



Australian Government
AusAID

Annual Program Performance Report: Samoa 2008–09

June 2009

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Contents

Abbreviations	6
Executive summary	8
Overview	8
Ratings	8
Major results	9
Major challenges	9
Main management consequences	10
Country performance	11
Results of the aid program	14
Objective 1: Development of the Samoa–Australia Partnership for Development	14
Overall context	14
Results	15
Challenges	15
Management consequences	16
Objective 2: Improved health	16
Overall context	16
Results	17
Challenges	18
Management consequences	18
Objective 3: Improved education	19
Overall context	19
Results	20
Challenges	22
Management consequences	23
Objective 4: Improved law and justice	23
Overall context	23
Results	24
Challenges	26
Management consequences	26
Objective 5: Improved public sector governance	27
Overall context	27
Results	27
Challenges	28

Management consequences	28
Objective 6: Improved private sector growth and employment	29
Overall context	29
Results	29
Challenges	30
Management consequences	31
Other programs	31
Climate change	31
Results	31
Management consequences	32
Quality of aid activities	33
Discussion of the QAI ratings	34
Implementation progress	34
Achievement of objectives	34
Monitoring and evaluation	34
Sustainability	35
Management consequences	36
Objectives for 2009–10	36
The ongoing global recession	36
Administrative reform	36
Links between bilateral and regional programs	37
Use of advisers and thematic groups in Canberra	37
Ongoing donor harmonisation	37
Links to GoS systems	38
Performance assessment	38
A NZAID Samoa projects	39
B Pacific regional health programs affecting Samoa	42
UNICEF immunisation and child protection programs	42
Pacific Regional Reproductive Health Program	42
Pacific health systems strengthening	42
Pacific Islands Project (Royal Australian College of Surgeons project) and Pacific Biomedical Equipment Maintenance Initiative	43
Tackling non-communicable diseases in the Pacific	43
Pacific Islands HIV and STI Response Fund	43
Pacific Regional Influenza Pandemic Preparedness Program	43
C Asian Development Bank project list	45

Appendixes

A	NZAID Samoa projects	39
B	Pacific regional health programs affecting Samoa	42
C	Asian Development Bank project list	45

Abbreviations

ADB	Asian Development Bank
APPR	annual program performance report
AusAID	Australian Agency for International Development
CEO	Chief Executive Officer
EPC	Electricity Power Corporation
ESPII	Education Sector Program II
EU	European Union
GDP	gross domestic product
GoS	Government of Samoa
GPS	global positioning system
HIV	human immunodeficiency virus
ICT	in-country training
JRM	Joint Review Mission
MDG	Millennium Development Goal
NCD	non-communicable disease
NGO	non-government organisation
NZAID	New Zealand Agency for International Development
ODA	official development assistance
PASP	Public Administration Sector Plan
PPS	personal property securities
PRIPPP	Pacific Regional Influenza Pandemic Preparedness Program
PRPI	Pacific Regional Police Initiative
PSC	Public Services Commission
PSIF	Public Sector Improvement Facility
QAI	quality at implementation
SBEC	Small Business Enterprise Centre
SDS	Strategy for the Development of Samoa 2008–2012
SIOD	Samoa Institute of Directors
SME	small to medium-sized enterprise
SOE	state-owned enterprise

STI sexually transmitted infection
SWAp sector-wide approach
UNDP United Nations Development Programme
UNICEF United Nations Children's Fund

Executive summary

Overview

Samoa has made good progress in social and economic development, and until recently was on track to achieve almost all of the millennium development goals. Some emerging concerns, especially in health and income-generating activity, together with the impact of the global economic recession, have slowed Samoa's development progress. Nevertheless, Samoa enjoys considerable official development assistance (ODA) support. Australia, as one of the largest donors, recently moved to redefine the aid relationship with Samoa through the development of the Samoa–Australia Partnership for Development. This has led to an emerging emphasis on new ways of doing aid, with a focus on Samoan Government ownership and leadership of development reforms and mutual commitment to achieving agreed targets, together with increased emphasis on assessment of progress and outcomes.

Ratings

In 2008–09, the AusAID Samoa program was in transition to the new Samoa–Australia Partnership for Development (Partnership). The country strategy was therefore being developed, and the objectives for the 2008–09 annual program performance report (APPR) reflect past and ongoing activities as well as the new objectives emerging from the development of the Partnership.

Table 1 rates the likelihood of achieving an objective within the timeframe of the strategy. A green rating indicates that an objective is likely to be fully achieved. An amber rating indicates that an objective will be partly achieved.

Table 1 Likelihood of achieving objectives

Objective	Rating	Comparison with previous rating
Objective 1: Development of the Samoa–Australia Partnership for Development	Green	Not applicable
Objective 2: Improved health	Amber	Declined
Objective 3: Improved education	Green	Improved
Objective 4: Improved law and justice (police)	Amber	Declined
Objective 5: Improved public sector governance	Green	Improved
Objective 6: Improved private sector growth and employment	Green	Not rated

Major results

The program's major results in 2008–09 include:

- > establishment of the Samoa–Australia Partnership for Development, which enjoys considerable support from the Government of Samoa. The Partnership has led to a focus on doing aid in a different way, with leadership provided by the Government of Samoa. Five implementation strategies for agreed priority areas under the Partnership have been developed with the sixth expected in early 2010.
- > successful implementation of a sector-wide approach (SWAp) in the health sector, which is beginning to demonstrate tangible outcomes for people
- > strengthening of scholarship programs, with a focus on harmonised systems and administration
- > 40 new placements under scholarships and distance education programs
- > considerable progress in the education sector program; in particular, improvements in access to quality education, gender balance and the quality and capacity of teachers
- > development of a program for inclusive education for children with disabilities
- > improved operational effectiveness in the Samoa Police Service, including in investigations, forensics and community policing
- > improved gender balance in the Samoa Police Service, with employment of more female police recruits
- > increased skills, knowledge and communication in a wide variety of Samoan Government public sector agencies
- > progress in establishing the new Electricity Act and the new regulator to enable privatisation of the power sector
- > increased focus on climate change programs and support for Government of Samoa engagement in this area.

Major challenges

Exploration of the meaning of a partnership approach with the Government of Samoa has proceeded well, future work needs to be done at a pace mutually acceptable to the governments of Samoa and Australia.

Major challenges in each program include:

- > developing robust monitoring and evaluation systems to ensure data are accurate and able to inform program management
- > working in harmonised donor arrangements
- > working through developing Government of Samoa systems.

The global financial recession has provided an overall challenge to the Samoan government and to donor support. The economic impacts of the global financial recession and appropriate ways for donors to respond are still being explored through ongoing discussions with the government.

Main management consequences

The main management consequences have been in shifting the focus from the Samoa program to the priority areas of the Samoa–Australia Partnership. In support of this attention has been given to administrative reform in the Post, development of technical supports for each partnership priority area and ongoing work with other donors to ensure harmonised responses in working with Government of Samoa leadership and systems.

In addition, all AusAID-supported programs, including regional programs, need to work with the Samoan Government to ensure that they are focused on its nominated priorities.

Country performance

Until recently, Samoa was considered to be on track to achieve almost all of the Millennium Development Goals (MDGs). The country has made good progress in social development. Its Human Development Index has improved, moving from 0.705 in 1985 to 0.787 in 2008, placing it in the medium human development category.¹ The reported incidence of poverty has fallen faster than the targeted rate; primary education rates are at 90 per cent and secondary rates at 66 per cent; gender disparity in primary and secondary school education has been eliminated; infant mortality is being reduced and currently stands at 17 per 1000 live births. Less progress has been made on the environmental sustainability MDG.²

Social development in Samoa has been attributed to longstanding and robust economic growth coupled with political stability. There have been substantial remittances from Samoans living abroad, and Samoa has generally achieved its macro-economic targets.³ Samoa is considered a success story in the Pacific region in relation to governance: it scores higher than the Pacific average on all five World Bank governance indicators.⁴ Development progress is also attributed to high levels of public expenditure on education and health. The Strategy for the Development of Samoa 2008–2012 (SDS) indicates the Samoan Government's strong commitment to both economic and social development, alongside ongoing improvement in governance.⁵

However, Samoa faces some considerable challenges. There is concern about the inequality of distribution of income and the hardship experienced by some groups, in particular women, children, and those without access to land and wealth. There is a lack of formal employment and income-generating opportunities for school leavers. Some groups have limited access to high-quality education. Overall, the incidence of non-communicable diseases remains high and there is some evidence that primary health care gains are either levelling out or decreasing. The Asian Development Bank (ADB) concludes that one of the significant challenges for Samoa is to generate private sector-led growth and employment to raise living standards.⁶

Coupled with these concerns is the potential impact of the global recession. Although there have been no major interruptions to the implementation of government programs as a result of cash or revenue shortages, low income groups are experiencing greater hardship because of higher fuel and food costs. Inflation currently is at 12.5 per cent with the Central Bank

1 ADB, *Samoa social and economic report 2008: continuing growth and stability*, Asian Development Bank, 2009.

2 Government of Samoa, *Strategy for the Development of Samoa 2008–2012: Ensuring sustainable economic and social progress*, Ministry of Finance, Economic Policy and Planning Division, May 2008.

