



*Your complimentary  
use period has ended.  
Thank you for using  
PDF Complete.*

[Click Here to upgrade to  
Unlimited Pages and Expanded Features](#)

UNDP – MCO SAMOA

POVERTY REDUCTION  
AND  
SUSTAINABLE LIVELIHOODS

OUTCOME EVALUATION

Submitted by Gabriela Byron.

October 2011

## COME EVALUATION

### UNDP

#### POVERTY REDUCTION AND SUSTAINABLE LIVELIHOODS

1. INTRODUCTION.....	7
1.1 PURPOSE.....	7
1.2 PRODUCTS.....	7
1.3 METHODOLOGY.....	8
1.5 LIMITATIONS.....	9
2. DEVELOPMENT CONTEXT.....	10
2.1 POVERTY AND THE MDG.....	10
2.2 UNDP IN SAMOA.....	15
3. FINDINGS AND CONCLUSIONS.....	19
3.1 STATUS OF OUTCOMES.....	19
3.1.1 Outcome: Pro-poor national development plans and strategies developed and aligned with the MDG.....	19
3.1.2 Outcome: Trade mechanisms are sustainable, pro-poor and equitable. .....	20
3.1.3 Outcome: Private sector partnerships and employment generation are sustainable, pro-poor and equitable.....	21
3.2 RELEVANCE AND EFFECTIVENESS.....	30
3.3 PARTNERSHIP STRATEGY.....	33
3.4 SUSTAINABILITY.....	34
4. RECOMMENDATIONS/LESSONS LEARNED.....	36
5. ANNEXES:.....	39

## ACRONYMS

AMD	Aid Management Division
AMP	Aid Management Platform
BNPL	Basic Needs Poverty Line
CCSDP	Community Centred Sustainable Development Programme
CPAP	Country Programme Action Plan
CKI	Cook Islands
DFY	Division for Youth
DTIS	Diagnostic Trade Integration Study
EIF	Enhanced Integrated Framework
GDP	Gross Domestic Produce
HIES	Household Income and Expenditure Study
IP	Implementing Partner
IT	Information Technology
IUNV	International UN Volunteer
MAF	Ministry of Agriculture and Fisheries
MCDP	Multi country Development Programme
MCIL	Ministry of Commerce, Industry and Labour
MCO	Multi-Country Office
MDG	Millennium Development Goals
MESC	Ministry of Education, Sports and Culture
METI	Matuaileoo Environment Trust Inc
MFAT	Ministry of Foreign Affairs and Trade
MFEM	Ministry of Finance and Economic Management
MoF	Ministry of Finance
MWCSD	Ministry of Women, Community and Social Development
NGO	Non-governmental organization
NSDS	National Strategic Development Strategy
PMO	Prime Ministers Office
PSL	Premature School Leavers
PSSF	Private Sector Support Facility
PTTF	Poverty Thematic Trust Fund



*Your complimentary  
use period has ended.  
Thank you for using  
PDF Complete.*

[Click Here to upgrade to  
Unlimited Pages and Expanded Features](#)

Enterprise Centre

SQA	Samoa Qualifications Authority
SUNGO	Samoa Umbrella for Non-Governmental Organizations
UNCT	UN Country Team
UNDAF	UN Development Assistance Framework
VSDP	Village sustainable Development plan
WIBDI	Women in Business Development Inc
WTO	World Trade Organization

of a series of studies designed to feed into the Assessment of Development Results (ADR) for the Pacific Islands that will take place later this year. The outcome evaluation took place between May 16 and June 30, including field work from May 23- June 14. Although there are four countries in the Multi-Country Development Plan, most of the programming is in Samoa and to a lesser extent, Cook Islands, which were the only two places visited for this evaluation.

The Poverty Reduction/Sustainable Livelihoods Outcome evaluation was based on a partial list of the portfolio (6 projects). As a result, there are some limitations in assessing overall contribution of UNDP in this area. It was clarified that other areas of sustainable livelihood are being evaluated separately, and that the ADR will be the opportunity to use these various inputs to arrive at an overall assessment of UNDP contribution and strategic positioning.

The economy of Samoa has performed well over the past decade in spite of the global crisis in 2008 and the tsunami in 2009, which allowed for a postponement of its graduation into the ranks of middle income countries. This, along with the imminent entry into the World Trade Organization (WTO) are the central preoccupations of the development plan of the government. The country does not suffer from food poverty, and degree and rates of poverty are not extreme. As a result, the poverty reduction strategy of the UNDP is to ensure that the vulnerable also gain from growth and globalization, and are not left behind.

The Integrated Framework for Trade-Related Technical Assistance (IF), and the Private Sector Support Facility (PSSF) both aim to maximize benefits to Samoans from the transition, and the Samoa Qualifications Authority (SQA) which assures appropriate recognition of Samoan skills in both the national and the global labour market. Two projects, the South South Cooperation and Capacity Development, and the Engendered National Strategic Development Plan are designed to strengthen government planning and implementation capacity, particularly in the area of the MDG. A final project – Talavou - addresses a wide range of issues for youth, with a particular focus on their employment and income generating capacities.

