



Australian Government

Department of Foreign Affairs and Trade



Aid Program Performance Report 2013-14

Samoa

September 2014

Key Messages

This Aid Program Performance Report (APPR) outlines the objectives of the Australian Government's bilateral aid program to Samoa from July 2013 to June 2014 as articulated in the Partnership for Development, progress towards objectives and recommendations for improving program performance going forward. Key findings in this report are:

- Australia continues to use the Government of Samoa to deliver the majority of its development assistance, in line with the Strategy for the Development of Samoa 2012-2016. Australia maintains a strong working relationship with Samoa on development and other issues.
- The unified approach of the Government of Samoa (GoS) and donor partners on maintaining economic stability has been beneficial and Australia's support to Samoa under the Cyclone Recovery Program has assisted Samoa to maintain economic stability. A new program of investments in economic infrastructure is set to improve prospects for the private sector.
- Delays on new infrastructure under the sector-wide approach (SWAp) for health means there is a significant under-spend. Urgent action is required to get this program back on track. There has been good progress in improving health services and infrastructure under support provided through the Cyclone Recovery Program which is supporting initiatives such as the construction of a new hospital in Savaii to replace one damaged in Cyclone Evan. Australia's new package of assistance in health to Samoa will address priority issues such as under and over nutrition.
- There has been good progress on the fundamentals of the education system, from early childhood to post-secondary, including increasing access for people with a disability. Attendance levels are high but there is growing concern about education quality. The Government of Samoa and key donors agree that this issue requires significant attention. It will be a key focus of Australia's future support to the education sector.
- Australian support for the law and justice sector has had mixed results, with some aspects not delivering the outcomes expected. Whilst the police partnership has been effective and will continue, broader Australian assistance to the sector will be re-visited in a new Aid Investment Plan.

Australia's bilateral program to Samoa is complemented by regional activities which are assessed in a separate Regional APPR. A description of key regional activities is at Annex E.

Context

2013-14 was a year of consolidation for Samoa. Steady recovery from a number of shocks, most notably Cyclone Evan in 2012, has helped improve confidence. The Central Bank of Samoa is predicting relatively weak growth of around 1.5 per cent in 2014. Others are slightly more positive – the Asian Development Bank (ADB) predicts growth of 2 per cent in 2014 and

2.5 per cent in 2015¹. GDP per capita was US\$3,647 in 2013². Concerns remain about the sustainability of debt levels – with both the World Bank and the IMF emphasising caution³. Promisingly, Samoa has demonstrated it is complying with its own debt management strategy.

Over 25 per cent of Samoans live below the basic needs poverty line, struggling to meet the costs of basic services like electricity, water, school uniforms and a nutritionally balanced diet. Hunger is almost non-existent but hardship is a reality. Meeting community and church obligations adds to this hardship⁴. Research shows that households headed by a person 65 and over are more likely to suffer hardship. Additionally, the gap between the rich and poor has been growing and is now seen as having an unsettling impact on Samoan society and culture⁵. The rate of violence against women in Samoa is high. Fifty per cent of those who had ever been in a relationship are likely to have experienced one or more types of abuse by their partner⁶.

Samoa's progress towards meeting the Millennium Development Goals (MDGs) is generally good, with targets relating to universal primary education (MDG2), reducing childhood mortality (MDG4), and ensuring environmental stability (MDG7) all on track⁷. While there are no MDGs classified as being off-track, those relating to poverty and hunger (MDG1), gender equality (MDG3), maternal health (MDG5) and HIV/AIDs and other diseases (MDG6) are showing mixed results. It should be noted that Samoa has an accelerated program for the achievement of the MDGs in place which takes into account the local context. This for example puts more emphasis on the control of NCDs (rather than malaria).

Australia is Samoa's largest development partner. In 2012, Australian official development assistance (ODA) was 40 per cent of all aid from OECD DAC member countries received by Samoa. The next biggest donors were ADB (17 per cent), New Zealand (14 per cent) and Japan (12 per cent)⁸. In 2013-14, we provided \$36.4 million in ODA. This consisted of \$25.7 million in bilateral funding and \$10.7 million in regional funding. This is equivalent to six per cent of Samoa's GDP and 14 per cent of public expenditure. China is also a major donor. While precise figures are unavailable, it is estimated that China is the fourth biggest bilateral donor in Samoa⁹.

In January 2014, Samoa graduated from Least Developed Country status, which reduces preferential treatment on trade preferences, development financing and other forms of assistance. Samoa has the highest levels of delivery through government systems across the Australian aid program, and as such, any assessment of our own performance is closely linked to the performance of the GoS.

¹ <http://www.adb.org/countries/samoa/economy>

² <http://data.worldbank.org/indicator/NY.GDP.PCAP.CD/countries>

³ World Bank, <http://data.worldbank.org/country/samoa>

⁴ Samoa country case study: AusAID Pacific social protection series: poverty, vulnerability and social protection in the Pacific, <http://aid.dfat.gov.au/countries/pacific/rp/Documents/samoa-case-study.pdf>

⁵ Perceptions of Wealth and Poverty in Samoa, William Glass, 2012, http://digitalcollections.sit.edu/cgi/viewcontent.cgi?article=2511&context=isp_collection.

⁶ <http://www.pacificwomen.org/wp-content/uploads/SamoaFamilyHealthandSafetyStudy1.pdf>

⁷ MDG Tracking Report, 2013.

⁸ The latest OECD Statistics only provide 2012 figures, <http://stats.oecd.org/>

⁹ *The Development Needs of Pacific Island Countries*, Smith, et al, 2014.