3 ADB, *Samoa social and economic report 2008: continuing growth and stability*, Asian Development Bank, 2009.

4 http://info.worldbank.org/governance/wgi/sc_chart.asp.

Across the five indicators, Samoa performed most strongly in the area of political stability and rule of law. It performed less well in regulatory quality and government effectiveness.

5 Government of Samoa, *Strategy for the Development of Samoa*.

6 ADB, *Samoa social and economic report 2008: continuing growth and stability*, Asian Development Bank, 2009.

predicting a rise to 15 per cent by June 2009, before showing an expected decline. This sharp increase from 4.8 per cent in 2008 reflects the rise in imported food prices. Anecdotal evidence and non-government organisation (NGO) reports suggest that there have been increases in the number of people looking for employment, door-to-door street vendors, including children, and people begging on the streets of Apia. Church-based support services for the poor in urban areas also report an increase in numbers seeking help. The Samoan umbrella organisation for many NGOs, SUNGO, reports an increase in school dropouts and an increase in crime due to reduced family incomes.⁷ The business sector reports signs of stress in some areas.

The Samoan budget for 2009–10, released on 29 May 2009 for consultation, confirms that the Samoan economy is under strain. Gross domestic product (GDP) is showing signs of contraction for the first time in 10 years. Government revenue is predicted to decline by 15 per cent in 2009–10 largely because of a marked decline in duty from reduced imports. Remittances and tourism earnings are expected to decline in late 2009 as the effects of the global recession become more pronounced in source countries—Australia, New Zealand and the United States.

The 2009–10 budget deficit is predicted to be A\$94.7 million, with the shortfall covered by soft term loans, including a US\$30 million loan from the ADB. The budget speech noted that Samoa would look to increased support from donor partners as the effects of the global recession deepened. The first donor intervention will be the targeted School Fee Relief Scheme jointly funded by Australia, New Zealand and the Government of Samoa (GoS). The scheme, announced by Foreign Minister Smith on 3 June 2009, will support vulnerable groups and Samoa's achievement of the MDGs.

Samoa has ODA support from a range of donors.⁸ In 2007–08, total ODA was US\$36 million, which provided 9.54 per cent of GDP. The contribution from Australia was approximately one-third of that total, being US\$12.89 million, making Australia the largest single donor for that year. The budget for 2008–09 for Australian aid to Samoa is currently set at A\$24.5 million.

The context for the delivery of Australian aid is set by the Port Moresby Declaration and the Samoa–Australia Partnership for Development, together with the commitments made by the Australian Government under the Accra accord. These agreements stress the need for partner government leadership of policy and development processes, as well as the need for broader and deeper dialogue between Australia and Samoa in the configuration of development assistance and the promotion of country ownership of the process.⁹ This approach has been particularly appropriate in Samoa, based on the recognised capacity and commitment of the government and the opportunity to build on the clear development progress of the country. It has resulted in the commencement of a process of redefining aid from project type assistance to assistance based on GoS national and sector strategies for development.

However, as will be explored in the next section, the approach has not been without challenges. These include the need to define and understand the meaning of this new approach to aid and the absorptive capacity of the GoS and other stakeholders within the country, as well as the most recent challenges raised by the economic recession.

⁷ AusAID, 'Rapid review of impacts of the global financial crisis in Samoa', 2009.

⁸ Major donors to Samoa include Australia, New Zealand, China, the EU, ADB and the World Bank.

⁹ AusAID, 'Accompanying note to preliminary papers', Samoa–Australia Partnership for Development, Thematic Working Groups, March 2009.

Nevertheless, the process is moving forward; GoS has already adopted a new approach to its engagement with international donors, including a proposal for an agreement with donors on how they will operate and engage within the country.

Results of the aid program

A Joint Program Strategy (2006–2010) between Australia, New Zealand and the GoS has provided a mechanism for shared workloads and harmonisation, but has provided little guidance for planning interventions. At the same time, the new Samoa Australia Partnership for Development has been in development. The objectives set for future country program management and reporting will be based on the new partnership agreement, but with this still under development the objectives reported on in the 2008–09 APPR reflect a transition phase. Therefore, in some areas comparison with the 2007–08 APPR is not straightforward.

The 2007–08 APPR for Samoa found that most result areas lacked evidence of outcomes. As a result, the Samoa program has undertaken considerable work since April 2008 to establish robust monitoring systems for programs and has undertaken reviews in key program areas to generate valid data. Some reviews are still in progress, but where results are available, the data have been used in this report.

Objective 1: Development of the Samoa–Australia Partnership for Development

Estimated expenditure: 4 per cent of the 2008–09 Samoa allocation

The Samoa–Australia Partnership for Development work is on track, and the Samoan Government has shown significant commitment to it. Implementation papers have been produced for five of the six priority areas.

■ The objective is on track to be fully achieved within the timeframe.

Overall context

The new Samoa–Australia Partnership for Development has provided significant opportunity for Samoa and Australia to implement more effective aid. The initial step was to explore with the partner government what partnership might mean and how it could go beyond rhetoric to improve development. Initial meetings with the GoS indicated it supported the idea of a new form of aid, but did not always understand what this might mean in practice.¹⁰

The Partnership is a practical expression of the Australian Government's desire to enter into a new era of cooperation with the Governments of the Pacific. It is about mutual respect, mutual responsibility and mutual accountability in addressing Samoa's economic and development challenges. (Hinauri Petana, CEO, Ministry of Finance, November 2008 Consultation Seminar)

The overall message was clearly that the Partnership for Development would mean Samoan ownership of the ongoing process, and a pace of change that reflected Samoa's capacity and its

¹⁰ Report from the Consultation Seminar, November 2008, hosted by Ministry of Finance to bring together Government of Samoa, private sector, civil society and other development partners to explore the implications of the new partnership with Australia.

institutional and societal values and expectations. The Australian Government described the change as moving from transactional to transformational aid; that is, development improvements would move beyond incremental improvements in the quality and quantity of performance to substantive change in behaviour and culture and sustainable capacity to deliver over time.¹¹ The focus was to be on ways of working as well as on program outcomes.¹²

Results

The partnership work included the establishment of thematic working groups to elaborate the partnership's six priority outcome areas.¹³ The working groups, chaired at CEO level by the GoS, comprised Samoan Government and private sector stakeholders as well as AusAID. Local and international consultants linked to AusAID in-house advisers supported these groups.

One output of the process has been considerable GoS commitment to the initiative, with the CEO of the Ministry of Finance and the Attorney General leading the debates, and considerable commitment and engagement by government, civil society and the private sector. The GoS has publicly acknowledged that the Australian Government is seeking to do aid in a different way, one that it would like to see extended to other donors.

When further outlining the effects of the Plan the CEO Ministry of Finance noted that the current exercise of developing the Implementation Schedules for the Samoa Australia Partnership for Development was a good example of how the government of Samoa wanted to work with development partners. She stated that real dialogue based on the principles of mutual responsibility, mutual respect and joint accountability were benchmarks for other donors to Samoa. (Report on the launch of the Government of Samoa Public Financial Management Reform Plan).

Within AusAID, the approach has received support and broad interest.

Another tangible output has been the recent completion of the five draft delivery strategies by the working groups for each of the priority outcome areas.¹⁴ Eventually these strategies will guide the program's implementation. AusAID's contribution to the delivery strategies has been characterised by a focus on change that will lead to outcomes, an emphasis on performance management and assessment, and provision of financial and support mechanisms to streamline administration and improve GoS leadership and ownership of the development work. In particular, AusAID has explored budget support mechanisms.¹⁵

A further output has been the increasing work with other donors in Samoa to harmonise approaches to aid implementation. Recent reports suggest that some progress is now being achieved in this area.¹⁶

Challenges

While progress has been satisfactory and the partnership process is on track to achieve the objective of establishing the framework for implementation, several challenges have been

11 P Bazeley, 'Progressive design of the Australia-Samoa Partnership for Development: initial scoping', August, 2008.

12 P.Bazeley, Samoa-Australia Partnership for Development, 'An Enabling Environment for a Robust, Effective & Efficient Partnership'. May 2009 [

13 The outcomes areas include private sector growth and employment, improved health, improved education, improved governance (law and justice and public sector), and climate change.

14 These papers will be released for review as draft implementation strategies.

15 P Bazeley, 'Progressive design of the Australia-Samoa Partnership for Development: further discussion of performance-based financing measures', January 2009.

16 Reports are largely anecdotal, but include assessment by the ADB that key aspects of harmonisation are emerging among partners, leading to increased use of government systems.

identified to ongoing progress, including the absorptive capacity of the Samoan Government and the need to improve the efficiency of donor processes.