The projects have made considerable contribution to preparing Samoa for entry to the WTO and ensuring that the private sector can benefit from it. The comprehensive Diagnostic Trade Integration Study (DTIS) which was the main product of the IF, has already formed the basis of widespread policy discussion even though it has yet to be incorporated in national plans. Under the PSSF, over 100 private sector entities received grants to help them adapt. Funded projects include technological upgrading, development of websites and other promotional strategies, exhibitions at the recent Shanghai expo, improvement of facilities, etc. The SQA is still building its capacity and procedures, but will soon start to qualify a vast array of academic and technical capacities which will assure investors of the skills available in the country as well as to improve the access to higher education and better incomes of Samoans abroad. All of these measures should improve Samoan experience of globalization

The projects have also helped improve government capacity in Samoa and Cook Islands to incorporate MDG into planning, and in Samoa to a wide range of governance skills. In the Cook Islands, support to strategic planning in the Planning Department has resulted in the identification and establishment of sources of information for incorporating and monitoring MDG in national plans. In addition, a UN volunteer has helped Aid

op management and monitoring systems for Aid  
D has been used primarily to provide out of country  
public sector employees.

Less clear has been the contribution to supporting youth employment and income generation, as this programme has suffered from unclear objectives and a somewhat inadequate implementation approach. While there have been clear benefits to youth organization through peer support, the income generating elements are weak, the second chance education programme is on hold at the moment, and a number of additional initiatives have not born fruit. An exception to this is a project to introduce financial management and entrepreneurship in secondary school vocational programmes which seems to effectively integrate marketing with production. (*Enterprise Financial Education in the Curriculum*).

However, the objectives of ensuring pro-poor and gender responsive policy has only been partially met. Only the MDG projects address both poverty reduction and gender. The Diagnostic Trade Integration Study does have some pro-poor considerations built into it particularly in the sectoral analysis of Agriculture, but has no gender analysis or strategy. The PSSF is designed to ensure benefits to all sectors of society including the vulnerable, although it falls short in implementation. None of the other projects are clearly pro-poor. Besides the MDG, none of the projects address gender at all beyond the expectation that half the beneficiaries will be female – and this is not monitored and sometimes not achieved.

The projects of the MCDP stem from a combination of national priorities and the UN Development Assistance Framework (UNDAF). The UNDP is a fairly small player in the field of cooperation in Samoa. Its ability to demonstrate results is further limited by weak internal monitoring evaluation and learning capacity, which has likely been exacerbated by a high level of staff turnover in recent years.

#### Recommendations:

- 1 UNDP should concentrate its poverty reduction contribution to the four island in monitoring and support to the MDG goals; knowledge production and sharing; capacity development; support to planning and monitoring. Where project implementation is concerned, UNDP should focus on sharing UN network knowledge and experience; and piloting, documenting and socializing information on successful models.
2. The Poverty Reduction portfolio should strengthen its monitoring capacity.
  - ❖ Projects should be regularly reviewed for achievement of intermediate outputs, and modifications in project plans.
  - ❖ These reports – submitted by implementing partners or written by UNDP monitors – should be filed and accessible.
  - ❖ Reporting formats should monitor output and outcome indicators, and these indicators should be regularly assessed and modified if necessary.
3. The UNDP should support modifications in the PSSF that would strengthen impact on the most vulnerable, namely:
  - ❖ sector studies that identify barriers and opportunities for the most vulnerable, and sector strategies with indicators to address them;
  - ❖ ensure that these studies/strategies are fully disaggregated identifying the specific barriers/opportunities for women and men, and as much as possible, for young women and young men.

