



Australian Government

Department of Foreign Affairs and Trade



AID PROGRAM PERFORMANCE REPORT 2015-16

Samoa

September 2016

SAMOA AID PROGRAM PERFORMANCE INFORMATION 2015-16

SUMMARY

Samoa is a small Pacific Island country with a population of approximately 193,000 people. The country faces challenges to development and economic growth, including a narrow resource base, geographic isolation and high levels of external debt. Samoa is also struggling to deal with the rising number of people with non-communicable diseases and is finding it difficult to attract and retain the skills it needs.

The Australian Government is helping to enable economic growth, progress health and education outcomes and strengthen governance. In 2015-16, Australia helped enable economic growth by improving the regulatory environment, building resilience to future economic shocks and investing in priority economic infrastructure projects (including energy, roads, bridges and communication services). The Australian Government also supported more Samoans to complete secondary, vocational and tertiary education, and worked with the Samoan Government to lift the quality of education and health services. Australia's aid program also supported stronger governance, through improved policing, public sector development and women's political participation. We also progressed the construction of a new and accessible Parliament House.

Australia is Samoa's largest aid donor. In 2015-16, Australia's official development assistance (ODA) expenditure was \$37 million, equivalent to approximately five per cent of Samoa's Gross Domestic Product.¹ Other significant bilateral donors include New Zealand, China and Japan.

During 2015-16, Australia made good progress against its strategic objectives of enabling economic growth and strengthening governance, achieving green ratings. Progress against the strategic objective of progressing health and education outcomes was somewhat less than expected, due to incomplete construction of some key infrastructure.

PERFORMANCE AGAINST STRATEGIC OBJECTIVES

Objective	Previous Rating	Current Rating
Objective 1 To enable economic growth	Green	Green
Objective 2 To progress health and education outcomes	Amber	Amber
Objective 3 To strengthen governance	Green	Green

Note:

■ Green. Progress is as expected at this stage of implementation and it is likely that the objective will be achieved. Standard program management practices are sufficient.

■ Amber. Progress is somewhat less than expected at this stage of implementation and restorative action will be necessary if the objective is to be achieved. Close performance monitoring is recommended.

■ Red. Progress is significantly less than expected at this stage of implementation and the objective is not likely to be met given available resources and priorities. Recasting the objective may be required.

¹ In 2015 Samoa's Gross Domestic Product was USD 761 million: <http://data.worldbank.org/country/samoa>

Objective 1: Enable economic growth

Australia is supporting economic growth in Samoa through the Samoa Economic Reform Program, which centres on a Joint Policy Action Matrix (JPAM) of economic, structural and public financial management reforms negotiated by the World Bank, the Asian Development Bank, New Zealand, Australia and the Government of Samoa. Under the JPAM, Australia and other development partners supported the Government of Samoa's reform program, which delivered the following key achievements in 2015-16:

- introduction of electronic systems for filing and paying taxes;
- a first annual impact assessment of Samoa's Tourism Marketing Strategy to improve future targeting of tourists; and
- approval of a revised policy on ownership, performance and divestment of public bodies to facilitate greater private participation in the state owned enterprise sector over time.

Australia will disburse agreed amounts of general budget support to Samoa in recognition of these reform achievements.

Through the Asian Development Bank led Power Sector Expansion Project, the Australian aid program has supported structural reforms required to commercialise the generation and distribution of electricity, contributing to a reduction in tariffs from 1 August 2016 from 0.77 to 0.55 sene per unit for cash power home users and from 0.83 to 0.69 sene for meter users, including businesses. The operational efficiency and financial performance of the Electric Power Corporation (EPC) has also improved.

Australia and the World Bank also jointly funded the widening and upgrading of 2.2 km of Vaitele Street, the major route between Apia's port, industrial zone and international airport. The project was completed on time and within budget. Australia's support also ensured that enhanced road safety and disabled access provisions were incorporated into the new road, including ramps, bus bays and disabled friendly footpaths. After a lengthy design process, construction of Leone Bridge, a key access bridge which collapsed in the 2012 cyclone, is scheduled to be completed by mid-2017. It has been designed to withstand climate related risks, such as flooding.

