



Australian Government

Department of Foreign Affairs and Trade

Aid Program Performance Report 2014-15

Samoa

November 2015

Key Messages

This report outlines progress made towards the objectives of the Australian Government's aid program to Samoa from July 2014 to July 2015 as articulated in the Partnership for Development, 2009–15. It makes recommendations to improve overall program performance going forward.

During 2014–15, several key initiatives came to an end including DFAT's support to the law and justice sector and the current phase of support to the Ministry of Education, Sports and Culture. Both were evaluated and recommendations will be carefully considered by DFAT in implementing future investments. Also during the reporting period new programs were finalised for gender and education and progressed in economic infrastructure and health.

Key achievements included:

- The renovation and rebuilding of key health and education buildings, supported by Australia through the Cyclone Recovery Program and the Education Sector Program II (ESP II). This included 39 refurbished or renovated schools; the rebuilding of the Sataua District Hospital and renovation of the Poutasi District Hospital.
- Construction of a new prosthetic and orthotics clinic under the Health Sector Wide Approach Program (SWAp) and opening of a new Mobility Device Clinic which will provide services to around 600 people with mobility disabilities each year.
- Commenced a trial of targeted scholarships in education and health.
- Strengthened post school education and training (PSET) by supporting the Samoan Qualifications Authority to provide 259 scholarships to study with local PSET providers and 'skilling up' 41 local trainers to do Australian certified qualifications in training and assessments through the Australia Pacific Technical College (APTC). In addition, 132 places were provided to Samoan students to study at the APTC.
- Agreed final revised design for Samoa's new Parliament House which meets Samoa's 21st century parliamentary needs.
- Publication of digital Land and Titles Court records which preserves and improves public access to critical Land and Titles information. The potential contribution of this project to future community stability is significant.
- Launched the Samoa Gender Country Plan, which commits Australia to provide \$4.3 million to assist Samoa to improve gender equality from 2015-20. An early activity under this plan brought village women representatives from all over Samoa to hear from sitting Parliamentarians about the Samoan Government plans to get more women into Parliament at the 2016 election.
- Supported Samoa to host a successful Small Island Developing States (SIDS) Conference (September 2014) and provided technical assistance towards preparations for the 2015 Commonwealth Youth games through the Gold Coast 2018 Commonwealth Games Corporation (GOLDOC) (September 2015). These events highlighted Samoa as a venue to host large events and as a tourist destination.

Context

Samoa is one of the most remote of the Pacific islands, located approximately 1140 kilometres east of Fiji. Samoa has a population of 192,000 and its economy relies on tourism, remittances and development aid. Prior to the Global Financial Crisis, Samoa was one of the fastest growing countries in the Pacific. However, Samoa is prone to natural disasters. In December 2012, Cyclone Evan caused major destruction. This, combined with the impact of the tsunami in 2009, led to reconstruction costs estimated to be 40 per cent of GDP and added about 15 per cent of GDP to Samoa's external debt. Samoa has maintained macroeconomic stability in the face of these external shocks; however debt increased rapidly from 30 per cent of GDP in 2008 to 55 per cent in 2014—well above the authorities' medium-term target of 50 per cent of GDP.

The risk of high levels of debt to Samoa's ongoing macroeconomic stability was a matter for policy dialogue between development partners and Samoa during 2014–15. In its 2015–16 Budget, the Samoan Government committed to only taking on new loans that are in line with its medium-term debt management strategy and contribute positively to economic growth. Samoa's debt situation was reclassified in 2014-15 from high to medium-debt distress. This was largely due to changes in the way debt is assessed and resulted in Samoa no longer qualifying for 100 per cent grant finance from the World Bank and the Asian Development Bank (ADB).

The 2014–15 fiscal year saw economic growth of 1.4 per cent¹. This was, in part, attributable to Samoa's successful hosting of the UN SIDS conference in September 2014, associated construction or refurbishment of several major hotels and continuing road reconstruction and other recovery works from Cyclone Evan. The Samoan Government predicts growth of 1.9 per cent for 2015–16². GDP per capita was US\$4,308 in 2014³. To help boost growth, the Samoan Government, with support from donors, continued to implement a series of structural reforms to revitalise agriculture and food processing, tourism, and improve the enabling environment for business.

Samoa's progress towards meeting the Millennium Development Goals (MDGs) was mixed. Targets relating to universal primary education (MDG2), gender equality in education (MDG3) and ensuring environmental sustainability (MDG7) are on track or achieved. MDGs relating to poverty and hunger (MDG1), reducing child mortality (MDG4), maternal health (MDG5) and HIV/AIDs and other diseases (MDG6) are showing slower progress⁴.

