

**SAMOA**

**UNITED NATIONS  
DEVELOPMENT ASSISTANCE FRAMEWORK  
(2003-2007)**

**REPORT**

**2002**

**Prepared by the United Nations Country Team  
Samoa**

## Foreword

The United Nations Development Assistance Framework (UNDAF) is an essential component of the United Nations reforms, introduced by the Secretary General in 1997. The UNDAF, which has been endorsed by the Government of Samoa, is a strategic planning framework for UN development operation and cooperation at country level. It builds on the Common Country Assessment (CCA) and is a basis for strengthened collaboration between UN agencies seeking to respond to the specific development aspirations of the Government and people of Samoa. The areas of support identified for UN involvement are considered to be those where the UN has a comparative advantage. The UNDAF is also seen to be a key instrument for promoting increased dialogue with the Government and with the wider donor community to Samoa.

The goal of the UNDAF is to support the Government of Samoa's national development vision, with a focus on reducing poverty and vulnerability through improvements in basic services, increasing community participation in decision-making, increasing income-generating opportunities, maximizing opportunities of globalization and promoting natural resource management and environmental sustainability. The three objectives designed to meet this goal are:

- Reduce poverty and vulnerability through improved access to and quality of basic services.
- Enhance community participation, increase income generation opportunities and strengthen benefits from international integration and cooperation.
- Improve natural resource management and promote environmental sustainability.

This UNDAF was produced in early 2002 and approved by all of the relevant UN agencies in October 2002. It benefited from the assistance of the UNDP Sub-Regional Facility advisor in Suva who drafted the UNDAF based upon the findings of the Common Country Assessment. The UNDAF is intended to serve as a guideline for the formulation of subsequent country strategies and/or programmes to ensure efficiency and effectiveness of the partnership for the UN system with our programme countries.


I am pleased to present this UNDAF and CCA compiled prior to my arrival. The signatories reflect the UN officials who directly participated in the UNDAF process and we are sincerely grateful for their commitment for the future.

Joyce Yu  
UN Resident Coordinator  
for Operational Activities in Samoa


## Acknowledgements

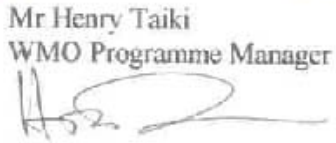
We, representatives of the United Nations Country Team, in partnership with the Government of Samoa, commit ourselves to enhancing the performance and impact of the UN system by promoting an agreed, cohesive response to fostering people-centered development in Samoa.


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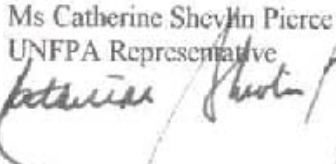
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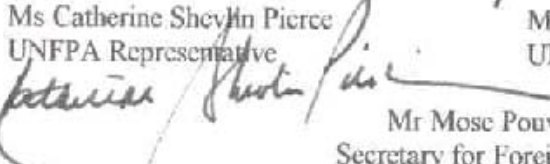
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# Map



## Table of Contents

FOREWORD.....	I
ACKNOWLEDGEMENTS .....	II
MAP .....	III
<b>I. EXECUTIVE SUMMARY .....</b>	<b>1</b>
<b>II. INTRODUCTION.....</b>	<b>2</b>
STRUCTURE OF UNDAF .....	2
THE CCA/UNDAF PROCESS AND PARTICIPATION.....	2
<b>III. RATIONALE .....</b>	<b>4</b>
MISSION OF THE UNITED NATIONS IN SAMOA.....	4
COMPARATIVE ADVANTAGE.....	4
LESSONS LEARNED .....	5
<b>IV. GOALS AND OBJECTIVES .....</b>	<b>6</b>
KEY DEVELOPMENT CHALLENGES .....	6
PRIORITY DEVELOPMENT GOAL AND UNDAF OBJECTIVES.....	11
<b>V. COOPERATION STRATEGIES TO ATTAIN UNDAF OBJECTIVES.....</b>	<b>13</b>
ADVOCACY .....	13
STRATEGIC PARTNERSHIPS AND POLICY DIALOGUE.....	14
KNOWLEDGE NETWORKING AND INFORMATION SHARING .....	14
CAPACITY BUILDING AND INTERNATIONAL DEVELOPMENT.....	14
<b>VI. IMPLEMENTATION, MONITORING AND REVIEW .....</b>	<b>15</b>
<b>VII. PROGRAMME RESOURCES FRAMEWORK.....</b>	<b>16</b>
ANNEX 1: LIST OF ACRONYMS .....	18
ANNEX 2: LESSONS LEARNED .....	19
ANNEX 3: PROGRAMME RESOURCE FRAMEWORK (2003-2007) .....	22
ANNEX 5: UNDAF/MDG INDICATOR FRAMEWORK DATA.....	28
ANNEX 6: STATUS OF DEVELOPMENT COOPERATION IN SAMOA.....	33

## I. Executive Summary

1. The preparation of the United Nations Development Assistance Framework (UNDAF) for Samoa for the period 2003-2007 as well as the Common Country Assessment (CCA) report on which it is based, is a key part of a process by the United Nations system to strengthen coordination and cooperation between UN agencies providing support to the Government of Samoa.

2. Through the CCA/UNDAF process, the UNCT has assessed the major challenges facing Samoa and the opportunities that are available to shape the UN systems' relations with the country. Despite the assistance provided by a range of external partners it is believed that there is still scope for the UN system to support Samoa's development. Also, while the Government has been successful in implementing significant public sector reform and, since 1995, reasonable economic growth the country continues to face major hurdles if it is to move beyond its LDC status and achieve and sustain a good standard of living for all people in Samoa.

3. The UN system is well placed to support specific programmes designed to address issues of poverty and vulnerability, particularly as they relate to equitable access to quality basic services. It can also be an effective partner to the Government in supporting community cohesion so that all in Samoa have the opportunity to participate in the development process and benefit from, or at least be not harmed by, Samoa embracing globalization and international cooperation. The UN system also has a comparative advantage in promoting greater commitment within Samoa to the various global environmental conventions to ensure more environmentally sustainable management of the country's natural resources as well as enhanced disaster preparedness and management.

4. The overall goal of UN assistance in Samoa throughout the period covered by the UNDAF (2003-2007) will be to support the Government's own development strategies. For the period 2002 –2004 under a theme of 'Opportunities for All' the development vision is:

*'For every Samoan to enjoy an improved quality of life premised in a competitive economy with sustained economic growth, improved education, enhanced health standards and strengthened cultural and traditional values.'*

5. The UNDAF goal is, therefore defined as:

*'To support the Government of Samoa's national development vision with a focus on reducing poverty and vulnerability through improvements in basic services, increasing community participation in decision-making, increasing income-generating opportunities, maximizing opportunities of globalization and promoting natural resource management and environmental sustainability.'*

6. In seeking to achieve this goal, the UN acknowledges national sovereignty and the need to develop programme responses that take account of Samoa's social, political, cultural and economic aspirations. Specifically, the Government of Samoa has asked the UN system to seek to meet the following three objectives in the programme period, 2003-2007:

- 1) Reduce poverty and vulnerability through improved access to and quality of basic services.

- 2) Enhance community participation, increase income generation opportunities and strengthen benefits from international integration and cooperation.
- 3) Improve natural resource management and promote environmental sustainability.

7. The UNDAF sets down a range of cooperation strategies to meet these objectives. These cover both ways to strengthen coordination between the UN agencies, including those without non-resident offices in Samoa as well as with the major development partners supporting the Government's development programme. The coordination strategies will be defined in terms of: (i) advocacy; (ii) strategic partnerships and policy dialogue; (iii) knowledge networking and information sharing; and (iv) capacity building and international development.

## II. Introduction

### Structure of UNDAF

8. The United Nations Development Assistance Framework (UNDAF) serves as the common frame of reference for UN cooperation in Samoa and follows a globally standard structure that consists of six key sections:

- 1) **Introduction** setting out the background and processes adopted for the preparation of the Common Country Assessment (CCA) document and the UNDAF
- 2) **Rationale** or a brief summary of the overall mission of the UN in Samoa, the lessons learned from previous cooperation and the key competencies and comparative advantages of the UN system in supporting Samoa's development
- 3) **Goals and Objectives** distills the key themes emerging from the CCA analysis of the key development challenges facing the country and draws out the overall goal and objectives of future UN support
- 4) **Cooperation Strategies to attain the UNDAF Objectives** are identified with the focus on how the UN system can best work together in support of the Government, while at the same time promoting partnerships with other stakeholders. This section draws on the lessons of the past as well as the identified advantages that the UN system has over others
- 5) **Implementation, Monitoring and Review** considers how the UNDAF will be implemented as well as the monitoring and review arrangements
- 6) **Programme Resources Framework** identifies the resources required to support the outputs/outcomes developed in accordance with the three UNDAF objectives.

