



Australian Government
Department of Foreign Affairs and Trade



AID PROGRAM PERFORMANCE REPORT 2017-18

Samoa
September 2018



SAMOA AID PROGRAM PERFORMANCE INFORMATION 2017-18

SUMMARY

This report summarises the performance of Australia's aid program in Samoa from July 2017 to June 2018 against DFAT's Samoa Aid Investment Plan 2015-16 to 2018-19.

The Australian Government is promoting development in Samoa by encouraging economic growth, progressing health and education outcomes and strengthening governance. Our assistance is aligned with the Samoa Development Strategy 2016-17 to 2019-20. Australia continues to work closely with the Samoan Government through the Samoa-Australia Aid Partnership Arrangement 2016-2019

The program was delivered in the context of evolving policy priorities on the Australian side, including major initiatives under the Pacific "Step-Up" and 2017 Foreign Policy White Paper, which saw new programming priorities being considered, many of which will come to fruition in 2018-19. Major challenges in the health sector, including the planned merger of the Ministry of Health and National Health Service, as well as changes in the Ministry of Women, meant that programs had to be amended to adapt to new priorities. While the overall strategy for this program remains relevant, the new Aid Investment Plan being drafted for implementation in 2019, will provide the opportunity for closer alignment with new priorities for both governments.

In 2017-18, Australia supported stronger governance through the construction of Samoa's new parliament house. We also provided technical assistance to promote economic growth, strengthen public financial management and support public sector reforms. We established the Women in Leadership in Samoa program, in cooperation with UNDP and UN Women, to strengthen women's leadership and promote gender equality in Samoa. Women in rural areas received business skills and financial literacy training with a focus on economic empowerment.

Enabling economic growth was supported by the construction of the Tui-Samoa submarine cable, in cooperation with the ADB and World Bank. The new cable brings high speed internet to Samoa, which is expected to strengthen the business environment. Australian support for roads and bridges continued in 2017-18 including the delivery of emergency 'bailey' bridges and design work on the new Maliolio Bridge and proposed improvements to Cross Island Road. Construction of the new 2AP radio transmission tower, which will take place in 2018-19, but was planned for in the reporting period, will ensure infrastructure remains in place to support emergency communications during cyclones and other natural disasters.

Strengthening education and health services in Samoa remains a priority for Australia's aid program, with recent reporting on challenges in the health sector demonstrating significant need for donor assistance. While providing ongoing support at the health systems level, at a practical level, Australia also funded a prosthetics and orthotics workshop to deliver mobility devices, including walking aids and wheelchairs. Australian support for Samoa's Education Sector Plan has helped more primary children to read, write and count to national standards.

Australia is Samoa's largest bilateral aid donor. Other significant donors include New Zealand, China and Japan. In 2017-18, Australia's official development assistance (ODA) expenditure was \$35 million, equivalent to approximately 8 per cent of Samoa's national budget.

EXPENDITURE

Table 1 Total ODA Expenditure in FY 2017-18

Objective	A\$ million	% of total ODA
Objective 1: Enable economic growth	5.0	14%
Objective 2: Progress health and education outcomes	10.5	30%
Objective 3: Strengthen governance	8.1	23%
Sub-Total Bilateral	23.6	67%
Regional and Global	8.6	25%
Other Government Departments	2.8	8%
Total ODA Expenditure	35.0	100%

PERFORMANCE AGAINST STRATEGIC OBJECTIVES

Objective	Previous Rating	Current Rating
Objective 1: Enable economic growth	Green	Green
Objective 2: Progress health and education outcomes	Amber	Amber
Objective 3: Strengthen governance	Green	Amber

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.

OBJECTIVE 1: ENABLE ECONOMIC GROWTH



Australia continues to support Samoa’s economic reforms through the Joint Policy Action Matrix (JPAM) in partnership with the World Bank, the Asian Development Bank and New Zealand. JPAM incentivises economic reform by disbursing funds when the Government of Samoa achieves jointly agreed reforms. Achievements in the period included: strengthened debt management and developing climate-resilient building codes and standards. The effectiveness of the *Personal Properties Securities Act* was also



strengthened through the launch of a new registry which will improve access to finance by allowing movable property to be used as collateral for loans.

The construction of the Tui-Samoa submarine cable was completed in 2017-18, with support from Australia, the Asian Development Bank, the World Bank and private investors, and brings high speed internet to Samoa. The new submarine cable will significantly improve the business environment in Samoa and strengthen service delivery by Government.