Management consequences

Some priority areas, notably health, education and, to some degree, public sector governance, were able to build from existing work and sector engagement, which resulted in more detailed and nuanced implementation plans. While all outcome areas are currently on track, these three illustrate the best of the partnership approach in action, suggesting that previous engagement in the sector—building relationships, government ownership and leadership and an orientation towards outcomes—is a useful precursor to the partnership approach.

Aid needs to be well targeted. While this requires good leadership from Samoa, it also requires good engagement from AusAID to ensure wide representation for all vulnerable groups. AusAID is keen to use the Samoa–Australia Partnership for Development as a vehicle to address the needs of vulnerable groups such as women and children, particularly as Samoa begins to feel more keenly the effects of the global recession. The complete achievement of this objective will rest on development of strategies to address these challenges.


The partnership heralds a change in the nature of the relationship with New Zealand Agency for International Development (NZAID). NZAID is a significant aid partner in many initiatives (see Appendix A for a list of current NZAID programs in Samoa) and a valued team player in sharing workloads and expertise. AusAID and NZAID will need to consider how to continue and deepen this valuable and long-term relationship within the changed partnership context.

Within the context of the global economic recession, the Partnership for Development has provided a valuable opportunity for a strengthened policy engagement between Australia and Samoa. As the recession has deepened worldwide, it has increasingly become a focus of discussion in the working groups, enabling development of some proposed responses within existing plans. AusAID will continue to engage in this adjustment and development of the implementation plans as required by the economic situation.

Objective 2: Improved health

Estimated expenditure: 7 per cent of the 2008–09 Samoa allocation

Samoa has demonstrated good overall progress in health indicators, but there are areas of particular concern, notably in primary health care. In addition, while progress is evident, the health sector-wide approach (SWAp) is still being established and there have been some issues understanding the World Bank procurement systems. Further, there is some question about the reliability and depth of the data on which development of the SWAp was based. The Samoa–Australia Partnership for Development plan for the area is still being developed.

 The objective will be partly achieved within the timeframe.

Overall context

The health sector in Samoa is characterised by generally high achievements against key health indicators.¹⁷ However, there remain some areas of concern. Evidence is limited¹⁸, but current

¹⁷ Government of Samoa, 'Millennium Development Goals: first progress report', 2004.

¹⁸ A demographic health survey being undertaken should provide a clear and current set of data for Samoa to assess its progress against the MDGs and also to understand the trends in health care across all areas.

figures suggest high rates of non-communicable diseases (NCDs) and reduced or static levels of improvements in primary health care, in particular for children and women.¹⁹ Changes in the Samoan primary health services have seen public health staff withdrawn from the community level and village women's committees placed in charge of basic care. As a result, traditional birth attendants cover 20 per cent of deliveries and women in rural areas, particularly Savai'i, have limited access to obstetric facilities.

In addition, there is an identified shortage of primary and allied health care professionals²⁰ and limited reliable health management information.²¹

In 2008–09, the health sector enjoyed relative aid abundance and substantial levels of assistance are projected to continue. The recently mobilised Samoa health SWAp represents an effort by health donors to unify their procedures and their messages to the government in a harmonised program of support, using pooled funds and a single donor focal point.²² AusAID is the single largest contributor to the SWAp (52 per cent).

Results

Results for the health SWAp to June 2009 indicate the groundwork has been laid for effective future progress. The recent Joint Review Mission noted the following achievements:

- > In relation to non-communicable diseases
 - The small grants scheme to support communities in promoting healthy lifestyles selected 146 proposals for physical activity and 136 for nutrition activities. It was agreed that the second round would focus also on tobacco and alcohol awareness.
 - Countrywide media campaigns to promote awareness of healthy lifestyles, tobacco control and injury prevention have been initiated.
 - Some progress has been made in the recruitment of technical assistance, refurbishment and the procurement of inputs to support anaemia reduction, infectious disease and vector control, and injury prevention.
- > In the area of health care waste management—a sector symposium and monitoring visits to health facilities, including privately run facilities, have taken place.
- > For primary health care, particularly for women and children
 - Progress has been made in upgrading the skills of health workers through training and attachments.
 - A neonatal care workshop aimed at improving the survival rate of premature babies was conducted.
 - Revisions to the immunisation program have allowed the introduction of pentavalent vaccine. There are plans to introduce vaccines for the human papilloma virus and pneumococcal infection.

19 J Tulloch, 'Options for possible scale up of Australian aid to the health sector under an Australia–Samoa Partnership for Development model', internal AusAID paper, May 2008.

20 J Tulloch, 'Options for possible scale up of Australian aid to the health sector under an Australia–Samoa Partnership for Development model', internal AusAID paper, May 2008.

21 C Chamberlin, 'Australia Samoa Partnership for Development priority sector 2—Improved health', concept note, November 2008.

22 J Tulloch, 'Options for possible scale up of Australian aid to the health sector under an Australia–Samoa Partnership for Development model', internal AusAID paper, May 2008..

- An outreach service (doctor, pharmacist and dentist) has been introduced to support district hospitals on Upolo Island. Meetings have taken place with private general practitioners to support outreach services at the main hospital in Apia.
- > In response to the shortage of health care professionals, progress has been made towards the development of a bachelor's degree in health science program at the National University of Samoa.
- > To strengthen quality assurance, the terms of reference to develop clinical service indicators and guidelines for conducting audits and credentialling has been finalised. In addition, work has commenced to conduct quality assurance audits for nursing and midwifery services.²³

Challenges

Some concerns remain about the health SWAp. At 30 June 2009, only three donors had chosen to work through the pooled funding mechanism. Further, this mechanism uses World Bank procurement and management systems, which have the potential to cause delay and unnecessary bureaucracy in the implementation process. However, it remains a significant process for management and coordination of health-related support to the government.

In this context, the key challenge for assistance under the partnership agreement has been how to engage in a way that will make a real and additional difference. The proposed implementation strategy has tried to focus on improving management and capacity toward tangible outcomes, at the same time avoiding incremental and piecemeal investment in areas already well served by other donors. The intention is to not only strengthen the SWAp, but also go beyond what the SWAp could be expected to achieve by working in different ways, and on key areas where energy and interest already exist. The initial implementation strategy focuses on strengthening primary health care, recognising the concerns identified above for women and children in this area. It also focuses on diabetes prevention. In addition, performance management is to be elevated to the centre of partnership assistance, with a direct linking of ongoing support to performance improvements.

Management consequences

Partnership

There are several risks associated with the partnership work for this area. Partnership health programs will access funds from a special account similar to the pooled account now managed under the SWAp. However, partnership health programs will not pool funds with SWAp partners, and the World Bank will not supervise fiduciary performance. There could be co-financing, however, of overlap activities. Government systems will be used for fiduciary standards and overall management of the program through the Health Steering Committee. Thus, partnership health programs will use government systems more intensively than the SWAp. On supervision, oversight and program coordination, the partnership health programs would be fully harmonised with the SWAp donors.

²³ Aide-Mémoire Health Sector-wide Approach program, Implementation Support Mission and First Health Summit report, March 5–14, 2009.

Regional programs

While the SWAp and the partnership both represent strong commitment to GoS control and ownership, based on a considered assessment of current strengths and needs, a number of regional health programs, including many funded by AusAID, are not under GoS control (see Appendix B). Increased coordination between these programs and the partnership work will be needed to avoid undermining the partnership approach and GoS ownership of reforms.

Canberra resources

The Post has relied considerably on the Health Thematic Group to engage effectively with the World Bank in the SWAp negotiations, implementation and assessment. There will be ongoing need for such assistance in order to maintain effect engagement.


Limited data

As noted, the demographic data to guide the work in the SWAp and the partnership area has been limited. While the demographic health survey currently being developed will eventually address this gap, the planning work undertaken to date has been challenged by the lack of this data.

Objective 3: Improved education

Estimated expenditure: 23 per cent of the 2008–09 Samoa allocation

While the quality of specific activities has been of some concern during the year (as reflected in the QAI ratings), recent responses to those concerns and the progress in comparison to 2007–08 indicates that the objective will be achieved within the timeframe.

 The objective is on track to be fully achieved within the timeframe.

Overall context

The GoS has a strong commitment to education, spending between 22 per cent and 25 per cent of its overall budget in recent years on the education sector. The state of education reflects that commitment with high enrolment rates and no gender disparity in enrolments. However, a detailed review of the education system undertaken in 2007 identified some emerging concerns. The groups identified as most disadvantaged were premature school leavers, boys and children with special needs.²⁴

The review also noted problems with teacher retention and concern about the quality of the education being offered.

AusAID supports a range of programs within the education sector. These include scholarship programs, the Australia–Pacific Training College and the major intervention of the Education Sector Program.