During the last year Samoa graduated from the status of Least Developed Country to a Middle Income Country. Samoa also played an active role in the development of the Sustainable Development Goals to replace the Millennium Development Goals and is one of two Pacific country members of the United Nations Inter Agency Expert Group that is developing global indicators that will measure their progress.

While hunger is rare, the last Household Income and Expenditure Survey in 2008 found that basic needs poverty is an estimated 20 per cent—higher in rural than urban areas. This reflects the struggle of households to cover the costs of essential non-food basic needs. Samoa's first State of Human Rights Report launched in August 2015 further highlighted this issue, including the stress that cultural and religious financial obligations can place on families.

Samoa took steps to address disability and gender inequity during 2014–15. The Convention on the Rights of Persons with Disabilities was signed in December 2014. Samoa introduced legislation encouraging more women to enter Parliament by guaranteed five seats for women at the next election in March 2016.

Women now occupy 12 out of the 34 Chief Executive Officer (CEO) positions in government ministries and more females are enrolled at secondary and tertiary levels than males. Challenges remain. Women continue to face barriers in political and economic life and gender-based violence remains a problem. A 2000 survey by government, Secretariat of the Pacific Community (SPC) and UN Population Fund (UNFPA) (using World Health Organization methodology) showed 41 per cent of Samoan women surveyed had experienced physical violence by an intimate partner, while 20 per cent had experienced sexual violence in their lifetime⁵.

The priorities for Australia's development assistance in 2014–15 were health, education, governance and economic growth (including economic infrastructure such as roads and bridges), gender and law and justice. Samoa's strong governance means the majority of Australia's funding—63 per cent in 2014–15—was delivered through Samoan government systems (with appropriate risk management measures). DFAT's assessment of Samoa's public financial management and procurement systems concluded the Samoan Government has demonstrated the ability to manage and account for Australian aid funds effectively.

Australia remains Samoa's largest development partner, with our 2013 official development assistance representing 28 per cent of all aid from OECD DAC donors to Samoa. Other donors included New Zealand (17.4 per cent), the World Bank (14.5 per cent), and the ADB (13.9 per cent). China was also a major donor, providing a mix of soft loans and cash grants. Precise figures are unavailable, however it is estimated that China is now the second largest bilateral donor in Samoa⁶. Japan and European Union were also active donors to Samoa.

¹ Samoa Bureau of Statistics, Gross Domestic Product – June 2015 Quarter, 30 September 2015

² Government of Samoa 2015/16 Budget address, 27 May 2015, www. <http://www.samoagovt.ws/2015/05/20152016-budget-address/>

³ IMF World Economic Outlook Database, version April 2015

⁴ <http://www.mdgtrack.org/index.php?tab=c&c=WSM>

⁵ WHO. *Multicountry Study on Women's Health and Domestic Violence Against Women*. 2005.

⁶ <http://www.lowyinstitute.org/chinese-aid-map/>

Expenditure

Table 1 Total ODA Expenditure in FY 2014-15

Objective	A\$ million	% of total ODA
<i>Bilateral</i>		
Support Samoa's ambition to achieve and move beyond MDG targets to address better quality and more equitable education for all	7.15	19%
Enable Samoa to provide better quality and more equitable health services to the people of Samoa	5.1	13%
To enable Samoa to achieve its goal of sustained macroeconomic stability and improved governance	7.36	19%
To enable Samoa to have safer communities, better access to justice and integration between the customary and formal justice systems	3.02	8%
Sub-Total Bilateral	22.63	60%
Regional and Global	12.9	34%
Other Government Departments	2.3	6%
Total ODA Expenditure	37.8	

Progress towards Objectives

Table 2 Rating of the Program's Progress towards Australia's Aid Objectives

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

Reporting period:

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

We achieved good progress on outputs and improvements in access to education during the reporting period, however improvement to the quality of education was less than expected. The main initiatives supported during this period were the Education Support Program II (ESPII) which was completed in December 2014 and evaluated during the reporting period, the Samoa Inclusive Education Demonstration Program, Technical Vocational Education and Training (TVET) II and scholarships provided through the Australia Awards program. These bilateral programs were complemented by two regional programs: the Australia Pacific Technical College (APTC) and Pacific Benchmarking for Education Results (PABER).