9. A list of acronyms used in this document is at Annex 1.

### The CCA/UNDAF Process and Participation

10. The CCA/UNDAF process is a series of activities that brings the UN together with national and international partners, to assess and analyze the development situation, in terms of progress towards national targets and towards agreed objectives from global conferences. A part of the work in developing a CCA report is to agree on a common database of development indicators that can then be used for measuring progress in future. The development of country specific indicators to measure a country's progress under the Millennium Development Goals

(MDGs) is a key outcome of the CCA/UNDAF process, with opportunities for the UNDAF monitoring and review process to be integrated with the MDG reporting requirements.

11. The CCA was developed in collaboration with the Government, other development partners and stakeholders. This work led to an assessment and analysis of both thematic areas and crosscutting issues.

**Thematic Areas**

Governance  
State owned enterprises & privatization  
Trade and international development  
Agriculture, fisheries & rural development  
Food security & nutrition  
Poverty Alleviation  
Employment  
Education  
Health, water & sanitation

**Crosscutting issues**

Information & communication technology  
Environment  
Disaster management  
Gender  
Children & youth

12. The CCA report highlighted key development challenges and opportunities relevant to current national priorities and the goals and agreements reached in several global UN conferences. The objective is to give an overall assessment of problems so that the UN country team is able to respond better in working with the government and development partners in addressing specific challenges. The analysis will be updated in 2005, following the publication of the Government's next Strategy for the Development of Samoa, which will be due in 2005.

13. Preparation of both the CCA report and the UNDAF are part of a consultative process between the Government, UN System and other stakeholders, including non-governmental organizations, civil society, the private sector and the external donor community of Samoa. The process has included:

- CCA/UNDAF training for UNCT, government and other stakeholders in November 2001
- Initial consultative meeting with government, stakeholders and UNCT, together with the establishment of a CCA Steering Committee in January 2002
- Review of first draft of the CCA report in a two-day retreat in April 2002. The retreat included participants from the government, private sector, UN agencies, other development agencies, regional organizations, NGOs and civil society.
- Development of the UNDAF in June 2002.

14. The UNDAF was first mandated in the Secretary General's July 1997 blueprint for UN Reform, entitled '*Renewing the United Nations; a Programme for Reform*'. It facilitates the goal-oriented collaboration, coherence and mutual reinforcement called for by the UN Secretary General and endorsed by the UN General Assembly.

15. The UNDAF provides the basis for greater support for Samoa's development goals and is an opportunity to complement the development assistance and support provided by a community of bilateral development partners and multilateral agencies. It builds on the CCA report, by providing coherent objectives and outcomes for the UN system in Samoa. The partnership strategies defined in the UNDAF will be the foundations for the integrated country programmes that will be developed by the respective constituents of the UN system (resident and non-resident) providing support to Samoa.



16. The UNDAF is designed to increase the impact of UN cooperation on the lives of the most vulnerable and poorest. It is a strategic document that sets out the commitment and operational planning to realize UN reform in Samoa and an instrument to achieve cooperation, coordination, capacity building, and role clarification for the UN system as an institution at the country level.

### III. Rationale

#### Mission of the United Nations in Samoa

17. The overarching mission of the UN agencies in Samoa is to promote an improvement in the quality of life and sustainable human development. Specific emphasis is given to reducing social and economic disparities, particularly among the more vulnerable groups. Through following impartial and non-discriminatory practices, especially with regard to gender, the UN seeks to:

- support the alleviation of poverty through improved delivery and quality of basic services
- promote Samoa's compliance with UN Declarations, Conventions and Resolutions
- support national priorities and initiatives, including conservation of the environment
- encourage active participation of civil society to promote a cohesive and vibrant society
- promote concerted action and a multi sectoral response against the spread of HIV/AIDS
- support Samoa's role and commitment to regional and global cooperation and development

18. A key factor that impacts on the role of the UN system in Samoa is its relationship with the wide range of development partners providing support to the country. External assistance provided by donors to Samoa remains significant and far-reaching, in volume and scope. In these circumstances the contribution of the UN must be strategic, innovative and add value. Partnerships and resource mobilization efforts must reflect the unique competencies and comparative advantages of the UN system and its ability to play a catalytic role in policy development. It is of paramount importance that the UN system has the full support and participation of the Government.

#### Comparative Advantage

19. The findings of reviews, undertaken by independent consultants, of individual UN agency programmes in Samoa highlight the importance of UN support continuing to ensure:

- Neutrality and, in particular, as an *honest broker* in conflict areas
- Advocacy of global undertaking to maximize impact at national level
- Promotion of policy changes often seen as difficult for Government in itself to implement
- Coordination of human development assistance so that training is not duplicated by agencies and that every opportunity is taken to maximize training opportunities to promote understanding of cross-cutting issues
- Flexibility of delivery mechanisms
- Support to the Government in the *management* of donor assistance
- Verification and enhancement of technical standards and methodological innovation taking into account global experience and 'best practices'

- Sharing - both learning from and contributing to- regional and global experience and comparative experiences

20. Cost-sharing by the Government and Third Party cost-sharing arrangements with donors provide important contributions to the UN system and enables it to implement its programmes more effectively. This highlights the importance of the UN system maintaining the confidence of bilateral agencies in their implementation and management capacity and to maintain Government's belief that UN supported activities are highly relevant to national priorities.

## **Lessons Learned**

21. A number of important lessons have been learned from UN cooperation in Samoa over the last five years. Many of these are common to the implementation of development assistance programmes in Pacific island countries but a number are particularly relevant to Samoa. It will be important that careful attention is paid to these in the design of activities to be implemented in support of the UNDAF.

22. Key lessons learned in Samoa include:

- The UN system should determine from among Samoa's needs which match the agencies' core business — and the groups or sectors in each country facing the greatest need — and allocate resources accordingly where the impact is expected to be significant.
- It is vital that when projects are to be implemented through national execution (NEX) that the operating arrangements are in line with the national government policies and procedures. In Samoa, the introduction of NEX has proven relatively successful because of simultaneous decisions by the Government to devolve increased financial and human resource management responsibilities to the line agencies. These decisions were part of a programme of institutional strengthening initiatives being supported by donors such as Australia, ADB and New Zealand.
- There continues to be a need to strengthen local capacity to reduce delays in acquitting project funding provided as cash advances to sectoral ministries, this would involve training and a streamlining of administrative procedures.
- The move by UNDP to implement projects using NEX has required a corresponding adjustment in the way support is provided by other UN agencies. They have been required to move away from being the executing agencies to be the technical support to the Government.
- When UN activities are to be the catalyst for change it is also important that there are sustained reminders to local planners and implementers of issues relating to human rights conventions and global commitments, and in particular the rights of women and children.
- The need to ensure that UN initiatives are implemented as flexibly as possible. The nature of policy formulation and implementation requires consistent monitoring and a recognition that as situations evolve the nature of the policy advice needs to be adjusted.
- The importance of identifying mechanisms through which Samoa can benefit more fully from sub-regional programmes of UN agencies.

23. A list of other more general lessons learned in Samoa as well as other countries in the Pacific is at Annex 2.

## IV. Goals and Objectives

### Key Development Challenges

24. Samoa achieved political independence in 1962 and has maintained relative political stability since that time. The present government has been in power continuously for the past 18 years. The national system of government combines traditional and democratic features. Universal suffrage has been applied since 1991, although only traditional chiefs (Matai holders) are eligible to run for parliament. Of the 49 seats in the parliament, two are reserved for voters considered to be outside the governance of the Matai system. Since about 97 per cent of Matai's are male it is not surprising that only 6 per cent of the members of parliament are female.

25. The traditional chiefly (Matai) system also plays a dominant role at the village level. Succession to Matai titles is by consensus of the extended family rather than any fixed mode of inheritance. The women's committees and the churches are dominant forces that are integral to the fa'asamoa in traditional settings that may not be as strong in the emerging peri-urban village settings. It is also apparent that Samoa is a 'society in transition', where the traditional systems and social structures are being impacted upon by external cultural and societal changes brought about by the introduction of new music, television and movies, etc., as well as the influences of travel and increased communications with the outside world. These changes are having a significant affect on young people in Samoan society and while there is growing recognition of the need for the views of young people to be considered this is often in direct conflict with traditional approaches. For many young people the structural changes in society needed to give them a 'voice' is coming too slowly.

26. The Samoa islands comprise two main islands Upolu and Savaii and seven small islands. The country has a total land area of 2,820 square kilometers and an exclusive economic zone of 98,500 square kilometers, the smallest in the Pacific. Over 80 per cent of the land is under customary tenure. The majority of the population lives on Upolu. In 2001, the total population was around 175,000. Approximately 53 per cent of the population are under 19 years of age, some 38 per cent aged between 20-54 years of age and the remaining 9 per cent being 55 years of age or older.<sup>1</sup> A low rate of national population growth is estimated at around 0.5 per cent annum, reflecting the significant impact of continuing net migration as well decreased fertility, marriage at later ages and increased use of family planning periods.