Australian-funded technical specialists helped Samoa to plan a new fibre-optic submarine telecommunications cable between Samoa and Fiji and supported the establishment of an innovative public-private partnership to manage cable operations. Once installed the cable (which Australia is funding along with the World Bank and Asian Development Bank) will modernise telecommunications by improving accessibility to, and reducing costs of internet services and strengthening competition in the sector.

The Australian aid program has also funded business skills training for over 50 women through the Samoa Women Shaping Development Program.


Australia's aid program met its performance benchmark of widening the transport link to Apia's industrial area to accommodate increased traffic.

Objective 2: Progress health and education outcomes

Health

Through the aid program, Australia is supporting a more effective, efficient and equitable health system in Samoa. Australia, with support from New Zealand and the World Bank, provided funding for the construction of a new Orthotics and Prosthetics Workshop, which has already provided 600 wheelchairs and walking aids to 352 clients. Since the service began, 646 Samoans have visited the service (308 women and 338 men) and received equipment to improve their mobility and independence.

An Australian-funded biomedical engineer helped the National Health Service to implement the new maintenance strategy document and donation policy to keep medical equipment working effectively. The biomedical unit is headed up by a Samoan female Biomedical Engineer who gained her qualification through



an Australian Award Scholarship in 2014. She is being supported by an Australian funded Biomedical Engineer technical advisor.

In addition, 89 operations were performed by volunteer medical professionals from Australia and New Zealand. The Australian Government also supported the Royal Australasian College of Surgeons to provide mentoring to Samoan surgeons in the areas of orthopaedic surgery, ear, nose and throat surgery and plastic and reconstructive surgery.

Progress against the health related objectives was less than expected due to incomplete construction of some key infrastructure. A DFAT funded infrastructure management specialist is supporting the Samoan Government to complete construction of remaining buildings and to resolve issues around non-completion of an X-ray room at Savaii's main hospital.

Education


Australia has supported more young people to complete secondary education and vocational training, including through funding to the Australia Pacific Technical College. In 2015-16, 257 Samoans graduated from the Australia Pacific Technical College (145 men and 112 women) and around 98 per cent of APTC's Samoan graduates were assessed as having increased employability as a result of receiving up-to-date specialised industry knowledge and skills. The addition of nine industry relevant courses, as accredited by the Samoan Qualification Authority, also contributed to improved quality in post-school and vocational education through Australia's Technical Vocational Education and Training (TVET) Roadmap 2 project. The Australian Government is also contributing to improvements in the quality of the primary education system, with a focus on basic numeracy and literacy skills. Australia and New Zealand successfully finalised the first Independent Verification Process, an innovative approach focusing on the achievement of education results against nine mutually determined indicators. In the process, Australia and New Zealand only pay for mutually agreed outcomes that have been validated by an independent team of education experts. While Samoa's Education Sector did not perform strongly for this first assessment, the Government is actively addressing recommendations.


The Australian aid program improved its scholarships processes as a result of the signing of a Scholarship Tripartite Arrangement between the Governments of Australia, Samoa and New Zealand in October 2015. Under the agreement, Australia Awards will be matched to priority human resource development needs. One hundred and forty five Samoans were on Australian Award scholarships in 2015, with 26 awardees (54 per cent males and 46 per cent females) completing their programs as of December 2015.

The Australian Government is also committed to ensuring it meets the needs of children with a disability. In 2015-16, the Australian aid program supported over 400 children to access education by funding of inclusive education providers through the Samoa Education Sector Support Program. A final evaluation is currently underway to inform the Australian Government's future support to inclusive education.

Under the Cyclone Evan Recovery Program, five of the seven schools for reconstruction have been completed, with the final two on track to be completed. The schools have been built to be climate resilient in line with build back better principles and to be accessible for people with disability.

Australia met its performance benchmark of having at least 52 percent of graduates from Samoa's post-secondary education and training institutions find employment within six months of completion.