The focus of Australia's aid program as articulated in the Partnership for Development is currently focussed on governance and economic stability, education, health, and law and justice. Development of an Aid Investment Plan, to be finalised by mid 2015, will provide an opportunity to review the focus of Australia's aid program to Samoa and agree on key performance benchmarks going forward.

Expenditure

Table 1 Expenditure in FY 2013-14 under the Bilateral program

Objective	A\$ million	% of bilateral program
Objective 1: Support Samoa's ambition to achieve and move beyond MDG targets to address better quality and more equitable education for all.	\$5,839,987.10	25
Objective 2: Enable Samoa to provide better quality and more equitable health services to the people of Samoa.	\$2,356,409.03	10
Objective 3: Enable Samoa to achieve its goals of sustained macroeconomic stability and improved governance.	\$14,750,289.15	64
Objective 4: Enable Samoa to have safer communities, better access to justice and integration between the customary and formal justice systems.	\$185,366.77	1

Table 1a: Expenditure by Other Government Departments in FY 2013-14

Other Government Department	A\$ million	Related objective
Australian Centre for International Agricultural Research (ACIAR)	0.27	3: Governance and Economic Stability
Australian Federal Police	1.99	3: Governance and Economic Stability
Department of Education	0.06	1: Education
Total	2.32	

Progress towards objectives

Table two summarises progress against Australia's four objectives in Samoa as currently articulated in the Partnership for Development.

Table 2 Rating of the program's progress towards Australia's aid objectives

Objective	Previous Rating	Current Rating
Objective 1: Support Samoa's ambition to achieve and move beyond MDG targets to address better quality and more equitable education for all.	Green	Amber
Objective 2: Enable Samoa to provide better quality and more equitable health services to the people of Samoa.	Green	Amber
Objective 3: Enable Samoa to achieve its goals of sustained macroeconomic stability and improved governance.	Amber	Green
Objective 4: Enable Samoa to have safer communities, better access to justice and integration between the customary and formal justice systems.	Amber	Amber

Objective 1: Support Samoa's ambition to achieve and move beyond MDG targets to address better quality and more equitable education for all.

This objective is rated amber overall as performance was slower than expected for the reporting period. While there is a strong mutual commitment to improving the quality of education there has been slow implementation of reforms. This is due to thin capacity, a need for better monitoring and evaluation and a need for more active strategies to reduce gender disparities particularly for males in relation to learning achievements. This means that Australia's support to the education sector continues to require close monitoring.

Samoa is one of the few Pacific countries on track to achieve 100% access for all primary school children. Net enrolment rates are currently 97% with comparable enrolment rates for boys and girls between ages 5 to 12. However by the ages of 13 and 14, fewer girls than boys are completing primary school, although the gap is small. Widespread concerns remain about the low quality of education. The 2012 Samoan Primary Education Literacy Levels (SPELL) assessment shows that a quarter of Year 4 and half of Year 6 students are defined as 'at risk' against literacy and numeracy standards. Learning outcomes for boys are particularly low. Samoa's sex disaggregated data confirms that girls are out-performing boys with more than 60 percent of Year 6 boys not meeting national numeracy standards and over 50 per cent not meeting national standards for English literacy. A Joint Review Mission (JRM) of the Education Support Program II (ESP II) in May 2014 revealed that there had been no sustained improvements in SPELL results over the past seven years.

This poor performance is validated by the regional Pacific Island Literacy and Numeracy Assessment (PILNA) undertaken in 2013, which signalled a serious decline in learning outcomes – 92 and 66 per cent of year six students were not achieving at the expected standards for literacy and numeracy. Results at Year 8 levels were also poor. At the post-secondary level, there are high drop-out rates attributed to cost, course relevance, provider standards and student preparedness (possibly linked to poor quality at secondary levels).

Australia's support to the GoS in the past financial year has contributed to the development of teacher manuals for an outcomes based bilingual curriculum and to training 1000 out of 1600 teachers to deliver this curriculum. Our support has also been used to finalise professional standards so that teacher quality can be assessed and monitored. Australia's support has also contributed towards increasing children's access to 90 per cent of Samoa's 160 government and mission primary schools.

Australian support is also providing opportunities for children living with disabilities to access early learning interventions in communities and primary and secondary education services in Special Needs schools and main-stream school settings. In 2013 an additional 227 children with a disability gained access to primary and secondary school. This increased overall figures from 2009-10 for disability access from 882 to 1109. Around 48 per cent of these children are girls. However, while more children with disability are accessing education services these services remain heavily reliant on NGO and donor support. While there is policy commitment by the GoS this has not yet fully translated into implementation. A re-design of the Samoa Inclusive Education Demonstration Program is planned in September 2014. This will examine issues of sustainability and quality of education provided to children with disabilities and consider how to transition this into the GoS's own planning and funding.

Australia's support towards increasing opportunities for Samoans in the Post- Secondary and Tertiary (PSET) and Technical Vocational Education (TVET) sub-sectors is proceeding well. Over 400 National Competency Standards across seven trades have been developed and 13 post-school education and training (PSET) providers have been registered to national standards. A tracer study of PSET graduates undertaken in 2013 showed that 56 per cent of PSET graduates are in paid employment and three per cent are self-employed.

The Australia Awards continue to be a major source of human development for Samoa, with 52 awards to Samoans for the 2013-14 intake. A three year pilot program in education and health will commence in 2015 to address critical areas of critical work-force. While a national bond system is in place for scholarship students to return to Samoa. The pilot will ensure that successful awardees are bonded to the respective Ministries on completion of their qualification as an incentive to complete teaching and allied health qualifications. The Health Sector currently has a bond system in place that is working well.

