



Samoa Annual Program Performance Report 2011

June 2012

Contents

Context	2
Program objectives and strategy	3
Progress against objectives	6
Improved education	6
Rating and assessment	6
Program performance	7
Improved health	9
Rating and assessment	9
Program performance	10
Governance and economic stability	11
Rating and assessment	11
Program performance	12
Law and justice	14
Rating and assessment	14
Program performance	15
Program quality	16
Risk and fraud management	17
Management consequences	18
Attachment A: Australian-funded regional programs in Samoa	20
Attachment B: Samoa-Australia Police Partnership	29
Attachment C: 2010 management consequences	31



This Annual Program Performance Report provides an overview of Australia's development assistance to Samoa in 2011. It updates the progress of the Samoa-Australia Partnership for Development against its 2015 targets and outlines opportunities and challenges for the coming year.

This report is part of pilot cycle of quality reporting in which comprehensive assessments are undertaken every two years and an update report is prepared in between. The next comprehensive report on the program will be prepared in 2013.

Context

In 2011, Samoa moved beyond its recovery from the devastating 2009 tsunami and the worst impacts of the global financial crisis. The \$21.5 million¹ post-tsunami reconstruction program was largely completed and Samoa's government began a process of fiscal consolidation to reduce the budget deficit.² Samoa became a member of the World Trade Organization and its graduation from a Least Developed Country in 2014 was confirmed.

In 2011 Samoa continued to play an important role in the global aid effectiveness agenda and in regional affairs. It was an active participant in the Busan High Level Forum and the 2011 Pacific Islands Forum. Domestically, reforms to improve the accountability and quality of public expenditure and the national budget process continued. This included recording in the budget for the first time the contributions of all development partners, including emerging donors.

Samoa's economy continued its gradual recovery in 2011 but, at 2.1 per cent, Gross Domestic Product (GDP) growth was weaker than expected. In the second half of the year prices rose sharply in response to global fuel prices, putting pressure on the cost of living and emphasising the country's vulnerability to external shocks. Tourism and remittance receipts showed no real growth.³ GDP growth is expected to reach about 2.5 per cent in 2012–13, but a high debt-to-GDP ratio means that policymakers have limited fiscal space to respond to another domestic or external shock.⁴

Despite economic challenges, Samoa remains on track to meet many of the Millennium Development Goals (table 1). Hunger is rare, most children attend primary school and skilled health personnel attend almost all births. Samoa's governance indicators are among the highest in the Pacific.

However, substantial development challenges remain. Basic needs poverty is on the rise—one in four Samoans now struggle to meet their essential living expenses and inequality is increasing.⁵ One in four Samoans also suffer from diabetes, 40 per cent

¹ All figures in this report are in Australian dollars unless otherwise stated, and all exchange rate calculations are calculated for rates on 19 April 2012.

² Government of Samoa, Fiscal strategy statement budget 2011–12, 31 May 2012.

³ Asian Development Bank, *Pacific economic monitor*, March 2012, and Central Bank of Samoa, *Tourism earnings & remittance report*, December 2011.

⁴ ANZ, Asia Pacific Economics – Pacific quarterly, November 2011.

⁵ Government of Samoa Bureau of Statistics and United Nations Development Programme Pacific Centre, Samoa: A report on the estimation of basic needs poverty lines and the incidence and characteristic of hardship and poverty, March 2010.



of adults smoke and 85 per cent of the population is overweight or obese.⁶ The cost of treating non-communicable diseases remains a risk to Samoa's public finances.⁷ There are also gender challenges as almost half of all Samoan women have experienced some form of domestic violence,⁸ women's representation in parliament is low and school drop-out rates for boys remain stubbornly high.⁹

Table 1: Status of Millennium Development Goals progress in Samoa

Millennium Development Goal	Indicator and status	Indicator and status
1: Eradicate extreme poverty and hunger	Population below food poverty line: 4.9% (2008) (green)	Population below basic needs poverty line: 26.9% (2008) (red)
2: Achieve universal primary education	Net enrolment rate in primary education: 94% (2011) (green)	Literacy rate of 15 to 24 year olds: 99.5% (2009) (green)
3: Promote gender equality	Ratio girls to boys in primary (0.97) and secondary (1.13) education (green)	Proportion of seats held by women in parliament: 6.1% (2011) (red)
4: Reduce child mortality	Under-5 mortality per 1000 live births: 15 (2009) (green)	One year olds immunised against measles: 65% (2011) (orange)
5: Improve maternal health	Maternal mortality per 100 000 births: 46 (2006) (green)	Women with unmet need for family planning: 45.6% (2009) (red)
6: Combat HIV/AIDS and other diseases	Condom use at last high-risk sex: 14.7% (2009) (orange)	Prevalence of diabetes and obesity: 21.5% (2002) (red)
7: Ensure environmental sustainability	Proportion of land area covered by forest: 60.4% (2010) (green)	People using improved drinking water source: 97.7% (2009) (green)

Note:

■ The MDG is on track (likely to meet the target).

■ The MDG is of concern (limited data/progressing too slowly but could reach target with extra effort and resources).

■ The MDG is off track (highly unlikely to meet the target). Source: Pacific Islands Forum, *Draft 2011 MDG tracking report*, May 2012 and other sources as quoted through the report.

Program objectives and strategy

Samoa remains on track to meet many of the partnership goals (see table 2). At the 2011 partnership talks, Australia and Samoa reviewed priority areas and agreed to consolidate support around education, health, governance and economic stability, and law and justice. This was in recognition of increased engagement by New Zealand and the World Bank in private sector and rural development, and the need to better target Australia's programs. Samoa will continue to receive significant

⁶ World Health Organization, Samoa non-communicable disease risk factors STEPS report, 2002.

⁷ World Bank and Government of Samoa, Health financing options for Samoa: draft discussion paper, August 2011.





⁸ Secretariat of the Pacific Community, *The Samoa family health and safety study*, 2006.

⁹ Government of Samoa Ministry of Education, Sports and Culture, *Education statistical digest 2011*, July 2011.






support for both the private sector and other areas from Australian-funded regional programs. A list of these programs and their activities is at Attachment A.

Table 2: Ratings of the partnership priority outcomes in 2011

Priority outcome sector	Rating in 2011	Relative to previous rating
Education		Unchanged
Health		Improved
Governance and economic stability		Unchanged
Law and justice		Unchanged

Note:

-  The objective will be fully achieved within the partnership timeframe.
-  The objective will be partly achieved within the partnership timeframe.
-  The objective is unlikely to be achieved within the partnership timeframe.

As shown in table 3, Australia is Samoa's largest development partner and will provide an estimated \$41.9 million in assistance to the country in 2011–12.¹⁰ Samoa's government is Australia's main implementing partner and about 70 per cent of the bilateral program is delivered through government systems.¹¹ Coordination with other development partners remains strong: 50.4 per cent of Australian aid was delivered through jointly-funded programs with New Zealand, the European Union, World Bank and Asian Development Bank.

¹⁰ This represents about 30 per cent of all external assistance and 14 per cent of public expenditure in 2011–12.

¹¹ Use of government systems includes partial to complete use of upstream and downstream financial systems.



Table 3: Development partner funding Samoa in 2011–12 (A\$)

Bilateral	2011–12	Multilateral	2011–12
Australia	\$41.9 million ¹²	Asian Development Bank	\$18.6 million
China	\$27.8 million	European Union	\$18.2 million ¹³
New Zealand	\$17.41 million ¹⁴	World Bank	\$9.8 million
Japan	\$5.66 million ¹⁵	United Nations agencies	\$3.6 million

Note: These figures include in-kind funding, grants and loans.

Source: Government of Samoa Legislative Assembly, *Approved estimates of receipts and payments for the financial year ending 30 June 2012*, May 2011, except for figures for Australia, European Union, New Zealand and Japan which are from assessments by respective agency staff.