Objective 3: Strengthen governance

In 2015-16, Australian funding and technical support enabled the construction of Samoa's new Parliament House to commence. It is on track to be completed in 2017. The design takes into account universal design principles as well as climate risk mitigation features.

An Australian-funded parliamentary law specialist worked with the Office of the Clerk of the Legislative Assembly to update the Parliamentary Practice and Procedures Manual following the March 2016 election to provide a clear and practical guide on how parliament conducts and regulates its business. The Australian Parliament has also supported an induction program for Samoa's new Parliamentarians.

Twenty four women ran for Parliament in 2016 compared to eight in 2011. Awareness raising on the 2013 Constitutional amendment, that ensures a minimum quota of five women representatives in the Samoa Parliament, was supported by Australia in partnership with the Government of Samoa, the United Nations Development Program and UN Women. This program supported a number of activities, including radio talk back shows, radio dramas and a 'mock' Parliament for women.

Under the Australian funded Samoa Disability Program Samoa's Attorney General's Office reviewed the compliance of Samoa's legislation with the Convention on the Rights of Persons with Disabilities. This review will inform new legislation to safeguard the rights of people with disabilities.

As part of this program people with disabilities registered and voted in the March 2016 election, following proactive measures by Samoa's Office of the Electoral Commission, in conjunction with Samoa's Disabled Persons Organisation, Nuanua o le Alofa. Measures included awareness raising, ensuring booths were physically accessible and providing additional support where necessary.

An Australian-funded expert assisted the Government of Samoa to develop a new framework to plan, monitor and report on government expenditure – the Samoan Monitoring Evaluation Reporting Framework Manual (SMERF) – and train government officials in its use. The new monitoring and reporting framework is a key step to improving the reporting of results from Government managed programs that DFAT is funding.

Australia only partially achieved its performance benchmark for 2015-16 under this strategic objective, which was construction of a new Parliament House on track to be completed by the end of 2016. The original completion date of end of 2016 was extended to end of 2017 due to some delays in the procurement process. Nevertheless, good progress has been made over the past year in line with revised expectations.


Other government departments

The Samoa Australia Police Partnership supported the establishment of an electronic Case Management System for all incidents reported to Samoa's Police Service. The Partnership also supported the roll out of the 2015 Gun Amnesty (which saw 322 illegal guns surrendered and destroyed) and the refurbishment of fit for purpose interview rooms at Samoa's Police Headquarters. Training, technical support and mentoring was provided by three full-time Australian Federal Police Officers based with Samoa's Police Service.

Regional and global programs

The Australian-funded Pacific Leadership Program provided assistance to the Samoa Chamber of Commerce and Industry to draft a position paper on tariff anomalies that affect Samoan exporters to inform negotiations with American Samoa.

The Australian Government has supported the take-up of regional mobile money services for over 38,000 Samoans through the Pacific Financial Inclusion Program.



PROGRESS TOWARDS PERFORMANCE BENCHMARKS IN 2015-16

Aid objective	2015-16 benchmark	Rating	Progress in 2015-16
Enable economic growth through improved economic infrastructure.	Transport link to Apia's industrial area widened to accommodate increased traffic (2km).	Achieved	Completed. The Land and Transport Authority is currently undertaking an analysis on improvements in traffic disruption since this time.
Progress health and education outcomes.	At least 52 per cent of graduates from Samoa's post-secondary education and training institutions find employment within six months of completion.	Achieved	A total of fifty nine percent of graduates found employment within six months of completing Post-Secondary and Education Training from Samoa Qualifications Authority data.
	A Mobility Device Service providing services (appropriate wheelchairs, walking aids and Prosthetics and Orthotics) for 600 women, men, girls and boys.	Achieved	600 devices were provided to a total of 352 clients bringing the total number of people seen by the service to 646 since it started. The procurement of tools and equipment will arrive in October 2016 which will enable the full range of prosthetic and orthotic devices to be produced, further enhancing the health, mobility and well-being of Samoans.
Strengthen governance.	Construction of a new Parliament House on track to be completed by the end of 2016.	Partly Achieved	This original completion date of end 2016 was extended to end 2017 due to some delays in the procurement process. Given the complexity of this project delays are to be expected. Nevertheless good progress has been made over the past year in line with revised expectations.