- of sector groups and/or leaders who can promote  
monitor the implementation of the strategies.  
grant criteria to projects that link up with the needs of  
the poor as identified in the sector strategies;
- ❖ allocate resources appropriately to ensure that sectors with more vulnerable populations have access to a fair share;
  - ❖ re-activate the Business Forum, and include representation from the poor or organizations that work closely with them and can link the PSSF with their needs.
4. UNDP should bring together a poverty analysis with a series of pro-poor strategies and indicators that would serve as a resource for developing products in the area of poverty reduction.
  5. The UNDP should commit resources immediately to ensure that its commitment to promoting gender equality is fully integrated in programming. Specifically and urgently, the UNDP should:
    - ❖ Review the entire DTIS with a gender perspective, possibly in collaboration with UN Women and/or the MWCSO. Rather than re-writing it, an additional section based on a review of the DTIS could be attached as a supplement.
    - ❖ Ensure that gender is incorporated in every aspect of the sector studies proposed for the PSSF. These analyses could coincide with above recommendation for reviewing the DTIS. The study would be forward looking, analyzing where women and men currently stand in the economy, and how each may lose or gain from the changes that will be brought about by the economic shifts in Samoa
    - ❖ Promote strengthening of the MWCSO, particularly in its role of promoting women's equality. The Ministry is underfunded and often not at the table.
  6. The UNDP MCO should commit resources, including a full time gender specialist or other equivalent in consultant resources, in the next programme cycle to develop a proactive programme on women and economic development. This process would include:
    - ❖ An analysis in the four countries of the role of women and men in the economy, in order to ensure that private sector development and anti-poverty strategies of the UNDP are adequately informed of obstacles and opportunities for promoting gender equality. It could include such issues as: reasons for gender wage gap, estimation of overall contribution to GDP of women and men, including subsistence and unpaid domestic or community work (e.g. including time use studies), the differential impact of customary practices on women's income, intra-household access to HH assets; access to additional assets such as credit, business training, mobility, social and political assets; impact of gender violence on women's incomes, etc.
    - ❖ UNDP should form strategic partnerships with Ministries/Departments for women, UN Women and the SPC, as well as take advantage of work already undertaken by the UNDP Pacific Centre.
  7. UNDP should offer support to Division For Youth to systematize and document good practices and lessons learned in the Talavou income generation projects in order to develop appropriate models.

This outcome evaluation is one of a series of in depth studies designed to feed into the Assessment of Development Results (ADR) for the Pacific Islands that will take place in July/August of this year. The outcome evaluation took place between May 16 and June 30, including field work in Samoa and Cook Islands from May 23- June 14.

Six projects from a large and diverse portfolio were selected for evaluation:

- ***Talavou Towards A Legacy of Achievement, Versatility and Opportunity throughUnity2006-2011 (TALAVOU)***
- ***Integrated Framework for Trade related Technical Assistance 2008-2012***
- ***Private Sector Support Facility (PSSF) Phase 2 2008-2012***
- ***South- South Cooperation &Capacity Development Project (SSCCDP) 2008-20122008-2012; Cook Islands 2009-2010***
- ***Samoa Qualifications Authority (2004-2009)***
- ***Engendered NSDP Cook Island 2008-2011 (PTTF)***

These projects were selected by the UNDP to complement the ADR and to avoid duplication of other evaluation efforts recently undertaken or planned in the near future. A number of issues normally included in an Outcome Evaluation – such as strategic positioning of the UNDP, will be addressed by the ADR.

The terms of reference specified the last two program cycles, but with the exception of Talavou, which started in 2006, and the Samoa Qualifications Authority (2004-2009) all projects selected were from the 2008-2012 cycle. The ToR strongly recommended visiting all four islands in the MCDP, but it was clearing impossible in the given time frame. A brief visit was made to Cook Islands, taking advantage of national holidays (dead time) in Samoa. and providing an excellent opportunity to understand the differences among the countries.

## 1.1 PURPOSE

The purpose of the Outcome Evaluation is to:

- Support accountability of UNDP programmes in its country programmes,
- Provide evidence of the UNDP contribution to outcomes,
- Guide performance improvement within the current global, regional and country programmes by identifying current areas of strengths, weaknesses and gaps,
- Inform higher level evaluations such as the Assessment for Development Results (ADR),
- Contribute to learning across UNDP about outcome evaluation.

## 1.2 PRODUCTS

The products expected included

- an inception report/work plan.
- A draft and final report
- A debriefing for UNDP staff/stakeholders

The first of these was not completed, as there were significant delays in identifying, finding, collecting and reading the documents, and in the end, the time was needed in



mutual agreement, the timetable was changed to ensure gathering were respected at the expense of report were presented in Power Point form at a meeting on June 14 and the draft report submitted on July 1.

## 1.2 ISSUES ADDRESSED BY THE EVALUATION

The questions regarding output and outcomes as outlined in the ToR are:

### Outcome analysis

- Whether the selected outcomes were relevant given the country context and needs, and UNDP's niche? (relevance)
- Whether the outcome indicators chosen are sufficient to measure the outcomes?
- Whether sufficient progress has been achieved vis-à-vis the outcomes as measured by the outcome indicators, e.g. in terms of economic inclusion of marginalized people and decent employment? (effectiveness)
- What are the main factors (positive and negative) that have/are affecting the achievement of the outcomes? Were gender issues mainstreamed in to the programmes/projects that fall under these portfolios and to what extent did UNDP contribute to gender empowerment/ gender equality?
- What are the factors that influenced the differences in participation, benefits and results between women and men?
- In this programme period, how did UNDP position itself strategically or did UNDP have a comparative advantage?
- What does the evaluation reveal in terms of UNDP's role in a developing country environment? Did UNDP add value in such an environment, could it build a niche?
- UNDP's ability to develop national capacity in a sustainable manner (through holistic, participatory and gender-sensitive approach, building and strengthening institutional linkages, transparency and accountability, exposure to best practices in other countries, south-south cooperation); UNDP's ability to respond to changing circumstances and requirements in capacity development;
- What is the prospect of the sustainability and replicability of UNDP interventions related to the outcome?