Key achievements supported by Australia during 2014–15, include:

- reported near universal attendance at schools—by supporting around 39,000 primary students with school fee relief and providing 163 schools with learning resources
- improved learning environments in 39 schools through renovations and rebuilding of school classrooms through the ESP II and the Cyclone Recovery Program.
- provided access to around 580 children and young people with disabilities to attend mainstream and special schools—the majority of whom would not have been able to attend school without our support.
- improved the quality and delivery of Samoa’s Post School Education and Training (PSET) courses by supporting 41 PSET trainers to obtain Australian-certified qualifications in training and assessment through the Australia Pacific Technical College (APTC).
- provided scholarships to disadvantaged Samoan students to undertake PSET courses delivered by local providers (259 students) and the APTC (132). These include courses such as hospitality and construction which are vital to Samoa’s tourist industry.
- provided scholarships to 50 Samoans to undertake study in Australia and the region under the Australia Awards Program (40 long-term and 10 short-term).

Australia, New Zealand, the ADB and Samoa’s collective investments in education through ESP II helped improve the education system and the quality of education delivered. An independent evaluation of the program confirmed key achievements as near to universal primary school access and new curriculum and assessment systems in place with training delivered to around 1000 teachers on the new curriculum. Nevertheless, slow implementation by the Ministry of Education, Sports and Culture has also impacted on Samoa’s ability to fully utilise funds available under ESP II and quality of reporting results remains a challenge. DFAT engaged actively in policy dialogue with the education sector to address these issues.

A strong mutual commitment to improving the quality of education has seen some important reforms implemented. We provided technical advice on Samoa’s draft Teachers Bill to further professionalise teachers and improve their remuneration; on an Inclusive Education policy to further increase educational opportunities and access for children with a disability; and reform of Samoa’s apprenticeship system. We provided budgetary and in-kind resourcing to strengthen budget and finance, policy planning, procurement and monitoring and evaluation in the sector.

Despite good progress on these fronts, improving the quality of education is a long-term endeavour and data suggests that literacy and numeracy standards remain in need of improvement. The 2014 national assessments showed little improvement in literacy and numeracy over 2012 figures, with girls out-performing boys in primary and secondary schools⁷.

Forty new Australia Awards scholarships were provided for study commencing in 2015 (19 male and 21 female), bringing the number of Samoan scholarship holders studying in Australia, the region and by distance education to 143 in 2015. This included the first cohort of 12 targeted Australia Awards to support critical work force shortages in health (allied) and education (maths and science teachers). This trial will inform future action to more closely align scholarships with Samoa’s workforce needs and priority objectives for Australia’s aid program to Samoa.

The Technical Vocational Education and Training (TVET) program supported the Samoan Qualifications Authority to survey potential employers to inform future PSET courses. Six new Samoa qualifications were registered with the Samoa Qualifications Framework ensuring good quality and relevant PSET courses for Samoan students.

This bilateral support was complemented by regional initiatives. For example, through the APTC two Samoan tutors were promoted to be Australian Qualified Trainers in Cookery and Fabrication; more than 20 graduates of the Certificate III in Allied Health were accepted by the National University of Samoa into the Diploma of Nursing—a pathway to a formal education qualification. APTC also delivered training for the Samoa Tourism Authority to assist food stall holders in food hygiene and preparations for the 2014 SIDS meeting.

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

The Sector Wide Approach (SWAp) (a 10-year partnership with Samoa, New Zealand and the World Bank) was Australia’s main investment in health in Samoa in 2014–15. While progress under the

⁷ 2014 Statistical Digest, Samoan Ministry of Education Sports and Culture, pg.8,9

SWAp has improved since last year, progress has still not met our expectations due to ongoing delays in implementation (see below).

Key achievements supported by Australia during 2014–15, include:

- launched the 2014 Samoa Demographic and Health Survey (DHS). The DHS provides evidence demonstrating improvements in immunisation, maternal and child health. For the first time, the Samoa Bureau of Statistics incorporated the Washington Group on Disability extended question set as part of the national DHS. This improved data collection will allow Samoa to better target health interventions for people with disabilities.
- launched the 2014 Survey on Non Communicable Disease (NCD) Risk Factors, to provide evidence on NCD risk factors and demonstrate Samoa's progress for some NCD indicators such as tobacco, alcohol use, physical activity and nutrition.
- completed a new orthotics and prosthetics workshop and assisting the National Health Service to establish a Mobility Device Clinic which serviced 325 clients to the end of June
 - 69 per cent of mobility clinic clientele are from rural areas⁸ (80.5 per cent of the Samoan population live in rural areas⁹).
- completed the rebuilding of Sataua District Hospital and the renovation of Poutasi District Hospital—both damaged by Cyclone Evan in 2012. Both hospitals are located in rural areas and serve a combined population of nearly 23,000 Samoans (more than 10 per cent of Samoa's population).
- 46 Samoans graduated from the APTC with Australian-recognised qualifications in allied health studies and 19 in nutrition.
- supported the National Health Service (NHS) to purchase priority medical equipment for the new national hospital at Motootua, ensuring availability of appropriate and adequate equipment.
- provided a biomedical engineer to build the skills of the NHS biomedical team to ensure effective and efficient use of medical equipment.
- performed 450 consultations and life-changing operations, including training for 25 Samoan clinicians, through the Regional Pacific Islands Program delivered by the Royal Australian College of Surgeons.
- assisted Samoa's Family Health Association in updating its policies and procedures.

