmes and promote self-employment particularly amongst the youth.</i>	MWCSD, PSC	Ongoing
			3.14.8. <i>Provide direct on and off the job trainings and apprenticeship program to enhance employability and productivity of the national labour force.</i>	MCIL, SAME, Chamber	2016
	3.15: Decent Work Ethics shall be promoted and encouraged.	To develop and enhance a work culture in Samoa based on sound morals and Christian principles.	3.15.1. <i>Conduct trainings for the workforce on good work ethics.</i>	PSC	2016
			3.15.2. <i>Encourage regular gatherings of the workforce - prayer sessions.</i>	All Sectors	2016
	3.16: Human Capital Development shall include health initiatives necessary for a healthy workforce.	To promote a long term healthy workforce in Samoa.	3.16.1. <i>Encourage physical activities within the workforce.</i>	MOH	Ongoing
			3.16.2. <i>Encourage better eating habits within the workplace based on a nutrient diet.</i>	MOH	Ongoing
			3.16.3. <i>Encourage Workforce to undertake Regular Medical Checkups.</i>	MOH	Ongoing
	3.17: Opportunities for Youths to gain decent employment opportunities shall be enhanced.	To eliminate obstacles that constraint youths from participating in productive employment.	3.17.1. <i>Provide the necessary employment infrastructure for youths such as skills training, vocational guidance and counseling, capacity building, business development and financial services for business start-up and improvement.</i>	MCIL, SQA, MWCSD	Ongoing
			3.17.2. <i>Strengthen MWCSD capacity to provide counseling for youth as well as the family in regards to employment opportunities.</i>	MWCSD	2016
			3.17.3. <i>Enhance the skill of Youths in areas that are in demand.</i>	MWCSD	2017
			3.17.4. <i>Conduct trainings for youths on good conduct and ethics, sensitization workshops and seminars. Priority will be given to values such as hard work, honesty and upholding sound Christian Principles as well as entrepreneurship skills.</i>	MWCSD	2016
			3.17.5. <i>Conduct capacity building programmes for youths to enable them to participate fully in productive activities.</i>	MWCSD, NOLA	2017

Pillar	Policy	Objective/s	Strategies	Responsible Agency	Timeframe
Pillar 2: Strengthened Labour Market Supply	3.18: Samoan jobseekers shall acquire appropriate skills warranted for employment.	To enhance the relevance of skills acquired by the workforce and what is needed from employers.	3.18.1 Develop a comprehensive and robust LMIS.	MCIL, SQA, MESC, MFAT, PSC	2016
			3.18.2 Develop and implement a National Human Resource Plan (NHRP).	PSC	2016
			3.18.3 Refocus skills development to align with the NHRP as to meet labour market demand as shown by the LMIS and from labour market demand forecasts covering both formal and informal trainings.	All Sectors	2017
			3.18.4 Strengthen entrepreneurship training programs at senior secondary and tertiary level to form part of the regular education programs.	MESC, SQA, PSET Providers	2016
			3.18.5 Intensify and expand on the job trainings to enhance adaptability and productivity of the workforce.	SQA, PSET Providers, Chamber of Commerce	2017
Pillar 3: Strengthened Employment Policies, Institutions & Regulatory Environment	3.19: All institutions involved in employment issues shall have a common understanding of employment, underemployment and unemployment concepts.	To have a common understanding of employment concepts, definitions and value of work among stakeholders.	3.19.1. Conduct workshops to sensitize society and ensure a common understanding of employment concepts, definitions and value of work.	MCIL	2016
	3.20: Employment issues, targets shall be mainstreamed into the planning framework for all Sectors.	To liaise and incorporate employment issues into the relevant Sectors and accord priority to decent employment creation.	3.20.1. Conduct workshops with Sector Coordinators to raise understanding on employment issues and to accord high priority to decent employment.	MOF, MCIL	2016
	3.21: Labour Market Information as well as other key employment statistics shall be readily available for policy, planning and monitoring purposes.	To establish a robust Labour Market Information System that adequately informs planning and decision making processes.	3.21.1. Identify employment related information needs, standards, methodologies, time frame to ensure availability of	MCIL	2016
			3.21.2. To work with employers to facilitate the provision of timely, accurate and reliable employment statistics and labour market information on a regular basis covering: - employment levels and new jobs created and disaggregated by gender, age, ISIC, Regions and district. In addition, the MESC, NUS, APTC, SQA, Ministry of Foreign Affairs & Trade, PSC and other related Institutions will also provide information on labour market supply – number of graduates, job seekers, age, gender, areas of specialization.	MCIL, SBS, MESC, NUS, APTC, SQA, MFAT, PSC	2016
			3.21.3. User a combination of Administrative Data Sources and Surveys to collect the requires employment data on a regular basis.	MCIL, SBS	2016
			3.21.4. To strengthen the collection, analysis of employment data and dissemination processes.	MCIL, PSC, SBS	Ongoing
			3.21.5. To develop a specific Samoa Standard Classification for Occupations based on the International Standard on Classification of Occupations (ISCO) which will be used by the public in activities such as matching job seekers with job vacancies, educational planning, reporting of industrial accidents, administration of workers compensation and the management of employment related migration including seasonal workers.	MCIL, SBS, SQA, PSC	2016
			3.21.6. Develop a single Business Identifier Code to be used by the relevant Agencies. This would allow different administrative data sources to be analyzed and incorporated into the LMIS.	SBS	2016
			3.21.7. Develop networks with other Regional and Global counterparts to enable free exchange of Labour Market Information and thereby facilitate the placement of Samoans working abroad on a temporary basis – seasonal workers.	MCIL, Office of the Prime Minister, MFAT will	2016