### Output analysis

- Are the UNDP outputs with the project corresponding projects under each outcome relevant to the outcome?
- Has sufficient progress been made in relation to the UNDP outputs?
- Were the monitoring and evaluation indicators appropriate to link outputs to outcomes or is there a need to establish or improve these indicators? What are the factors that affect the accomplishment of the outputs?
- What are the recommendations for the existing portfolio?
- What are the lessons, especially pertaining to gender equality and social inclusion, and directions for future programming?

## 1.3 METHODOLOGY

The proposed methodology included a wide range of data gathering methods.

**Document Review**, including relevant UNDP, partner program documents, government strategies, statistical reports as appropriate, as well as general contextual analyses

Interviews with key stakeholders (staff, government, partners, donors) were conducted where there is an advantage in encouraging reflection and response, or where time is limited. (also semi-structured).

**Site visits** were proposed to better understand the context and achievements of the programme, as well as the dynamic interaction of stakeholders in programme activities.

**Small case studies** were considered if appropriate to illustrate results chains or other programme results.

The principles of triangulation (use of multiple sources, including key informants) and stakeholder participation were also included in the plan. However due to a number of limitations listed below, the methodology consisted primarily of document reviews, interviews with key stakeholders, and limited site visits.

Meetings were held with all implementing partners, and with a small number of additional stakeholders. Two site visits were also undertaken. However, the consultations were limited, particularly with beneficiaries and key informants who could have provided an external perspective. There was not sufficient time or information to develop case studies. A complete list of interviews held can be found in Annex A.

## 1.5 LIMITATIONS

The evaluation was significantly restricted by a number of considerations:

- The ToR called for 30 days level of effort (LOE) over a period of 40 calendar days. Given the 2-3 days needed to travel/recover each way; the cultural inappropriateness of carrying out data gathering on Saturdays or Sundays, and the 2 day national holiday (June 1&2) meant there was no room for any delays at all.
- Although four days of document review was proposed prior to travel, the only available documentation was whatever was found on the UNDP –Samoa website. Evaluation planning was difficult due to delayed access to documentation.
- On arrival, there was no agenda and no meetings planned. In addition, there were several UNDP missions there at the same time, making significant demands on the same small number of staff and key implementing partners and stakeholders. As a result, it was difficult to schedule meetings.
- The agenda was slightly modified to compensate, allocating more time to data collection from report preparation time. Nevertheless, even with the extra days, there were only 7 days for interviews and site visits, instead of the proposed 11 days.

The MCDP covers Samoa and the smaller territories of Cook Island, Niue and Tokelau. The first of these is an independent nation, the following two are self-governing territories in free association with New Zealand, and the last is a non-self governing territory administered by New Zealand.

Basic data:<sup>1</sup>

	Samoa	Cook Islands	Niue	Tokelau
Land area	2,840 sq km	241 sq km	260 sq km	10 sq km
Exclusive Ec. Zone	120,000 sq km	1,830,000 sq km	390,000 sq km	290,000 sq km
Population	180,741	11,124	1,311	1,384
GDP per capita	\$3,121	9,100 (2005)	\$7,395 (2006)	1,000 (2006)

The four countries involved, despite their many differences, have several characteristics in common. They are relatively small, geographically isolated and distant from markets and resources, with high rates of emigration and small populations to provide both markets and qualified workforces. As small island land masses, they are also vulnerable to climate change, particularly increased cyclone activity and rising sea levels, as well as the threats these pose to fisheries, tourism and subsistence agriculture which form the basis of their economies.

Chief among the differences are the political status, and relative size. Free association or direct administration by New Zealand give three of the islands direct, unrestricted access to New Zealand, as well as the currency of that country. This results in high levels of population movement – largely outward, but in the case of the Cook Islands, well over 100,000 tourists annually. In Samoa, by contrast, there is a quota system for immigration to New Zealand, as well as a human and natural resource base that – although small – is viable, and relatively large in the South Pacific island context. However, as a compact group of islands, it also has the smallest exclusive economic zone.

Samoa is due to graduate from “Least developed” to “Middle Income” country status, reducing its access to grants and soft loans from international sources. It is also looking to enter the World Trade Organization, which together with its change in status, will have significant impact on the creation and distribution of wealth and services.

The three countries in the MCDP that track MDGs, (no data is available for Tokelau), report “achieved” or potentially achievable/on target for most of the MDG goals.