There is strong commitment from the GoS and its donor partners, Australia and New Zealand, to strengthen its focus on improving the quality of education in Samoa. The next phase of Australia's support to the sector will have strong performance benchmarks linked to a proportion of funding as an incentive to drive forward implementation in critical areas and thereby helping to lift education quality. The design includes the establishment of a sector-wide system for monitoring and evaluation (M&E) to support sectoral, institutional and sub-institutional needs and a sectoral strategy for reducing gender disparities in literacy and numeracy..

Objective 2: Enable Samoa to provide better quality and more equitable health services to the people of Samoa.

This objective was rated amber because of slow progress under the SWAp during the reporting period.

Between 2008 and 2014 Australia's main investment in the health sector was through the health SWAp , a partnership with Samoa, New Zealand and the World Bank.

SWAp funds have supported the implementation of the first five years of the Government's Health Sector Plan 2008-2018 (HSP) and all non-infrastructure components of the SWAp were completed in previous years. However, as a result of delayed procurement and construction of key infrastructure, Australia's spending in 2013-14 was minimal. There is currently an estimated \$14 million unspent – including approximately \$5.7 million from Australia. There is a high risk these funds will not be expended on time. As a result of this slow progress development partners agreed to extend the SWAp until the end of 2015 to allow for the remaining four civil works to be completed.

One of these civil works, the orthotics and prosthetics workshop, has commenced construction. When completed, the workshop will form part of a mobility service which will provide wheelchairs, prosthetics and orthotic services and other devices such as walking frames and crutches from a purpose built facility in the grounds of the national hospital in Samoa. This service aims to create consistent, equitable and sustainable access to appropriate devices for all people with a mobility disability in Samoa.

As the SWAp makes full use of government systems and an inherent aspect of its design is that it directly contributes to the sector plan, making the performance of the partnership intrinsically

linked to the performance of the sector plan. The SWAp has led to improvements in Samoa's capacity to plan and manage complex health sector projects. An independent evaluation of the SWAp which took place in May 2013 noted that better-trained staff, new equipment, stronger policy settings, and enhanced health promotion efforts would contribute to better health outcomes. What is less clear is the extent to which the specific mix of initiatives delivered by the SWAp was the most appropriate in terms of its ability to deliver improvements to both the overall level and equity of health outcomes for Samoans.

This is particularly evident when trying to demonstrate if the SWAp is addressing gender equity goals. While the SWAp has improved M&E systems and the collection of sex-disaggregated data it is not clear whether the data is being analysed and used to inform and improve policy and programming.

Evaluating the Health SWAp provided important lessons about our approach. Australia's new approach will aim to address immediate health needs by strengthening primary level health services, service delivery and improving strategic engagement and dialogue with government around key areas of health reform. It will also focus on improving the health of women and girls, including sexual and reproductive health, nutrition and health information. Gender-disaggregated data will be available from the GoS's 2014 Demographic and Health Survey, which will improve M&E. DFAT's engagement with the Ministry of Health was strengthened by having an internationally recruited health specialist at Post. While this position ended in August 2014 arrangements are in place to continue this close engagement with the recruitment of a locally engaged senior program officer in health and short term technical assistance.

Objective 3: To enable Samoa to achieve its goals of sustained macroeconomic stability and improved governance.

This objective was rated green because progress met expectations overall for the reporting period.

Australia's assistance in this area aims to improve public governance in Samoa in three important and interlinked areas: public sector capability and effectiveness; political governance, leadership and oversight, and, sound macroeconomic, fiscal and public financial management.

The Joint Policy Action Matrix, a performance linked program, is an incentive for reform. In 2013-14, \$3.5 million out of a possible \$4 million was provided to Samoa after it achieved benchmarks for fiscal discipline and debt management, improvements in public financial management and accountability and regular and substantial engagement with development partners on policy issues including vulnerability and macroeconomic management.

The policy matrix is improving coordination of development partner support for the GoS's strong work to date on critical macroeconomic management and Public Financial Management reforms. This is a key way Australia is supporting the government to apply policy settings which encourage increased economic growth and private sector development. Even so, over the next few years it will be important to clearly identify what the reforms are achieving.

While there is an acknowledged need for renewed economic growth in Samoa, growth options are limited given it is a remote small island economy and will take time to develop. In 2013-14 considerable effort was undertaken to develop a new program of investments in economic infrastructure, the Samoa Economic Infrastructure Program (SEIP), to drive private sector-led

growth. Indeed, our 2013-14 spending of \$14,903,945.84 million on economic infrastructure and governance was more than any other sector. Initial infrastructure spending of around \$3.5 million in 2013-14 was on a key joint program with the World Bank to improve key access roads and bridges .

SEIP also aims to expand opportunities for the economic empowerment of women through improving access to domestic and international markets. Projects supported under this program will promote the participation of women in consultation, planning and implementation. Recognising the need to improve M&E around this objective, Post will collaborate with the World Bank on a beneficiary study that will assess how improving a particular road or bridge will improve the lives of nearby communities.

Overall, Samoa remains economically stable but public debt levels are still high. This was highlighted in April 2014 when the IMF again raised concerns about the public debt-GDP ratio, pointing to World Bank figures showing this ratio had increased to 62 per cent for the 2012-13 financial year. The IMF recognised that the GoS had reacted appropriately in response to the economic shock of natural disasters¹⁰ but with debt levels expected to peak in 2015-16, continued focus in this area will need to be maintained for the medium term.