²⁴ Government of Samoa, *Education for all*, mid-decade assessment report, Samoa, 2007.

Results

Scholarships programs

In the joint work undertaken in the regional and development scholarships program, the relationships with NZAID and the GoS continue to be strengthened. Harmonisation continues to be effective, with the GoS taking responsibility for the administration of the Australian Development Scholarship and Australian Regional Development Scholarship programs. A joint review of the program has begun, with the aim of establishing a single administrative system to manage the available scholarships, with an emphasis on appropriate targeting and useful performance assessment of the scholarship program outcomes.

In 2008–09, the scholarship programs achieved the following outcomes:

- > Development scholarships
 - 12 new awards were made for 2009 (six in-service and six foundation students). The two awards turned down in 2008 (one in each category) were picked up for 2009.
 - 5 students graduated at the end of 2008.
 - Of the 48 current scholarships, there has been only one termination for 2008–09.
- > Regional scholarships
 - 22 new students will commence tertiary studies at regional institutions in 2009 selected from both foundation and open categories. Two deferrals from 2008 commenced studies in 2009.
 - 63 students studied in Fiji and Vanuatu in 2008. Of this number, 11 students completed their courses, and 4 had their scholarships terminated at the end of Semester 2, 2008, because of their final results.
- > Australian Leadership Scholarships
 - One new award was provided for 2009.
- > Distance Education Program
 - Five new awards were provided for 2009.

Australian Pacific Training College

The Australia–Pacific Training College contributes to vocational and further education in Samoa. A mid-term review of this service has indicated it is being successful in increasing the number of skilled workers in targeted sectors across the Pacific.

Specific results for Samoa indicate that per head of population Samoan students receive the third highest number of scholarships compared to all other Pacific countries. The rate of 88 scholarships per 100,000 population is considerably higher than other Pacific countries with Australia–Pacific Training College campuses. Samoa also has the third highest enrolment rate across all Pacific countries.

The gender breakdown is less positive. Only 29 per cent of the applications to the college are from females, which puts Samoa 9th out of the 13 Pacific countries. In relation to the courses undertaken, the gender distinction is quite strong. Most women from Samoa attend courses in

hospitality and tourism (93 per cent) while most male applicants are interested in automotive, construction and engineering training (65 per cent).²⁵

Education Sector Program

The Education Sector Program II (ESPII) is a partnership between the GoS, ADB, AusAID and NZAID. AusAID contributes 28.7 per cent of the funds for this mechanism, equal to NZAID's contribution and greater than that of the ADB (26.8 per cent) and the GoS (15.8 per cent). The performance targets are to improve enrolment, retention, learning outcomes and gender equality at primary and secondary schools, with a concomitant improvement in tertiary enrolment and employment rates.

A particular focus is on improving access to, and performance at, secondary school of children from poorer families. A series of interim measures to address teacher shortages under the Samoa–Australia Partnership for Development will complement this focus.

In 2008–09, good progress was made in developing a sector medium-term expenditure framework and completing a national teacher development framework, which will be critical in addressing teacher retention issues.

A huge step forward has been the completion of the monitoring and evaluation framework. Progress on ESPII is now being reported against this framework. Overall, good progress has been made against the objectives with earlier delays caused by inability to recruit staff now being resolved.

Detailed information now being generated by the monitoring and evaluation framework outlines this progress:

- > Component 1: Introducing curriculum reform and assessment systems.
 - 20 per cent progress in developing new bilingual curriculum for Samoan and English languages, mathematics, science, social studies, the arts, physical education and health (on track due for completion in February 2011)
 - 3 per cent progress in supplying learning materials and teacher manuals (due for completion in 2011 but behind schedule largely due to delays in recruitment of specialist writers)
 - 30.5 per cent progress in pilot community partnerships (ahead of schedule with the Fagaloa Community Education Centre due for opening in mid-June 2009).
 - 21 per cent progress in developing a national assessment policy framework (on track.)
- > Component 2: Developing effective teachers
 - 62 per cent progress towards completion of a national teacher development framework
 - completion of a performance appraisal system for all teachers
 - 62 per cent progress towards training 100 new primary teachers. Teachers will complete the Fast Track program in October 2009.
 - new education headquarters building. Construction contract has been signed with a completion date of December 2010.
- > Component 3: Improving access to quality education
 - 17 per cent completion of the renovation of 13 secondary schools (ahead of schedule).

25 K Schofield, H Tan, C Bryant, C. & J Catchlove, *Australia–Pacific Technical College mid-term review, draft report, May 2009.*

- supply of new equipment to schools (furniture, consumables) (ahead of schedule).
 - 44 per cent completion research and report writing capacity building (behind schedule due to delays in recruitment of technical assistance).
 - 4 per cent progress in developing a research and evaluation program (behind schedule).
 - 20 per cent in building planning capacity in Ministry of Education staff (ahead of schedule).
- > Component 4: Strengthened capacity to implement and manage development projects
- 50 per cent progress in reforming management structure.
 - 50 per cent progress in developing an integrated financial management system
 - 75 per cent progress in developing an effective monitoring, evaluation and reporting system (behind schedule, but now making good progress).

Inclusive education

A 12-month pilot program for inclusive education has enabled seven students, both girls and boys, to make the transition from primary to secondary school. The program has provided funding for eight additional staff members at Fa'atuatua College, payment of school fees and transportation costs for students and minor refurbishment of office and training space at the school. For the first time, Samoan students with disability have access to a secondary school education.

The new positions at Fa'atuatua College are also being supported by two Australian inclusive education volunteers.

Challenges

As reflected in the quality at implementation (QAI) ratings, several areas of the scholarships programs have been unsatisfactory or insufficiently monitored. As a result, the program is being reviewed. The challenge in establishing this review has been to harmonise the different types of approaches to evaluation and to ensure that the review meets the needs of NZAID as well as those of AusAID and the GoS. AusAID has been a significant contributor to the management of this reform process.

As noted in the 2007–08 APPR, there have been ongoing concerns about the slow implementation of the ESPII and in particular about the use of ADB procurement systems and procedures. These concerns were expressed again during the Joint Review Mission (JRM) in February 2009 and the QAI rating for this activity reflects these concerns.

Since that time, however, the Ministry of Education, Sports and Culture has progressed recommendations made by the JRM; for example, it has completed the monitoring and evaluation framework and provided advisory support to develop the medium-term expenditure framework. The revision of the terms and conditions for teachers through a new national teacher development framework is being undertaken (albeit with support outside the ESPII arrangements). Key consultants are being recruited and the ADB has agreed to more flexible arrangements, based on increased GoS management.²⁶ In addition, the ESPII retains

²⁶ AusAID, QAI report for Education Sector Program II, March 2009.

strong GoS support and ownership.²⁷ Although the program may be further revised and developed, it remains a key focus for education reform.

The challenge for the development of the Education implementation has been to support and complement the work of ESPII while also recognising its limitations.

Management consequences

The review of the scholarships program is intended to streamline the administration of scholarships and enable better targeting of scholarship awards. It should enable AusAID to work more efficiently with its partners, the GoS and NZAID. AusAID will continue to manage the review in order to move towards these intentions.

AusAID has worked closely with the ADB to try to influence its procedures to overcome the delays in implementation of ESPII. As noted above, some better approaches were seen after the JRM in February 2009, but Post needs to continue to work on providing focus to this program.

The draft implementation plan for education in the Samoa–Australia Partnership for Development identifies the GoS's inability to meet the medium/long-term recurrent budget demands under the ESPII. The partnership provides the opportunity to address this critical issue by exploring the provision of medium/long-term support for some of the recurrent costs of education. This will radically improve the likelihood of ESPII reforms being sustained.

In addition, the partnership proposes to complement ESPII by focusing on inclusive education. A design process for a new five-year program for inclusive education is currently underway. The partnership will also seek to strengthen technical and vocational education and training by increasing the numbers of employable Samoans in both local and regional markets.

Objective 4: Improved law and justice

Estimated expenditure: 9 per cent of the 2008–09 Samoa allocation

Significant changes in the law and justice sector in 2008–09 resulted in a reduced rating (amber) compared to the 2007–08 rating (green). The program moved from a focus on policing to a sector-wide approach to law and justice. The new sector program was not yet formalised and new stakeholders were entering the sector. The amber rating reflects caution about entering this new phase.

■ The objective will be partly achieved within the timeframe of the strategy.

Overall context

The law and justice sector has historically received a relatively small portion of the total grant aid funding to Samoa. Most of the assistance received in recent years has been channelled towards institutional strengthening and capacity-building projects for the individual agencies of the sector. In line with this, AusAID has funded the Police Program in Samoa and has provided support through regional programs directed at police and the judiciary.