Looking ahead, in 2012 Samoa will introduce a new five-year national development plan, the Strategy for the Development of Samoa 2012–2016. The focus will be on strengthening broad-based economic growth and improving agricultural productivity. The Samoa program will work with the government to ensure the partnership remains relevant to the new strategy. This will be a focus of the 2012 partnership talks.

Table 4: Estimated expenditure in 2011–12

Objective	A\$	% of bilateral program	% development partner spend ¹⁶	% sector budget
Education	\$8.39 million	35%	62%	17%
Health	\$4.89 million	20%	26%	10%
Governance & economic stability ¹⁷	\$8.9 million	36%	20%	11%
Law and justice ¹⁸	\$2.35 million	9%	86%	15%

¹² Australia's contribution was made up of \$26.7 million in bilateral AusAID programs and \$15.2 million in regional and other government department projects.

¹³ The European Union's contribution does not include regional programs.

¹⁴ New Zealand's contribution was made up of \$12.75 million in bilateral programs and \$4.6 million in regional programs.

¹⁵ Japan figure is for the Japan International Cooperation Agency contribution only and does not represent full official development assistance contribution. Figures are for Japanese financial year.

¹⁶ Government of Samoa Legislative Assembly, *Approved estimates of receipts and payments for the financial year ending 30 June 2012*.

¹⁷ Governance and economic stability sector is calculated by operational budgets of Ministry of Finance, Ministry of the Prime Minister, Legislative Assembly Office, Samoa Bureau of Statistics and Ministry of Natural Resources and Environment.

¹⁸ Law and justice sector is calculated by the budgets of the Ministry of Justice and Courts Administration, Ministry of Police and Prisons, Office of the Attorney General and Ombudsman's Office. Percentage development partner spend includes estimates from the New Zealand Aid Programme.



Progress against objectives

Improved education

Rating and assessment







 The objective will be fully achieved within the timeframe of the partnership.

Table 5: Partnership for Development – education

Objective: The partnership will support Samoa's ambition to achieve and move beyond Millennium Development Goal targets to address better quality and more equitable education for all.

Partnership targets for 2015	Progress
Improved literacy though reducing number of at risk students in Year 4 and Year 6 ¹⁹	
Year 4: 2008: 23.3 2009: 28.3 2010: 19.6	
Year 6: 2008: 45 2009: 39.3 2010: 33.6	
Increased primary net enrolment ratio over 2008–2012	
2008: 97% 2009: 96% 2010: 97% 2011: 94%	
Increased proportion of boys and girls commencing Year 1 and reaching Year 8	
2008: 81% 2009: 81% 2010: 83% 2011: 82%	
Increased number of skilled Samoans available to fill priority workforce needs	
Scholarships graduates as proxy: 2008: 17 2009: 21 2010: 19 2011: 27	
Increased access to quality education for boys and girls with disability ²⁰	
2008: 7 2009: 11 2010: 134 2011: 331	

Source: Government of Samoa Ministry of Education, Sports and Culture, *Education statistical digest 2011*, July 2011, and Government of Samoa and AusAID, *Aide memoir: Samoa inclusive education demonstration program phase 2 redevelopment*, October 2011.

Samoa is on track to achieve the partnership education objective and continues to demonstrate regional leadership in education policy and reform. Enforcing the Compulsory Education Act, introducing a new primary curriculum, and improving data collection systems are evidence of the priority placed on improving access, quality and monitoring. There are still challenges—Samoa boys consistently underperform and the transition rates are not increasing.²¹

Recent education data shows a drop off in enrolment rates. However, there is evidence that this is due to more robust data being available. In 2010, Samoa

¹⁹ These figures represent an averaging of scores for numeracy, English and Samoan test results.

²⁰ Figures represent number of students supported under the Samoa Inclusive Education Program. Figures for total sector may be higher.

²¹ Government of Samoa Ministry of Education, Sports and Culture, *Education statistical digest 2011*, July 2011.



introduced individual student education numbers which enabled better tracking of student movements between schools. Monitoring enrolment records under the School Fee Grants Scheme has also reduced duplications in reporting.²² Samoa and AusAID will closely monitor this data to establish whether there is evidence of declining education trends. Efforts will also be made to bring national education targets in line with new regional standards such as those being developed under AusAID's Pacific Education and Skills Development Agenda, including for technical and vocational education.

Program performance

The Education Sector Program II is the major development program for the sector, funded jointly by Samoa, AusAID, New Zealand and the Asian Development Bank. In 2011 the program:

- launched the National Teacher Development Framework to improve career paths for teachers
- trained 1500 teachers in the new primary curriculum
- built 94 classrooms in six schools.²³

The program is on schedule to be completed by December 2012 and development partners are focused on developing a program of sector budget support. The program has provided a good platform to move to this stage of support, including identifying areas of Samoa's financial systems which need strengthening.

In 2011 the School Fee Grant Scheme enabled 39 114 students in 167 primary schools to receive fee-free education.²⁴ The grants—provided in lieu of fees—have enabled schools to meet minimum service standards by providing funds to purchase reading materials, teaching supplies and stationery.²⁵ The scheme has enabled 130 children of various ages to enrol in school for the first time. The challenge is to ensure these newly-enrolled students maintain their attendance, especially when they are of different age or ability to their classmates.²⁶

The Samoa Inclusive Education Demonstration Program provides support services and education for children with disability and enabled 331 children with disability to attend school in 2011—105 at mainstream schools ranging from early childhood to high school. A further 129 children received early intervention support. The program has also raised awareness of disability within the community.

There has however been limited improvement in Samoa's capacity to mainstream the program into national education services.²⁷ This objective, along with

²² AusAID and New Zealand Aid Programme, School Fee Grant Scheme: joint development partner review record of discussions and findings, March 2011.

²³ Government of Samoa, Asian Development Bank, New Zealand Aid Programme and AusAID, *Education Sector Program II 7th Joint Review Mission joint review record*, September 2011.

²⁴ Samoa Ministry of Education, Sports and Culture, *Education statistical digest 2011*, July 2011.

²⁵ Samoa Ministry of Education, Sports and Culture, *Samoa School Fee Grant Scheme: fourth quarterly report*, April – June 2011.

²⁶ AusAID and New Zealand Aid Programme, School Fee Grant Scheme: joint development partner review record of discussions and findings, March 2011.

²⁷ Government of Samoa, *Review of the strategy for the development of Samoa 2008–2012*, May 2012.



improving reporting on results and program outcomes, will be the focus of a design mission for the next phase of support in 2012.

Box 1: Australia's support to education in Samoa

Australia's support to the education sector in Samoa has evolved over the last decade, reflecting improvements in Samoa's capacity and its maturing development partnership with Australia. From 1999 to 2004, Australia's Institutional Strengthening Program (ISP) provided specialised support to help develop and embed effective service delivery functions within the Ministry of Education, Sports and Culture. A major achievement was to establish a formalised relationship between the ministry and local school committees, whose responsibilities include enforcing local school attendance. This helped lift the primary school enrolment rate from 92.5 per cent in 2000 to 98.8 per cent in 2003.²⁸

By the mid-2000s the importance of local ownership of the development program was widely recognised among partners. Given the ministry's strong capacity to develop and implement policy, in 2006 Samoa, Australia and other partners entered into the Education Sector Program II.²⁹ This was fully implemented by the ministry and was the sector's first harmonised program of support. It has helped Samoa progress towards its objectives of improved access, equity, quality and relevance: student-teacher ratios have improved, the numbers of at risk students have started to decline, and the percentage of students passing Year 12 has increased.³⁰ The School Fee Grant Scheme and the Inclusive Education Program are valuable complementary initiatives that have provided additional support to these objectives.