Our Cyclone Evan recovery funding of \$4,772,956.16 in 13-14 provided much needed fiscal support and helped Samoa to maintain economic stability and positive economic growth under circumstances in which it would otherwise have experienced negative growth. This support was focussed on rebuilding schools and medical facilities.

A major initiative in the governance sector is assistance for a new Parliament House in support of Samoa's democratic values. The GoS engaged an Australian firm through an internationally competitive tender to undertake a detailed design of the new building. A final design is expected to be agreed soon. Negotiations on keeping costs as close as possible to the current budget of \$9 million are underway.

The Samoa Civil Society Support Program (CSSP) is a small grants scheme which aims to reduce hardship and strengthen civil society. It is a partnership with the EU and the GoS. Overall, the CSSP is performing well and the recommendations of a 2013 review, such as the development of an overall Program Monitoring and Evaluation Framework, are being implemented. The CSSP has allowed Post to develop strong relationships in this sector.

There is a high level of mutual obligation in the approach towards maintaining economic stability and good governance. As well as generally strong engagement from Samoan leadership, there is a clear understanding amongst most donor partners about the importance of a consistent approach towards maintaining economic stability.

Objective 4: To enable Samoa to have safer communities, better access to justice and integration between the customary and formal justice systems.

This objective was rated amber overall given that progress was less than expected.

¹⁰ Samoan PM Tuilaepa Sa'ilele confident in debt strategy despite IMF, World Bank warnings, Radio Australia, 15 April, 2014.

Australia funds two core programs of complementary assistance. We provide core funding to the Law and Justice Sector through a Secretariat which manages and monitors the sector's development activities. Australian funds are put towards high priority projects proposed by sector agencies in accordance with the priorities of the Samoan Law and Justice Sector Plan. The Australian Federal Police is directly managing a parallel policing partnership with the Samoan Police.

Australian assistance to the Law and Justice sector has allowed a number of beneficial development projects to be completed in the sector such as increasing online access to legislation, court records and land titles, renovating the Tafaigata Women's Prison, and training law and justice officials. While these outcomes are important, there has been a failure to link them to the overall objectives, which include increasing access to justice, law and legal services (critical for reducing gender violence). Agreement was not reached on the details of a new phase of support and low scores on internal quality at implementation reporting in terms of effectiveness resulted, in December 2013, in the Australian and Samoan Governments agreeing to cease funding when the current funding arrangement ceases in August 2014. We will revisit law and justice in the context of a new aid investment plan to be developed by 1 July 2015.

The Samoa Australia Police Partnership (SAPP) is managed by the Australian Federal Police. The program focuses on enhancing the capacity and professionalism of the Samoan Police Service through training, policy development and mentoring by Australian Federal Police advisers. The goals of the program include improved public safety through strengthened policing and increasing the capacity of the police force. One issue to date is communicating success of the partnership to in-country stakeholders. This will be addressed through more regular attendance by the police (AFP and counterparts) at the regular law and justice sector meetings.

In 2013-14, a range of activities contributed to improving community engagement and safety. Ten motorbikes and 12 bicycles were supplied to enhance community access, especially in rural areas. In partnership with the Disaster Management Office, Red Cross, and Fire and Emergency Services a new digital nationwide radio network was established. Traffic control, and associated equipment was supplied to improve public order management. Training was provided to 535 Samoan police including in investigations and statement taking.

A major achievement in 2013-14 was negotiating the details of \$1million of equipment that Australia provided to ensure that the Samoa Police Force was properly trained and equipped to provide effective security for the United Nation Small Island Developing States conference in September 2014. This equipment remains with the Police after the SIDS Conference.

Analysis of Quality at Implementation Reports

The 2014 Quality at Implementation scores show a decline in performance in some areas in comparison to the 2013 scores, specifically monitoring and evaluation (M&E), gender, and law and justice. In the education sector especially there is a lack of consolidated frameworks and overall weakness in the M&E systems. The low scores for gender are related to the low M&E scores, as a lack of gender-disaggregated data makes it difficult to assess whether the programs are gender-inclusive. For example, the Education Sector Project II does not report on how activities are addressing gender equality. While a key objective of the program is to ensure equitable access to education there is no evidence that specific measures have been put in

place to achieve this. For example five evaluations examining the short term impacts of ESPII interventions have been documented in its progress reports, however it is unclear how the findings will be used to inform strategies for application in the longer term.

Some measures to improve M&E were agreed at the high level aid talks in December. The first measure was to appoint a long-term technical adviser to work in the planning division of Ministry of Finance to strengthen capability across government.

The second measure was to work with individual programs to improve M&E through the use of independent program management specialists. Additionally, we committed to improve the M&E skills of our own staff over the course of 2014 and 2015. This is to be pursued through the Evaluation Capacity Building Program. Implementation has been delayed to ensure support is designed to take into account broader changes in aid programming architecture. While an ACC Deployee has provided monitoring and evaluation services over the past year specifically to the Cyclone Recovery Program which covers all sectors, dedicated technical advisers are expected to be engaged later in 2014.