MDG Goal	Samoa	Cook Islands	Niue
<b>Goal 1: ERADICATE EXTREME</b>	On Track with Low level	Eliminated extreme	Already achieved

<sup>1</sup> Sources: Government of Samoa, *MILLENNIUM DEVELOPMENT GOALS, Second progress report 2010*, Prepared by the National Task Force with the support of the UN System. UNDP Multi-country Programme Document 2008-2012; CIA World Fact Book ([www.cia.gov/library/publications/the-world-factbook/](http://www.cia.gov/library/publications/the-world-factbook/))

	of food poverty BUT Off Track to reduce basic needs poverty	poverty, on track to provide productive employment	
<b>Goal 2: ACHIEVE UNIVERSAL PRIMARY EDUCATION</b> Ensure that all boys and girls complete a full course of primary schooling	Generally on Track But with concerns on literacy	On target for 2015	Already achieved
<b>Goal 3: PROMOTE GENDER EQUALITY AND EMPOWERMENT OF WOMEN</b> Eliminate gender disparity in primary and secondary education preferably by 2005, and at all levels by 2015	On track with education targets for girls BUT Off Track with education targets for boys and global MDG empowerment of women target	On target for 2015	Already achieved (education targets)
<b>Goal 4: REDUCE CHILD MORTALITY – IMPROVE CHILD HEALTH</b> Reduce by two thirds the mortality rate among children under five	On Track with Infant and Under 5 Mortality rate targets BUT Off Track with immunization targets	Already achieved	Already achieved
<b>Goal 4: REDUCE CHILD MORTALITY – IMPROVE CHILD HEALTH</b> Reduce by two thirds the mortality rate among children under five	On Track with Maternal Mortality rate BUT Off Track with reproductive health targets	Already achieved	Already achieved
<b>Goal 6: COMBAT HIV/AIDS, TB, NCDS AND OTHER DISEASES</b> Halt and begin to reverse the spread of HIV/AIDS Achieve, by 2010, universal access to treatment for HIV/AIDS for all those who need it Halt and begin to reverse the incidence of malaria and other major diseases	On Track with universal access to treatment But off track in HIV prevention and reducing NCDs	Achieved halt of HIV/AIDS, Malaria; potential to achieve treatment for all HIV/AIDS patients.	Reduced spread of HIV/AIDS but still has challenges for NCD
<b>Goal 7: ENSURE ENVIRONMENTAL SUSTAINABILITY</b> Integrate the principles of sustainable development into country policies and programmes; reverse loss of environmental resources Reduce biodiversity loss, achieving, by 2010, a significant reduction in the rate of loss	Some data gaps but mostly on track	Potential to meet targets by 2015	Potential to meet national environmental indicators. Additional population, energy sustainability potentially achievable
<b>Goal 8: DEVELOP PARTNERSHIPS FOR DEVELOPMENT</b> Develop further an open, rule-based, predictable, non-discriminatory trading and financial system Address the special needs of the least developed countries Address the special needs of landlocked developing countries and small island developing State	Some data gaps but mostly on track	Potential, but not on track in governance issues	National indicators for affordable drugs, youth employment Potentially achievable.

In general, there is very little food poverty in the islands. According to their respective MDG reports, approximately 3.3% households, and 4.9 % of the population in Samoa, and 2% of the population in Cook Island suffer from food poverty. <sup>2</sup> However, both countries report relatively high rates of population below the basic needs poverty line (BNPL)– 20.1 % households, and 26.9% of the population in Samoa, and 28% of the population in Cook Islands.

<sup>2</sup> Government of Samoa, *MILLENNIUM DEVELOPMENT GOALS, Second progress report 2010* Prepared by the National Task Force with the support of the UN System; National Millennium Development Goals Report, Cook Islands 2009

as been documented in a comprehensive Household 2008 <sup>3</sup>carried out by the government with assistance analysis was produced in 2010. Apart from the poverty statistics above, the study revealed that two of the four regions (rural Upolu, and Savaii) have seen a significant increase in poverty since the previous survey (2002).<sup>4</sup> Those falling below the BNPL have risen from 15.1 to 26.6% and 16.1 to 28.8% in rural Upolu and Savaii respectively. There has also been an increase in indicators of inequality as well, suggesting that relatively good economic performance up to 2008 has left a large number of people behind. At the national level for example, the poverty gap has increased, and the Gini coefficient has increased from .43 in 2002 to .47 in 2008.

Female-headed households are not overly represented in among the poor, but children in female-headed households have a greater chance of being poor. Also, 37.4% of all females live in households in the lowest 3 deciles. Only 7% of rural women in the three lowest deciles are employed – approximately half the number of men employed. (35-36) When employed, women in the two poorer regions earn less than 60% what their male counterparts earn, compared to 72% at the national level.<sup>5</sup> While the latter figure was not incorporated in the analysis, it is likely that both low employment rates and low remuneration for women are factors in rural household poverty.