27. Samoa was accorded UN Least Developed Country status in 1971 and has retained the status from that time. Per-capita GDP in 2000 was US\$ 1,431. Adult literacy is estimated at 98 per cent with life expectancy at birth of 68.4 years. The UNDP Global Human Development Index (HDI) ranks Samoa 96, while no ranking is available under the Human Poverty Index (HPI). Based on the HDI, Samoa has one of the higher levels of social development rankings amongst Pacific Island countries reflecting higher overall education and health standards relative to other Pacific Countries. The most devastating recent natural disasters were cyclones Ofa and Val in 1990 and 1991, respectively, and a taro leaf blight infestation of 1993 that affected the major food and export root crop. Samoa's vulnerability to natural disasters was estimated by the Commonwealth Secretariat to rank 21<sup>st</sup> among 111 developing countries on the basis of the percentage of the population affected by disasters during the 1970-1996 period. The high dependence on a few commodity exports also makes Samoa vulnerable.

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<sup>1</sup> Samoa 1991 Population and Housing Census

28. Samoa is a small open economy highly dependent on a narrow resource base that is limited to agriculture, tourism, small-scale manufacturing and fisheries. Samoa's macroeconomic performance is highly dependent on external factors like other small Pacific Island countries, in the form of commodity pricing, crop disease and weather related shocks. The unique feature of Samoa's culture and traditional way of life "*the fa'a-samoa*" provides a natural social network that enabled political and social stability and a more broad-based social achievement. However, it is also recognized that although these have until now been strongholds of Samoan society, these family-based support systems are in a state of change and the vulnerability this brings to less well-resourced families needs to be addressed.

29. Over the past two decades, Samoa has made reasonable progress in terms of economic and social outcomes. The two cyclones in the early 1990s and the outbreak of taro blight interrupted this progress. The Government also found it necessary in 1994 to assume the debts of the troubled national airline, with these debts accounting for approximately 25% of GDP. Annual GDP growth in both 1999 and 2000 was 2.6% and this jumped to 6.9% in 2001. These results continued a trend of positive real growth that began in 1995. Underlying the good economic performance has been expanded opportunities in fisheries, ongoing success of the Japanese owned car parts exporting company and other small manufacturers as well as the considerable investment in infrastructure replacement and improvement needed following the cyclones.

30. In recent years the Government of Samoa has embarked on a program of structural reforms. The aim of the reforms is to develop a more efficient economy as it progresses towards accession to the World Trade Organization (WTO). The focus of the reforms has been within the public sector, including health and education, and for the development of the private sector. In addition, the latest development strategy for Samoa has placed emphasis on the need for a more balanced distribution of benefits from the reforms. Underlying the reforms are plans for continued efforts to press ahead with reforms on good governance through improved accountability and transparency of government operations. It is difficult to make an accurate assessment of the contribution the public sector reforms have made so far to boosting the economic performance. However, it is widely recognized that the reforms to the tariff structure, with lower tariffs and duties has given considerable impetus to an expansion in the wholesale and retail sector.

31. While the Government sees the economic reforms as crucial for bringing about an improvement in the living standards and welfare of the people of Samoa, there is increasing concern about the growing level of disparity in incomes as well as access to basic services in the community. This concern is encapsulated in the theme for the 2002-2004 Strategy for Development of Samoa *where every Samoan must have the opportunity to share in the benefits of national development*, with an emphasis on *creating opportunities for improved economic and social welfare for everyone*.

32. The most important structural change in the economy has been the decline in the relative importance of subsistence activity in real GDP. The subsistence share of GDP has declined from around 25 per cent in the early 1980s to around 15 per cent in 2000. This change has an impact on livelihood and food security and may increase vulnerability if opportunities for paid employment and/or income generating opportunities are not expanded. The importance of the informal sector and the establishment of micro enterprises cannot be underestimated.

33. The CCA report notes that there is concern that the education indicators currently used overestimate levels of literacy. Information produced through the UNDP funded and UNESCO executed basic Education and Life Skills (BELS) regional project highlights that there could be

major functional literacy and innumeracy weaknesses for a significant segment of the population. In the health sector, while progress is being made to improve the services available there is evidence that health issues related to diseases spread by infection are giving way to 'changing lifestyle' diseases caused by changing dietary habits, lack of exercise and excessive use of alcohol and tobacco.

34. The CCA report presents a wide range of interrelated challenges faced by Samoa. For the purposes of the UNDAF the thematic areas identified in the CCA report have been narrowed to focus on those where the UN agencies active in Samoa have the capacity to make a contribution and have been recast as follows:

**Poverty, vulnerability and access, quality and delivery of basic services.**

35. With the assistance of UNDP and others such as the Asian Development Bank (ADB), the Government is developing a framework for defining poverty as well as appropriate ways for measuring and monitoring changes in poverty in Samoa. A 1997 Household Income and Expenditure Survey indicates that one in three households do not have sufficient income to sustain an acceptable standard of weekly expenditure on food, with the majority of food poverty households living in the rural areas. However, because many Samoans continue to have the opportunity to live in a situation where support is provided through a mix of traditional subsistence activity supplemented by modest cash income activities and remittances the interpretation of poverty is difficult. A key challenge is to identify to what extent the shift from subsistence to the cash economy has had on vulnerable groups and whether the good performance of the economy in macro terms is disguising increased vulnerability among certain groups, including women and youth and in particular those living in rural areas.

36. There is a need to focus increased attention on identifying income-earning opportunities as well as to ensure that quality basic health and education services can be made available to all sectors of the community. It is also important that other basic services and infrastructure are available to villages as this will prevent increased disparity between those living in Apia and those in rural areas and encourage income-generating opportunities in rural settings.

37. Although, Samoa's HDI suggests a general absence of hunger and under-nutrition and the national food supply appears sufficient, food insecurity does exist, particularly among those described as economically disadvantaged households in Apia and the peri-urban areas. Malnutrition, particularly for children aged 5 years and under, is present, while over-nutrition is also found.

38. Along with significant support from bilateral donors and multilateral agencies, WHO, UNFPA and UNICEF have all been active in supporting efforts support the health sector. These efforts will be continued as the health services of Samoa continue to be reformed to meet the emerging patterns of illnesses and deaths associated with changes in the level of development. While health indicators are generally good, 'changing lifestyle' diseases are replacing diseases spread through infection. These so called 'lifestyle' diseases are caused by changing dietary habits, lack of exercise use of alcohol and tobacco.

39. Infectious and parasitic diseases remain amongst the leading five causes of hospitalization and death (latest year 1998), Samoa is undergoing the transition from infectious and communicable disease to non-communicable or 'lifestyle' disease. The latter are among the leading causes of in-hospital mortality on Samoa. Immunizable diseases, while still demanding constant surveillance are no longer of major concern in the country due to consistently high

immunization coverage rates in the past years. However, Samoa is currently facing very serious health challenges with regard to the reality of actually having people with HIV/AIDS living and residing in the country. Primary health care along with expanded health promotion services are seen as the key to addressing the emerging lifestyle diseases.

40. An important element of improving the availability, quality and accessibility of health services is to address institutional issues relating to the capacity of the Health Department to manage a decentralized health service throughout the country; the operations of a well managed hospital system and the effectiveness of coordination between the public and private health services. Because many of the important health issues cannot be tackled in isolation, a multi sectoral response is required and as a consequence it is important that there is a multi-sectoral response involving, for example, the education sector to promote lifestyle changes or the agriculture sector to encourage food production to address issues of nutrition.

41. Access to safe potable water remains problematic for many Samoans. The issue in the urban area relates largely to overuse, with the extra demand being met through including untreated water with treated water. A system of water meters and service charges is being introduced under a donor supported institutional strengthening project. However, in doing so it will be important that ways are found for ensuring vulnerable sections of the community are not disadvantaged even further.

42. The 'Education Policies and Strategies 1995-2005' provides the framework and strategic plan for the development of the education sector in Samoa. It is envisaged in the policies and strategies that there will be an institutional structure capable of delivering an education product that meets the criteria of equity, quality, relevance and efficiency to its stakeholders. In Samoa this has been a shared responsibility between the Government, Churches and other non-government organizations. While considerable attention in recent years has been given to post secondary education, with an upgrading of both technical and University opportunities there remains concern about the standards at primary and secondary education with many children still not successfully achieving a basic level of education. Among the more vulnerable groups there are difficulties in paying school fees and while primary education is compulsory there continue to be reports of non-attendance.