The construction of roads and bridges through the Australian funded, World Bank managed, Emergency Roads Access Project continued in 2017-18. With completion of Vaitele Road upgrade and Leone Bridge, linking the port to Apia's CBD and industrial zone, the program turned its attention to the design of the Maliolio Bridge which will ensure continued access for rural communities in Savaii in the event of severe flooding. Design for significant improvements to the Cross Island Road, another economic arterial road, linking rural businesses to Apia, was also completed in the reporting period. Australia delivered five 'bailey' modular bridges which can be rapidly installed in emergency situations following bridge failures during natural disasters.

Through the Samoan Women Shaping Development (SWSD) Project the Development Bank of Samoa (DBS) provided financial literacy training for 406 individuals (319 women/87 men) in 12 participating districts as a prerequisite to accessing DBS loans for a variety of small enterprise activities including agricultural activities. SWSD also supported 18 women's weaving groups that provided over 10 high quality fine mats for annual exhibitions.

Australia is strengthening disaster preparedness through the construction of a new radio transmission tower for the Government's 2AP radio station, which is Samoa's primary communications system during cyclones and other natural disasters. While planning and design work was undertaken in 2017-18, the construction work will begin in the next reporting period. In response to Tropical Cyclone Gita in February 2018 Australia provided \$163,000 in emergency response funding to support debris clearance to reopen road and bridge networks.


A rating of green is given for this objective overall as most benchmarks were achieved in 2017-18.

OBJECTIVE 2: PROGRESS HEALTH AND EDUCATION OUTCOMES



Australia's Samoa Health Program seeks to improve the health of Samoans so that they can lead longer and more productive lives and contribute more to grow the economy. Key activities in 2017-18 included the provision of pharmaceutical advisers to help strengthen procurement reforms and a biomedical adviser to provide mentoring support to the National Health Service biomedical unit. The Strategic Partnership Program between Samoa's Ministry of Health and the Queensland Department of Health continues to implement improvements in governance and leadership, public health and health information. Additionally, Australia is assisting the Samoa Family Health Association in partnership with the International Planned Parenthood Federation to improve sexual and reproductive health and rights outcomes.

An Integrated Mobility Device Service workshop, supported by the Samoa Disability Program, is now fully operational and has exceeded program expectations with 1,367 Samoans (47.5% women) provided with 1,889 mobility devices. This exceeds the target of 1,080 clients. Of these 75% were from rural areas. The workshop provides mobility devices, including walking aids and wheelchairs and prosthetic / orthotic



services. The Samoa Inclusive Education Demonstration Program continues to work with children with disabilities. In particular, it increased awareness of the education rights of children with disabilities within the household, community and government.

The Samoa Education Sector Support Program seeks to improve the effectiveness and efficiency of Samoa's education system by the implementation of the Education Sector Plan 2013-2018 (ESP) through performance based payments. The 2016-17 annual review report of the ESP, reported 81% achievement of the ESP's sub sector outcomes while the remainder were still in progress. The 2017 and 2018 independent verification process reports noted marked improvements towards achieving the 9 key performance indicators which are used by Australia and New Zealand for assessing financial disbursements. More primary children can read, write and count to national standards: improvement was reported in literacy results, with a 30% improvement (Year 6 girls) in English and 26% (Year 4) in Samoan.

Australia also provides a Strategic Planning Adviser in the education sector and an Education Technical Assistance Facility to enhance coordination and the achievement of ESP outcomes with the particular aim of improving numeracy and literacy levels.

In 2017-18 an additional 58 Samoans (41 women) received an Australia Awards scholarship for tertiary studies in Australia and the region. The scholarships were awarded to help address skills shortages and promote people to people links with Australia.

Solid progress was made across most performance benchmarks, but the delays in the review of primary healthcare due to the ongoing restructure of the health sector, leads to an amber rating.

OBJECTIVE 3: STRENGTHEN GOVERNANCE




Construction of a new Samoan Parliament House is now expected to be completed by the end of 2018 and will become an important symbol of parliamentary democracy in Samoa. The new parliament, with climate resilient design features, is being built to a high standard, consistent with approved designs, and within budget. The project has increased the skill levels and workplace safety awareness of local employees by providing training on the use of new tools and equipment on-site. The project has incorporated public diplomacy initiatives to increase public engagement. Time-lapse photography of the construction of the new Parliament House is available on the Parliament's website.

Through our Samoa Governance Program we worked with the Government of Samoa to review its Investment Policy and Legislation with the aim of increasing sustainable economic growth in Samoa. The program also supported a review of Samoa's national tax policy in order to strengthen the management of tax expenditures and to review legislation and practice regarding capital gains tax. Another program assessing national systems is still underway and will be completed in 2018.