The Inclusive Education Demonstration Program received unsatisfactory ratings for four criteria – efficiency, M&E, sustainability and gender equality. While services appear to have made good progress in providing access to education for children with disabilities in a challenging context in which children with disability have faced long-term disadvantage, reporting needs to be improved and greater Government ownership is required to improve these ratings. These issues will be addressed in the re-design of this program in 2013-14 and 2014-15

Performance of key delivery partners

The GoS has demonstrated a commitment to sensible reforms and sound economic management over a number of years. Samoa has demonstrated the ability to manage and account for Australian aid funds effectively – it has the highest levels of delivery through government systems across the Australian aid program. An Assessment of National Systems (ANS) was prepared in 2011 for Samoa and updated in July 2014. The update concluded that there was a low level of fiduciary and corruption risk associated with using partner government systems apart from in the area of procurement where there was a moderate level of risk based on the need for continued capacity building and institution building. Working through government systems is in line with aid effectiveness principles and reduces the risk of fragmentation and duplication of donor assistance. It does, however, require Australian aid officials to build close and robust relationships with counterparts in Government and to work with the Ministry of Finance to ensure adequate reporting from relevant Samoan agencies. Monitoring and evaluating GoS programs remains an area for further development.

Multilateral organisations, in particular the multilateral development banks, have an important role to play in supporting Samoa by bringing together a range of donors to support the GoS as well as by bringing in relevant expertise. Experience with the World Bank and the Asian Development Bank has generally been positive. The UN is a key partner in the Parliamentary Strengthening Program and demonstrated improved effectiveness during 2013-14. The GoS has asked the UN to focus particularly on youth and women in their assistance to Samoa And to deliver as a one UN to reduce fragmentation.

Australian NGOs are not highly visible in Samoa however locally based NGOs play a critical role in service delivery, such as in areas of inclusive education, disability and support for women.

There remains a large need for capacity building of NGOs particularly in areas of financial management and governance arrangements. Initial discussions are under way with the Pacific Leadership Program and local business associations to provide innovative ways of supporting NGOs to increase their capacity in these areas.

There are currently no Australian managing contractors engaged in the delivery of aid in Samoa as was the agreement in the past with the GoS when managing contractors were phased out.

Risks

Table 3 Management of key risks to achieving objectives

Key risks	What actions were taken to manage the risks over the past year?	What further actions will be taken to manage the risks in the coming year?
Australian aid funds channelled through partner government systems are misused or misappropriated	The 2011 Assessment of National Systems (ANS) in partner countries and sector assessments concluded that overall there was low to moderate risk associated with using government systems in Samoa.	Samoa has recently undergone an update to its 2011 ANS in mid 2014. A draft indicates that the risk level has not changed. This report will be finalised shortly with recommendations implemented.
Cyclone Evan recovery programs are delayed	DFAT is providing funding and technical assistance to GoS recovery programs. Recovery progress is being monitored through the government's Recovery Plan Committee, of which DFAT is a member. Tranche payments of support are contingent on progress and integration of vulnerability and disaster risk recovery principles.	Current actions considered adequate. Ongoing technical support to improve the pace of implementation for health and education infrastructure recovery efforts will continue to be a focus. DFAT maintains active involvement in recovery reporting processes and is satisfied overall progress is on track.
External shocks affecting Samoa's debt levels have an impact on the program's objectives	DFAT staff work with GoS officials and other development partners to closely monitor the impact of economic shocks and disasters to Samoa's economy. Where required programs will be reorientated to address critical needs in the event of future shocks.	We will continue to work closely with the GoS officials, especially by building their capacity to track debt.
DFAT's Child Protection Policy is breached	In 2013, DFAT contracted two child protection specialists from the Child Protection Compliance Section to undertake a review of SENESE's internal investigation of the allegation of child abuse and also conduct an assessment of compliance by the organisation with operational standards of the DFAT Child Protection 2009 and 2013. An audit was successfully completed including an audit of SENESE by DFAT. The Child Protection Compliance Section also completed an audit of Loto Taumafai.	The Child Protection Compliance Section continues to provide child protection training for SENESE, other SIEDP grant recipients and DFAT post staff as a measure to address future risks. DFAT also continues to provide technical assistance to grant recipients including Government Ministries (such as MESC/MWCSD) by contracting a child protection specialist to assist in policy development and to identify strategic, sustainable and cost-effective opportunities to enhance the Child Protection policy implementation in the Samoa aid program.

Management Responses

We will need to maintain a strong focus on supporting Samoa to **manage their debt in collaboration with the multilateral financial institutions**. Debt levels will continue to be an issue for the short to medium term and any increase in the current levels could have widespread

impacts. The Joint Policy Action Matrix continues to provide a good incentive and will be monitored closely.

Monitoring and evaluation (M&E) continues to be a key target area for improvement across the program. Some long-awaited appointments in monitoring and evaluation are about to take place. The recent experience of an Australian Civilian Corp M&E adviser in the disaster management area suggests there is an appetite for cross-sector support for improved M&E systems. Where possible DFAT's own monitoring and evaluation processes will involve our partners, in the spirit of mutual accountability and capacity building.

More analysis and design work is required to establish how can Australia can best contribute to **improved gender outcomes**, both through the Pacific Women Shaping Pacific Development initiative as well as through the broader aid program.

Similarly other **cross-cutting issues** such as disability, child protection and environment, in particular building back better to minimise the impacts of climate change (through ensuring damaged structures are replaced with buildings more likely to withstand future natural disasters) will require continued attention and focus of staff.

The first **Aid Investment Plan** for Samoa, scheduled for discussion with the Government of Samoa in late 2014, will need to carefully consider the major new policy approaches and ensure it reflects Australia's national interests in foreign policy, trade, security and development. The goal of contributing to sustainable economic growth and poverty reduction will be paramount. The formulation of ambitious but achievable benchmarks will help to frame our work. More analysis is required on how to expand engagement with the private sector. We will also undertake sound assessments of current programs to inform the way forward.