MUTUAL OBLIGATIONS

Australia and Samoa continued to work towards agreed mutual obligations and shared goals as outlined in Australia's Aid Investment Plan for Samoa. In 2015-16 the Government of Samoa achieved:

- increased expenditure in education and health as a percentage of overall government expenditure;
- continued improvement in public financial management, including through revised Treasury Instructions, to increase the efficiency of Government procurement processes through use of framework arrangements;
- expanded involvement of civil society and private sector in sectoral committees such as health.

In 2015-16 the Government of Australia:

- worked through the Samoan Government's financial systems. Seventy per cent of Australia's development assistance was channelled through Samoa's own financial systems (this includes funding directly to Government and through the World Bank and the Asian Development Bank). The remaining 30 per cent which includes scholarships and DFAT procured technical assistance was jointly planned with Samoa; and
- worked closely with other development partners to harmonise development assistance, including jointly funding the Education Sector Support Program with New Zealand, jointly reviewing our assistance to the Civil Society Support Program with the European Union and coordinating health design missions with New Zealand.




PROGRAM QUALITY

Aid Quality Checks (AQC) ratings across all of Samoa's initiatives were consistent with last year. For the second consecutive year 67 per cent of AQC were rated as effectively addressing gender issues. This rating is expected to improve in 2016-17 with the assistance of a gender advisor supporting Post to incorporate gender across all initiatives.

Independent evaluations of the Samoa Law and Justice Program, Samoa Primary School Fees Program, Education Support Program II (ESP II), and the World Bank led end of program evaluation of the Health Sector Wide Approach Program were undertaken in 2015-16 and have been published.

MANAGEMENT RESPONSES

Following an assessment of programs, the following management responses have been identified to address challenges and risks associated with the program.

- In agreement with the Samoan Government, deploy technical assistance in education, public financial management and procurement to support increased quality of our programs in these areas.
 - Continue to explore innovative approaches and relationships to assist in addressing gender equality across the work we do. This will include facilitating dialogue with multilateral partners and the Government of Samoa for better gender analysis, data collection and monitoring of targets.
 - Encourage Samoa's Ministry of Finance to ensure audits are undertaken promptly and actions are taken to address the audits. Where an audit cannot be completed within six months of the reporting period by Samoan Government processes, we will consider independently procuring the audit.
 - Update Education and Health Public Financial Management and Procurement assessments undertaken three years ago, in line with DFAT's Public Financial Management guidelines.
 - Work with the Government of Samoa, with support from DFAT's infrastructure management specialist, to ensure the completion and quality of DFAT funded health and education infrastructure.
 - Develop an approach to ensure climate change priorities of both Australia and Samoa are better addressed through the Australian aid program.
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ANNEX A- PROGRESS IN ADDRESSING MANAGEMENT RESPONSES