With the Education Sector Program II due for completion this year, discussions are well advanced to design future support. Building on the platform laid by this program, the key consideration now under review is the transition from sector-wide support to sector budget support. A program of sector budget support would provide funds directly to Samoa to implement an agreed education sector plan. Funds would be managed through the government's systems. The program's impact would be assessed primarily in terms of the development results identified in the plan.

While sector budget support is consistent with the principles of aid effectiveness, several essential elements are required to underpin its effectiveness in practice. These include a good quality sector plan which aims to achieve relevant, measurable results and that is clearly linked to budget processes through a medium-term expenditure framework.³¹ Partners must also have confidence in the capacity of Samoa's systems to manage and account for funds. The review of these and other issues is progressing.

Other achievements in the education sector in 2011 include:

²⁸ Ministry of Education, Sports and Culture, *Education for all mid-decade assessment*, 2007.

²⁹ The Education Sector Program II's predecessor, the Education Sector Program, was an Asian Development Bank infrastructure and school resources project.

³⁰ Ministry of Education, Sports and Culture, *Education statistical digest 2011*, July 2011.

³¹ AusAID and New Zealand Aid Program, Report of first sector policy support program design mission, December 2011.



- supporting 27 Samoan scholarship recipients to graduate from universities in Australia and the region in engineering, health sciences and education
- supporting 460 Samoan students to graduate with Australian qualifications from the Australia Pacific Technical College since 2007
- providing 167 public, private and community sector workers with training in critical skill shortage areas through the In Country Training Program. This included human resource management, monitoring and evaluation, advocacy, negotiation and technical skills.




Improved health

Rating and assessment

 The objective will be partly achieved within the timeframe of the partnership.

Table 6: Partnership for Development – health

Objective: The partnership will enable Samoa to provide better quality and more equitable health services to the people of Samoa

Partnership targets for 2015	Progress
Reduced prevalence of diabetes and cancers in Samoa by 2015	
<i>Diabetes:</i> 2002: 21.5% ³²	
<i>Cancer mortality:</i> 2008-09: 42 2009-10: 47 2010-11: 43 ³³	
Number of children who are fully immunised in Samoa ³⁴	
<i>Measles:</i> 2008: 45% 2009: 49% 2010: 46% 2011: 65%	
<i>DPT3:</i> 2008: 46% 2009: 72% 2010: 87% 2011: 89%	
Increased percentage of total health expenditure allocated for non-communicable disease prevention	
2010-11: 3% of domestic expenditure 2011-12: 2.9% of domestic expenditure ³⁵	

³² World Health Organization, Samoa non-communicable disease risk factors STEPS report, 2002.

³³ Samoa Ministry of Health Patient Information Management System, 2012. Figures are for cancer mortality, not prevalence.

³⁴ United Nations Children's Fund, *WHO/UNICEF joint reporting form of 2011*, April 2012, and Samoa Ministry of Health National EPI report 2011.

³⁵ Samoa Legislative Assembly, Approved estimates of receipts and payments for the financial year ending 30 June 2012, May 2011.



Health remains a significant challenge for Samoa as the burden of non-communicable diseases strains the country's public finances and social safety nets.³⁶ Efforts to tackle these diseases on a national level have been ineffective and, despite recent improvements, immunisation rates remain low given the high access to care in Samoa.³⁷ However, the outlook has improved in the last year as programs supported by Australia and other development partners started to see improvements in sector coordination and service delivery.

It has become clear that not all of the partnership health indicators will be measurable or achievable by 2015. The target of reducing the prevalence of diabetes and cancers is not feasible by 2015 given the time lags between intervention and lifestyle changes. Samoa also has limited health surveillance systems to regularly monitor and report on these diseases.³⁸ AusAID will work with Samoa to identify new targets, which can more realistically track progress, before the 2012 partnership talks. This will also be assisted by the introduction of a new health information system in the coming year and through funding regular health surveys.

Program performance

In 2011, AusAID, Samoa and other development partners focused on a redevelopment of the multi-million dollar Health Sector Wide Approach, which had shown limited progress to date.³⁹ This included simplifying the program's reporting and planning as well as identifying extra resources to speed up implementation. By the end of 2011 there were real improvements, including developing a new program of work, establishing a health advisory committee and improving relationships and coordination in the sector. Challenges remain – there is a need to better prioritise activities and there is still uncertainty as to whether outputs will lead to a change in health outcomes.⁴⁰ Monitoring these risks will be key for development partners in the coming year as well as planning the next phase of health assistance following the initiative's completion in 2013.

During the year the Australian-funded Village Health Fair program was completed and achieved an unprecedented level of coverage—23 302 people from 155 villages attended the fairs and received health screening, awareness and primary health care services, including immunisations. The program was a result of a public private partnership and enabled the collection of important baseline health data.⁴¹ However, as once-off events, they risk not resulting in sustainable change. Work is underway to ensure that their success is incorporated into ongoing improvements to rural primary health care.

³⁶ Government of Samoa and World Bank, Health financing options for Samoa: draft for discussion, August 2011.

³⁷ World Health Organization (Yang, B.), *Vaccine preventable diseases*, Child Health Symposium, February 2011.

³⁸ Kulkarni, S. Dean, S., Surveillance of cancer cases in TTM Hospital: a retrospective study of five years, Samoa medical journal, 2011.

³⁹ Government of Samoa, New Zealand Aid Programme, AusAID, World Health Organization and United Nations Population Fund, *Draft aide memoire: Samoa Health SWAp Program implementation support mission*, March 2012, and AusAID and Samoa, *Samoa-Australia Partnership for Development report 2010–11*, October 2011.

⁴⁰ Government of Samoa, New Zealand Aid Programme, AusAID, World Health Organization and United Nations Population Fund, *Draft aide memoire: Samoa Health SWAp Program implementation support mission*, March 2012.

⁴¹ Government of Samoa, New Zealand Aid Programme, AusAID, World Health Organization and United Nations Population Fund, *Aide memoire: Samoa Health SWAp Program redevelopment and program implementation review mission*, December 2011, and Samoa Ministry of Health, *Village Health Fair report*, August 2011.



The sector also receives substantial support from Australian-funded regional programs (see Attachment A). Key achievements of regional programs in 2011 include:

- volunteer medical teams, coordinated by the Royal Australian College of Surgeons, provided ophthalmology, orthopaedics, ear, nose and throat, and reconstructive surgery to Samoan patients. The teams conducted 372 operations and more than 820 consultations
- Pacific Sexual and Reproductive Health program funding enabled the Samoa Family Health Association to provide 24 518 reproductive health services.

Governance and economic stability

The 2011 partnership talks agreed to combine AusAID's governance and macro-economic reform, climate change and civil society programs into the partnership's governance and economic stability priority. This realignment has improved the efficiency of staff resources and program administration.

Rating and assessment



 The objective will be fully achieved within the timeframe of the partnership.

Table 7: Partnership for Development – governance and economic stability

Objective: The partnership will enable Samoa to achieve its goals of sustained macroeconomic stability and improved governance.

Partnership targets for 2015	Progress
Improved government effectiveness score in the Worldwide Governance Indicators ⁴²	
2008: 58.7 2009: 59.6 2010: 53.1 Regional 2010 average: 44.3	
Sustained macroeconomic stability	
Positive International Monetary Fund Article IV Assessment 2012	
Reduced levels of poverty ⁴³	
Food poverty: 2002: 10.6% 2008: 4.9%	
Basic needs: 2002: 22.9% 2008: 26.9%	
Improved Voice and Accountability score in the Worldwide Governance Indicators	
2008: 65.4 2009: 61.6 2010: 61.6 Regional 2010 average: 49.6	
Strengthened climate resilience for all sectors	N/A
Unable to rate	

⁴² World Bank Institute, Worldwide Governance Indicators: country data report for Samoa 1996–2010, 2011.