The update to the **Assessment of National Systems** for Samoa will be finalised and inform our ongoing programming. Post will build on this analysis by conducting its own lessons learned exercise on the opportunities and considerations required to effectively work through government systems.

Given the lack of progress on the health infrastructure program, despite the active oversight which has been given in the last 2 years, **remaining funds in the Health SWAp will be recovered if there is insufficient progress by December 2014.**

Annex A

Progress in addressing 2012-13 management responses




Management consequences identified in 2012-13 APPR	Rating	Progress made in 2013-14
DFAT and Ministry of Finance counterparts will discuss how to strengthen links between the budget support payments made through the Joint Policy Action Matrix and targeted poverty and service delivery outcomes.	Partly achieved	Joint Policy Action Matrix designed in conjunction with World Bank and New Zealand. Draft matrix with GoS for comment.
DFAT will fund work to increase the availability of data on poverty to policy makers.	Partly achieved	Australia worked with the World Bank to define the terms of a poverty mapping exercise which will provide key data on the nature of poverty in Samoa. Data collection has been completed and data analysis is underway. The report is due later in 2014 and dissemination of results will be key.
Recommendations from the CSSP mid-term review will be implemented and a program targeting people with disability will begin.	Achieved	CSSP recommendations in process of being implemented. Disabilities program donor funding agreement signed and in implementation phase.
Australia will continue to support Samoa's sound debt management by including this issue in the 2013-14 Joint Policy Action Matrix targets.	Achieved	Joint Policy matrix has strengthened debt policy and management as a key macroeconomic indicator.
Debt levels and debt management will be a central issue discussed at the 2013 Partnership Talks.	Achieved	High Level aid talks agreed debt management would continue to be a key priority under the partnership.
DFAT will develop a stand-alone gender program as well as broader strategies for integrating gender and monitoring its performance across the bilateral program, including through collecting basic sex disaggregated data on poverty.	Partly achieved	Design undertaken. Peer review planned. Finalisation and financial approval to be finalised by 30 June 2014. Planned implementation to commence August – September 2014.
At the 2013 Partnership Talks, the two governments will discuss and agree on a joint approach to managing the risks identified through official reporting.	Achieved	Joint statement on Risk and Fraud was signed at high level aid talks in December 2013 and has been incorporated into Risk and Fraud Management Plan.
Law and justice activities will be integrated within the governance and economic stability priority outcome.	Achieved	High level aid talks in December 2013 agreed that further law and justice activities will be considered in the context of a new partnership.
At the 2013 Partnership Talks, officials will discuss establishing a new priority outcome for economic infrastructure and improved climate change targets.	Achieved	High level aid talks in December 2013 agreed to the establishment of a new priority outcome for Economic Infrastructure. New sector designs will integrate cross cutting issues.
A new Partnership for Development will be negotiated in 2014 including the development of a performance assessment framework. Progress will be covered in the 2014-15 APPR.	Not achieved	No longer relevant. An Aid Investment Plan will be finalised prior to mid 2015 will replace the Partnership for Development.
Improving monitoring and evaluation will be a key priority for the Samoa program in 2013-14. DFAT will contract independent monitoring and evaluation support to assist department staff and their counterparts to manage and improve monitoring and evaluation practices, including through collecting gender-disaggregated data and related outcomes.	Partly achieved	Samoa Program part of Evaluation Capacity Building program with in-country support expected to commence later in 2014.

Substantial design work will be undertaken in 2013–14 to meet policy commitments and future funding commitments. DFAT and Samoa counterparts will aim to develop programs and contracts for at least 70 per cent of funds allocated in 2014–15 and 50 per cent in 2015–16 by the end of June 2014.

Achieved

As of 15 May 2014: over 77% of 2014-15 funds are committed and 49% of 2015-16 funds are committed (assuming 2015-16 allocation capped at \$23.6m).

Note:

-  Achieved. Significant progress has been made in addressing the issue
-  Partly achieved. Some progress has been made in addressing the issue, but the issue has not been resolved
-  Not achieved. Progress in addressing the issue has been significantly below expectations

Annex B

Quality at Implementation ratings

Investment name	Approved budget and duration	Qal year	Relevance	Effectiveness	Efficiency	Monitoring and Evaluation	Sustainability	Gender equality
Samoa Health Sector Initiative	\$19,280,415	2013	5	3	3	4	5	3
	(2007-17)	2012	4	4	4	4	4	4
Samoa Disability Program	\$4,720,300	2013						
	(2012-17)	2012						
Samoa Civil Society Support Program	\$7,949,999	2013	5	4	6	4	5	3
	(2010-17)	2012	6	5	6	3	6	6
Samoa Governance and Economic Stability	\$22,895,057	2013	6	5	5	4	5	5
	(2010-16)	2012	6	5	5	5	5	5
Samoa Climate Change Adaptation Initiative	\$3,494,000	2013	6	4	4	4	4	5
	(2011-16)	2012	6	5	5	4	4	5
Samoa Parliament Complex Redevelopment	\$10,735,259	2013						
	(2012-17)	2012						
Samoa Women Shaping Development	\$9,300,00.00	2013	6	4	5	4	4	6
	(2013-23)	2012						
Samoa Law and Justice Sector Program	\$5,055,475	2013	3	3	4	2	4	3
	(2007-17)	2012	6	4	3	2	4	4
Samoa Post-Tsunami	\$6,100,000	2013						