### **Community participation, income generation and international integration and cooperation**

43. Samoa has made considerable progress in the areas of good governance, which has led to the introduction of new policies, processes and legislative framework for managing government finance and budgeting and also for improved oversight and monitoring of the operations of state owned enterprises. While many of these reforms have been undertaken in close consultation with the private sector and broader community, it is recognized that many of these changes are also having an impact on many of the traditional community relationships and institutions. Future change will need to include mechanisms for carefully monitoring issues relating to community and social cohesion as well to avoid increasing the numbers of people made more vulnerable or marginalized by the development process. This applies particularly to women and young people and requires a significant shift in social and community structures as well as changes in the traditional decision-making processes.

44. It is also important for economic growth to continue and for Government to develop and implement policies that support growth while at the same time establish a firm basis for identifying and assisting the most vulnerable groups. Improving basic education and facilitating

private sector operations are critical, with employment growth in both the formal and non-formal sectors key outcomes to be achieved through the private sector.

45. There is a need for solutions to cope with the changes taking place in villages and new semi-urban settlements where more young people are growing up. The impact of monetary demands for basic services such as primary health care, which are managed through women's and other committees, places a strain on already vulnerable groups. For those unable to meet the cost of membership fees there is a real danger that they will be pushed further out of the village and family social nets. A lack of accurate data as well as comprehensive research impacts on the development of policies and the formulation of strategies that will ensure their implementation. It also impacts on the understanding of the community, with a lack of reliable data and information leading to an ill-informed public about a range of health and other issues, including lifestyle diseases, TB, HIV/AIDS etc.

46. Gender equity is an integral part of national policy development, with efforts focused on mainstreaming gender issues in the development process. Women community organizations played and will continue to play a pivotal role in the delivery of social services at village level as well as initiate economic activities for their families' well being. However, more work is needed to address women's human rights that is, women's legal rights (law revisions); acts of violence against women; women's access to land; and family law need to be revitalized and addressed.

47. International integration and cooperation, including accession to the World Trade Organization (WTO); reporting on the Millennium Development Goals (MDGs) and other international conventions and agreements; strengthening capacity to link with the rest of the world through ITC are important aspects of Samoa's development. A key challenge, and one where the UN system is well placed to support is how Samoa can maximize the benefits of globalization and participate most effectively in the international community.

### **Natural resource management and environmental sustainability**

48. Village and commercial agriculture will continue to be an important sector of the Samoan economy. Continued FAO support for village based agriculture will promote food security and support agro-based industries such as coconut cream, oil and desiccated coconut that have been major export products in the past years. The commercial development of many of the crops traditionally farmed in Samoa, as well as new ones, further encouragement of commercial livestock production and support of commercial fisheries will support more processing and added value of products on island for export and will generate employment opportunities in this sector.

49. While there has been significant progress in the planning and management of environmental resources in Samoa, there is a need to consider institutional arrangements for the promotion of sustainable development and the corresponding capacity building in a number of areas including: information dissemination through communications networks and public outreach; training, strategic planning; participatory consultations; provision of technical information; as well as logistical support equipment and materials. Priority is to be given to the completion of all proposed policies under the National Environment Management Strategy as well as others in furthering the stand of legal instruments to enforce sustainable development approaches that prioritize environmental concerns and relearning again the sustainable use and husbandry of natural resources. A key aspect will be the Government's commitment to the many global conventions and agreements to promote environmental sustainability.

50. Building on the experiences of recent natural disasters and the negative impact of the taro leaf blights and African snail epidemic, the Natural Disaster Management needs to be broadened to include both man-made and natural disasters. It needs to involve the preparation of national disaster preparedness and contingency plans for all sectors, especially at the community levels considered vulnerable and at high risk. A key part of the planning process is the rationalization of administrative responsibilities among key Government departments as well the roles of non-government organizations.

### **Priority Development Goal and UNDAF Objectives**

51. The overall goal of UN assistance in Samoa throughout the period covered by the UNDAF (2003-2007) will be to support the Government's own development strategies. For the period 2002 –2004 under a theme of 'Opportunities for All' the development vision is:

*'For every Samoan to enjoy an improved quality of life premised in a competitive economy with sustained economic growth, improved education, enhanced health standards and strengthened cultural and traditional values.'*

52. Under this development vision there are a total of nine key strategic outcomes:

- 1) Stable macroeconomic framework
- 2) Improve education standards
- 3) Improve health standards
- 4) Improve private sector development and employment creation
- 5) Enhance agricultural opportunities
- 6) Strengthen social structure
- 7) Improve infrastructure and services
- 8) Improve opportunities for tourism industry
- 9) Enhance public sector efficiency

53. The UNDAF Goal is, therefore defined as:

*'To support the Government of Samoa's national development vision with a focus on reducing poverty and vulnerability through improvements in basic services, increasing community participation in decision-making, increasing income-generating opportunities, maximizing opportunities of globalization and promoting natural resource management and environmental sustainability.'*

54. The UNDAF emphasizes that development is by the people, where increased importance is placed on participation in planning and implementation by the people so that as stakeholders and beneficiaries there is a greater degree of ownership. This is very much in line with the Government's own approach of promoting systematic and open consultation with the community on the annual budget process and in the formulation of the periodic national development strategies.



**Objective 1:** Reduce poverty and vulnerability through improved access to and quality of basic services.

**Outcomes**

- 1.1 Reduced poverty through improved food security
- 1.2 Strengthened health management capacity and improved staff skills
- 1.3 Improved access, quality and delivery of basic reproductive health services, information and education
- 1.4 Improved health settings and environment
- 1.5 Reduced morbidity and mortality from communicable diseases
- 1.6 Reduced morbidity and mortality from non-communicable diseases
- 1.7 Development of a National HIV/AIDS Multi-sectoral Strategy
- 1.8 Reduced disparity in education access with expanded opportunities for quality education for life for all community groups.

**Objective 2:** Enhance community participation, increase income generation opportunities and strengthen benefits from international integration and cooperation.

**Outcomes**

- 2.1 Community participation in policy development and decision-making processes of the institutions of the State with improved transparency and accountability
- 2.2 Strengthened informal sector production and marketing capabilities with expanded employment opportunities in rural and urban areas
- 2.3 Improved status of women in health, families, education and decision-making
- 2.4 Improved data collection and analysis (including sex disaggregated) to promote better understanding of vulnerability and community changes.
- 2.5 Policy strategies to maximize the benefits of international integration and cooperation, with specific emphasis on the impact on the most vulnerable in the community
- 2.6 Increased awareness of human rights treaties and norms

**Objective 3:** Improve natural resource management and promote environmental sustainability

**Outcomes**

- 3.1 Strengthened extension services to increase sustainable agro-based production, marketing employment and income generation in rural areas
- 3.2 Increased National commitment to meet obligations under global environmental conventions
- 3.3 Improved Disaster mitigation and management capacity

## V. Cooperation Strategies to Attain UNDAF Objectives

55. The UN system is represented in Samoa by resident office of UNDP, WHO, FAO and UNESCO. Each of these agencies is responsible for more than the Samoa programme, with UNDP and WHO covering a limited number of other island countries in the sub-region, while in the case of FAO and UNESCO they are the regional office for all Pacific Island countries, including Papua New Guinea. There is also a WMO project officer located in the South Pacific Regional Environment Programme Office based in Apia. UNFPA and UNICEF support Samoa based activities through regional programmes administered from their office in Suva, Fiji. ESCAP provides support to Samoa from its Headquarters in Bangkok, Thailand as well as its Pacific office in Port Vila, Vanuatu. Other UN agency support is provided from the headquarters of the agency involved.

56. The differing mandates and responsibilities of each of the UN agencies providing support to Samoa have increased the challenge of producing the UNDAF and for defining appropriate cooperation strategies. It has also been difficult to produce with any accuracy the Programme Resource Framework, with UNDP and WHO the only agencies with specific funding allocations for Samoa. In most other cases there are allocations potentially available from regional programmes, with receipt of such funding subject to the development of specific projects. In other cases the Samoa is expected to benefit from regional activities through participation in, for example, region or sub-region wide workshops or technical advisory support initiatives. In many respects the following provide options that can primarily be pursued by the small in-country UN Country Team.

57. UN assistance will be an ‘innovator’ and a ‘catalyst’, both in terms of the nature of the activities supported and in the partnerships developed. Key partners will be NGOs and CSOs, as these organizations are central to fostering sustainable development and with many directly involved in the delivery of basic services. Efforts will also be made to further increase the understanding of the different role the UN can play to that of external donors.

58. As in many countries, the role of the UN system is often seen as a donor, with confusion over how UN agencies can play a role as a partner in helping coordinate donor support. Resource and capacity constraints within the UN system preclude the development of large-scale interventions, with the role more significantly being to catalyze the involvement of the Government or members of the donor community.