⁴³ Samoa Bureau of Statistics and United Nations Development Programme Pacific Centre, Samoa: a report on the estimation of basic needs poverty lines and the incidence and characteristic of hardship and poverty, March 2010.



Samoa has some of the highest governance indicators in the Pacific and has sustained macro-economic stability despite recent external shocks and increasing public debt. But the pace of public sector reform has slowed in recent years.⁴⁴ Australia and Samoa need to identify how the partnership can further incentivise ongoing reform, building on the early success of the policy action matrix (discussed below). Australia will also continue to support Samoa as it implements a program of fiscal consolidation and public debt reduction. If managed well, this will help reduce Samoa's vulnerability to external shocks and improve growth potential.

While these programs are largely on track, more work is needed to identify how their outputs can improve high-level results. In particular, there is a need to better monitor how Australia is helping Samoa prepare for the impacts of climate change – the above target has no baseline or sources for measurement.

Program performance

In 2011, the Samoa program made effective use of performance-linked aid to incentivise public financial management and macroeconomic reforms. A joint Asian Development Bank-AusAID mission in May found that Samoa had met medium term targets agreed to in the policy action matrix and, as a result, Australia released \$2 million of incentive-based budget support. Targets included privatising the state-owned telecommunications provider, SamoaTel, maintaining a low risk of debt-distress, and completing phase I of Samoa's own public financial management reform plan.⁴⁵ Samoa and AusAID worked together through the year to design the next phase of incentive-based support, which aligns with targets from phase II of the public financial management reform plan and other macro-economic reform targets. The new matrix will be jointly supported by New Zealand, the Asian Development Bank and World Bank.

The Public Sector Improvement Facility coordinates funding from Australia and New Zealand for priority public sector reforms. A number of projects which received funding in 2011 have led to notable impacts: outcomes-based budgeting was introduced in the national estimates, Samoa's audits are now benchmarked against international standards on audit, the first public service human resources information management system was installed, and a handbook for parliamentarians was developed.

During the year the facility began evaluating whether the 34 projects funded since 2005 have helped improve service delivery in the public sector. A desk-based study found that projects have addressed on average just nine of a possible 24 indicators.⁴⁶ More work is required to assess whether these projects have had an impact in the medium term.⁴⁷ An impact evaluation, due to be completed by the secretariat in March 2012, has yet to commence.

⁴⁴ World Bank Institute, *Worldwide Governance Indicators: country data report for Samoa 1996–2010, 2011*.

⁴⁵ AusAID, *Samoa-Australia: achieving agreed priorities – aide memoir*, May 2011.

⁴⁶ Samoa Public Sector Improvement Facility, Facility Management Unit, *Public Sector Improvement Facility preliminary impact assessment*, September 2011.

⁴⁷ Deacon, P., Ruiz-Avila, K. and Cowan, C., *Samoa PSIF independent progress review final report*, May 2009.



The Civil Society Support Program, in its second year of operation, provided over \$1 million in small grants to 57 community and non-government organisations. The majority of successful applicants were for school and community buildings and non-government organisation service delivery such as skills training for women, disability outreach and mental health counselling. The program provided training in proposal writing and conducted workshops for community groups in a range of other areas.⁴⁸ In the coming year the program will focus on enabling civil society to increase its advocacy capacity.

Australia's support of Samoa's National Adaptation Program of Action Component 4 enabled a number of sectors to prepare for the impacts of climate change. This included the expansion of climate early warning systems, increased resources to respond to forest fires and the first climate change strategy for the tourism sector.⁴⁹ An agroforestry project, which will increase the number and diversity of timber trees planted in Samoa, also commenced during the year.⁵⁰ Samoa and AusAID also agreed to begin mainstreaming climate change interventions, which led to the introduction of specific climate change grants for communities under the Civil Society Support Program.

Other key achievements include:

- graduating 17 emerging Samoan leaders from the inaugural Samoa Leadership Program, which develops leadership skills through training and mentoring
- installing 978 prepaid home electricity meters during the year through the Power Sector Expansion Program. Jointly funded with Japan and the Asian Development Bank, these meters will allow families to have greater control over their electricity spending and reduce debt. The program also completed underground cabling for the national hospital, which will reduce disruption to the hospital's power supply in event of natural disasters
- developing a national infrastructure strategic plan with the assistance of the Pacific Regional Infrastructure Facility to prioritise the delivery of key economic infrastructure over the coming decade
- working with the International Finance Corporation to help South Pacific Business Development Samoa exceeded its 2011 loan targets to small business. Since 2010, 5961 clients have accessed products such as loans and life insurance.

⁴⁸ Civil Society Support Program Secretariat, *Annual report, July 2010–June 2011*, August 2011.

⁴⁹ Government of Samoa, Revised progress reports for climate change under Samoa-Australia Partnership for Development, February 2012.

⁵⁰ Government of Samoa, Samoa Agroforestry and Tree Farming Project progress report, March 2012.



Box 2: The Worldwide Governance Indicators

The Worldwide Governance Indicators is a research project funded by the World Bank Institute. They have been published since 1996 and measure six dimensions of governance in over 200 countries: Voice and Accountability, Political Stability and Absence of Violence, Government Effectiveness, Regulatory Quality, Rule of Law, and Control of Corruption. Country rankings are based on several hundred indicators from 35 international sources.

An advantage of the indicators is that they publish margins of error, which demonstrate the uncertainty associated with measuring governance across countries.⁵¹ For example, while Samoa's 2010 Rule of Law score is estimated to be in the 67.3 percentile, the margin of error is from the 82 to 61 percentile.

Like all composite indicators, the Worldwide Governance Indicators need to be interpreted carefully. Fewer data sources are available for smaller countries, making them prone to fluxes in their rankings. For example, Samoa's Government Effectiveness ranking is drawn from four of a possible 15 data sources. By comparison, Indonesia's ranking was based on 10 sources. Only one of Samoa's sources, the International Fund for Agricultural Development Rural Sector Performance Assessment, recorded a decline in 2010, which resulted in a fall in overall rank from the 56.9 percentile in 2009 to 53.1 in 2010.



Law and justice

Rating and assessment

 The objective will be fully achieved within the timeframe of the partnership.

Table 8: Partnership for Development – Law and justice

Objective: The partnership will enable Samoa to have safer communities, better access to justice and integration between the customary and formal justice systems.

Partnership targets for 2015	Progress
Improved Rule of Law score in the Worldwide Governance Indicators	
2008: 75 2009: 68.2 2010: 67.3 Regional 2010 average: 50.8	
Reduced number of serious crimes ⁵²	
2008: 2776 2009: 3178 2010: 3642 2011: 3916	

⁵¹ Kauffman, D., Kraay, A., and Mastruzzi, M., *Governance Matters VIII: aggregate and individual governance indicators 1996–2008*, Policy Research Working Paper 4978, June 2009.

⁵² Samoa Police and Prison Service aggregate crime reporting data. Data is for all reported criminal offences in Samoa.



Samoa is largely a peaceful and stable society, scoring comparatively highly in the region for the rule of law. Australia provides significant support to the police service and sector-wide support to the law and justice sector. While evidence indicates a rise in crime, both programs are on track and deliver a wide range of outputs. It is expected that the partnership objective will be achieved by 2015. While it is too early to expect AusAID's small-scale programs to impact these national-level targets, early project-level results are encouraging and both governments will continue to build on initial successes.