Recovery & Reconstruction	(2009-14)	2012						
Samoa Cyclone Evan Response & Recovery Program	\$8,601,632	2013	6	5	4	4	5	2
	(2012-15)	2012						
ADB Samoa Power Sector Expansion Program	\$15,124,810	2013	6	6	6	5	5	5
	(2007-16)	2012	6	5	5	4	5	5
Samoa Economic Infrastructure	\$20,000,000	2013						
	(2012-17)	2012						
Samoa ESPII Implementation	\$10,415,469	2013	5	4	4	2	4	2
	(2006-15)	2012	6	5	5	4	6	5
Samoa Inclusive Education Demonstration Program	\$5,053,981	2013	4	4	3	2	2	2
	(2009-17)	2012	5	5	5	3	4	5
Australian Development Scholarships - Apia	\$4,374,899	2013	5	4	5	2	5	4
	(2010-16)	2012	5	5	5	4	6	6
Samoa School Fees Grant Scheme	\$3,540,000	2013	5	4	4	4	4	3
	(2001-15)	2012	6	5	5	6	5	5
Samoa ADS Intake 2011	\$2,500,000	2013	5	4	5	2	5	4
	(2010-17)	2012	5	6	5	4	5	5

Definitions of rating scale:

Satisfactory (4, 5 and 6)

6 = 6 = Very high quality

5 = 5 = Good quality

4 = 4 = Adequate quality, needs some work

Less than satisfactory (1, 2 and 3)

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

2 = 2 = Poor quality; needs major work to improve

1 = 1 = Very poor quality; needs major overhaul

Annex C

Evaluation and Review Pipeline Planning

- › List all evaluations and reviews completed in the reporting period.

List of evaluations completed in the reporting period

Name of Investment	Aldworks number	Name of evaluation	Date finalised	Date Evaluation report Uploaded Into Ald-works	Date Management response uploaded Into Ald-works	Published on website
Education Sector Program II	ING971	Joint Review Mission	March 2013			Provide actual or estimated date

List of evaluations planned in the next 12 months

Name of Investment	Aldworks number	Type of evaluation	Purpose of evaluation	Expected completion date
Education Sector Program II	ING971	Joint Review Mission	To improve existing program and to inform Australia's future Education Program. To verify existing program outcomes and to complete the program.	May-June 2015
Education Sector Program II	ING971	Independent Completion Review		March 2015
Samoa School Fee Grants Scheme	INJ405	Independent Program Evaluation	To improve existing program and to ascertain whether the program has achieved its intended objectives	April-May 2015
Samoa Civil Society Support Program	INH402	Independent Completion Review	Program due to be completed by July 2015. An independent evaluation at the end of the program will inform any future phase of support and assist in realigning to new aid policy.	March 2015

Annex D

Performance Benchmarks 2014 -15

Identify a small set of performance benchmarks to be used to assess the performance of the country or regional program in 2014-15. Performance benchmarks can reflect intended results (e.g. 250 scholarships provided), milestones (e.g. construction started/completed on an infrastructure project) or measures of increased effectiveness and efficiency (e.g. better investment quality ratings).

Aid objective	2014-15 benchmark	Rationale for selecting this performance benchmark
To stimulate economic growth by investing in essential economic infrastructure.	Commence design and procurement for construction of a new bridge at Leone Bridge in Apia linking Apia port to the business district.	A key focus of the aid program in Samoa is to maintain economic stability and drive private sector development. The Leone Bridge, damaged during Cyclone Evan in 2012, is a vital link between the port and the business district. As such, achieving this benchmark would be significant as it will provide a short-term boost to the construction industry and a long-term benefit to the private sector as a whole.
To support the development of Samoa's human capital by providing high achieving Samoans with recognised tertiary and technical qualifications.	A well-targeted scholarships program for Samoan students based on Samoa's Human Resource Development needs.	A targeted scholarships program is expected to help address the skills shortage in Samoa.
To support the development of Samoa's human capital by improving opportunities for women.	Focused on increasing participation of women in decision making through legislation and policies that advance women's leadership at all levels.	Improving opportunities for women is an important objective of the aid program in Samoa and while working towards finalising the design of the Country Plan, one of the targeted interventions to be delivered is to advocate and support the increase representation of women in parliament at local government level and within public administration. For example to attain an increased number of women candidates standing for election to the National Parliament in 2016. This can be achieved through (i) parliament outreach and education; (ii) working with political parties; (iii) capacity building for women and candidates; (iv) mentoring and support for women MPs.
Improve articulation of how programs are addressing gender and improving monitoring and evaluation	New programs in education, health and economic infrastructure will specifically identify objectives around improved gender outcomes. Monitoring and evaluation assistance in	A number of current initiatives have been rated low on gender in previous years. Monitoring and evaluation ratings have been low across the board. Technical assistance to strengthen M&E together with targeted assistance from Pacific Gender Specialist for programs to turn around gender will lead to improvements in these areas. Focus will be on new programs being designed given constraints in addressing issues where programs are about to end.

Aid objective	2014-15 benchmark	Rationale for selecting this performance benchmark
	Ministry of Finance and in education sector to put in place process to improve monitoring and reporting of results.	

Annex E

Annual performance of selected Pacific Regional programs at the Country level

Samoa Bilateral Program - 2013

Pacific Regional Program ODA attributed to bilateral program

	2013/14 (Actual)	2014/15 (Plan)
Samoa	A\$8,089,303	A\$8,900,267

This Annex outlines the country-level results of selected investments of the Pacific Regional Aid Program for Samoa. All information included in this annex is drawn from internal and external reporting produced by DFAT and our implementing partners on investments managed by the Pacific Regional aid program. This information should not be treated as comprehensive.