Pillar	Policy	Objective/s	Strategies	Responsible Agency	Timeframe
Pillar 3: Strengthened Employment Policies, Institutions & Regulatory Environment	3.22: Employment Issues and related Policies shall be harmonized into an Effective Institutional Regulatory Framework.	To have policy harmonization that establishes their linkages and synergies mapped to a strong institutional framework for stimulating and managing employment creation initiatives at all levels.	3.22.1. Establish a National Employment Council OR equivalent to manage all employment issues with MCIL playing the Secretariat Role. The Employment Council to be Chaired by the Deputy Prime Minister and members include MOF, CBS, MFR, PSC, Ombudsmen, MESC, NUS, Chamber of Commerce, SAME and 2 independent members from the largest private sector employers.	MCIL	2016
			3.22.2. Strengthen Public-Private partnership through ongoing dialogue with the Private sector, Workers through their organizations and Civil Society for the purposes of ensuring	MCIL, MOF, PSC	2016
			3.22.3. Strengthened Central Planning (MOF-EPPD) especially on areas of inclusive planning and policies formulation.	MOF	2016
			3.22.4. Strengthen MCIL Institutional capacity as to effectively implement, coordinate and monitor employment creation initiatives at all levels, and amongst all sectors of the economy.	MCIL	2016
			3.22.5. Further strengthened and enhance inter ministerial networks, linkages and cooperation to realize the impact of the SNEP.	MCIL, MOF, PSC	Ongoing
	3.23: Employment Support Services shall be developed.	To have in place effective and efficient centers that will provide employment services including the registration for those seeking employment.	3.23.1. To establish initially an Employment Services & Registration within MCIL and to develop appropriate legal regulations covering how these services shall be conducted in accordance to provisions provided in Samoa Labour and Employment Relations Act 2013.	MCIL, Samoa Workers Congress	2016
			3.23.2. Improve and expand Public Labour Exchange Centers within MCIL and establish a regulatory framework to facilitate registration, monitoring and self-regulation of private Employment Agencies for quality assurance.	MCIL	2016
			3.23.3. Strengthen coordination between MCIL and Samoa Workers Congress in providing Employment Services to the public.	MCIL, Samoa Workers Congress	2016
	3.24: Access to employment opportunities for people with special needs (PWSN) shall be improved.	To ensure equal access for PWSNs in both paid and self employment opportunities.	3.24.1. Identify impediments to the employability of PWSN and undertake affirmative action's to enhance employability of people with special needs.	MWCSO, MCIL, NOLA	2017
			3.24.2. Provide special facilities and equipments to enhance the capacity of PWSNs to enter the workforce both as employees or self-employed.	MWCSO, MCIL, NOLA	2017
			3.24.3. To ensure that user friendly infrastructures for PWSNs are established at the work place to enhance the employability of PWSN.	MCIL, NOLA	2016
			3.24.4. Develop Legislation that will set the minimum number (percentage) of PWSNs to be employed.	MCIL, MWCSO	2018
	3.25: Employment Conditions and respect for Labour Rights shall be strengthened.	To ensure that employment creation initiatives comply with labour standards as stipulated in National and International Laws and Regulations.	3.25.1. Improve the monitoring of labour rights, disputes prevention mechanisms as stated in Labour and Employment Relations Act 2013.	MCIL	Ongoing
			3.25.2. Strengthened MCIL to ensure basic rights and interests of workers, with regard to International Labour Standards, including those on Freedom of Association and the Principle of Non-Discrimination and Equality of Treatment and Opportunities are adhered to.	MCIL	Ongoing
			3.25.3. Regular Provisions of labour guidelines and enforce legislation on health and safe working environments that are conducive to physical, psychological and social well being of the workforce.	MCIL	Ongoing
			3.25.4. Improve labour inspections and factory inspections and work closely with the Ministry of Health and other partners to adopt modern technology in ensuring these are carried out effectively.	MCIL	Ongoing