Program performance

Australia's support to the law and justice sector provides funding for priority projects. The Law and Justice Sector Steering Committee was established in 2009 and has a wide ranging, active membership from the public sector, civil society and community representatives. It has improved linkages between law and justice agencies and national-level strategies, as well as coordination between agencies.⁵³ The committee prioritises projects for funding and in 2011 these included:

- building housing for the Olomanu Juvenile Rehabilitation Centre, allowing minors to be separated from other prisoners
- implementing a pilot Neighbourhood Watch scheme in Vaitele, an area where there is no traditional village structure to monitor crime. The scheme has seen an increase in crime reporting by local residents to the police⁵⁴
- training 73 female and 61 male law and justice officials in law reform, legislative drafting, records management and judicial issues
- repairing and digitising 25 499 pages of land and title records dating back to the 1920s. These records are critical for the resolution of land and title disputes.⁵⁵

Staffing constraints and training shortages remain key concerns for most sector agencies.⁵⁶ Addressing these issues, along with the need to better link sector projects to law and justice outcomes, will be the focus of the new Law and Justice Sector Plan.

AusAID funding also supports integration of the Australian Federal Police-managed Samoa-Australia Police Partnership with the sector. The police partnership uses training, policy development and mentoring by advisers to enhance the capacity and professionalism of the Samoan Police and Prisons Service. Key achievements include improved crime data collection, the introduction of breathalysers and development of a national radio network. In 2011, the program provided 34 training modules to police officers, which were attended by 850 participants. Further details of the program are at Attachment B.

⁵³ Samoa Law and Justice Secretariat, Law and justice sector situational assessment 2011, 2012.

⁵⁴ Law and Justice Sector Steering Committee, Sector Steering Committee minutes 27 October 2011, 2011.

⁵⁵ Law and Justice Sector Steering Committee, *Sector Steering Committee minutes 31 May 2012*, 2011.

⁵⁶ Samoa Law and Justice Secretariat, Law and justice sector situational assessment 2011, 2012.

Program quality

Activity-level quality reporting was completed for 80.3 per cent of AusAID's bilateral spending in 2011. Table 9 shows that AusAID's programs are highly relevant to Samoa's development needs and that the majority are effective and efficient. However, as highlighted in this report, a number of programs are struggling to align their activities to high-level development outcomes. This is reflected in lower monitoring and evaluation scores for most activities. A lack of clear sustainability strategies, the reliance on donor funded project implementation units to manage programs, and difficulties accessing recurrent funding saw lower sustainability ratings for some programs.

Table 9: 2011 AusAID quality at implementation ratings

Program	Relevance	Effectiveness	Efficiency	Monitoring & evaluation	Sustainability	Gender equality
Education Sector Program II	■	■	■	■	■	■
Inclusive Education Demonstration Program	■	■	■	■	■	■
Scholarships	■	■	■	■	■	■
Health SWAp and Village Health Fairs	■	■	■	■	■	■
Public Sector Improvement Facility	■	■	■	■	■	■
Civil Society Support Program	■	■	■	■	■	■
Climate Change (NAPA4 and Agroforestry)	■	■	■	■	■	■
Power Sector Expansion Program	■	■	■	■	■	■
Law and Justice Sector Program	■	■	■	■	■	■

Definitions of rating scale:

Satisfactory (4, 5 and 6)

■ = 6 = Very high quality

■ = 5 = Good quality

■ = 4 = Adequate quality; needs some work

Less than satisfactory (1, 2 and 3)

■ = 3 = Less than adequate quality; needs significant work

■ = 2 = Poor quality; needs major work

■ = 1 = Very poor quality; needs major overhaul

Several large programs will be completed in the next two years and forward pipeline planning is an urgent priority. As of May 2012, only 54 per cent of bilateral funds were committed in funding agreements for 2012–13 and only 7 per cent for 2013–14.

Australia works effectively with multilateral development partners in Samoa. In 2011, Australia helped develop the World Bank's first country assistance strategy for Samoa and undertook a joint review with the Asian Development Bank of



economic and public financial management progress to release over \$12 million of combined budget support for tsunami and global financial crisis recovery. AusAID and the United Nations Development Programme also commenced work on a joint parliamentary strengthening project. This increased coordination with multilateral partners is likely to improve the effectiveness of all partner's aid programs to Samoa.

In 2011 the Samoa program invested heavily to increase the amount of analytical work available to assess and understand Samoa's development challenges. Papers were commissioned on the nature of poverty in Samoa and the use of Samoa's financial systems in the education sector, and a situational analysis of the health sector was also started. Work was also undertaken to strengthen analysis by other partners: the policy action matrix incentivised the development of a concept note on poverty and vulnerability by Samoa, and AusAID staff contributed to the World Bank's country assistance strategy and the United Nations Development Programme's pro-poor policy papers in a range of sectors. In 2012, AusAID will work with partners to integrate the findings of this work into the partnership and program implementation.

Risk and fraud management

The Samoa bilateral 2011–12 Risk and Fraud Management Plan identified seven medium risks to the program. These are being actively managed and are reviewed each quarter. There was one incidence of fraud in the program in 2011 (personal use of a project vehicle), and this incident is being managed by the implementing project manager and AusAID's fraud control team.

One of the medium risks identified was the use of Samoa's systems to deliver Australian aid. To manage this in 2011, AusAID undertook three assessments to determine weaknesses of government systems as well as opportunities to strengthen areas—an assessment of national systems, a budget and policy assessment, and a public financial management and procurement assessment of the education sector. All three gave qualified support for the use of Samoa's systems and also highlighted areas where Australia and Samoa will work together to strengthen in the coming year. The reforms identified by the reports will need to be implemented in a realistic timeframe which takes into account Samoa's processes and AusAID's design timeframes.

AusAID's work to assess Samoa's financial systems has also been an important tool for donor harmonisation. New Zealand will use the assessments to inform its own programs, which will reduce the administrative burden on Samoa of further assessments.



Management consequences

The following priority actions will be undertaken by AusAID in the coming year to address issues raised in this report. A summary of last year's management consequences can be found at Attachment C.

Much work is required to design new programs to fill gaps in AusAID's programming pipeline over the next two years.⁵⁷ The Samoa program team will work with its Samoan counterparts to identify how best to build on the successes of existing programs and meet emerging needs. Thematic experts from Canberra and Suva will provide strategic guidance and technical advice for new designs. The Samoa program will aim to have 70 per cent of the 2013–14 to 2015–16 pipeline committed by the end of June 2013.

In mid-2012, Samoa will release the Strategy for the Development of Samoa 2012–2016, which will place greater emphasis on enabling broad-based growth and agriculture. The Samoa program, including staff from Apia, Suva and Canberra, will work with Samoa to ensure that the partnership remains relevant to the new strategy. This will be a focus of the August 2012 partnership talks.

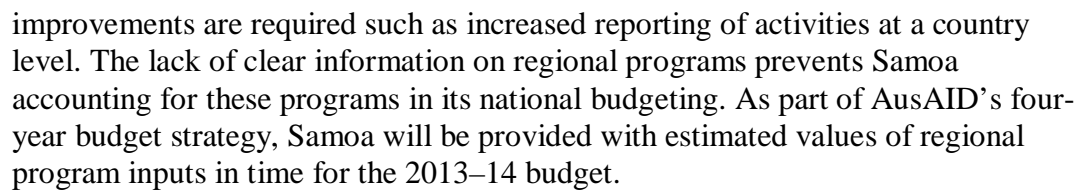
The partnership outcome-level target for climate change – increased resilience of all sectors – is not readily measurable, and the health sector target of reducing the prevalence of non-communicable diseases by 2015 is not achievable in light of the long timeframes required to see change in lifestyle diseases. AusAID climate change and health advisers will work with Apia Post program managers to identify meaningful targets for both sectors and align with Samoa's sector planning. New targets will be agreed at the August 2012 partnership talks and, where possible, will align with AusAID's Comprehensive Aid Policy Framework headline results.

As the Samoa program makes increasing use of Samoa's government systems and longer-term planning, it is timely to review the resources available to manage the program in Canberra, Suva and at Post. The program will participate in a pilot workforce planning exercise in 2012–13 to improve the alignment of staff numbers and skill sets to program objectives. This review will cover the need for increased skills in the use of Samoa's systems, sector expertise and consider the appropriate balance of staff between Apia, Suva and Canberra.