In support of the performance benchmark of increasing the number of women in leadership positions, Australia launched the Women in Leadership in Samoa program in cooperation with UNDP and UN Women. The new program builds on the former Increasing Political Participation of Women Samoa's Parliament Project, to strengthen women's leadership and promote gender equality in Samoa.

There are currently three Australian Federal Police officers deployed to Samoa with the Samoa Australia Police Partnership (SAPP) and the Pacific Transnational Crime Coordination Centre. The two officers deployed with SAPP provide capacity building to the Samoa Police Service (SPS) with the primary objective to



improve the effectiveness of, and community confidence in, the SPS. The Advisor to the Pacific Transnational Crime Coordination Centre is working to enhance capacity development, coordination of information and collaboration with key law enforcement partners in the Pacific.

This objective is rated as amber due to the delays in completing the construction of Samoa's Parliament House and the assessment of national systems.

REGIONAL AND GLOBAL PROGRAMS

Samoa has benefitted significantly from regional and global programs including: targeting gender equality programming through Pacific Women, which supports gender equality, greater economic participation, and women's empowerment; supporting resilient and healthy communities to better prepare for climate change and respond to natural disasters; and, tackling regional security challenges through the Australia Pacific Security College that will build individual and regional capacity to respond to security threats.

The Pacific Regional Agricultural Market Access (PHAMA) continues to support the agriculture sector. In 2017-18 PHAMA supplied 31,500 tissue culture plantlets from South Africa to help the banana industry recover from the impacts of Cyclone Gita. PHAMA also supported 5 new companies to complete their Hazard Assessment Critical Control Point certification, which will help these companies to access overseas markets.

A total of 86 Samoans graduated from the Australia Pacific Technical College in 2017. The Samoan campus of the APTC provided Certificate III training courses in plumbing, cookery, education support, hospitality, metal fabrication, and Certificate IV training courses in youth work and management. In 2017 45% of APTC graduates were female.

In 2017-18, 89 operations were performed on Samoan patients by volunteer medical professionals from Australia and New Zealand and mentoring of national surgeons. Surgeons were mentored by Australian surgeons, in areas of ear, nose and throat surgery and plastic and endoscopy surgery supported by DFAT through the Royal Australasian College of Surgeons.

A Samoan initiative between Fairtrade Australia New Zealand, Krissy Co and the Savai'i Coconut Farmers Association was one of the ten successful partnerships announced as part of Business Partnerships Platform. The initiative will help address unmet demand for organic coconut cream and boost Samoa's participation in global markets.

Two Samoan businesses were among the fifteen outstanding Frontier Innovators who were selected from over 700 applications from around the world. Skyeye and Nora's Plantation Foods were recognised as outstanding social enterprises delivering development impact for communities in the Indo-Pacific region. Each winner received a cash grant to help accelerate their businesses and broaden their development impact. These initiatives will benefit more than 200 households, facilitating increased participation in the formal cash economy and create 74 new jobs in the manufacturing facility, mostly for women.



MUTUAL OBLIGATIONS

Australia and Samoa continued to work towards agreed mutual obligations as outlined in Australia's Aid Investment Plan for Samoa and the Australia-Samoa Aid Partnership Arrangement 2016-2019.

In 2017-18 the Government of Samoa:

- implemented national development plans and coordinated development partner assistance, including through regular sectoral working groups;
- continued to improve government procurement and financial systems; and
- maintained budget expenditure on education, health and infrastructure maintenance.

In 2017-18 the Australian Government:

- continued to deliver timely, effective and predictable development assistance in line with the Government of Samoa's Strategy for the Development of Samoa 2016-17 to 2019-20;
- continued to be transparent in the allocation of funding under the Partnership; and
- delivered assistance through Samoa's government systems where it made sense to do so.

PROGRAM QUALITY

Aid Quality Check ratings across all initiatives in Australia's development assistance to Samoa remained the same or slightly improved compared with last year. Ratings for gender equality remain largely unchanged when compared with the previous reporting period – 90% achieved a rating of at least 4. Post is seeking support from a gender adviser for future aid quality checks.