Management responses identified in 2014-15 APPR	Rating	Progress made in 2015-16
<i>Monitoring and Evaluation:</i> Further improving M&E remains a priority for the program in 2015-16. A program-wide Performance Assessment Framework will be developed to underpin the Aid Investment Plan.	Achieved	Support continued to be provided to the Government of Samoa to improve the overall approach to monitoring and evaluation. A Performance Assessment Framework to underpin the Aid Investment Plan is currently being developed.
<i>Economic Infrastructure:</i> We will work with the World Bank to ensure their processes of reviewing designs and tender documentations are efficient and do not delay implementation. A priority will be to overcome implementation delays for the reconstruction of the Leone Bridge.	Achieved	Achieved. A construction firm has been selected and contracted to build Leone Bridget, with building to commence shortly.
Education and Scholarships: The new Education Sector Support Program will focus performance-linked funding on improving quality, efficiency and effectiveness of the education system, addressing gender imbalances in drop-out and enrolment rates and improving data management and reporting.	Achieved	The new Education Program commenced in October 2015 and provides untaged financing to support Samoa's implementation of its Education Sector Plan, which includes efforts to improve sector coordination and efficient allocation of resourcing and has a strong emphasis on improving the quality of its Education System. The program makes performance linked payments based on independent verification of nine performance indicators in an effort to focus efforts on improving the quality of the education system.
Post will review the Australia Awards to ensure scholarships are focussed on Samoa's priority workforce needs and are in line with Australia's aid program priorities in Samoa. DFAT will undertake a tracer study of previous scholarships students to inform decisions around future targeting of scholarships.	Partly Achieved	Australia Awards are aligned with Samoa's current Human Resource Development priorities. They are provided by relevant sectors. A whole of government Human Resource Development Plan is not available. The Annual performance report for the 2015 cohort informed allocations for 2016. The Global Tracer Facility is still in the process of being established by the Australian Awards and Alumni Branch so Samoa's tracer study has not been undertaken yet.
<i>Gender:</i> A gender advisor will provide ongoing support to Post and partners to ensure adequate focus on gender analysis across all interventions.	Partly Achieved	A gender adviser was recruited and commenced in November 2015. The Gender adviser's time has largely been to support the Ministry of Women, Community and Social Development so the provision of gender analysis across all programs is not yet fully achieved.

<p><i>Public Financial Management and Procurement:</i> We will continue to assist the Samoa Government to strengthen the capacity to manage aid initiatives particularly in Public Financial Management and Procurement</p>	Achieved	Assistance has been provided to strengthen areas such as procurement and public financial management over the past year.
<p>We will recruit an infrastructure management specialist to advise the health sector and DFAT to ensure quality and timeliness of construction for remaining SWAp infrastructure. We will consolidate our health investments under a new health sector support program to be developed in early 2016.</p>	Achieved	A Health Infrastructure management specialist undertook two review visits in 2015-16 and Recommendations were forwarded to the sector. The design of a new health sector support program has taken place with the new program expected to fully commence by January 2017.
<p><i>Consolidation of Posts Programs:</i> A focus of 2015-16 will be closing and reviewing investments which have ended, and consolidating our aid investments to maximise the impact and efficiency of our aid.</p>	Achieved	Seven initiatives were closed during the reporting period.

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- EVALUATION PLANNING

List of evaluations completed in the reporting period

Investment number and name (if applicable)	Name of evaluation	Date completed	Date Evaluation report Uploaded into AidWorks	Date Management response uploaded into AidWorks	Published on website
INH405 Samoa Law and Justice Sector Program	Law and Justice Independent Evaluation	5 April 2016	29 April 2016	29 April 2016	July 2016
INJ405 Samoa School Fees Grant Scheme	End of Program Evaluation Samoa (Primary) School Fees Grant Scheme	22 January 2016	22 March 2016		July 2016
ING471 Samoa ESPII Implementation	ADB Completion Report: Samoa: Education Sector Project II June 2016	17 July 2015	14 March 2016		June 2016 (by Asian Development Bank)
INH720 Samoa Health Initiative	Final SWAp Evaluation led by the World Bank	17 March 2016	24 March 2016		September 2016 (by World Bank)

List of program prioritised evaluations planned for the next 12 months

Evaluation title	Investment number and name (if applicable)	Date – planned commencement (month/year)	Date – planned completion (month/year)	Purpose of evaluation	Evaluation type
Post Cyclone Evan Recovery Program Evaluation	INK887 Post TC Evan Recovery Program	September 2016	November 2016	- demonstrate results - verify performance - examine value for money	Joint evaluation with New Zealand Aid Program
Samoa Inclusive Education Demonstration Program Final Evaluation	INI456-Samoa Inclusive Education Demonstration Program	August 2016	December 2016	-demonstrate results -improve existing investment -analyse lessons learned	DFAT led
Mid-term Review of the Samoa Disability Program	INK859-Samoa Disability Program	November 2016	May 2016	-demonstrate results -inform new design	DFAT led
National Adaptation Program of Action IV Evaluation	INJ900 Climate Change Adaptation Initiative	July 2016	August 2016	- End of Investment evaluation	DFAT led

ANNEX C- AID QUALITY CHECK RATINGS

AQC RATINGS

AQC investment performance over the previous 12 months and where available last year's AQC ratings.