While there is urban poverty in Samoa, especially for the unemployed, poverty has a largely rural face. According to the 2006 census, 75% of households (approximately 18,000) engage in agriculture, even if not primary source of income. Of this number, only about 4,000 engage in commercial or semi-commercial activities. However, rather than being the driver of development, agriculture has been largely neglected and now accounts for only 6% of the GDP, dropping from 22% 10 years earlier, and much more in the early 1990s.<sup>6</sup> By comparison, remittances from Samoans living abroad account for almost 25% of the GDP (2008), one of the highest rates in the world.

There are a number of unique characteristics of Samoan society that influence issues of poverty and the development wealth. Four are of particular importance:

1. The customary use of the land and lack of private property as it is generally defined.

Under the customary land holding system, land belongs to extended family groupings, and is distributed for use among members by the Matai who hold authority over the land and the community. A new Land Title Registration Act came into effect in 2009, continuing the controversy over land ownership and use. On one side of the debate, it is argued that customary tenure is a constraint on Samoa 's development. On the other, the argument that development problems are due to other factors, and that the customary system ensures security for Samoan families and is "fundamental to Samoan society".<sup>7</sup> The process of

---

<sup>3</sup> Samoa Bureau of Statistics And UNDP Pacific Centre Suva, Fiji, *Samoa A Report On The Estimation Of Basic Needs Poverty Lines, And The Incidence And Characteristics Of Hardship & Poverty Analysis Of The 2008 Household Income And Expenditure Survey*, March 2010

<sup>4</sup> The comparison is valid because the two surveys used the same criteria.

<sup>5</sup> Government of Samoa, Bureau of Statistics, *Household Income and Expenditure Survey, Tabulation Report 2008*, pp. 47-49 The biggest wage disparities in all regions is in the category of "professionals"

<sup>6</sup> KVA Consultants Ltd, *Samoa: Diagnostic Trade Integration Study, volumes I & II, Oct 2010*, p 117

<sup>7</sup> Ye, Rupert, *Torrens And Customary Land Tenure: A Case Study Of The Land Titles Registration Act 2008 Of Samoa*, 2009 V. 40 *Victoria University of Wellington Law Review*

itself raises problems; one of the criticisms is that the term “proprietaryship” rather than “trusteeship” may to disenfranchise and sell off communal land. Since most matais are male, this would further affect security for women.<sup>8</sup> In addition, land holdings are generally passed down from father to son.

## 2. The conservative, hierarchical and patriarchal nature of Samoan culture

Samoa society is characterized by a very hierarchical system led at the village level by Matai. In recent years, the number of matai named has increased dramatically to the point that there are now approximately 18,000, of which only about 10% are women. There are various levels of matai in the hierarchy. The village Council made up of matai, make decisions regarding law and order, land allocation and use, and food security. Their decisions are binding and can be severe, such as banishment of families from the community, their land and homes.<sup>9</sup> Women’s committees also exist, but their role is to look after village health and welfare and fundraising rather than executive and decision making. The political system mirrors the traditional system as only matais can run for parliament. Among the results of this are not only a fairly aristocratic base for parliament, but also an extremely low participation of women. Children and youth hold very little status. In addition, Samoan society is highly religious, and the local church ministers hold status similar to matais. While the political system and the Churches are seen as positive for maintaining stability and cultural integrity, they can also be seen as promoting conformity and stifling forces for change.

## 3. *fa’alavelave* a traditional ceremonial and family obligations

Reciprocity is a key feature of Samoan traditional, subsistence farming, It is expressed in sharing of goods, usually around events such as weddings and funerals. The extended family decides on the contribution of each household. Traditionally, this involved a fine woven mat (representing women’s labour) and agricultural products (men’s labour). However, with modern cash economies and increasing materialism, and growing remittances from abroad, the amount of goods has increased enormously, sometimes involving thousands of mats, cash and products. The government has moved to discourage and curtail the excesses of this practice: the diversion of resources to this system means less is available for productive investment.<sup>10</sup> Remittances—and business earnings—tend to be invested in Samoa’s *fa’alavelave* culture. Women commonly contribute more funds than their male counterparts (‘we do and give the most and the men take all the status’) and feel family pressure to do so more acutely than do men.<sup>11</sup>

## 4. The high level of remittances from abroad

As mentioned above, remittances from family members abroad account for almost 25% of the GDP. This money is extremely important to the families, cited as one of the factors that might keep a family out of poverty. It is also seen as an extension of *fa’alavelave*— even if family members have moved away, they are expected to

<sup>8</sup> Druzca, Kristie, AusAID (team leader) Anna Hutchens consultant (report writer) *WOMEN IN BUSINESS IN SAMOA Key findings from the August 2008 scoping mission*, p. 5

<sup>9</sup> UN/Government of Samoa, *Samoa: A Situation Analysis of Human Development*, 1998, p. 13.

<sup>10</sup> UN/Government of Samoa, *Samoa: A Situation Analysis of Human Development*, 1998, pp. 14-15.