Lessons from the Police Program and the NZAID-funded assistance to the Ministry of Justice and the courts suggested that a comprehensive sector program that focuses on cross agency

²⁷ Samoa–Australia Partnership for Development, Priority Outcome 3—Improved education, minutes of working group meeting 1, 16 January 2009.

capacity building, institutional regulatory and policy reforms and infrastructure developments needed to be developed and led by the sector in order for it to move ahead with reforms. The subsequent development of the law and justice sector reflected the GoS's recognition of the need for a sector-wide approach to deal effectively with emerging law and order problems, as well as the important contribution of law and justice to ongoing efforts to achieve sustained economic growth and improved quality of life for the people of Samoa.²⁸ In 2008–09, AusAID provided support for development of this sector.

Results

Police Program

The Samoa Police Program was completed in December 2008. Significant achievements in the last year of implementation include:

- > final handover of the new police headquarters to the Samoa Police
- > improved operational effectiveness, especially in core policing skills such as investigations, forensics and community policing
- > improved command capacity, leadership and communication by the Commissioner of Police
- > improved organisational efficiency (better human resources, finance and training systems).

An independent evaluation of the program found it had considerably strengthened the integrity and professionalism of the Samoa Police Service.²⁹ The major findings of the review indicate:

- > The Samoa Police Service
 - is a stronger organisation with greater understanding and commitment to strategic and operational problem solving
 - has better skilled, more knowledgeable officers with tools to support work
 - has new corporate or operational systems and procedures
 - demonstrates an increased willingness to engage with others.
- > The Police Service executive has improved, demonstrating more focus on strategic decision making and more ability to plan and work effectively
- > The Samoa Police Service has an increased capacity to coordinate and deliver training; by 30 Dec 2008, 20 supervisors had been trained and a 16-week basic recruits' course using local trainers was operating.
- > The new headquarters has improved interaction, leading to frequent meetings with partners, effective troubleshooting and a central location for services (the public can access all services in one place).

A very significant outcome is that community confidence in the police has improved.³⁰ Survey results suggest that in the years of the program, community confidence that the police force would be able to respond well to requests from the public increased by at least 30 per cent. The

²⁸ Priority Outcome 4A: Improved governance—law and Justice, draft implementation strategy, 5 May 2009.

²⁹ AusAID, *Independent Completion Report for Samoa Police Program*, 2008.

³⁰ Community Perceptions Survey 2005 and 2008.

gender balance has improved, with marked increases in female recruits; they now comprise 12.47 per cent of the Samoa Police service.³¹

The Police Program will be taken forward by the Australian Federal Police.

Law and justice sector

AusAID has also supported the GoS in developing the law and justice sector. The support provided led to the following outcomes in 2008–09:

- > establishment of new law and justice sector strategies as part of the SDS
- > GoS endorsement, on 12 November 2008, of the Samoa Law and Justice Sector Plan 2008–2015
- > establishment and consolidation of key governance and management bodies for the sector—a steering committee, a working group and the Judicial Advisory Committee—and creation of a secretariat
- > completion of preparatory activities for a sector-wide approach.³²

The key outcome has been a law and justice reform agenda led and owned by the GoS.

Pacific Regional Police Initiative

The Pacific Regional Police Initiative (PRPI) is a regional response to capacity development needs among law enforcement agencies in the Pacific. The program completed its first five years in December 2008. The independent completion report indicated that for Samoa there had been some notable outcomes. These include:

- > increased ability of the Samoa Police Service to undertake strategic planning, including use of the PRPI-sponsored monitoring and evaluation model
- > introduction of an ethics and integrity program for the Samoa Police Service
- > improvements in supervisory capacity
- > significant improvements in operational and investigative capacity in the Samoa Police Service
- > development, with Tonga and Vanuatu, of a Pacific forensic (fingerprint) assessment and accreditation process based on international standards and practice, with a Fingerprint Bureau now contributing to criminal investigations in the country
- > considerable improvement in community policing strategies, conflict resolution strategies and human rights understanding.

The independent completion report noted that the impact of the bilateral Samoa Police Program was a contributing factor in these gains.

Pacific Judicial Development Program

The Pacific Judicial Development Program aims to strengthen governance and the rule of law in Pacific island countries through expanding the capacity of professional judicial officers to act according to internationally accepted legal principles. Activities for Samoa under this

³¹ AusAID, Independent Completion Report for Samoa Police Program. 2008.

³² L Armytage, *Samoa law and justice sector: technical assistance report*, December 2008.

program for this year included follow-up training in decision making for judges of the Land and Titles Court. Seventeen judges and eight assessors attended the training.

Challenges

The review of the Police Program highlights two key lessons for future support to the police:

- > the need to involve the Commissioner of Police and executive in joint selection of key advisers to work with police to ensure local ownership of the process and promote a partnership approach
- > the need to consult closely with the Public Service Commission in any human resource changes and developments

Despite a visible increase in the number of female officers and evident removal of gender bias in policies and training opportunities, gender equity remains an ongoing focus for support. The Samoa Police Service has identified women's over-representation in administrative roles and under-representation in operational roles; steps are being taken to redress this imbalance. With the program's support, a policewoman was appointed the 'Gender Officer' to review policies and practices to ensure gender equity. This area will require ongoing attention in the new program.

Although work has commenced, under a domestic violence project in partnership with NZAID, to reduce the disproportionate number of women and children who are victims of crime, stakeholder feedback strongly suggests that more work is needed to support the police to address domestic violence and other related crimes.

Management consequences

As the GoS's Law and Justice Sector Plan is now in place, all work in the sector needs to be integrated with it. The regional programs may need some further work to develop this integration.

Community stakeholders have expressed some concern about the extent of community consultation undertaken for development of the sector plan. This appears to have arisen because of the process adopted by the GoS (similar to that undertaken for the health sector plan). Internal government discussions were undertaken first, with the intention of undertaking wider community consultation once the medium-term expenditure framework had been developed. However, because the framework has not yet been completed for this sector, community consultations have been limited. Consultation should increase as the process moves forward, and AusAID will continue to monitor the consultation process.

The working group for the partnership law and justice priority area identified the significance of the sector plan and concluded:

An integrated approach to policy and Law and Justice Sector reform is best achieved by incorporating into the Partnership Agreement the policy goals/objectives and primary strategies of the Law and Justice Sector Plan (2008–2012).³³

Therefore, the draft implementation strategy for the partnership has adopted the goals of the Law and Justice Sector Plan as its four priority intervention areas:

- > community safety

33 Samoa–Australia Partnership for Development, Working Group Four, for Law and Justice, minutes of meeting, 6 February 2009.


- > access to justice
- > customary and community-based justice
- > integrity and good governance

It has also added a fifth intervention area to provide program coordination and support to the sector steering committee.

Objective 5: Improved public sector governance

Estimated expenditure: 14 per cent of the 2008–09 Samoa allocation

Following the amber rating for 2007–08, this area has seen considerable action and improvements. This program is now working better and meeting considerable need across various sectors. A new streamlined civil society program being developed is expected to increase the ability of this sector to create demand for better governance.

 The objective is on track to be fully achieved within the timeframe.

Overall context

Samoa's public administration sector has been the focus of sustained reform since the mid-1990s. External support for that reform has come principally from AusAID and NZAID.

The major program currently supported by AusAID (and by NZAID to a lesser extent) is the Public Sector Improvement Facility (PSIF). The purpose of PSIF is to strengthen cooperation and collaboration between public service agencies and between the public and private sector and civil society. AusAID contributes funds to the facility and also funds technical assistance to build capacity of the Facility Management Unit.

AusAID has also provided some support to civil society through the Small Grants Scheme.

Results

Public Sector Improvement Facility

The PSIF has just undergone an independent review.³⁴ The conclusions of that review suggest that the facility is innovative and is strongly supported by the GoS.

It has been relatively effective in supporting a wide variety of initiatives across a range of Samoan Government responsibilities, including the law and justice sector (10 initiatives); the Ministry of Women, Community and Social Development (1); audit, finance and statistics (5); tourism (1); the Samoa Airport Authority (1); the education sector (2); the Samoa Water Authority (2); and cross-sectoral responsibilities (6).

The rising number of successfully completed initiatives (14) demonstrates the PSIF ability to successfully support these interventions.

Agencies can now share information, skills and knowledge through the shared activities funded under PSIF. For example, following Ministry of Education records management training, a number of agencies adopted the ministry's records management information technology system and package. Another example is the implementation and drafting of legislation initiative undertaken by the Attorney General's Office. The office now reports that it

34 Deacon, P. et al. 'Samoa Public Sector Improvement Facility, Independent Progress Report, draft report, April 2009.

is able to share its skills and knowledge with other legal consultants and drafters in other government agencies

The PSIF has provided support to the GoS Public Administration Sector Plan 2007-2001 (PASP). The PASP identifies the key gaps in public administration and outlines the range of policies and strategies that require development to address these gaps. It addresses those strategic issues that provide a link between the national targets and the individual institutional targets, and thus broadens the sector perspective. PASP activities receiving PSIF support include:

- > capability building for the public administration sector, Public Service Commission (PSC)
- > strengthening ethics in public administration, PSC
- > strengthening entrepreneurial governance, Ministry of Commerce, Industry and Labour.
- > review of systems and procedures, PSC
- > institutionalising administrative reform, PSC.