There has been a strong focus on improving mobility services for sexual and reproductive health, rheumatic heart disease and fever screening. Mobile medical equipment (such as the mobile x-ray machines), now used during the monthly primary health care visits, was carefully procured to ensure equitable access to health care services.

SWAp implementation has improved from last year but still remains slow with only one of the remaining four infrastructure projects completed within the reporting period. The orthotics and prosthetics workshop was completed in May 2015 and a new Mobility Device Service is operating from the new site. Construction of a pharmaceutical warehouse and renovations to the main referral hospital in Savaii commenced in April.

An innovative strategic partnership program was developed between the Samoa Ministry of Health and Queensland's Ministry of Health and Ambulance Services. This will form part of a larger health initiative which is expected to be designed by mid-2016.

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

Progress for this objective met expectations for the reporting period.

Key achievements supported by Australia during 2014–15, include:

- provided ongoing technical assistance to Samoa to analyse options for the public-private partnership that will manage wholesale operation of internet services arising from the new broadband submarine cable. This has assisted the Samoan Government to move this important initiative forward.
- reached agreement on a final, revised design and budget for Samoa's new Parliament House.

⁸ Motivation Australia data

⁹ Government of Samoa 2011 census

- supported parliamentary engagement activities including a women's parliament forum, attended by more than 200 women, providing information on how Parliament operates to female community leaders.

DFAT participated in economic policy dialogue with the Samoan Government with a focus on supporting Samoa to continue to stabilise its economy as it recovers from past external shocks. Australian budget support, alongside budget support provided by other donors (World Bank, ADB, New Zealand), continued to offer an incentive for Samoa to pursue economic policies and reforms that strengthened Samoa's public financial management systems and promote an open and competitive private sector-led economy.

Samoa's external debt and the importance of sound debt management remained a key area of policy dialogue. Samoa committed to additional concessional borrowing in the reporting period to fund the redevelopment of the passenger terminal at Samoa's main international airport. DFAT and other donors postponed paying budget support until satisfied that Samoa demonstrated it had followed its own medium-term debt strategy, including completion of economic analysis detailing the economic benefits expected to accrue from redeveloping the terminal.

A number of small-scale governance support activities delivered important results. A technical adviser for the Samoa National Provident Fund and the Unit Trust of Samoa assisted the institutions to responsibly build their investment portfolios and diversify their investments into offshore markets, contributing to Samoa's economic stability. Specialised technical advice and training provided to the Office of the Regulator built its capabilities in regulating electricity generation and pricing arrangements.

Preparatory work commenced for the Enhanced Roads Access Project co-financed with the World Bank, as part of Australia's overall investment in economic infrastructure. This included: procurement planning and processing; developing engineering designs; undertaking economic and safeguard analysis and beneficiary studies. DFAT worked closely with the World Bank and ADB to finalise plans for a co-financed submarine internet and communications cable which will increase Samoa's internet speeds dramatically and reduce retail internet costs to consumers.

DFAT supported public outreach and parliamentary engagement activities targeting young people, women and civil society, including people with disability, to increase awareness on the role of Parliament.

DFAT launched the Samoa Women Shaping Development strategy in March 2015, committing \$4.3 million from 2015 to 2020. The strategy focusses on economic empowerment of women, increasing women's involvement in decision making at village and national levels, and reducing violence against women and girls.

In September 2014, the Samoan Government signed the UN Convention on the Rights of Persons with Disabilities (CRPD). DFAT supported the Samoan Attorney General's office to undertake a review of legislative compliance with the CRPD and provided training on the CRPD and its implications to more than 50 government and NGO officials.

DFAT demonstrated its commitment to working with civil society primarily through the Samoa Civil Society Support Program (CSSP). Fifty-one projects were funded in the education, community development, health, agriculture, renewable energy and NGO sectors.

A joint DFAT-EU independent review found high levels of effectiveness in CSSP. It found that the program had a wide impact on involved communities concerning the improvement of living conditions and the strengthening of community institutions but more limited impact in strengthening the capacity of Civil Society Organisations to play a stronger role in policy dialogue and local governance. The review recommended stronger knowledge sharing and further development of monitoring and evaluation mechanisms. The outcomes of this review will inform the way forward for CSSP and will guide the design which is now underway for the future of the Program.