Core thematic priorities of gender, disability and climate change are not fully integrated into most of the Samoa program, but there is an opportunity to improve the integration of these issues as a number of large programs are redesigned over the next two years. By the end of 2012, AusAID will also design an initiative to specifically improve gender equality in Samoa.

Coordination between AusAID's regional and bilateral programs is limited to a few programs. While efforts by Apia Post to gather information on upcoming missions and to meet with visiting programs have led to increased coordination, further

⁵⁷ Programs to be designed include sector based support for education after the completion of Education Sector Program II in 2012, the next phase of Australian support for the health sector from 2013, the next iteration of public sector capacity development following the completion of Public Sector Improvement Facility in 2013, next targets for the policy matrix for 2012–13 and 2013–14, and refurbishment of Samoa's parliamentary complex, commencing in 2013.



Attachment A: Australian-funded regional programs in Samoa

Program name	Managing agency	Australian contribution ⁵⁸ / period	Description	Activities / achievements in Samoa in 2011
Education				
Australia-Pacific Technical College	Australian contractor	\$152 million 2011–2015	In-country training for Pacific Islanders in Australian technical qualifications.	Forty Samoans graduated during the year. Since 2007, 460 Samoans have graduated from the college.
International Seminar Support Scheme	AusAID	\$5.2 million 2009–2012	Funds the attendance of partner country nationals to attend international development-oriented seminars in Australia and overseas.	Twenty-one Samoans were supported to attend conferences and seminars in Australia on priority issues.
Health				
Pacific Islands Program	Royal Australian College of Surgeons	\$2.5 million 2011–12	Visiting teams of health specialists undertake short-term medical missions to Pacific Islands.	Volunteer medical teams provided ophthalmology, orthopaedics, ear, nose and throat, and plastic surgery to Samoan patients. The teams conducted 372 operations and over 820 consultations.
Australian Sports Outreach Program	Australian Sports Commission	\$1.7 million 2008–2014	Community level sports programs aimed at promoting healthy lifestyles.	The number of and participation in physical activities in 14 rural villages was increased. Villages organised the first rural soccer league with support from the program.

⁵⁸ Funding figures are for programs on a regional basis and are not the value of the program in Samoa alone.

Program name	Managing agency	Australian contribution ⁵⁸ / period	Description	Activities / achievements in Samoa in 2011
Pacific Sport Development Grants	Australian Sports Commission	\$110 000 2007–2012	Grants of up to \$10 000 for grassroots sporting organisations to deliver inclusive sports based programs that contribute to social development.	A surf survival program was funded to reduce drowning and provided physical activities for people with intellectual disability.
Biomedical Equipment Maintenance Program	Australian contractor	\$4.2 million 2009–2014	Provision of regionally based biomedical equipment specialists to support national health services.	A specialist was placed in Samoa to implement a new medical assets database, improve sanitation processes and provide training.
Pacific Sexual and Reproductive Health Program	International Planned Parenthood Federation	\$2.8 million 2011–2014	Builds the capacity of family health associations to deliver effective sexual reproductive health services.	The Samoa Family Health Association was supported to provide 24 518 instances of reproductive health services.
UNICEF Pacific Program	United Nations Children's Fund	\$6.7 million 2011–2013	Helps Pacific countries to achieve and maintain measles elimination status and improve hepatitis B control through routine immunisation activities.	United Nations Children's Fund enabled Samoa to provide 3467 DPT3 and 3467 measles immunisations.
Strengthening Clinical Services in the Pacific Initiative	Fiji School of Medicine	\$4.2 million 2007–2012	Coordination mechanism based in Fiji's School of Medicine to improve ability of Ministries of Health to plan for, coordinate and monitor effectiveness of clinical visits and associated capacity building.	The initiative allowed an analysis of clinical services in Samoa to be undertaken and for the Pacific Eye Institute to provide a specialist visiting team to Samoa.
Pacific Human Resources for Health Alliance	World Health Organization	\$3.6 million 2007–2012	Support to address regional health workforce issues through the Pacific Human Resources for Health Alliance secretariat.	<i>Annual report due in June 2012.</i>

Program name	Managing agency	Australian contribution ⁵⁸ / period	Description	Activities / achievements in Samoa in 2011
Pacific Regional HIV and STI Response Fund	Secretariat of the Pacific Community	\$30 million 2008–2013	Supports Pacific Islands in their response to priorities stated in the Regional HIV & STI Strategy and the respective national strategies.	The fund helped develop the strategic plan for the Samoan AIDS Foundation and provided training in microbiology, monitoring and evaluation, and healthy workplaces.
Pacific Regional Non-Communicable Disease Program	Secretariat of the Pacific Community		Funds governments to implement national non-communicable disease strategic plans, and to support community projects that address key non-communicable disease risk factors.	Supported Samoa to finalise and publish its non-communicable disease and tobacco control policy and appointed a full time non-communicable disease coordinator. The program also funded the Samoa Ministry of Health delegation to the United Nations High level meeting in 2011.
Governance and Economic Stability				
Pacific Parliamentary Partnerships	House of Representatives	\$400 000 2011–2014	Strengthens the capacity of parliamentarians and parliamentary staff to discharge constitutional mandates.	Twining with Tasmanian parliament, assessing information and communication technology needs for Samoa's parliament, providing training and work placements for Parliamentary staff.
Pacific Leadership Program	AusAID	\$23.5 million 2010–2013	Works with organisations in positions of leadership as well as those delivering leadership development activities. It supports organisations to develop their own leadership, along with the capacity of their members or clients.	Seventeen emerging Samoan leaders took place in the Samoa Leadership Program which provided training, mentoring and network opportunities.

Program name	Managing agency	Australian contribution⁵⁸ / period	Description	Activities / achievements in Samoa in 2011
Pacific Financial Technical Assistance Centre	International Monetary Fund	\$15.5 million 1995–2014	Builds institutional and human capacity in public financial management, revenue administration, financial sector supervision and statistics.	Ten missions were undertaken including to help update treasury instructions and improve government finance statistics and revenue forecasting.
AusAID-APSC Pacific Governance Partnership	Australian Public Service Commission	\$5 million 2008–2012	Pilot in-country delivery of Australian-based work attachment program.	Delivered two workshops on human resource management and workforce planning to Samoan public servants.
Labour Governance and Migration Project	International Labour Organization	\$1.05 million 2010–2013	Aims to revise labour laws to give effect to international labour standards and strengthen reporting obligations.	Advised Samoa's Ministry of Commerce, Industry and Labour on amendments to Labour and Employment Relations Bill and provided training on reporting.
Pacific Executive Program	Australia and New Zealand School of Government	\$12.2 million 2008–2013	Provides targeted training to Pacific public sector officials and emerging leaders that will help improve leadership capabilities.	Five senior public servants from Samoa participated in the program.
Pacific Media Assistance Scheme	Australian Contractor	\$11.3 million 2011–2015	Supports the development of diverse, independent and professional media that promotes informed public discourse in the region.	Supported National University of Samoa journalism course to procure media equipment which is due for arrival in 2012