Small Grants Scheme

Alongside this work with the public sector, AusAID has sought to engage with civil society.³⁵ To date the main engagement has been through the Small Grants Scheme (operated in partnership with NZAID). In 2008 the program funded 20 projects, covering the sectors of education (65 per cent of total projects funded), youth and sport development (20 per cent), and community development (15 per cent). A further 24 projects were declined. Total spending for 2008 was \$668,205, of which AusAID contributed \$250,000.

Outcomes for the scheme included the provision of library books, water tanks, infrastructure and equipment in schools as well as the construction of sports fields and health care centres.

Challenges

The review of the PSIF found that despite its considerable outcomes, the facility was not sustainable in its current form and needed to work more seamlessly within and across the GoS public sector and economic reform framework. In addition, the review noted that PSIF needed more resources. The GoS is considering the review's report.

The PASP has also struggled with leadership. The PSC was the lead agency in getting the PASP established, but it does not consider itself responsible for PASP's ongoing implementation.

Management consequences

The Partnership for Development draft implementation plan recommends that ongoing reforms to governance should be derived from GoS priorities and designed and implemented according to GoS systems and procedures, using the PASP as the overall plan for action. It also proposes that budgetary support be introduced on a trial basis to allow the GoS to best manage and allocate resources to priority areas identified under the sector plan. Given the challenges identified above, considerable further work will need to be undertaken before implementation of ongoing governance reforms can proceed.


³⁵ This has not until recently been a strong focus of the AusAID program. Under the tripartite Joint Samoa Partnership Strategy between AusAID, NZAID and GoS, NZAID has taken the donor lead on civil society work in Samoa.

While the work with civil society has significant potential, it has only just begun and will need further exploration within the partnership arrangement with the GoS. A feasibility study is underway to investigate a proposal by the GoS to establish a civil society support program that improves the coordination and synergies between various donor-financed support programs for small community projects and civil society/NGO capacity building schemes. The overall intention is to introduce a new system of funding community development that avoids duplication, is transparent to and fair for all participants, makes better use of donor funding, which is likely to be under pressure from the global recession, and leads to outcomes that are more satisfactory for those applying for funds. This provides a particular opportunity for good quality engagement with women's groups across communities in Samoa. AusAID will continue to engage in this development.

Objective 6: Improved private sector growth and employment

Estimated expenditure: 35 per cent of the 2008–09 Samoa allocation

To improve private sector growth and employment, AusAID supports the ADB Samoa Power Sector Expansion Program and the In-Country Training (ICT) Program.

 The objective is on track to be fully achieved within the timeframe.

Overall context

Current interventions at the national and regional levels by development partners to support private sector growth have been promoted mainly through technical assistance provided by the ADB to assist with the corporatisation and privatisation of state-owned enterprises, including the ADB Samoa Power Sector Expansion Program. The full list of ADB interventions is included at Appendix C.

The Samoa In-Country Training (ICT) Program provides short-term flexible training courses for Samoa's public, private and non-government organisations. The courses complement programs addressing the strengthening of human resources in the country. The program is co-funded by NZAID and AusAID through a donor harmonisation arrangement that started in 2005.

Results

Power Sector Expansion Program

The November 2008 Joint Review Mission of the power sector program found that the implementation of the Electricity Power Corporation's (EPC) investment plan was progressing well. AusAID and the ADB fund the ongoing infrastructure subprojects. AusAID also funds the loan buy-down incentive program (see Table 2).

The investment plan originally included 19 infrastructure subprojects. A number of additional subprojects have since been identified and the revised scope consists of a total of 26 subprojects. The additional subprojects include a number of relatively small equipment procurement packages. Financing requirements for the additional subprojects has been allocated from savings in other subprojects. Currently, eight subprojects had been approved by the EPC Board for preparation of feasibility studies, five subproject feasibility studies had been drafted or finalised and three subprojects that did not need feasibility studies were ready.

The EPC is on track to meet the three loan buy-down trigger milestones (see Table 2) and the proposed regulatory framework and roadmap for preparing the new Electricity Act and establishing the new regulator have been approved by Cabinet.

Table 2 Loan buy-down trigger milestones

Milestone	Progress
Appointment of an independent technical and price regulator and private regulator for the power sector	<p>The Cabinet has approved:</p> <ul style="list-style-type: none"> > the proposed structure of the recommended Office of the Power Regulator > the schedule for drafting the Electricity Act and Regulations and the appointment of the Power Regulator. <p>The Electricity Act and Regulations have been drafted and four public consultation workshops held. A roundtable meeting was held on 18 March 2009. The draft legislation will be finalised by mid-April 2009 and the Attorney General's office proposes introduce the legislation to Parliament in the June session for the first two readings. The third reading is expected to occur in the September 2009 sitting of Parliament, after which the legislation will be enacted.</p>
Improvement of EPC's debt collection performance such that accounts receivables shall not have exceeded two months of electricity sales for a minimum of two years	<p>Receivables were 38.2 days at 31 February 2009. Receivables have remained below two months since 30 September 2007 (17 months).</p>
Usage of prepaid meters by 75% of all EPC's electricity customers by 31 December 2012	<p>Currently 24.9% of EPC's customers are using prepaid meters. The installation of prepaid meters is ongoing.</p>

The loan buy-down will be released on successful completion of the triggers, on or before 31 December 2012.

In-Country Training Program

The transitional phase for the localisation of the ICT Program, whereby all management and administration roles were to be performed by the Oloamanu Centre of the National University of Samoa, was completed in June 2008. These roles were previously executed by a New Zealand managing contractor. With the ICT Program now fully localised, a number of documents (such as the Strategic Framework, Policy and Procedure Manual) have been produced that will guarantee the life of the program when the GoS (through the National University of Samoa) takes full ownership of the program in the next five years.

A stocktake report completed in December 2008 found that, for 2008–09, 40 per cent of Samoa ICT Program participants were female and 60 per cent male. These figures are different from those given in the tracer studies report for ICT Program participants from January–August 2008. That report found that 54 per cent were female and 46 per cent were male. Overall, the In-Country Training Program has considered gender balance in its course delivery. Management of the program has sought to ensure that both female and male participants are given an opportunity to be upskilled and trained.

Challenges

The Power Sector Expansion Program is proceeding according to plan. However, there are some challenges related to the establishment of a regulatory office and the resources and staff that will be required for this development.

The main challenges in the ICT Program have revolved around managing the differences between NZAID, AusAID and GoS reporting systems.

Management consequences

The challenges and opportunities of the private sector—in particular the agriculture sector—have been well documented in the SDS and the 2007 ADB Private Sector Assessment documents. The challenges include policy and capacity gaps in government and in the private sector, together with limited policy and regulatory frameworks. Markets are limited and the agricultural sector has not been able to attract the required capital financing and investment.

In response to this situation, the Samoa–Australia Partnership for Development agreement proposes that the first priority outcome area should focus on private sector–led growth and an increase in employment opportunities in the agriculture and fisheries sector, together with a focus on a conducive and enabling environment for businesses. The working group has used existing government policy, as set out in the SDS, to guide the proposed program for this area. It has developed a draft implementation plan that has various strategies across four levels: market access, secondary processing, primary production and national policy and planning.

The implementation strategy has been developed with strong GoS leadership. It seeks to go beyond institutional strengthening in its interventions. The strategy represents a very clear focus and commitment by the GoS and private sector representatives to take forward action in this area.

At the same time there are considerable risks associated with implementation of the strategy. For example, plans by the World Bank for large-scale intervention in agriculture (US\$18million concessional loan) could swamp this government-led process. While the draft implementation strategy represents an important first step in this partnership area the delivery process is likely to be very challenging.

Other programs

Climate change

Results

Another significant program area for Samoa has been the emerging work on climate change. AusAID funds one bilateral program (Natural Hazards Awareness) and two regional programs (CLIMATE Predictions Project Phase 2; South Pacific Sea-level and Climate Monitoring Project).

Samoa Media–Natural Hazards Awareness Program

All materials/advertisements funded under the Natural Hazards Awareness Program have been reported as informative and effective in increasing public awareness. The National Disaster Management Office has used the program to inform the general public about its national evacuation plans. Radio spots have been effective as well in engaging isolated communities without access to television.

Pacific Islands Climate Prediction Project Phase 2

The Pacific Islands Climate Prediction Project Phase 2 is a regional project that has assisted Samoa's capacity in climate science, its application to Samoa's context and its practical problems. A framework has been created at the regional level through which Samoa can learn from and support other Pacific island countries.

South Pacific Sea Level and Climate Monitoring Project

The South Pacific Sea Level and Climate Monitoring Project, a regional project, has installed a GPS station at Fagalii Airport to assist meteorological agencies and Samoa in determining sea level rise and the impact of climate change.