59. The following are the strategies for the implementation of UNDAF:

### **Advocacy**

- 1) Carefully discuss all activities, embarked on by the UN system, with Government counterparts and development partners to ensure as far as possible synergy with national development aspirations.
- 2) Use of local media to regularly report on programme and project initiatives, with the UNCT enjoying good access to all of the main forms of communication in the country.
- 3) Share key planning document with a wide number of UN agencies and, where possible and appropriate, bring to the attention of the Government the comparative advantage of broader UN system cooperation with Samoa.

- 4) Strengthen local capacity to maximize regional and global commitments and support efforts to integrate the monitoring and reporting requirements of the international commitments with the Government's own planning and budgeting mechanisms.

### **Strategic Partnerships and Policy Dialogue**

- 5) Respond where the UN system has a comparative advantage, or can offer an alternative partnership approach. This will be explored through: (i) networking, both formally and informally, with potential partners; (ii) regular contact and meetings with a large number of programme and project design teams to promote alternative policy options; and (iii) participation in a wide cross-section of the development network, including NGOs, CSOs and the private sector.
- 6) Increase possibilities for more joint programming and evaluations between UN agencies but also with other development partners. Within individual agencies, give greater attention to strengthening Samoa's access to global and regional initiatives and to ensuring that these opportunities are linked with national undertakings.
- 7) Build on the potential for learning and strengthening capacity through networking with others. With South-South Cooperation and technical cooperation between developing countries (TCDC) both important avenues of support. Strengthen IT connectivity will be integral to the success of finding and promoting opportunities for such in-country partnership.

### **Knowledge networking and information sharing**

- 8) Provide to the Government and other development partners, policy-relevant information, lessons of experience and examples of innovative practices and policies and implementation aspects.
- 9) Participate, where possible, in joint feasibility and design missions to promote information exchange across agencies and present unified solutions to development challenges. An important element of this approach will be to promote the importance of cross-sectoral linkages and the key nature of considering broader crosscutting issues such as gender, HIV/AIDS and information technology when designing sector specific interventions.
- 10) Facilitate communication and consultations among different stakeholders involved in development work in Samoa.

### **Capacity building and international development**

- 11) Play a role in helping develop more innovative ways for providing technical assistance and for ensuring 'ownership' of institutional changes that will be required. Without local ownership there will continue to be a lack of success in implementation of the various policy and planning initiatives that have been promoted.
- 12) Ensure consistency and commitment to providing technical support, with the choice of advisers paramount in maximizing the engagement of counterparts. It is necessary that advisers recognize the cultural and social difference to work attitudes and workplace relations in Samoa and design policy and planning proposals that respect these

differences. Solutions must be 'home grown' and seen and understood in this way by people from Samoa.

- 13) Reduce the burden of complex management and monitoring arrangements required of external partners, by maximizing the potential for joint missions and reporting mechanisms, within the UN system itself and where possible with other development partners. This will include linking the review and monitoring of the UNDAF with the delivery of regular Millennium Development Goals Reports as well as the potential for achieving greater synergy between the monitoring and reporting of other UN declarations and commitments.

## **VI. Implementation, Monitoring and Review**

60. The timing of the UNDAF preparations coincides with the publication of the Government's Strategy for the Development of Samoa (2002-2007). As part of the implementation of the UNDAF annual work plans will be produced in December each year, with the first one to be produced in December 2002. It will be supported by the adoption of inter-agency results-based monitoring and evaluation that includes:

- integration of individual agency mechanisms (with most already seeking to develop a stronger results based approach in their programme implementation and management);
- monitoring of outcome indicators to achieve UNDAF objectives as identified in the Programme Resources Framework; and
- periodic review and evaluation of key agency programmes/projects that will be developed to support UNDAF objectives.

61. On the basis of the established indicators and periodic evaluations, an annual report describing the impact of the UN agencies towards meeting the UNDAF goal and objectives will be produced. These findings will be discussed by the UN Country Team, and where appropriate with offshore UN agencies working in Samoa, and highlighted in the Resident Coordinator's annual report. Where new or revised outcomes are proposed, within the context of the UNDAF strategies, these will be agreed with the Government and incorporated into a revised Programme Resources Framework, with a clear identification of observable indicators and outputs.

62. For 2002, the end-of-year Resident Coordinator (RC) reporting and work planning process will be preceded by the production of baseline targets and a precursor exercise to introduce the processes and procedures for production of the national Millennium Development Goals Report (MDGR). Periodic MDGRs based on the 2002 baseline, will be timed to coincide with the UNDAF mid-term review process and end of cycle evaluation of the UNDAF. UN Agencies, representatives from Government, civil society and donor partners will be fully involved in the mid-term review and end of cycle evaluations. These activities will take stock of progress made, identify bottlenecks and revisit the UNDAF focus and strategy in light of the evolving country situation as well as regional and global developments.

63. The annual report and work planning process will build on the programme/project reviews conducted by each agency in UN country team and UN country team inter-agency joint discussions. Opportunities to convene an all UN team 'retreat' ideally with principal Government counterparts and donor representatives will be explored.

64. The timetable for UNDAF follow-up and monitoring will be as follows:

<b>2002</b>	December	Preparation of RC Annual Report and UNDAF workplan for 2003
<b>2003</b>	December	Preparation of RC Annual Report and UNDAF workplan for 2004
<b>2004</b>	December	Preparation of RC Annual Report and UNDAF workplan for 2005
<b>2005</b>	June	Mid-term review of UNDAF and updating of the CCA report to coincide with the preparation of Samoa's next Strategy for Development (2005-2007)
	December	National MDGR Preparation of RC Annual Report and UNDAF workplan for 2006
<b>2006</b>	December	Preparation of RC Annual Report and UNDAF workplan for 2007
<b>2007</b>	Jan-March	Preparation of second CCA and UNDAF
	December	Preparation of RC Annual Report and workplan for 2008 based on the successor UNDAF.

## VII. Programme Resources Framework

65. At Annex 5 is an UNDAF Programme Resources Framework that has been developed based on the logical framework approach. It shows an estimate of likely resource mobilization by the UNCT in meeting the three objectives identified for the UNDAF. Table 1 provides a summary of the total proposed expenditure for the agencies expected to support the UNDAF.

66. Annex 5 sets out the actual development assistance received in 2001 by sector. This summary demonstrates the magnitude of assistance provided to Samoa and the relative contribution made by the UN system in that year.

**Table 1: Programme Resources Framework Summary (USD '000)**

Organization	UNDAF Objectives		
	Poverty and vulnerability	Community participation	Environmental Sustainability
UNDP			
UNFPA			
UNICEF			
WHO			
Specialized Agencies			

Other			
Total			

## Annex 1: List of Acronyms

AIDS	Acquired Immuno Deficiency Syndrome
CCA	Common Country Assessment
CSO	Civil society organization
FAO	Food and Agriculture Organization
GDP	Gross Domestic Product
HIV	Human Immunodeficiency Virus
ICT	Information and communication technology
ILO	International Labor Organization
IMCI	Integrated Management of Childhood Illnesses
MDGs	Millennium Development Goals
NDC	National Disaster Committee
NDMO	National Disaster Management Office
NGO	Non-governmental organization
SHD	Sustainable Human Development
STD	Sexually Transmitted Disease
STI	Sexually Transmitted Infection
TCDC	Technical cooperation between developing countries
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCED	United Nations Conference on Environment and Development
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNDGO	United Nations Development Group Office
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
UNOCHA	United Nations Office of the Coordination of Humanitarian Affairs
WFP	World Food Programme
WHO	World Health Organization

## Annex 2: Lessons Learned

For a number of UN agencies, Samoa is served primarily through regional programmes that cover as many as fifteen Pacific Island Countries (PICs). For these agencies, the 'lessons learned' are often reported for the region as a whole with no individual country reports. The following summary has been prepared of lessons learned from UN system cooperation during the current and previous programme cycles. Some of the issues and lessons are inter-related. They have been categorized under four main headings but not in any order indicating importance or priority:

### Targeted Assistance

- **More attention to population and development.** The growing concentration of people, services and potential environmental degradation in urban centres suggest inadequate past attention to population and development issues. *Lesson learned: More research and resources need to be devoted to this area to quickly improve the government's understanding of issues and the capacity to deal more effectively with them.*
- **Addressing gender issues.** Addressing gender issues through a women's office in government is insufficient. *Lesson learned: As gender is not a 'women's issue', there is a need to actively involve more men in addressing gender issues.*
- **Need for continual, and more appropriate, Human Resources Development.** The UN system has provided a wide variety of training and HRD continuously for some years. Due, however, to migration, retirement, deaths, and a high rate of occupational mobility, there will be a continuing need at current or higher levels for many years if development goals are to be met. *Lesson learned: HRD needs must be regularly monitored, with support modified but continued at current levels.*
- **Uncertain benefits for targeted groups.** For at least some agencies, despite an explicit emphasis on women, youth, and disadvantaged groups in their country programmes, there is little evidence that the programme has genuinely benefited them. *Lesson learned: UN programmes and projects must be more pro-active in assuring that the planned beneficiaries do in fact benefit.*
- **Addressing child and youth issues.** Acknowledgment of, and interest in, child protection issues (child abuse, international adoptions, juvenile justice, child rights, HIV/AIDS) and youth issues (development, health, social and economic future, youth disaffection, etc) has increased in recent years, due in part to UN efforts. However, not enough has been done to protect children and youth. *Lesson learned: As with awareness efforts in general, it is insufficient to raise awareness and interest in child/youth issues. Follow-up activities and better coordination with related activities of other agencies are necessary. There are also benefits in including active participation by youth and adolescents in identifying issues affecting them and in helping to address them.*

### Mode of Operation/Delivery

- **Recognition that the Pacific really is different.** UN agency HQ officials often assume that all PICs are basically alike and that programme delivery in the Pacific should be comparatively straightforward due to small populations and relatively low rates of extreme poverty. However, dispersed geography and poor economies of scale often impose high costs on programmes for the region overall. At the country level, the problems facing, for example, Samoa and the Solomon Islands differ substantially as do



- effective approaches to address the problems. *Lesson learned: Agency PIC country offices need to regularly explain the issues faced by the region and by individual PICs such as Samoa or risk a lessening of HQ support.*
- **Need to focus on fewer, better-defined priorities.** Given the UN system's limited financial and technical resources, it cannot expect to effectively address all of Samoa's key development issues. It must strategically address a limited number of clearly identified priorities. *Lesson learned: The UN system should determine which of the PICs face the greatest need which matches the agencies' core business — and the groups or sectors in each country facing the greatest need — and allocate resources accordingly where the impact is expected to be significant.*
  - **Advocacy and communications.** UN agencies have all been active in advocacy initiatives using a wide variety of communications tools. However, not enough is being done and not enough people are being effectively reached. *Lesson learned: UN agencies should use radio (the medium reaching the most people) more effectively. Advocacy and communications strategies should be strengthened and be included in all programmes and projects.*
  - **Difficulty of serving remote, rural populations.** Financial constraints (UN agency and government) often result in a concentration of UN efforts in the urban area. Those living in villages not close to Apia often miss out on training and other opportunities. *Lessons learned: Despite past efforts, the capital vs. rural areas gaps may be widening. Strengthening service delivery to rural areas needs to be an explicitly higher priority for the UN system.*
  - **Inadequate data collection, analysis, and distribution.** Up-to-date and regular data and information for analysis, policy development, decision-making, monitoring, evaluation etc. are needed for most sectors. There is a great deal of duplication in data collection and a considerable amount of inconsistent data used nationally and within UN agencies but no easy solution to the problem. Many UN project reviews, mid-term reviews, etc. have suffered from the lack of data and its inconsistency. *Lesson learned: There is a need to strengthen capacity to collect and effectively use data / information for a wide variety of purposes nationally and with regional organizations and UN agencies that serve Samoa.*
  - **Importance and limitations of awareness building efforts.** Awareness has generally increased throughout the PICs, including Samoa, on the importance of micro-nutrients for children, the importance of breast-feeding, the risks of rapid-expansion of HIV/AIDS, the importance of early childhood education, links between health and sanitation / water quality, lifestyles associated with diabetes and other non-communicable diseases, the dangers of smoking, etc. However, this awareness does not necessarily lead to measurable improvements in the short-term. *Lesson learned: For UN programmes and projects, awareness raising efforts should continue for extended periods and be followed-up with practical activities.*
  - **Need to apply the lessons from outside the region.** The UN system has a vast reservoir of knowledge and experience from outside the Pacific but may not always use it effectively in Samoa. There is a valuable experience from elsewhere which need not be relearned in Samoa. Experience on effective poverty reduction strategies for island states could be adapted for the Pacific. *Lesson learned: The UN system should develop better mechanisms to use appropriate experiences from other small states in the Pacific.*
  - **Local cost-sharing.** For some agencies, delivery of some high-priority services to the PICs has improved where the country pays an agreed element or portion of costs. *Lesson*

- learned: UN agencies should explore more cost-sharing opportunities with the government.*
- **Need for Government to remain aware of the various sub-regional and regional programmes offered by a range of UN agencies.** As a consequence it often includes priority activities in the GIP that go un-funded or are placed in a bilateral programme pipeline when they may have been accommodated through a sub-regional or regional programme of one of the UN agencies. *Lesson learned: The importance of identifying mechanisms through which Samoa can benefit more fully from sub-regional programmes of UN agencies.*
  - **It is an advantage if target communities have some experience with new concepts.** When introducing new concepts such as planning methodologies for the use of land for development it is an advantage if the initial target communities have some experience in development and understand the basic concepts of marketing and development. This will ensure they understand the relevance of land leases and as a consequence the project may see more immediate success. This success may then lead to a flow-on effect, with a greater likelihood of widespread acceptance. *Lessons learned: The advantage of launching new ideas in areas or with communities where there is already some understanding of the reasons for the introduction of new concepts.*

### **Capacity for Participation**

- **Value of National Coordinating Committees.** UN support for national coordinating committees has been an effective way of developing national reports on the Convention on Rights of the Child and more widely advocating child's rights *Lesson learned: Support for similar committees may be an effective means of advocacy for CEDAW and other conventions.*
- **Value of linking with regional organizations.** Working closely and collaboratively with regional organizations increase UN system effectiveness through pooled expertise and making better use of scarce resources. *Lesson learned: UN agencies should more seriously consider options for working with these organizations.*
- **Regional UN programme importance.** For Samoa, a country where many agencies do not have a country programme but work through a regional programme, UN regional activities can be far more significant in terms of potential assistance than for larger countries. Yet there is often limited information available on the programmes and how Samoa can benefit from them. *Lesson learned: The UNCT or individual agencies should prepare a simple, short overview of all regional programmes, their key activities and points of contact.*

### **Programme/Project Approach**

- **Reducing complexity of programme and project design.** In Samoa, the same small group, or even single individual, must deal with a number of UN agencies and donors. It can be difficult to understand the acronyms, jargon, reporting formats, etc. Also, some project and programme designs have been too complicated and are difficult for the agencies themselves to manage. Some programmes and activities still lack clear priorities or measurable outputs. *Lesson learned: programmes and projects for Samoa should be designed from the outset to be flexible and to match local capacities to implement and manage. They should be less complex and more focused. The outputs expected should be prioritized, transparent, clear and measurable.*

- **UN initiatives are implemented as flexibly as possible** and to promote opportunities for improved governance when new public sector policies are being developed. For example, as the proposals for increased devolution of central government responsibilities are being developed it will be important that the UN system is able to provide decision-makers with access to global comparative experience and to encourage policy makers to understand all options. *Lesson learned: The nature of policy formulation and implementation requires consistent monitoring and a recognition that as situations evolve the nature of the policy advice needs to be adjusted.*
- **Improving local ownership of UN programmes and projects.** Some UN agency activities lack national ownership, which reduces their effectiveness. Because of changes in the jobs of officials and limited records and documentation, it is not always clear how programmes and projects of some UN agencies were developed and adopted. When consultations have been limited, there can be an appearance that the UN's agendas, not local priorities, drive programme formulation. *Lesson learned: Programme and project design should include broad participation among government, civil society and donor partners and a transparent development process.*
- **UN programme management.** Programme performance for many agencies would be improved if more effective mechanisms were in place for monitoring and reporting. These include audits/quality checks, better management training, better understanding among agency staff and Samoa counterparts of results-based management approaches, regular reviews and in-country monitoring, and standard reporting formats among the UN (and other) agencies. There maybe a need for a simple compilation/booklet of UN funding and programmes with a simple guide on how to access these funds. *Lesson learned: More effective mechanisms are required, some of which would be easier to implement with an in-country agency presence.*
- **Inadequate Country Programme financial resources.** For some agencies, the financial allocation available for activities in Samoa is insufficient for effective intervention. However, it is increasingly difficult to raise external funds for national programmes for small PICs. *Lesson learned: Although it can be difficult to raise external funds for a particular PIC, it should be easier to raise additional resources for carefully selected high-priority issues affecting the region from which the country can benefit. The UN Country Team should actively develop mechanisms to increase national resources through a well-designed regional resource pool. In some cases, a core regional team of specialists to provide backstopping for several common or similar national initiatives can be cost effective in the PICs.*
- **Improving training materials.** Training materials for Samoa developed in a participatory manner with local people are generally more effective and generate more local ownership. *Lesson learned: Develop HRD / training materials with local people, not for them.*
- **More effective mainstreaming.** There have long been efforts to 'mainstream' UN activities in the Pacific. Long terms effects are likely to be more effective when UN support (gender reform, environmental protection, reproductive health, vaccine programmes, etc.) includes working closely with public sector reform programmes and helping incorporate funding in the annual government budgeting process.