MANAGEMENT ACTIONS

Following an assessment of Australian development assistance in Samoa, the following management responses have been identified to address challenges and risks associated with the program in 2018-19:

- DFAT will engage a gender adviser to support post and provide capacity building for staff and improve gender mainstreaming of DFAT sector programs.
- DFAT will develop a design brief for the construction of the new Legislative Assembly Office, which is part of the Parliamentary complex, which builds on the lessons learned from the construction of the Parliament House and supports government systems without burdening these systems.
- DFAT will explore ways to strengthen the capacity of the Ministry of Women and Community Development to implement development programs in the future which can achieve results and represent value for money.
- DFAT will work together with development partners to strengthen the capacity of the health sector to design and implement an integrated, patient centred primary health care program.
- DFAT will explore ways to strengthen technical and vocational education in Samoa to ensure that more Samoans are able to take advantage of the opportunities available through the Labour Mobility Scheme.
- DFAT will look to incorporate lessons from current aid investments while reshaping programs to take account of new policy priorities in a future Aid Investment Plan.

ANNEX A- PROGRESS IN ADDRESSING MANAGEMENT RESPONSES

Describe progress made against management responses in 2016-17 report

Management responses identified in 2016-17 APPR	Rating	Progress made in 2017-18
DFAT will advocate for increased in-country staffing and additional technical oversight by the World Bank under the Enhanced Road Access Project and will use the annual JPAM process to trigger further planning and implementation of infrastructure sector policy and sector management reforms.	Achieved	The World Bank has agreed to fund 4 new in-country staffing positions. Recruitment for these positions will take place in 2018-19.
DFAT will request the Ministry of Women, Community and Social Development to provide a formal update on progress of Samoa Women Shaping Development Program (SWSD) including information on the status and expenditure of the main activities planned for this period. The update will be provided to the Program Management Committee before the end of 2017.	Achieved	The Ministry of Women, Community and Social Development provided the requested update on progress of SWSD.
External consultants will review the governance arrangements of the SWSD, including modality, design and timeframe through an agreed country review in late 2017.	Achieved	External consultants reviewed the governance arrangements of the SWSD
DFAT will continue to explore ways to improve delivery of the SWSD with the Pacific Women Support Unit and to provide gender specialist support to the Government of Samoa.	Achieved	DFAT improved delivery of SWSD by directing funding to the Women in Leadership in Samoa Program, implemented by UNDP and UN Women and to CSSP to support women's NGO which eased the burden on MWCSO.
DFAT will finalise, in the second half of 2017, remaining activities under the SHSI, including completion of renovations to the x-ray department for the Savaii hospital, and finalise, in cooperation with other development partners, the design for a new health program (SHP) beyond the SHSI.	Achieved	Completed.

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 – PERFORMANCE BENCHMARKS

Progress towards Performance Benchmarks in 2017-18

Aid objective	Performance Benchmark	Rating	Progress in 2017-18
Enable economic growth	Achievement of all prior actions under the Joint Policy Matrix	Partly Achieved	Majority of performance indicators were achieved in the reporting period. Remaining indicators are on -track.
Enable economic growth	Australian funded technical assistance assessed as effective	Achieved	This facility is operational agreed by all parties to be highly effective.
Enable economic growth	Submarine cable operational	Achieved	Completed.
Enable economic growth	200 women and people with disabilities supported to establish businesses	Achieved	Over 200 women were supported to establish businesses.
Progress health and education outcomes	Full or partial achievement against nine key performance indicators	Partly Achieved	Seven of the nine key performance indicators were fully or partially achieved
Progress health and education outcomes	Australia Awards targets health and education scholarships	Achieved	Health and education scholarships prioritised in the allocation of Australia Awards
Progress health and education outcomes	Review recommendations actioned	Not achieved	The joint review of primary health care was deferred due to the merger of the Ministry of Health and the National Health Service.
Progress health and education outcomes	600 mobility devices provided to people with disabilities	Achieved	Completed.
Progress health and education outcomes	National Strategy for Ending Violence developed	Partly Achieved	National Strategy for Ending Violence is currently being developed.
Strengthen governance	Updated Assessment of National Systems	Partly Achieved	Assessment of National Systems deferred until August 2018, to follow PEFA Assessment.

Aid objective	Performance Benchmark	Rating	Progress in 2017-18
Strengthen governance	Parliament House Completed	Partly Achieved	Construction near completion, but not quite finished. Expected to be completed in December 2018.
Strengthen governance	Increased number of women in leadership positions	Achieved	There is a significant number of women in leadership roles in Samoa notable in the public sector: where women make up about 30 per cent of Chief Executive Officers (CEOs) positions (12 out of 38), and about 71 per cent of assistant CEOs (79 out of 128). Women in executive decision-making bodies constitute 20 per cent of Government board members, while 8 per cent are appointed Chairs.