Management consequences

In the light of regional activity in this area, coupled with international activity and interest, the aim of the implementation strategy for the partnership climate change priority outcome five will be to ensure a coordinated approach to analysis, scoping and design of measures that meet Samoa's interests in:

- > monitoring the impacts of climate change on health, agriculture and food security
- > developing adaptation measures for vulnerable communities, including coastal infrastructure and development of early warning systems
- > developing viable options for clean and renewable energy.

One additional outcome for this area has been the overall increased focus on environment and the consideration of climate change and other environmental concerns in other program areas. For example, environmental impacts are now being better reviewed in new infrastructure projects.

Quality of aid activities

The quality at implementation (QAI) ratings for each of the program activities that were subject to quality assessment are presented in Table 3. Each of these program areas has been discussed in the results section above. However, the objectives assessed in this APPR are now wider than those in the activities assessed by QAIs. The introduction of the Partnership for Development, together with the impact of regional and small activities, has broadened the range. The QAI ratings for 2008–09 therefore represent only part of the quality picture for the current year.

Table 3 QAI ratings for 2008–09

Quality at implementation	Implementation progress	Achievement of objectives	Monitoring and evaluation	Sustainability
Australian Development Scholarships	5	3	3	3
Australian Regional Development Scholarships	4	n/a	3	3
Education Sector Program II	3	4	4	3
ADB Samoa Power Sector Expansion Program	6	5	5	4
Samoa Public Sector Improvement Facility	4	4	5	5
Samoa Health Sector SWAp	5	5	4	4

Satisfactory (4, 5 and 6)

6	Very high quality
5	Good quality
4	Adequate quality; some work to improve needed

Less than satisfactory (1, 2 and 3)

3	Less than adequate quality; needs significant work
2	Poor quality; needs major work to improve
1	Very poor quality; needs major overhaul

Table 4 Quality at completion ratings for 2008–09

Quality at completion	Analysis and learning	Effectiveness	Efficiency	Monitoring and evaluation	Sustainability
Samoa Police institutional strengthening program	5	5	5	5	4

Satisfactory (4, 5 and 6)

6	Very high quality
5	Good quality
4	Adequate quality; some work to improve needed

Less than satisfactory (1, 2 and 3)

3	Less than adequate quality; needs significant work
2	Poor quality; needs major work to improve
1	Very poor quality; needs major overhaul

Discussion of the QAI ratings

Implementation progress

The implementation of programs through the year has been mixed. While the Power Sector Expansion Program and the health SWAp have made satisfactory progress, as has the Australian Development Scholarships program, there have been some concerns about progress in the Australian Regional Development Scholarships program and the PSIF program. These are being addressed, as discussed in earlier sections of this report.

Of particular concern was the implementation rating for the education sector program. However, considerable progress has been made in this sector since the QAI was completed.

Achievement of objectives

All programs, except the scholarships programs, have been reasonably successful in achieving their objectives. The scholarships programs have been challenged by poor identification of objectives and poor alignment with GoS objectives. The review being undertaken should lead to an improved focus for the two programs. Both programs are expected to show considerable improvement in 2009–10.

Monitoring and evaluation

As noted earlier, monitoring and evaluation was a challenge for many of the Samoa programs. The 2007–08 APPR's key conclusion was that there was insufficient information available to assess the impact of most of the programs. In 2008–09, AusAID worked to increase the quality and application of monitoring and evaluation, with many programs now provided with a robust monitoring and evaluation system. While this is still to be developed for the scholarship programs, other programs have been able to use the new data to report more accurately on outcomes for the year.

Sustainability

Sustainability remains a challenge across the Samoa program. This is being addressed in the new partnership agreement with a particular emphasis on Samoan leadership and ownership of programs and development management.

Management consequences

Objectives for 2009–10

The objectives for the next year of the aid program will focus on the priority areas identified under the Samoa–Australia Partnership for Development. Work will be undertaken on both implementation of the priority areas and on the management arrangements required to take them forward.

The ongoing global recession

AusAID will continue to be proactive in tracking and responding to the economic situation in Samoa in close cooperation with the Ministry of Finance divisions of Aid Coordination and Debt Management and Economic Planning. The Ministry of Finance is strengthened by having ADB and European Union in-line officers providing technical advice and assistance to develop monitoring tools and to analyse collected data.

In January 2009, AusAID contracted a local consultant to work with AusAID staff in Apia on a regular round of discussions with several organisations to better understand the impacts and to develop possible responses. Several opportunities in the current program have already been identified for early response and these can be implemented with minimal adjustments to management or staff resources.

The implementation of the new Partnership for Development will seek to include responses to the global economic situation as it affects Samoa.

Administrative reform

Alongside the development of a partnership approach to aid implementation in Samoa has been a process of reforming the way the AusAID Post does business. There have been several challenges, but the key theme has been to share the partnership development work among all staff, without creating additional unmanageable workloads. This has been achieved through development programs to ensure that staff have the capacity, knowledge and authority to represent AusAID in working groups and other government and stakeholder interactions and through reform of administrative and business processes to streamline requirements and increase support as required for other tasks.

The Post developed its knowledge base for policy engagement with the GoS by commissioning local consultants to undertake independent research on a series of topics. Local consultants have also been 'contracted in' to act as a bridge between the local conditions and the advice available through advisers and thematic groups in Canberra. This has made the advice and information more accessible and immediately relevant for Post staff. It also enables best use of the Canberra advisers, who have limited time to translate general policy and research information into specific locations.

The work roles of Post staff have been reorganised to align them with the partnership priorities, allowing a specific focus for the work of each staff member. Staff have been supported in their representation process through pre-meeting briefings and debriefing sessions. Staff members can now point to their changed roles and responsibilities, as well as their increased ability to carry out their roles.

To support the new structure, the Post sought assistance from local and international consultants. It also sought to restructure its internal supports. A new position created to cover corporate and financial management responsibilities removed the necessity for every staff member to be across the detail of these areas. The Post sought to define the roles of the three branch heads that are available to it, seeking to draw on them for information and management needs as well as support for the change processes being undertaken. The Post also sought to draw the Canberra liaison staff member into the staff team, ensuring that he is able to play a proactive role on their behalf in Canberra. The Post has focused on streamlining reporting. As the move to increased use of the GoS system comes into operation, Post's administrative work is expected to decrease.

Development of the Post staffing focus will be monitored carefully in 2009–10.

Links between bilateral and regional programs

The Post seeks to be involved in all regional missions that come through the country and to understand the influence of any regional program for the country. However, there are concerns about the relationships between some AusAID-funded regional programs that include interventions in Samoa and the partnership approach being developed by the Post. In particular, the links between regional health and climate change programs and GoS plans are less than clear. There is some danger that the GoS may be overwhelmed by the range of programs being offered in both these areas. The Post will continue to strengthen the links between regional and bilateral programs in Samoa.

The Post notes that volunteer programs are very active in Samoa. It would be preferable for those programs to be more targeted, and more in line with both partnership arrangements and GoS needs. This will be discussed in more depth with the GoS.

Use of advisers and thematic groups in Canberra

The Post has sought to make use of advisers in Canberra to build the knowledge and policy base for partnership work. While the support that has been provided has been valuable, access to advisers has been very limited. The Post has sought to address this by using contracted advisers and local consultants to bridge the gap between Samoa and Canberra and make most efficient use of the available advice. However, this remains an area of concern, especially as the partnership implementation moves forward.

Ongoing donor harmonisation

The new partnership approach has been actively promoted and explored with other donors. While the relationship with NZAID is the closest and the one most likely to be influenced by the AusAID direction, the implementation approaches of other donors have also been significant for the partnership approach and the Post has sought to influence these where possible. Positive outcomes include ADB agreement to use government systems to implement

ESPII. The Post will continue to address harmonisation issues as required and will keep Canberra informed about key issues.

Links to GoS systems

Under the partnership agreement the process of budgetary support is being explored as a funding mechanism. The Post will require support in developing the precursory mechanisms required for this process.

Performance assessment

Draft implementation plans for the partnership agreement pay some attention to performance assessment. However, methods of assessing progress under the partnership agreement need to be developed with whole-of-government partners as well as with the GoS. While the GoS SDS will form a significant aspect of assessment, AusAID and the Australian Government should also assess their own processes and interventions towards partnership outcomes. Work needs to be focused on this area.