The redevelopment of Samoa's Parliament House progressed in the reporting period albeit more slowly than expected. Initial designs were over-budget, but agreement was reached after consultations. A more modest, revised design meeting Samoa's 21st century parliamentary needs was agreed.

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

Progress for this objective met expectations for the reporting period.

Key achievements supported by Australia during 2014–15, include:

- release of digital Land and Titles Court records which preserve and improve public access to these records. Improved access is expected to reduce disputes over customary chiefly (*matai*) titles and the land access associated with those titles. The potential contribution of this project to future community stability is significant.
- a new Scholarship Policy launched in 2015 to help police officers obtain high-level qualifications to improve their policing skills and improve community perceptions around police services.
- trained 865 police officers (568 males, 297 females) through the Australian Federal Police-managed Samoa Australia Police Partnership including on investigations, statements and interview procedures, sexual and gender-based violence, basic investigations courses, supervisory courses and close personal protection.

Funding to the Samoa Law and Justice Sector concluded in December 2014. An independent evaluation confirmed DFAT's six-year support encouraged law and justice agencies working together to deliver outcomes including the digitisation of court records, harmonisation of the traditional and formal legal systems and establishment of a National Human Rights Institution. The program enabled the sector to establish a Community Law Centre and develop a sector-wide crime prevention strategy. A neighbourhood watch scheme alongside police patrols in urban areas is increasing public safety. Access to justice and law and establishment of the Samoa Prisons and Corrections Services was also progressed. Future support for law and justice activities will be considered through other parts of the aid program.

The Samoa Australia Police Partnership provided three full-time Australian Federal Police advisers to deliver training, policy development support and mentoring to help strengthen the capacity of the police force. In 2014–15, a range of activities contributed to increasing the capacity of the Samoa Police Service and improving community engagement and safety including two new vehicles for the Domestic Violence Unit and Community Engagement Unit to allow the police to extend the reach of their services including to rural areas. Police cells were upgraded on the island of Savaii. A new Logistics Support Centre Warehouse replaced a building damaged by Cyclone Evan, providing secure storage and maintenance facilities for security equipment and the country-wide radio system.

At Samoa's request, Australia provided security equipment and training to help the Samoa Police Service provide high-quality security services during Samoa's hosting of the UN SIDS Conference in September 2014.

Performance Benchmarks

Overall progress towards the achievement of performance benchmarks identified in the 2013–14 APPR has been mixed. Slower than expected progress was achieved in designing and procuring a new bridge to link Apia's port to the business district. This was due to complexity of bridge design options and challenges for the Land Transport Authority (LTA) in managing the quality of detailed design and tender documentation. DFAT is working closely with the World Bank and the LTA to ensure a practical design is finalised and tenders for construction are let as soon as possible. Other benchmarks were also partially achieved. Detail on each benchmark is provided in **Annex B**.

Mutual Obligations

Australia and Samoa continued to work to meet mutual obligations and shared goals outlined in the *Australia Samoa Partnership for Development*. Australia cooperated closely with the Samoa Government to deliver its development assistance. Programs reflected the objectives of Samoa's Strategy for the Development of Samoa 2012-16 as well as the sector plans for relevant areas. Both Australia and Samoa were actively involved in monitoring and reviewing programs.

DFAT's assessment of Samoa's public financial management and procurement systems found the risks for DFAT to continue to use Samoan systems are low in all aspects other than in public procurement where risks were rated as moderate. It identified specific actions to reduce risks and support Samoa to strengthen its own systems further. Samoa reported the update was valuable to them in defining reform priorities under their public financial management reform program and their procurement reform program.

Samoa improved its financial management and procurement systems by issuing formal procedures for contracting loans, government guarantees to strengthen debt management and new Treasury Instructions on procurement. A new set of Procurement Guidelines was developed and the Customs Act was amended. Enhancements of customs information systems have also improved revenue collection and facilitated trade.

DFAT provided technical assistance to Samoa in strengthening monitoring and evaluation and planning processes at national and sector levels. A technical adviser conducted detailed workshops for 163 Samoan officials (66 Males and 97 Females) to strengthen planning and reporting processes with all 14 of Samoa's government sectors. The focus on sector and national planning also helped improve the way Samoa is considering gender equality and the needs of vulnerable groups such as people with disability across all sectors.

Program Quality and Partner Performance

Currently DFAT assesses each program against objectives set out during the design phase. Going forward, a Performance Assessment Framework will be developed to underpin the Aid Investment Plan to more clearly set out expectations and ways of measuring it. Australia and Samoa both remain committed to independently evaluating initiatives. Evaluations undertaken during the reporting period are listed at Annex C.