### Annex 3: Programme Resource Framework (2003-2007)

**UNDAF GOAL:** To support the Government of Samoa's national development vision with a focus on reducing poverty and vulnerability through improvements in basic services, increased community participation in decision-making, increased income-generating opportunities, maximizing opportunities of globalization and promoting natural resource management and environmental sustainability

Intended Outcome	Outcome Indicator	Indicative Outputs (i)	Agency	Resources (USD'000)
<b>UNDAF Objective 1:</b> Reduce poverty and vulnerability through improved access to and quality of basic services				
1.1 Reduced poverty through improved food security.	Increased tonnage of annual taro production	Re-establishing Samoa's traditional staple food "Taro" using Rapid propagation of taro-leaf Blight tolerant varieties.	FAO	
	Small scale irrigation trial leads to adoption else where in Samoa	Assistance with the development of low-cost small scale irrigation		
1.2 Strengthened health management capacity and improved staff skills.	Health sector reform	Provide technical support as integral component of Institutional Strengthening programme.	WHO	
	Number of female and male health professionals trained.			
	Village-based health care support increased.	Qualitative and quantitative health workforce planning implemented in conjunction with training to upgrade skills to ensure balance of adequate staffing and skills mix of health workers in urban centre and rural areas.	WHO/UNFPA	
1.3 Improved access, quality and delivery of basic reproductive health services, information and education.	Safe motherhood protocols and procedures in place to guide maternal services and support training to implement them.	Midwifery training, including advanced clinical attachments and refresher training programme.	WHO	

<b>Intended Outcome</b>	<b>Outcome Indicator</b>	<b>Indicative Outputs (i)</b>	<b>Agency</b>	<b>Resources (USD'000)</b>
1.4 Improved health settings and environment.	Number of men and women trained in maintenance of village water and sanitation systems.	Strengthen the national programme of safe drinking water in villages and sanitation systems through active community participation	WHO	
	Number of men and women health workers trained in basic health/reproductive health care.	Programme of training for village health workers in water and sanitation system maintenance.	WHO/UNFPA/ UNICEF	
	Number of activities supported to increase food safety capacity	Food safety programme strengthened, including adoption of Codex Alimentarius Commission recommendations and standards.	WHO	
1.5 Reduced morbidity and mortality from communicable diseases (TB, leprosy, dengue) in the country.	Detection rate for communicable diseases	National TB control programme strengthened through development of strategies to improve the directly observed treatment short course (DOTS).	WHO	
	Cure rate for communicable diseases  Reduced morbidity and mortality, including among children, caused by diarrhea, pneumonia, dengue and other communicable diseases.	Support for equitable distribution of facilities, equipment, supplies and staff for health centers throughout the country.	UNICEF/WHO	
1.6 Reduced morbidity and mortality from non-communicable diseases in the country	Improved control and management of non-communicable diseases including mental health and oral health.	Training courses.	WHO	
1.7 Development of a National Multi-sectoral STI/HIV/AIDS Strategy	Health care system for STI and HIV/AIDS strengthened  Multi-sectoral response in place with range of information sharing and other activities.	Regular meetings of the National AIDS Coordinating Committee	UN Theme Group	
		Programme developed to support people living with or affected by HIV/AIDS.	UN Theme Group	
		Blood safety programme implemented	WHO	
		Increased national capacity for integrating sexually transmitted infection (STI) prevention and care services.	WHO	

Intended Outcome	Outcome Indicator	Indicative Outputs (i)	Agency	Resources (USD'000)
		Awareness and training activities focused on youth and gender concerns developed.	UNDP & UNICEF	
1.8 Reduced disparity in education access with expanded opportunities for quality education for life for all community groups.	Increase in enrolment rates and completion rates by gender	Assistance for ongoing activities addressing gender and health concerns in curriculum with appropriate training of teachers.	WHO/UNESCO	
		Advocacy on policies relating to right to education and implementation of the commitments of the Government through CRC and EFA.	UNICEF	
<b>UNDAF Objective 2:</b> Enhance community participation, increase income generation opportunities and strengthen benefits from international integration and cooperation				
2.1 Community participation in policy development and decision-making processes of the institutions of the State with improved transparency and accountability.	Parliamentary processes allow full and open consultations with community before presentation of key legislation.  Planning and budgeting processes at sub-national levels more effectively incorporate community level perspectives, participation and needs.  Increased decentralization of decision-making and implementation to district and village levels.  Increased role for women and youth in community decision-making processes and representations to Government.	Advocacy and reporting assistance for International Conventions	UNDP	
		School-based education initiatives	UNESCO/UNDP	

Intended Outcome	Outcome Indicator	Indicative Outputs (i)	Agency	Resources (USD'000)
		Training and skills transfer between community groups in planning and budgeting processes at sub-national levels to understand techniques for incorporating community level perspectives, participation and needs in programmes and projects delivered at national level.		
		Youth and gender based initiatives designed to promote empowerment in decision-making and advocacy.	UNDP/UNICEF	
2.2 Strengthened informal sector production and marketing capabilities with expanded employment opportunities in rural and urban areas.	Small-scale community or village – based piggery, giant clam nursery, fruit and vegetable gardening etc. projects implemented.	Development of ad hoc small-scale agriculture based projects at community level.	FAO	
2.3 Improved status of women in health, families, education and decision-making			UNIFEM	
2.4 Improved data collection and analysis (including disaggregated by sex) to promote better understanding of vulnerability and community changes.	Reliable data available	Build capacity for data collection	UNFPA	
	Implementation of National Development Strategies demonstrates enhanced data quality	Advice on disaggregating data and priority data to be collected nationally.	UNFPA	
		Management systems developed and capacity strengthened to maintain data quality.	UNFPA	
2.5 Policy strategies to maximize the benefits of international integration and cooperation, with specific emphasis on the impact on the most vulnerable in the community.	Increased opportunities for the poor to benefit from increased economic activity in response to globalization.	Policy advisory paper in lead up to MTN negotiations.	UNDP	
	Policies in place to minimize the negative implications of globalization, including wage and	Explicit analysis of the impact of liberalization on society integrated into key national planning policies and strategies.	UNDP	

Intended Outcome	Outcome Indicator	Indicative Outputs (i)	Agency	Resources (USD'000)
	labour legislation to protect workers rights, prevent use of child labour and ensure appropriate wages policies.  Increased awareness of benefits of globalization and international cooperation.	National participation in poverty-oriented debt reduction programmes (e.g. HIPC)  ITC programme to increase community understanding of impacts/benefits of increased international integration and cooperation and Samoa's role as a member of the international community.  Government services on the internet.	UNDP  UNDP  UNDP	
2.6 Increased awareness of human rights treaties and norms	Universal Declaration of Human Rights and other international/ regional human rights instruments incorporated in national legislation.  Increased public awareness of human rights treaties and norms.  Effective ombudsman office and other human rights oversight bodies addressing human rights issues.	Enactment of national human rights legislation in accordance with the Declaration of Human Rights.  Human rights education programmes for government and civil society.  Technical support to Ombudsman Office or potential Human Rights Commission or similar body.	UNDP  UNDP  UNDP	
<b>UNDAF Objective 3: Improve natural resource management and environmental sustainability</b>				
3.1 Strengthened extension services to increase sustainable agro-based production, marketing employment and income generation in rural areas.			FAO	



<b>Intended Outcome</b>	<b>Outcome Indicator</b>	<b>Indicative Outputs (i)</b>	<b>Agency</b>	<b>Resources (USD'000)</b>
3.2 Increased National commitment to meet obligations under global environmental conventions.	Environmental considerations integrated into national development policies, strategies, programmes and projects.  Objectives and targets of biodiversity, Climate Change, POP's and Desertification conventions, as well as other global and regional conventions integrated in national development planning and policy framework.	Support and funding provided to Government to implement priorities identified as part of reporting requirements under global conventions.	UNDP	
3.3 Improved Disaster mitigation and management capacity.	Strengthened national planning and preparedness in advent of national disasters (both natural and man-made).	Regular meetings of National Disaster Committee.	OCHA	

Note: Shown are indicative outputs only. Outputs, in response to the Outcomes expected in the UNDAF, will be developed as part of individual agency programming and project designs.

## Annex 5: UNDAF/MDG Indicator Framework Data

The Millennium Development Goals (MDGs) are global human development goals adopted by the United Nations in 2000 for achievement by 2015 from a 1990 baseline. The table below is a format for identifying the status in Samoa in progress towards meeting the goals. It identifies the steps being taken to overcome gaps in the data available, including the support being offered by the UN system.