<sup>11</sup> . Druzca, op cit p.4

ers either by helping them migrate or by sending remittances. This has been described as a “transnational migration” to maximize extended family income across continents.<sup>12</sup> This may explain the extraordinary level of remittances: in Cook Islands, for example, while it is estimated that 90,000 Cook Islanders live in New Zealand, and another 30,000 in Australia, remittances to the approximately 12,000 remaining inhabitants are negligible – the same social obligations do not exist.

Some observers suggest that remittances are a disincentive to work. Others have observed that the incentive to invest the funds is limited since a rise in family fortune requires an increase in *fa’alavelave*. Whatever the reason, there is little evidence that remittances are being channeled into productive endeavors.

These characteristics have both positive and negative aspects to them. However, Samoa is in a process of social and economic change – accelerated by an increasingly cash economy, imminent entry to the WTO, greater population mobility, and the threat of climate change – which will pull and stretch these values in new ways. Whatever development strategies are followed, these characteristics must be taken into account.

*Sāmoa’s economy started with a traditional- type economy based on kinship affiliation and networks and has ended as part of the global economy.*

*Samoa NHDR 2006*

In the **Cook Islands**, the rates of relative poverty are due largely to the high cost of living in the central islands and to a lesser extent, the isolation/remoteness especially of the northern islands. As mentioned above, 28% of the population falls below the BNPL, with a rate of 30% in Rarotonga.

Tourism accounts for 40% of GDP (\$120 million annually)<sup>13</sup>The Cook Island government reaps approximately 70% of its revenue from it. However, it also costs the government in extra infrastructure and services, and even subsidies.<sup>14</sup> Tourism contributes to the high cost of living, since it creates a large part of the local “demand” side. Some can benefit through handicrafts, shops, restaurants, services (transportation, tours). However, there are limits to benefits for the local population, as the hotels tend to be foreign owned and managed, import many of their supplies and even hire lower cost workers from Fiji and the Philippines who send their pay home.

Other factors for the high cost of living include the cost of importing almost everything, and the free movement to and from New Zealand which tends to push some salaries (especially professional and government) upwards. People without good jobs, or in the informal or highly neglected agricultural sectors are less likely to be able to keep up with the cost of living, although in the latter case, subsistence production helps to lower the food bill.

<sup>12</sup> Ibid, p/14

<sup>13</sup> COOK ISLANDS, *Te Kaveinga Nui (Pathway for Sustainable Development in the Cook Islands) Living the Cook Islands Vision – A 2020 Challenge National Sustainable Development Plan (2007-2010)* p.28

<sup>14</sup> For example, the evaluator was told that the government pays NZ Air \$5 million annually to maintain a direct weekly flight to Los Angeles. Additional costs include infrastructure (water, waste management, roads) to accommodate the tourist numbers, as well as police, health services and others, above the needs of the resident population.

...s are not a significant source of income for Cook  
...on is a serious threat to Cook Island development –  
there is a rapid depopulation, first from the outer islands, and then from the country as a  
whole. According to official statistics, the resident Cook Island population dropped from  
over 18,000 in 1992 to only 11,800 in 2006. Given that 70% of the population lives in  
Rarotonga, this leaves a very small productive population base distributed among

## 2.2 UNDP IN SAMOA

The UNDP strategy in Samoa, Cook Islands, Niue, and Tokelau is part of the UN  
Development Assistance Framework (UNDAF) for the Pacific Region, 2007-2012. This  
Framework is the second to be developed for the region, and is based both lessons  
learned from the first one, and on the review of national and regional plans, strategies  
and policies from 14 PICs and regional bodies, UN mandates, and UN areas of expertise.

As a result, the following priorities or (outcomes) were defined for the Pacific subregion:

***Equitable economic growth and poverty reduction***, by supporting the development  
and implementation of evidence-based, regional, pro-poor National Sustainable  
Development Strategies to address population, poverty and economic exclusion issues,  
stimulate equitable growth, create economic opportunities and decent employment, and  
promote sustainable livelihoods.

***Good governance and human rights***, by enhancing national and regional governance  
systems that exercise the principles of inclusive good governance, respecting and  
upholding human rights; and supporting the development of resilient Pacific island  
communities participating in decision-making at all levels.

***Equitable social and protection services***, through support to the development of  
evidence-based and inclusive policies and plans; improved systems to deliver accessible,  
affordable, well-managed, gender-sensitive quality social and protection services; and  
individual and community behaviour that reflects healthy lifestyles, social protection  
and better use of social services.

***Sustainable environmental management***, by mainstreaming of environmental  
sustainability and renewable energy into regional and national policies, planning  
frameworks and programmes; and supporting Pacific communities to sustainably use  
their environment, natural resources and cultural heritage.

The Pacific subregional programme is implemented by two UN Country Teams (UNCT)  
located in Fiji and Samoa supported by Resident Coordinator (RC) offices in each  
country.