Note:

- Achieved. Significant progress has been made and the performance benchmark was achieved
- Partly achieved. Some progress has been made towards achieving the performance benchmark, but progress was less than anticipated.
- Not achieved. Progress towards the performance benchmark has been significantly below expectations

Performance Benchmarks for remainder of Aid Investment Plan

Aid objective	Performance Benchmark	2018-19
Enable economic growth	Economic reform priorities progressed to strengthen environment for economic growth	Achievement of all prior actions under the Joint Policy Action Matrix, triggers the release of budget support.
		Contribution of Australian funded technical assistance (including to progressing economic reform priorities) is mutually assessed as being effective.
Enable economic growth	Improved economic infrastructure	Maliolio Bridge constructed in accordance with climate resilient design.
Enable economic growth	Increased economic opportunities for women and people with disabilities	Minimum 200 women and people with disability supported to establish businesses.
Progress health and education outcomes	Improving the quality of the education system through the Education Sector Support Program	Full or partial achievement against nine key performance indicators triggers payment on results.
Progress health and education outcomes	Provide targeted scholarships with priority on education and health	Reintegration packages in place for returning targeted education and health graduates.
Progress health and education outcomes	Improve the quality of the health system	Improved NCD services at district health centres.
		600 mobility devices provided to people with disabilities.
Progress health and education outcomes	Working with the police, courts and justice agencies, and NGOs to improve service delivery	Best practice initiatives to prevent violence implemented. Improved coordinated multi-sectoral approach to address all forms of VAW (i.e. good global practice for EVAW practice)
Strengthen governance	Strengthened public sector, including Samoa's Police Service, civil society and private sector.	Assessment of National Systems recommendations implemented.
Strengthen governance	Building a quality and accessible parliament house	New parliament house completed and incorporating accessible design standards and climate resilient features.
Strengthen governance	Increasing leadership opportunities for women.	Increased number of women in leadership positions.

ANNEX C- EVALUATION PLANNING

LIST OF EVALUATIONS COMPLETED IN THE REPORTING PERIOD

Investment number and name	Name of evaluation	Date completed	Date Evaluation report Uploaded into AidWorks	Date Management response uploaded into AidWorks	Published on website
INK859 Samoa Disability Program	Samoa Disability Program Final Evaluation	December 2017	August 2018	September 2018	Internal Document

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
Final Program Review	INH315 Samoa Power Sector Expansion Program	April 2019	June 2019	To make an independent assessment of the performance of the Samoa Power Sector Expansion Program to inform future investments in the power sector.	Independent evaluation lead by ADB.
Final Program Evaluation	INK887 Cyclone Evan Recovery Program	February 2018	December 2018	To evaluate Australia's budget support contribution towards the implementation of Samoa's Cyclone Evan Recovery Plan.	End of Program Independent Evaluation (jointly with NZ)
Final Program Evaluation	Education Sector Support Program Evaluation	August 2018	December 2018	To evaluate the Education Sector Support Program	Joint Independent Evaluation with New Zealand

ANNEX D- 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
Samoa Women Shaping Development Initiative	\$2.8m	2018 AQC	3	3	4	4	4	3
		2013-19 2017 AQC	3	2	3	3	3	2
Samoa Power Sector Expansion Program	\$15m	2018 AQC	5	5	5	4	4	4
		2007-18 2017 AQC	5	5	5	4	4	4
Samoa Economic Infrastructure Program	\$19.2m	2018 AQC	4	4	4	4	4	4
		2012-18 2017 AQC	3	3	4	3	3	4
Samoa Parliament Complex Redevelopment	\$13m	2018 AQC	4	4	4	4	4	4
		2012-20 2017 AQC	3	3	4	3	3	4
Samoa Education Sector Support Program	\$16.8m	2018 AQC	4	5	5	4	4	5
		2011-19 2017 AQC	4	5	5	4	4	5
Samoa Health Program	\$9.2m	2018 AQC	4	4	5	4	4	4
		2013-2022 2017 AQC	4	4	4	4	4	4
Samoa Disability Program	\$5.5m	2018 AQC	4	4	4	4	4	4
		2012-2018 2017 AQC	4	4	4	4	4	4
Samoa Cyclone Evan Response & Recovery Program	\$8.1m	2018 AQC	4	4	5	4	4	4
		2012-2017 2017 AQC	4	3	4	3	3	4

FAQC RATINGS

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
Samoa Economic Reform Program	\$8.5m 2013-18	5	5	5	5	3	4	5

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.