Program name	Managing agency	Australian contribution⁵⁸ / period	Description	Activities / achievements in Samoa in 2011
Pacific Adaptation to Climate Change Project	United Nations Development Programme, Secretariat of the Pacific Regional Environment Programme	\$7.35 million	Supports mainstream climate change adaptation and demonstrates on-the-ground adaptation activities in Pacific countries.	Assisted Samoa's government to implement a community-based integrated coastal protection model.
Pilot Program for Climate Resilience	Asian Development Bank, World Bank	\$40 million 2009–2012	Provides support for climate change adaptation in the region including a country pilot in Samoa with a focus on infrastructure.	The program is providing US\$25 million to Samoa to climate-proof the road from the airport to Apia, as well as other community-based climate change adaptation.
Small Grants Program	Global Environment Facility, United Nations Development Programme	\$12 million 2008–2013	Community-based adaptation activities implemented by the United Nations Development Programme.	Supports small-scale community-level climate change in Samoa. Funds have been used to construct village levees to minimise flooding from extreme weather events.
Pacific Climate Change Science Program	Department of Climate Change and Energy Efficiency	\$20 million 2009–2011	Training meteorology and environment officials in climate software, modelling, early warning systems and other workshops.	Samoa officials participated in five workshops, four of which were held in Samoa. The program also published climate projections for Samoa to enable planning for future risks.
South Pacific Sea Level and Climate Monitoring	Geoscience Australia	\$33.9 million 1991–2011	Collects data that contributes to international measurement of sea level changes, as well as a range of data on local sea	Maintained and calibrated Apia's sea level monitoring station. Upgraded data-logging electronics and communications

Program name	Managing agency	Australian contribution ⁵⁸ / period	Description	Activities / achievements in Samoa in 2011
Project			level, climatic conditions and movements in the earth's crust. Observing network operating in 12 Pacific Island countries.	systems.
Pacific Islands Climate Prediction Project	Bureau of Meteorology	\$7.3 million 2002–2012	Capacity development in climatic prediction and other climate-related information to National Meteorological Services and its clients.	Provided training for Ministry of Natural Resources and Environment and Meteorology Division officials in Climate Futures software.
Law and Justice				
Pacific Islands Law Library Twinning	Attorney-General's Department	\$500 000 2010–2012	Assistance with knowledge management and legal library management.	Helped establish new Attorney General's library. Supported National University of Samoa and Supreme Court law libraries.
Pacific Ombudsman Alliance	Commonwealth Ombudsman	\$1.8 million 2009–2013	Support and advice to strengthen ombudsman services throughout the region in accordance with the Pacific Plan.	Secondment of Commonwealth Ombudsman officer to Samoan ombudsman.
Regional Rights Resource Team	Secretariat of the Pacific Community	\$3.9 million 2008–2012	Provides policy advice, technical support and training on human rights, governance, democracy and the rule of law.	Technical support to Samoa's government and non-government organisations for the Universal Periodic Review report which was compiled and tabled at the Human Rights Council in 2011.
Pacific Legal Information Institute	University of the South Pacific	\$800 000 2011–12	Regional legal resource that is a repository of 110 000 documents and the only institute of its kind in the Pacific.	The institute is an ongoing repository for Samoan legislation.
Other sectors				

Program name	Managing agency	Australian contribution⁵⁸ / period	Description	Activities / achievements in Samoa in 2011
Australian Volunteer Program	Australian contractor	\$12.2 million 2011–12	Australians volunteer their services in developing countries to support the priorities of the Australia's aid program.	Twenty-three new volunteers arrived in Samoa and undertook placements in a range of sectors.
South Pacific Regional Environmental Program	South Pacific Regional Environmental Program	\$1.8 million in 2011	Multilateral environment agency for South Pacific supporting nations to address a wide range of environmental challenges.	Samoa officials were trained in climate change negotiations and assistance in invasive species, fisheries and waste management.
Capacity Building in Tsunami Inundation Modelling	Bureau of Meteorology	\$300 000 2011–2014	Training in tsunami inundation models and development of inundation maps to improve tsunami risk assessment and warning in Pacific Island countries.	Samoa benefited from a training course held in Sydney in February 2012.
PACER +	AusAID, Foreign Affairs and Trade	\$1.2 million in 2010–11	Trade-related institutional support, capacity building and research.	One Samoan official was supported to attend a trade training program and negotiation meetings.
Pacific Horticultural and Agricultural Market Access Program	Australian contractor, Department of Agriculture, Fisheries and Forestry, and Secretariat of the Pacific Community	\$16.4 million 2009–2013	Assists Pacific agricultural and horticultural exports meet the customs and quarantine requirements of key trading partners.	The program helped Samoa export heat treated breadfruit to New Zealand and taro growers to clarify the quarantine status of nematodes for taro exports. The program also assessed supply chains, and reviewed market access issues for bananas and beef.
Pacific Financial	United Nations	\$5.3 million	Provides technical assistance for countries to develop	In 2011, 8867 people subscribed to the mobile wallet

Program name	Managing agency	Australian contribution⁵⁸ / period	Description	Activities / achievements in Samoa in 2011
Inclusion Program	Capital Development Fund	2009–2014	regulations and policies that promote greater financial inclusion.	program in Samoa, Mobile Money.
Private Enterprise Partnerships Pacific	International Finance Corporation	\$12.5 million 2006–2012	Supports regulatory reforms, financial market infrastructure reforms and technology based products for an improved business environment.	Assistance for a credit bureau to improve access to finance and for safeguards and regulations for mobile banking, and develop a commercial dispute mechanism.
Pacific Microfinance Initiative	International Finance Corporation	\$9.5 million 2010–2013	Aims to broaden access to financial services, including savings, insurance, money transfers and deposit banking.	South Pacific Business Development Samoa exceeded 2011 loan targets set out in the grant agreement. Over the course of the project more than 5961 clients accessed the agency's products, including loans and life insurance.
Private Sector Development Initiative	Asian Development Bank	Phase 2 for \$11 million 2009–2013	Aims to strengthen the environment for private sector development through better access to finance, business law reform, state-owned enterprise reform and public-private partnerships.	The initiative helped Samoa establish a new personal securities law which will help increase lending collateral. Technical work for a new business registry system also started in 2011, which will reduce the number of days for registering business. The initiative also helped the government undertake reforms including training for new directors.
Pacific Regional Strategy on Disability Support	Pacific Islands Forum Secretariat	\$2.13 million 2011–2015	Support to implement the Pacific Regional Strategy on Disability through agreed work plans covering regional and national activities.	Samoa attended three regional and international conferences on disability.

Program name	Managing agency	Australian contribution⁵⁸ / period	Description	Activities / achievements in Samoa in 2011
UNDP Pacific Sub-regional Centre	United Nations Development Programme	\$23.6 million 2006–2014	Provides policy and technical advice to Pacific countries and delivers regional programs. The four key pillars of work are: Millennium Development Goal achievement and poverty reduction, democratic governance, crisis prevention and recovery, and financial inclusion.	Provided technical assistance and capacity building in consultation with the United Nations Development Programme's Samoa office.
Pacific Region Infrastructure Facility	World Bank, Asian Development Bank	\$127 million 2008–2012	Support for new infrastructure and to maintain existing assets through assistance for long-term infrastructure planning and budgeting.	Supported the completion of Samoa's national infrastructure strategic plan and ongoing road works.
UNFPA Partnership Framework	United Nations Population Fund	\$42.5 million 2008–2013	Program to reduce violence against women and support the inclusion of sexual and reproductive health services in emergency response operations.	Reproductive health training and support was provided to the National Health Service and Ministry of Health.



Attachment B: Samoa-Australia Police Partnership

In 2011, the Samoa-Australia Police Partnership continued its work as a bilateral component of the Australian Federal Police's (AFP) Pacific Police Development Program.

The partnership sits within the framework of the Samoa-Australia Partnership for Development and is founded on an institutional relationship between the Samoa Police Service, prison service and the AFP. It operates within the broader context of external support to Samoa's law and justice sector.

The partnership's objectives include improving public safety through better investigations and general policing, improving the ability of Samoa's police to respond to and positively shape community perceptions of police, and improving the corporate support capacity of Samoa's police to facilitate its deliverables.