Investment name	Approved budget and duration	year on year	Relevance	Effectiveness	Efficiency	Monitoring and Evaluation	Sustainability	Gender equality	Risks and Safeguards
Samoa Economic Infrastructure	\$20,000,000 2012-17	2016 AQC	5	4	4	3	4	3	4
		2015 AQC	6	5	5	4	5	3	4
Samoa Parliament Complex Redevelopment	\$12,943,26.61 2012-17	2016 AQC	5	5	4	4	5	4	5
		2015 AQC	5	5	4	5	5	4	5
Samoa Health Sector Initiative	\$18,862,865.27 2007-17	2016 AQC	4	3	3	4	5	4	5
		2015 AQC	5	4	5	4	5	4	5
ADB Samoa Power Sector Expansion Program	\$15,118,099.51 2007-16	2016 AQC	5	5	5	4	5	4	5
		2015 AQC	5	5	5	5	6	4	5
Samoa Disability Program	\$6,481,847.57 2012-18	2016 AQC	5	5	4	4	4	4	4
		2015 AQC	5	4	3	4	4	4	4
Health Program	\$9,200,000.04 (2013-22)	2016 AQC	5	4	4	4	5	4	4
		2015 AQC	4	3	4	4	4	4	4
Samoa Education Sector Program	\$2,363,235.60 (2011-19)	2016 AQC	5	4	4	4	4	4	5
		2015 AQC	6	4	4	5	5	4	5
Samoa Inclusive Education Demonstration Program	\$6,101,730.16 (2009-18)	2016 AQC	5	4	3	2	3	4	3
		2015 AQC	5	4	4	2	3	4	3
Samoa Cyclone Evan Response & Recovery Program	\$8,116,513.909 (2012-16)	2016 AQC	5	4	4	3	4	4	4
		2015 AQC	5	5	5	5	5	4	4
Samoa Climate Change Adaption	\$1,937,710.08 (2011-16)	2016 AQC	4	4	4	3	4	3	4
		2015 AQC	5	4	4	4	5	3	4
Samoa Economic Reform Program	\$5,500,000 (2013-2017)	2016 AQC	5	5	5	4	5	3	4

FAQC RATINGS (include if relevant)

Final AQC's assess performance over the lifetime of the investment (ratings are not compared to previous years).

Investment name	Approved budget and duration	Overall rating	Relevance	Effectiveness	Efficiency	Monitoring and Evaluation	Sustainability	Gender equality	Risks and Safeguards
Samoa Post-Tsunami Recovery & Reconstruction	\$6.1m 2009-2015	4	5	5	5	4	5	3	4
Samoa School Fees Grant Scheme	\$3.5m 2011-2015	4	5	4	4	4	4	3	4
Samoa ESPII Implementation	\$10.4m 2006-2015	4	5	3	3	3	4	4	4
Australian Development Scholarships-Apia	\$4.4m 2010-2016	5	5	5	4	4	5	5	5
Samoa Governance and Economic Stability	\$21.1m 2010-2017	4	4	4	4	4	4	3	4
Samoa Law and Justice Sector Program	\$4.9m 2007-2016	4	5	3	4	3	4	3	4
Samoa Civil Society Support Program Phase II	\$7.5m 2010-2016	4	5	4	3	4	3	4	4

Definitions of rating scale:

Satisfactory (4, 5 and 6)

6 = Very good; satisfies criteria in all areas. 5 = Good; satisfies criteria in almost all areas.

4 = Adequate; on balance, satisfies criteria; does not fail in any major area.

Less than satisfactory (1, 2 and 3)

3 = Less than adequate; on balance does not satisfy criteria and/or fails in at least one major area.

2 = Poor; does not satisfy criteria in major areas. 1 = Very poor; does not satisfy criteria in many major area.