Pillar	Policy	Objective/s	Strategies	Responsible Agency	Timeframe
Pillar 3: Strengthened Employment Policies, Institutions & Regulatory Environment	3.26: Gender Issues shall be mainstreamed into Employment.	To promote gender equity and equality in the workforce.	3.26.1. Improve the provisions for fair and equal treatments for both men and women in accessing employment opportunities.	MCIL, MWCSO	Ongoing
			3.26.2. Implement affirmative actions to facilitate easy access to decent employment opportunities among women both in wage and self employment in the Public and Private Sectors.	MCIL, MWCSO	Ongoing
			3.26.3. Implement measures to ensure availability of employment gender disaggregated data for informed policy and planning purposes.	MCIL, SBS, PSC	Ongoing
			3.26.4. Continue to develop and implement measure to ensure the working environment is conducive for women who are raising children such as the MOH breastfeeding campaign at the Workplace and PSC Childcare initiative at the work place.	MCIL, MOH, PSC	Ongoing
			3.26.5. Develop measures to increase the percentage of male teachers at the primary level.	MESC	2016
	3.27: Child Labour shall be eliminated from Samoa.	To eliminate completely the practices of child labour including street vendors.	3.27.1. Establish guidelines and implement programs and activities for effective elimination of child labour and particularly for ensuring children from years 1 to year 8 are attending school.	MWCSO	2017
			3.27.2. Strengthen the monitoring of employers to ensure compliance with laws guiding employment of minors and rights of the child.	MCIL	2016

### 6.3 Review & Revisions of the Employment Policy

The evaluation of the outcomes of the SNEP will provide valuable information on the extent to which the policy has been implemented and the progress towards achieving the SNEP key objectives

The overall policy review will be undertaken after two years. and the responsibility for the review shall be determined by the National Employment Council.

## ACRONYMS

---

ADB	Asian Development Bank
APTC	Australia-Pacific Technical College
BAS	Business Activity Survey
CBS	Central Bank of Samoa
CSOs	Civil Society Organizations
EIP	Employment Institutional Policies
GDP	Gross Domestic Product
HDI	Human Development Index
HIES	Household Income & Expenditure Survey
ILO	International Labour Organization
ISIC	International Standard Industrial Classification
ISP	Institutional Strengthening Project
LMD	Labour Market Demand
LMIS	Labour Market Information System
LMS	Labour Market Supply
MCIL	Ministry of Commerce, Industry and Labour
MESC	Ministry of Education, Sports and Culture
MFAT	Ministry of Foreign Affairs & Trade
MfR	Ministry for Revenue
MNRE	Ministry of Natural Resources & Environment
MoF	Ministry of Finance
EPPD	Economic Policy & Planning Division
MoH	Ministry of Health
MWCSD	Ministry of Women, Community & Social Development
NEC	National Employment Council
NEET	Not in Employment, Education or Training
NEP	National Employment Policy
NGOs	Non-Governmental Organizations
NHRDP	National Human Resource Development Plan
NOLA	Nuanua O Le Alofa
NPF	National Provident Fund
NUS	National University of Samoa
PSC	Public Service Commission
PSET	Post School Education & Training
PWSN	People with Special Needs
SACEP	Samoa Agriculture & Community Enhancement Project
SAME	Samoa Association of Manufacturing for Export
SBEC	Small Business Enterprise Centre
SBS	Samoa Bureau of Statistics
SDGs	Sustainable Development Goals
SDS	Strategy for the Development of Samoa

SESA	Samoa Employment Situational Analysis
SNAP	Samoa National Action Plan
SNEP	Samoa National Employment Policy
SQA	Samoa Qualification Authority
SROS	Scientific Research Organization of Samoa
STA	Samoa Tourism Authority
SUNGO	Samoa Umbrella of Non-Governmental Organizations
TIVET	Technical Industrial Vocational & Entrepreneurship Training
UNESCO	United Nations Educational, Scientific & Cultural Organization