Analysis of Aid Quality Checks (AQC)

Overall, the AQC showed a trend of improving performance. All criteria ratings across all of the programs were maintained or improved in the last 12 months. Two AQC were carried out for the first time, so the trends were harder to quantify. The two areas continuing to require attention across all AQC are gender equality and monitoring and evaluation (see Annex D).

Performance of key delivery partners

The Samoan Government remained Australia's key delivery partner. Samoa continued to demonstrate an ability to manage and account for Australian aid funds effectively. There were no reported cases of misuse or fraudulent use of aid funds through Samoan Government systems in the reporting period. Implementation however, particularly in education and health sectors, remained slow and reporting could be improved.

Over the reporting period, the World Bank was an effective delivery partner in the economic infrastructure sector. However, a number of sub-projects under the Enhanced Roads Access Project experienced implementation delays which required greater attention from Samoa and the Bank to resolve. Implementation delays were a result of capacity limitations (including turnover of key staff) within the LTA to oversee the procurement of contractors to design, supervise and construct infrastructure projects. World Bank requirements to review infrastructure designs and tender documentation added to delays but was considered a necessary step to ensure agreed quality standards are met.

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?	Risk rating for emerging/ ongoing risks (low, medium, high, very high)
Samoa obtain further loans which push it into debt distress. Repayment challenges mean it is unable to fund recurrent commitments in key sectors Australia is supporting in the aid program.	Regular policy dialogue and monitoring of economic indicators, particularly debt. Multi-donor engagement with the Government on macroeconomic issues including debt - primarily through joint policy action matrix.	DFAT will continue to closely monitor and discuss with Samoa economic indicators including debt and link future budget support payments to continued adherence to Samoa's medium term debt strategy.	Medium
The Parliament House project is further delayed. Project could also attract negative media attention.	Construction Management Specialist has been contracted to oversee project implementation and budget.	A joint proactive communication strategy will be implemented to inform the public of progress of the rebuilding.	Medium
Natural disasters disrupt program delivery, resulting in closure of the High Commission and set back development programs.	Post Crisis Action Plan in place. DFAT will support ACC Deployment in the NDMO to: assist planning for possible disasters; provide surge capacity during a disaster.	Current actions identified and mitigation strategies will remain in place.	Medium
Key co-financed economic infrastructure programs are affected by delays and attract negative media attention.	DFAT engagement with World Bank, Asian Development Bank and local authorities to press for faster implementation.	DFAT will work with the World Bank and ADB to: ensure their internal processes do not delay projects; the Samoan Government has access to adequate technical assistance to increase the pace of implementation; proactively inform the public of project progress.	High

Management Responses

In response to an assessment of programs in 2014–15, DFAT will undertake the following responses:

- 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.
- On economic infrastructure, we will work with the World Bank to ensure their processes of reviewing designs and tender documentation are efficient and do not delay implementation. A priority will be to overcome implementation delays for the reconstruction of the Leone Bridge.
- Post will review the Australia Awards to ensure scholarships are focussed on Samoa's priority workforce needs and in line with Australia's aid program priorities in Samoa. DFAT will undertake a tracer study of previous scholarship students to inform decisions around future targeting of scholarships.
- A gender advisor will provide ongoing support to Post and partners to ensure adequate focus on gender analysis across all interventions.
- We will continue to assist the Samoan Government to strengthen capacity to manage aid initiatives particularly in Public Financial Management and procurement.
- A focus of 2015–16 will be closing and reviewing investments which have finished and consolidating our aid investments to maximise the impact and efficiency of our aid.
- Evaluations will be undertaken on the cyclone recovery, school fees program and inclusive education to inform future assistance.
- We will recruit an infrastructure management specialist to advise the health sector and DFAT to ensure quality and timeliness of construction of remaining SWAp infrastructure.
- We will consolidate our health investments under a new health sector support program to be developed in early 2016.
- 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.