Achievements during the year include:

- Crime reporting: significant work has continued in implementing new procedures to report and record crime and customer service. This has resulted in an increased ability to capture crime statistics and identify crime trends.
- Emergency management: a command, control and coordination course was conducted for Samoa's police to improve planning for and responses to major incidents and natural disasters.
- Road traffic enforcement: breathalyser practices and procedures were finalised and implemented in accordance with Samoan law to improve road safety. These were used throughout the festive season with a zero road toll reported by police and in the local media.
- Executive development: a police retreat was conducted using the theme *Developing leaders at all levels*. The result was targeted enhancements to human resource systems and organisational structure.
- Media skills: specialised one-on-one media skills programs were conducted to improve public perceptions of police.
- Training: a basic investigations course (detective training) was developed and implemented as part of a new police investigations training program. Phase two of the program – an advanced investigations course – is now being developed and implemented. A total of 850 Samoa police were provided with some form of training during the year.
- Radio communications: progress was made towards a shared radio communications network for police, fire and emergency services together with the Samoa National Disaster Management Organisation. Construction of the network is due to start in the first half of 2012.
- Integrity: a draft memorandum of understanding was developed between Samoa's Ministry of Police and the Office of the Ombudsman. This enables independent oversight of complaints made against police.



Samoa continues to maintain a high level of socio-political stability, which many attribute to the strength of local customs. However as reported last year, figures indicate Samoa is facing a steady increase in crime. Factors which contribute to this include urbanisation and high unemployment with a widening gap between the rich and the poor. The deportation to Samoa from Australia, New Zealand and the United States of criminals of Samoan nationality is another factor.

These challenges will continue to place pressure on traditional Samoan practices, in turn placing pressure on the government and the police, including demands to more clearly define the respective roles of the state and traditional village council systems in maintaining law and order.

The Samoa Police Service still faces a number of challenges, many of which remain outside its control. These include:

- broad organisational responsibilities (including corrections, maritime policing, special response, emergency management and participation in peace keeping missions)
- a tight organisational budget
- limited infrastructure (including buildings and communications networks) and difficulty in maintaining infrastructure and equipment
- limited performance management and problems with leadership and supervision (particularly at the middle management level).

The latter two issues are key and the subject of current initiatives.



Attachment C: 2010 management consequences

Key management consequence	Status	Comment
Refine the partnership, including assessment of priorities and strengthened, standardised implementation schedules with measurable targets and baseline data	Achieved	New partnership priorities were agreed at talks in August and new schedules were adopted. Post will continue to work with Samoa's government and Canberra to further strengthen schedule targets and data.
Develop future direction of the Samoa program including a potential increase in budget support and outcomes of Aid Effectiveness Review.	Achieved (ongoing)	<p>Statement of strategy on program direction finalised.</p> <p>Assessment of national systems drafted in July and endorsed by Director General in December 2011. Samoa has commenced a stocktake of arrears. Methodology for assessing procurement systems assessment delayed to July 2012.</p> <p>Budget and policy assessment undertaken with no major concerns identified.</p> <p>Workshop held with all major stakeholders to discuss contractual changes due to aid review, for example, transparency.</p> <p>Budget support to the education sector likely to be a phased approach, commencing in 2013–14.</p>
Improved understanding of the role of public financial management; increase focus on use of partner systems and related policy dialogue.	Achieved (ongoing)	<p>Apia Post staff received tailored training on Samoa public financial management systems. Some staff received intensive training.</p> <p>Regular engagement of a public financial management expert on missions is increasing the level of information and knowledge held by Post.</p> <p>An assessment of national systems was undertaken as a joint Post/consultant product to build Post knowledge.</p> <p>While target achieved this work will be ongoing.</p>
Improve communication of Post with Canberra, including case studies, AusAID news items and greater input into thematic evaluations. Expand communications within Samoa, including Samoan-language media.	Achieved	<p>Since October, Post has issued over 30 media releases (six in Samoan), given or organised eight TV interviews and conducted eight program launches.</p> <p>Post has engaged a full time communications manager.</p> <p>Increased engagement with Canberra staff and thematic networks. Weekly program updates sent to Minister Counsellor.</p>



Key management consequence	Status	Comment
Maintain focus on greater donor harmonisation, particularly New Zealand.	Achieved	<p>Work is underway to align our quality processes with those of New Zealand.</p> <p>Regular sharing of information and meetings between New Zealand and AusAID.</p> <p>Coordination with other donors, especially Japan and World Bank, continues to improve through formal and informal information sharing.</p>
Reassess involvement in private sector development.	Achieved	<p>The partnership talks agreed private sector/agriculture will no longer be a bilateral priority. Post will facilitate support to the sector through regional programs.</p>
Strong engagement in health sector wide approach redevelopment process.	Achieved (ongoing)	<p>Post employed senior program manager for health who has a background in public health in the Pacific.</p> <p>A multi-donor mission was held in March 2012 which found that changes undertaken through the redevelopment have improved the trajectory of the health sector wide approach. This process will continue to be monitored closely and supported by AusAID.</p>
Initiate process to design future support to education sector.	Achieved	<p>An initial sector policy design mission in December 2011 drafted a road map for the next stage of support. A concept note has been prepared and reviewed and a design mission will take place in mid-2012.</p>
Assess the best way to assist Samoa to respond to climate change, including a move to mainstreaming.	Achieved	<p>Reprogramming mission in August provided path for programming on new climate change funding with a strong focus on mainstreaming into education and civil society programs. \$2.5 million of International Climate Change Adaption Initiative funds will now be channelled through the Civil Society Program.</p>
Additional management consequences		
Develop relationship with Samoa's government, including new ministers, to establish robust policy dialogue on issues such as budget development, program ownership and mutual accountability.	On track	<p>Relationships established through increased meetings and contact with most CEOs and several ministers.</p> <p>Post is working to improve understanding of how best to influence budget processes and policy development. This has been assisted through public financial management assessments, which have discussed macroeconomic conditions.</p>



Key management consequence	Status	Comment
Strengthen whole-of-government relationships that impact the Samoa program, especially the Department of Foreign Affairs and Trade, Australian Federal Police and Department of Climate Change and Energy Efficiency.	Achieved	Active and productive relationships are maintained with all deployed officers and increased coordination is taking place with the Australian Federal Police and Department of Climate Change and Energy Efficiency programs.
Improve regional programs' understanding of importance of coordination.	Some concerns	<p>Post has established a forward program of all official development assistance missions, meets regularly with visiting teams and shares information.</p> <p>However most regional programs are still unable to provide budget information, preventing Samoa from making accurate official development assistance estimates in its budget. Some programs do not provide advance warning of contentious issues.</p> <p>Post staff struggle to gain accurate information or proactive support from regional AusAID managers. Further support is needed from Suva and Canberra in this regard, including more cable reporting.</p>
Apply a vulnerability approach to gender.	Not on track	<p>New officer appointed as gender focal point but is only on contract for six months.</p> <p>Initial work to design a gender-specific initiative is in its early stages.</p> <p>Some programs have been able to improve their collection of disaggregated data but staff lack training on how to mainstream vulnerability issues into programs.</p>
Assess potential for increased support to law and justice sector, given early successes, including potential infrastructure projects such as proposed new prison facilities. Maintain close coordination with Australian Federal Police.	Achieved	Programming for law and justice is well advanced and funding for 2011–12 has matched 2010–11 levels. Work is underway to develop a delivery strategy and commit to longer-term support. At this stage, infrastructure has not been prioritised for the sector by Samoa. Close coordination with the Australian Federal Police is being maintained.
Increased engagement with China.	Achieved	Counsellor and Head of Mission have increased contact with the Chinese delegation and we encourage Samoa to invite them to any relevant sector meetings. There are some indications that this effort has translated into improved aid coordination with China.



Key management consequence	Status	Comment
Review triggers for third year action in joint policy matrix and modifications to performance linked aid arrangements. High-level engagement with other donors will be included.	Achieved	The new design received Quality at Entry approval and was signed in February 2012. An assessment of progress in April 2012 found that the majority of targets had been met and made recommendations for new targets for 2013–14.