Appendix

A NZAID Samoa projects

Activity name	Description	Stage	Start date	End date	Issues/Comments
Small Business Enterprise Centre: Samoa	Core funding for SBEC operations to enable it to provide advisory services and training to small business and administer a small business loan guarantee scheme.	One-year interim grant funding arrangement (2008–09) in implementation.	1/07/2008	31/08/2009	<ul style="list-style-type: none"> > NZAID is committed to funding Small Business Enterprise Centres across the Pacific to foster growth and livelihoods. Samoa's SBEC is being used as a model (of success) for small to medium-sized enterprise development and pro-poor growth in other Pacific states including Tonga and the Solomon Islands > ADB funding to SBEC ends September 2008; SBEC needs to secure diversified and committed long-term funding and support—including from the GoS—to be able to continue offering its services to the private sector > Expert advice is needed to strengthen the small business loan guarantee scheme to reverse the flow of increasing arrears due to non-payment of loans > Future NZAID funding to SBEC in 2009–10 and beyond will be based on the findings of the evaluation (see Private Sector Review Assistance below)

Activity name	Description	Stage	Start date	End date	Issues/Comments
Private Sector Support Facility	Contestable fund, co-funded with UNDP, for small to medium enterprises to access funding to contribute to building the private sector as an 'engine for economic growth'. Also provides funding for annual business forums to strengthen private sector associations.	Implementation	16/06/2008	31/07/2013	Target groups are those whose proposals help promote sustainable livelihoods through the development of the local economy. The dominant focus is on small to medium businesses employing and/or engaging individuals, families and communities experiencing poverty and hardship, and otherwise affecting the wellbeing of the poor in rural and urban areas.
Private Sector Review Assistance	Individual but concurrent evaluations of SBEC and Women in Business Development Inc. (WIBDI)	Due to commence	22/09/2008	19/12/2008	The evaluations will be tools with which SBEC and WIBDI can more effectively identify their strategic goals and implementation plans over the next 10 years.
Public Sector Improvement Facility	Co-funded with AusAID, a contestable facility for public sector departments to improve the efficiency and effectiveness of Samoa's public service. The purpose is to strengthen cooperation and collaboration between public service agencies, the private sector and civil society to identify and address critical restraints.	Implementation	25/02/2005	31/12/2009	AusAID-led activity

Activity name	Description	Stage	Start date	End date	Issues/Comments
Law and Justice Sector Plan/Program	AusAID-led—potential co-financing with AusAID. The focus is on improved community safety; access to justice; integration between customary law-based justice and formal justice system; and integrity and good governance. Potentially integrity and good governance is where the direct links may be with Partnerships for Sustainable Development (PSD) in terms of support for a conducive business environment but overall the aims of the Law and Justice Sector Plan support political and economic stability for PSD.	Plan in design since 2007. Approved by Cabinet September 2008. Implementation aimed from early 2010.	1/01/2010		Program design in early 2009.
Ministry of Justice and Courts Administration institutional strengthening program	The focus is on strengthening core business areas of the ministry as well as its probation and parole services, censorship services and courts administration services. An effective and efficient courts/justice service can reinforce a legitimate and protective environment for individual traders and consumers, and for businesses and the private sector to grow.	Implementation	2005/2006	30/06/2009	Review and end of project evaluation following activity completion June 2009.

B Pacific regional health programs affecting Samoa

UNICEF immunisation and child protection programs

\$9.4 million over five years (2005–10)

This initiative provides funding to UNICEF for immunisation and child protection programs in Pacific island countries, including Samoa. The immunisation program assists countries to develop self-sufficient immunisation programs that are able to reach every child and every woman of reproductive age with an expanding package of essential life-saving vaccines. The child protection program increases the capacity of families, communities and governments to protect the rights of children.

In 2008, Australia also provided an additional US\$1 million to UNICEF's vaccine independence initiative. This revolving fund enables Pacific island countries to purchase vaccines from manufacturers through UNICEF at a reduced price.

Pacific Regional Reproductive Health Program

\$1 million a year for two years (2008–09 to 2009–10)

The Pacific Regional Reproductive Health Program will strengthen the organisational effectiveness of its member associations (Cook Islands, Fiji, Papua New Guinea, Samoa, Solomon Islands, Tonga, Tuvalu and Vanuatu) in the Pacific and improve access to, and quality of, the sexual and reproductive health services they provide. The program will focus on building member association capacity in governance and management, advocacy and program delivery. The International Planned Parenthood Foundation will implement the program in cooperation with regional partners and donors working in sexual and reproductive health.

Pacific health systems strengthening

Fiji School of Medicine: \$8.95 million over four years (2007–2011)

Pacific Human Resources for Health Alliance: \$1.85 million over four years (2007–11)

Strengthening specialised clinical services provision: currently being designed

The Pacific health systems strengthening initiative will:

- > improve the management capacity, curriculum development and infrastructure of the Fiji School of Medicine to enable the school to train higher numbers of doctors and other health workers from Pacific island countries. Samoan students made up approximately 4 per cent of Fiji School of Medicine students in 2008.
- > enable the World Health Organization to help Pacific island countries, including Samoa, address constraints in the health care workforce by providing assistance to develop

medium-term health workforce plans and appropriate regional standards for health care worker training and accreditation through the Pacific Human Resources for Health Alliance

- > develop an improved, demand-led coordination mechanism for the provision of specialist surgical and training services in the Pacific region.

Pacific Islands Project (Royal Australian College of Surgeons project) and Pacific Biomedical Equipment Maintenance Initiative

\$11.89 million over nine years, 2001–09

Australia will continue to support the provision of specialised clinical visits to Samoa from specialists in the fields of plastic and reconstructive surgery, ear, nose and throat surgery, orthopaedic and general surgery. AusAID is also involved with a Biomedical Equipment Maintenance Initiative, of which Samoa is expected to be a beneficiary. Samoa will share the services of a biomedical engineer with one other Pacific nation over 18 months; the engineer will repair equipment, assist with maintenance planning and train health workers in basic maintenance.

Tackling non-communicable diseases in the Pacific

\$20 million over four years (2007–11)

The program to tackle non-communicable diseases in the Pacific, being jointly implemented by the Secretariat of the Pacific Community and the World Health Organization, includes financial and technical assistance to 22 Pacific island countries and territories, including Samoa, to help them develop and revise NCD strategies in alignment with national health plans; facilitate and upscale implementation of these strategies, including provision of direct grants to help countries implement priority NCD activities; develop sustainable funding mechanisms to deliver NCD programs; strengthen health systems and capacity to prevent and control notifiable occupational diseases; and strengthen monitoring, evaluation and surveillance of notifiable occupational diseases in order to improve planning and decision making.

Pacific Islands HIV and STI Response Fund

\$30 million over five years (2009–13)

The Pacific Islands HIV and STI Response Fund will provide additional financial resources and technical assistance to national governments, civil society agencies and regional organisations, including in Samoa, for the implementation of the Pacific Regional HIV and STI Strategy 2009–2013. The fund will strengthen the focus on prevention activities at a community level, expand the availability of testing and treatment for HIV and other sexually transmitted infections (STIs) and complement additional global funding to help in scaling up the response.

Pacific Regional Influenza Pandemic Preparedness Program

\$8 million over four years (2006–10)

The Pacific Regional Influenza Pandemic Preparedness Program (PRIPPP) seeks to build the capacity of the Pacific countries, including Samoa, to deal with the potential threat of an influenza pandemic and to address other emerging infectious diseases in line with regional and international guidelines and regulations. It provides support for national influenza preparedness planning, building capacity in animal and human health surveillance, regional procurement of medical supplies and assistance with developing appropriate legislation. PRIPPP has also launched a \$1 million small grants fund to assist Pacific countries with nationally agreed priorities.

Appendix

C Asian Development Bank project list

4	6353-01	SAM	SOE Reform Program	Support Samoa's State-owned Enterprise (SOE) Monitoring Unit in: 1. developing a new pipeline for SOE reform 2. implementing its newly issued policy on community service obligations.	Being closed
5	6353-02	SAM	SIOD Capacity Building	Support the newly formed Samoa Institute of Directors (SIOD) in implementing director training courses with international corporate governance specialists so that 1. skill levels of directors increase 2. SIOD sustainability improves as skills of local trainers increase and SIOD develops capacity to continue course offerings without external support.	Ongoing
6	6353-03	SAM	Samoa Shipping Services Restructuring	Provide restructuring and privatisation recommendations for Samoa Shipping Services, an SOE 100% owned by the government.	Being closed
7	6353-07	SAM	Companies Registry Reform	Support the modernisation of the Samoan companies registry in line with international standards and the 2006 Companies Law Amendment Act. Components include a diagnostic, software and installation, and training and awareness campaign.	Ongoing
8	6353-08	SAM	Secured Transactions Reform	Support the establishment of a functioning personal property securities (PPS) framework, including a new PPS law, notice board (registry) and capacity building and awareness	Ongoing

9	6353-16	SAM	Preparing Equity Investment in Samoa Commercial Bank	Prepare the feasibility study for strengthening Samoa's commercial banking sector through <ol style="list-style-type: none">1. quasi equity investment (subordinated convertible bonds) in a commercial bank2. strengthening of credit policies and procedures, development of adequate corporate governance and internal control procedures, as well as opportunities for commercial cooperation.	Ongoing
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