Annex A - Progress in Addressing Management Responses

> Describe progress made against management responses in 2013-14 report

Management responses identified in 2013-14 APPR	Rating	Progress made in 2014-5
We will need to maintain a strong focus on supporting Samoa to manage their debt in collaboration with the multilateral financial institutions.	Achieved	Debt continued to be raised in economic policy dialogue including advising against further borrowing without clear demonstration of economic benefits. Samoa entered into further borrowing for a new airport terminal development. DFAT and other donors held off budget support payments until satisfied Samoa had abided by its medium term debt strategy procedures including the completion of an economic analysis demonstrating economic benefits of the project proceeding. It is still unclear whether the new airport terminal will bring economic benefits envisaged.
Monitoring and evaluation (M&E) continues to be a key target area for improvement across the program.	Partly achieved	Monitoring and evaluation remains a priority for the program for 2015-2016. As well as continuing to support an advisor position to work with the Ministry of Finance DFAT will recruit an additional advisor to work with Post to develop a program wide Performance Assessment Framework and to provide ongoing support to Post and partners on quality reporting, design processes, reporting and evaluation.
More analysis and design work is required to establish how can Australia best contribute to improved gender outcomes, both through the Pacific Women Shaping Pacific Development initiative as well as through the broader aid program.	Partly achieved	The design is now complete. The gender advisor is in the process of being recruited.
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.	Achieved	Advisors will be recruited in the areas of both gender and disability to provide ongoing support to Post and partners to ensure adequate focus on these issues across all interventions. Child protection training was undertaken by staff in November 2014, March and July 2015. Additional child Protection risk assessments were conducted for government partner projects (New Parliament House and Samoan Shaping Women Development)
The first Aid Investment Plan for Samoa, scheduled for discussion with the Samoan Government 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.	Achieved	The Aid Investment Plan has now been published.
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.	Achieved	This is now finalised and informing Post's work.
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.	Achieved	There was sufficient progress made by December 2014 so funds were paid to the Samoan Government. The investment continues to be closely monitored.

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 - Progress towards Performance Benchmarks in 2014 -15

Aid objective	2014-15 benchmark	Rating	Progress in 2014-15
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.	Partly achieved	Partly achieved. Design for the new bridge is near completion. However, there are technical issues with the proposed design that needs refining. We are in discussions with the World Bank and the Samoa Land Transport Authority to resolve these issues.
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.	Partly achieved	Partly achieved. The targeted scholarships for Health and Education trial commenced in 2014 focusing only on Foundation students. An allocation of 12 awards each for Health & Education sectors were funded jointly by DFAT and NZMFAT. First time scholarships were also awarded to Faculty of Education students to study teaching in Fiji. Joint collaboration between the Governments of Australia, New Zealand and Samoa in terms of interviews, promotion, briefings, selection for the targeted scholarships. The program will be fully trialled in 2015 to include the Open Category (In Service candidates). More work is needed to promote the priority areas to local candidates.
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.	Partly Achieved	Partly achieved. Gender Design finalised and implementation began in March 2015. The key activities under the Gender Program namely; the Samoa Women Shaping Development Program (SWSD) and the Increasing Political Participation of Women in Samoa (IPPWS) just commenced this year in March 2015 through to 2020.
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 Ministry of Finance and in education sector to put in place process to improve monitoring and reporting of results.	Partly Achieved	Partially achieved. New programs have been finalised in health. Programs in in health and economic infrastructure and partially finalised. We are in discussions on a new health program of support for Samoa planned for implementation by July 2016 and on a bridge maintenance program.

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

Annex C - Evaluation and Review Pipeline Planning

List of evaluations completed in the reporting period

Name of Investment	AidWorks number	Name of evaluation	Date finalised	Date Evaluation report Uploaded into AidWorks	Date Management response uploaded into AidWorks	Published on website
Education Support Program II (ESP II)	ING971	Final Project Completion Evaluation	Not yet finalised	TBC – Awaiting final report from ADB	Not yet	November 2015
Samoa Law & Justice Program	INH405	Independent Evaluation	Report not yet finalised	TBC – Report to be finalised	Not yet	November 2015
Civil Society Support Program (CSSP)	INJ402	EU Joint Evaluation	May 2015	September 2015	September 2015	September 2015

List of evaluations planned in the next 12 months

Name of Investment	AidWorks number	Type of evaluation	Purpose of evaluation	Expected completion date
National Adaptation Program of Action (NAPA4)	INJ900	Program Completion Evaluation	End of Program Evaluation	April 2016
TVET Roadmap II	INK306	Final Independent Evaluation	Independent evaluation of Roadmap I and II.	June 2016 (TBC)
TC Evan Cyclone Recovery Program	INK887	Program Completion Evaluation	End of Program Evaluation	June 2016 (TBC)
Samoa Disability Program	INK859	Mid Term Review	To inform a future phase of program, to improve existing program; to verify program outcomes. Led by Canberra's Disability Policy Section.	January 2016
Health Sector Wide Approach Program	INH720	End of Program Evaluation	To provide an end of program assessment led by the World Bank	June 2016
Samoa School Fees Program – Primary	INJ405	Final independent evaluation	To summarise and document achievements, lessons, challenges. Provide short/long-term recommendations. Assess impact and progress against the M&E framework.	November 2015
Pacific Benchmarking for Educational Results	INK306	Mid Term Evaluation	To evaluate the progress of the regional program in the three pilot countries and lessons learnt for moving forward	TBC (Regional)
Samoa Inclusive Education Demonstration Project	INI 456	Final Evaluation	To evaluate the effectiveness of the investment to inform future support to the education sector and share lessons with other posts.	Dec 2015

Annex D - Aid Quality Check ratings

The previous investment level performance assessment system utilised Quality at Implementation (QAI) reports. Two criteria, Risks and Safeguards and Innovation and Private sector were not assessed in QAI reports and there have been significant changes in AQC reporting this year. Innovation and Private Sector is not a quality standard.