Target	Indicator	1990 Baseline in Samoa	Current Status in Samoa	Action to be taken including with proposed UN Support
<b>Goal 1: Eradicate extreme poverty and hunger</b>				
1. Halve between 1990 and 2015, the proportion of people whose income is less than \$1 a day	1. Proportion of population below \$1/day (PPP-values)	N/A	N/A	With the support of ADB the Government is to undertake a detailed poverty study in late 2002
	2. Poverty gap ratio (incidence x depth of poverty)	N/A	N/A	
	3. Share of poorest quintile in national consumption.	N/A	N/A	
2. Halve, between 1990 and 2015, the proportion of people who suffer from hunger	4. Prevalence of underweight children (under-five years of age)			
	5. Proportion of population below minimum level of dietary energy consumption			
<b>Goal 2: Achieve universal primary education</b>				
3. Ensure that by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling.	6. Net enrolment ratio in primary education.			
	7. Proportion of pupils starting grade 1 who reach grade 5.			
	8. Literacy rate of 15-24 year olds			
<b>Goal 3: Promote gender equality and empower women</b>				
4. Eliminate gender disparity in primary and secondary education preferably by 2005 and to all levels of education no	9. Ratio of girls to boys in primary, secondary and tertiary education.			
	10. Ratio of literate females to males of 15-24 year olds.			
	11. Share of women in wage employment in the non-agricultural sector.			

Target	Indicator	1990 Baseline in Samoa	Current Status in Samoa	Action to be taken including with proposed UN Support
later than 2015.	12. Proportion of seats held by women in national parliament.			
<b>Goal 4: Reduce child mortality</b>				
5. Reduce by two-thirds, between 1990 and 2015, the under-five mortality rate	13. Under-five mortality rate	39 (1991) (i)	-	
	14. Infant mortality rate	22.4 per 1000 births (1991) (i)	17.8 per 1000 births (1999/2000) (i)	
	15. Proportion of 1-year old children immunized against measles.	90% (1991) (i)		
<b>Goal 5: Improve maternal health</b>				
6. Reduce by three-quarters, between 1990 and 2015, the maternal mortality ratio.	16. Maternal mortality ratio.	140/100,000 live births (1991) (i)	60/100,000 (i)	
	17. Proportion of births attended by skilled health personnel			
<b>Goal 6: Combat HIV/AIDS, malaria and other diseases</b>				
7. Have halted by 2015 and begun to reverse the spread of HIV/AIDS.	18. HIV prevalence among 15-24 year old pregnant women.			
	19. Contraceptive prevalence rate.			
	20. Number of children orphaned by HIV/AIDS			
8. Have halved by 2015 and begun to reverse the incidence of malaria and other major diseases.	21. Prevalence and death rates associated with malaria.	No malaria in Samoa	No malaria in Samoa	
	22. Proportion of population in malaria risk areas using effective malaria prevention and treatment measures.	No malaria in Samoa	No malaria in Samoa	
	23. Prevalence and death rates associated with tuberculosis.			
	24. Proportion of TB cases detected and cured under DOTS (Directly Observed Treatment Short Course).		74% (2000) (ii)	
<b>Goal 7: Ensure environmental sustainability</b>				
9. Integrate the principles of sustainable	25. Proportion of land area covered by forest.	105,602 (iii)		
	26. Land area protected to maintain biological diversity.			

Target	Indicator	1990 Baseline in Samoa	Current Status in Samoa	Action to be taken including with proposed UN Support
development into country policies and programmes and reverse the loss of environmental resources	27. GDP per unit of energy use (as proxy for energy efficiency).			
	28. Carbon dioxide emissions (per capita) [Plus 2 figures of global atmospheric pollution: ozone depletion and the accumulation of global warming gases].			
10. Halve by 2015 the proportion of people without sustainable access to safe drinking water.	29. Proportion of population with sustainable access to an improved water source.			
11. By 2020 to have achieved a significant improvement in the lives of at least 100 million slum dwellers.	30. Proportion of people with access to improved sanitation.			
	31. Proportion of people with access to secure tenure [Urban/rural desegregation of several of the above indicators may be relevant for monitoring improvement in the lives of slum dwellers].			
<b>Goal 8: Develop a Global Partnership for Development</b>				
12. Develop further an open, rule-based predictable, non discriminatory trading and financial system.  [Includes a commitment to good governance,	<i>Official Development Assistance</i>			
	32. Net ODA as % of DAC donors' GNI (targets of 0.7% in total and 0.15% for LDCs.			
	33. Proportion of ODA to basic social services (basic education, primary health care, nutrition, safe water and sanitation).			
	34. Proportion of ODA that is untied.			
	35. Proportion of ODA for environment in small island developing states.			

Target	Indicator	1990 Baseline in Samoa	Current Status in Samoa	Action to be taken including with proposed UN Support
development and poverty reduction – both nationally and internationally].  13. Address the Special Needs of the Least Developed Countries.	36. Proportion of ODA for transport sector in land-locked countries.			
14. Address the Special Needs of landlocked countries and small island developing states.  [Through Barbados Programme and 22 <sup>nd</sup> General Assembly provisions].	<u>Market Access</u> 37. Proportion of exports (by value and excluding arms) admitted free of duties and quotas.			
	38. Average tariffs and quotas on agricultural products and textiles and clothing.			
	39. Domestic and export of agricultural subsidies in OECD countries.			
	40. Proportion of ODA provided to help build trade capacity.			
15. Deal comprehensively with the debt problems of developing countries through national and international measures in order to make debt sustainable in the long term.	<u>Debt sustainability</u> 41. Proportion of official bilateral HIPC debt cancelled.			
	42. Debt service as a % of exports of goods and services.			
	43. Proportion of ODA provided as debt relief.			
	44. Number of countries reaching HIPC decision and completion points.			

Target	Indicator	1990 Baseline in Samoa	Current Status in Samoa	Action to be taken including with proposed UN Support
16. In cooperation with developing countries, develop and implement strategies for decent and productive work for youth.	45. Unemployment rate of 15-24 year olds.			
17. In cooperation with pharmaceutical companies, provide access to affordable essential drugs in developing countries	46. Proportion of population with access to affordable essential drugs on a sustainable basis.			
18. In cooperation with the private sector, make available the benefits of new technologies, especially information and communications.	47. Telephone lines per 1000 people.			
	48. Personal computers per 1000 people.			

(i) World Health Organization

(ii) Department of Health Annual Report (1999/2000)

(iii) Samoa State of the Environment Report, 1992

## Annex 6: Status of Development Cooperation in Samoa

Donor	2001-2002 (ST\$)
<b>Agriculture</b>	
Australia	3,839,943
New Zealand	32,253
Japan	801,853
UNDP	593,254
<b>Sub-total (Agriculture)</b>	<b>5,267,303</b>
<b>Human Resource Development</b>	
Australia	7,708,595
New Zealand	5,228,663
UNDP	673,838
<b>Sub-total (HRD)</b>	<b>13,611,096</b>
<b>Education</b>	
Australia	4,511,035
New Zealand	1,019,516
UNDP	714,326
<b>Sub-total (Education)</b>	<b>6,244,877</b>
<b>Public Works</b>	
Australia	1,372,690
<b>Sub-total (Public Works)</b>	<b>1,372,690</b>
<b>Health</b>	
Australia	3,768,168
New Zealand	1,572,968
WHO	2,177,477
World Bank	4,276,550
UNFPA	351,989
Japan	801,853
<b>Sub-total (Health)</b>	<b>12,949,005</b>
<b>Transport</b>	
Japan	2,467,417
<b>Sub-total (Transport)</b>	<b>2,467,417</b>
<b>Environment</b>	
UNDP	299,359
IUCN/WB	2,138,275
<b>Sub-total (Environment)</b>	<b>2,437,634</b>
<b>Water</b>	
Australia	376,817
European Union	26,500,000
<b>Sub-total (Water)</b>	<b>26,876,817</b>
<b>Private Sector</b>	
New Zealand	211,186
Australia	<b>211,186</b>
<b>Finance</b>	
Australia	93,307
<b>Sub-total (Finance)</b>	<b>93,307</b>
<b>Justice</b>	
New Zealand	873,871
<b>Sub-total (Justice)</b>	<b>873,871</b>

<b>Donor</b>	<b>2001-2002 (ST\$)</b>
<b>Community/NGOs</b>	
Australia	269,155
European Union	1,000,000
<b>Sub-total (Community/NGOs)</b>	<b>1,269,155</b>
<b>Media</b>	
New Zealand	145,645
<b>Sub-total (Media)</b>	<b>145,645</b>
<b>Statistics</b>	
Australia	717,746
<b>Sub-total (Statistics)</b>	<b>717,746</b>
<b>GRAND TOTAL</b>	<b>74,537,749</b>