Contributions to Samoa Country Program Outcomes

Outcome 1 – improving economic stability and governance

Examples of contributions to this objective from the DFAT Pacific Regional Program include:

- › The Pacific Financial Technical Assistance Centre (PFTAC) provided support to Samoa's Ministry of Finance in assessing the debt sustainability consequences of various fiscal policy choices. As a result, the Samoan Economic and Revenue Forecasting (SERF) model was complemented with a medium-term fiscal framework that computes a comprehensive set of debt indicators.
- › The Samoa Alternative Dispute Resolution project, implemented by the International Finance Corporation (IFC), contributed to establishing a cost-effective and sustainable alternative for commercial dispute resolution as a complement to the formal Court System. Twenty three mediators were trained and accredited as Accredited Mediators of Samoa and formed the Accredited Mediators of Samoa Association (AMSA). The program facilitated a strategic planning retreat for AMSA in May 2013, during which a Constitution, a Mission statement, Mediator Fees/Charges proposal, AMSA Funds Use Policy, and a continuing Mediation Rules 2013 were drafted.

- › PFTAC supported the strengthening of macroeconomic analysis and forecasting. Policy reviews were carried out, and legislative drafting assistance was provided, in order to develop and implement a modern revenue policy and legislative frameworks. Excellent progress has been achieved in implementing comprehensive strategic and corporate planning. Excellent progress has also been made towards effective risk management and compliance improvement strategies.

Outcome 2 – improving health

Examples of contributions to this objective from the DFAT Pacific Regional Program include:

- › The Pacific Island Program (PIP) implemented by the Royal Australian College of Surgeons (RACS) conducted training for 25 Samoan participants to increase the capability of Samoan clinicians to diagnose and undertake medical procedures independently, and to teach and lead education programs.
- › In 2013, the Strengthening Specialised Clinical Services in the Pacific program (SSCSiP) provided funding for 4 Samoans to attend training that enabled them to acquire research skills in reproductive health and clinical audits.

Outcome 3 – improving education

Examples of contributions to this objective from the DFAT Pacific Regional Program include:

- › As part of its Pacific Benchmarking Education for Results (PaBER) project, the Secretariat of the Pacific Board for Educational Assessment (SPBEA) undertook a benchmarking analysis of literacy and numeracy in Samoa. Pacific Islands Literacy and Numerical Assessment (PILNA) data for Samoa has been analysed, the report completed and a Samoa baseline for literacy and numeracy established.
- › The Pacific Indicators for Inclusive Education research project is developing a set of contextually specific indicators for inclusive education in the Pacific and guidelines for implementation in four countries including Samoa. The indicators will assist countries to evaluate their efforts and develop further plans and targets for providing quality education for children with disability.

Regional Services that complement the Samoa Bilateral Program

Examples of contributions to the Samoa Bilateral Program from Regional Institutions and Regional Services supported by the DFAT Pacific Regional Program include:

- › Core-funding to the Secretariat of the Pacific Community (SPC) supported the recruitment of the Samoa Country Focal Officer in April 2014, who has provided support to the Ministry of Women, Community & Social Development in planning for the implementation of their Family Safety Act. Training

delivered to Members of Parliament and country focal officers contributed to increased observance of human rights and good governance standards by agencies and governments providing service to the public.

- › Pacific Regional core funding to the Australia Pacific Technical College (APTC) in 2013 supported 883 enrolments and 641 graduates from Samoa.
- › The Pacific Disability Forum (PDF) has advocated for the signing and ratification of laws and conventions affecting people with disabilities. In November 2013, Samoan Government representatives were supported to attend the focus group discussions relating to the Convention on the Rights of Persons with Disability (CRPD) ratification in the Pacific.
- › The Pacific Leadership Program (PLP) is supporting the Samoa National Youth Council (SNYC) to be better positioned to lobby for support on youth related issues. Youth representatives have been formally registered in all 10 villages in Savaii, and 16 villages in Upolu. 87% of villages in Savaii and Upolu have a recognised youth representative who sits in village councils along with the Matai (Chiefs), on which they have not traditionally been represented.
- › In 2014, the Pacific Assistance Media Scheme (PACMAS) delivered a total of 14 national and regional workshops in the areas of Media Strengthening and Pacific Communication Broadcast Technicians. Out of 184 participants in these workshops, Samoa had the second-highest number of participants of any PICT (after Vanuatu). PACMAS is also working with SPREP to support Samoa's national broadcaster to improve its capacity to provide quality and timely information to enable communities to prepare and respond to natural disasters.

Case study: Support for Samoa Chamber of Commerce and Industry

Recognising the Samoa Chamber of Commerce and Industry's (SCCI's) potential to represent the private sector at development policy level as well as its commitment to nurturing small businesses and young business leaders, the Pacific Leadership Program (PLP) entered into a formal partnership with SCCI in 2009. SCCI members include members of the Samoa Hotel Association, Samoa Association of Manufacturers and Exporters and Samoa Women in Business Development Inc. PLP's support has included core and program funding as well as the provision of board governance, strategic planning and financial management support. At a policy level, PLP support has allowed SCCI to engage with Government to highlight and lobby on key development issues from a private sector perspective. SCCI now presents policy positions on every bill that is drafted, ranging from Health Regulations to the Crimes Act Review. PLP has supported SCCI to develop a comprehensive Policy Statement, which outlines the private sector's position on four main development areas – tourism, trade, infrastructure development and the social sector. At times SCCI, in the absence of an effective political opposition, has played an important leadership role in providing the Samoan public with an alternative analysis of the National Budget.