AQC ratings

Investment name	Approved budget and duration	AQC/QAI year	Relevance	Effectiveness	Efficiency	Monitoring and Evaluation	Sustainability	Gender equality	Risks and Safeguards
Samoa Education Sector Program II	\$10,407,469.35 (2006-15)	2015 AQC	5	4	4	3	4	3	4
		2014 QAI	5	4	4	2	4	2	
Samoa Economic Infrastructure (2012-17)	\$20,000,000	2015 AQC	6	5	5	4	5	3	4
		2014 QAI	E	X	E	M	P	T	
Samoa Parliament Complex Redevelopment (2012-17)	\$12,943,266.1	2015 AQC	5	5	4	5	5	4	5
		2014 QAI	E	X	E	M	P	T	
Samoa Health Sector Initiative (2007-17)	\$18,862,865.27	2015 AQC	5	4	5	4	5	4	5
		2014 QAI	5	3	3	4	5	3	
ADB Samoa Power Sector Expansion Program (2007-16)	\$15,118,099.51	2015 AQC	5	5	5	5	6	4	5
		2014 QAI	6	6	6	5	5	5	
Samoa Governance and Economic Stability (2010-17)	\$21,142,830.31	2015 AQC	5	5	5	4	5	4	5
		2014 QAI	6	5	5	4	5	5	
Samoa Civil Society Support Program (2010-18)	\$7,949,999.25	2015 AQC	4	4	3	3	4	4	4
		2014 QAI	5	4	6	4	5	3	
Samoa School Fees Grant Scheme (2011-15)	\$3,540,000.00	2015 AQC	5	4	4	4	5	3	4
		2014 QAI	5	4	4	4	4	3	
Samoa Disability Program (2012-18)	\$6,481,847.57	2015 AQC	5	4	3	4	4	4	4
		2014 QAI	E	X	E	M	P	T	
Health Program (2013-22)	\$9,200,000.04	2015 AQC	4	3	4	4	4	4	4
Samoa Law and Justice Sector Program (2007-16)	\$5,127,521.99	2015 AQC	4	4	4	4	4	3	4
		2014 QAI	3	3	4	2	4	3	
Samoa Education Sector Program	\$2,363,235.60	2015 AQC	6	4	4	5	5	4	5

	(2011-18)	2014 QAI	5	4	4	4	4	4	
Samoa Inclusive Education Demonstration Program	\$6,101,730.16 (2009-18)	2015 AQC	5	4	4	2	3	4	3
		2014 QAI	4	4	3	2	2	2	
Samoa Cyclone Evan Response & Recovery Program	\$8,116,513.90 (2012-16)	2015 AQC	5	5	5	5	5	4	4
		2014 QAI	6	5	4	4	5	2	
Samoa Post-Tsunami Recovery & Reconstruction	\$6,100,000.00 (2009-15)	2015 AQC	3	3	3	3	5	3	4
		2014 QAI	E	X	E	M	P	T	
Samoa Climate Change Adaption	\$1,937,710.08 (2011-16)	2015 AQC	5	4	4	4	5	3	4
		2014 QAI	6	4	4	4	4	5	
Australian Development Scholarships – Apia	\$4,374,898.63 (2010-16)	2015 AQC	5	4	4	4	5	4	4
		2014 QAI	5	4	5	2	5	4	

FAQC ratings (include if relevant)

FAQC scores assess performance over the lifetime of the investment and should not be compared to the previous year's QAI ratings.

Investment name	Approved budget and duration	Overall rating	Relevance	Effectiveness	Efficiency	Monitoring and Evaluation	Sustainability	Gender equality	Risks and Safeguards
Investment 1									
Investment 2									

Definitions of rating scale:

Satisfactory (4, 5 and 6)

6 = 6 = Very good; satisfies criteria in all or almost all areas

5 = 5 = Good; satisfies criteria in most areas

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

Less than satisfactory (1, 2 and 3)

3 = 3 = Less than adequate; on balance does not satisfy criteria but does not fail in any major area

2 = 2 = Poor; does not satisfy criteria in major areas

1 = 1 = Very poor; does not satisfy criteria in many major areas