The Samoa Office in turn developed the Multi-Country Development Programme  
(MCDP) for Samoa, Cook Islands, Niue and Tokelau, followed by Country Programme  
Action Plans (CPAP) for each country/territory. This provides a coherence and  
alignment of the overall programme, although the development needs of each entity are  
distinct, and different priorities are assigned to the development areas.

The focus of this outcome evaluation is the first of these areas, Equitable Growth and  
Poverty reduction. This is defined in the MCDP in the following manner:



programme on national planning for MDG achievement, n MDG 1 (eradicating poverty) and MDG 3 (empowering results: (a) gender mainstreamed into national development plans/national sustainable development plans, which are aligned with MDG targets and indicators and linked to national budgets; (b) strengthened and harmonized national and regional statistical information systems and databases,“including development information (DEVINFO), focusing on sex-disaggregated data; (c) strategic planners/MDG advisers provided for national planning, policy/programme formulation, gender mainstreaming, development plan implementation, and to support annual reviews facilitating MDG-based monitoring and evaluation, aid coordination and resource mobilization; (d) first MDG report for Tokelau prepared and MDG reports updated for the Cook Islands, Niue and Samoa for reporting to the General Assembly in 2010; (e) human development indices and gender-related development indices produced for the first time for the Cook Islands, Niue and Tokelau and updated for Samoa; (f) human development or other reports providing practical options for population retention, income generation, gender equality and sustainable livelihoods in each country, especially the Outer Cook Islands and Tokelau; (g) Integrated Framework for Trade and a Private Sector Support Facility implemented in Samoa; (h) best practices and lessons learned documented and disseminated through Information Communication Technology for Development (ICT4D); (i) MDGs advocated through an “MDGs through Sports, Volunteerism and ICT4D” campaign in partnership with the South Pacific Games Authority, Federation Internationale de Football Association (FIFA) Oceania, sports celebrities, the Government of Samoa/UNDP ICT4D Programme, development partners, United Nations Volunteers (UNV) and other volunteer organizations; (j) capacities developed of Governments, civil society, the private sector, youth and “MDG volunteers” in strategic planning, leadership and management, programme design, MDG-based data-collection and monitoring and evaluation, gender mainstreaming, and communications; and (k) South-South cooperation enhanced.”

It is important to note that since the MCDP was developed, UNDP has moved to integrate and streamline programmes in response to country requests to have fewer projects. It was also decided to focus at the community level (as opposed to higher level policy) where the poor reside and where it was felt UNDP could make the biggest changes in people’s lives. The result was that a Community-Centered Sustainable Development Programme (CCSDP) was developed to help communities come up with Village Sustainable Development Plans, which would be the vehicle to implement various components including poverty reduction.

However, this program was not included in the Outcome Evaluation because it was being evaluated separately, and also as part of the other Outcome Evaluation (Environment & Sustainable Development & Crisis Prevention and Early Recovery) taking place in June/July of 2011.

The following table lists the specific projects to which the Outcome evaluation was limited to, and their relation to the UNDAF and the MCDP:

<b>UNDAFOUTCOME # 1:</b> Pacific Island countries develop and implement evidence based regional pro-poor and National Sustainable Development Strategies (NSDS) to address population, poverty and economic exclusion issues, stimulate equitable growth, create economic opportunities and quality employment and promote sustainable livelihoods			
<b>UNDAF OUTCOME 1.1:</b> Pacific Island countries prepare and implement regional, sectoral and national plans and sustainable development strategies aligned with MDG goals, target, and indicators linked to national budgets.			
<b>UNDAF OUTPUT INDICATOR</b>	<b>MCDP OUTCOME RESULT</b>	<b>PROJECT</b>	<b>INDICATORS/ OUTCOMES</b>

<p>gender-responsive approaches in national and sectoral policy, planning, budgeting, monitoring and reporting (including costing</p>	<p>aligned with the MDG.</p>	<p><b>Project:</b> <i>Engendered national sustainable development plans in the Cook Islands, Nuie, Samoa, and Tokelau. (Poverty Thematic Trust Fund)</i></p>	<p><b>Indicator:</b> 50% of government planners trained in annual MDG-based monitoring and evaluation, aid coordination and resource mobilization</p>
<p><b>UNDAF OUTCOME 1.3 Trade mechanisms, private sector partnerships &amp; employment generation are sustainable and pro-poor</b></p>			
<p>1.3.1: improved national capacity facilitates fair, equitable gender sensitive and inclusive trade negotiations.</p>	<p>Trade mechanisms are sustainable, pro-poor and equitable.</p>	<p><b>Project:</b> <i>Samoa Integrated Framework for Trade Related Technical Assistance (IF)</i></p>	<p><b>Indicator:</b> National strategy to increase trade export earnings contributions to GNP/GDP available.</p>
<p>1.3.2 Private and public partnerships and dialogue improved, facilitating participation in policy formulation by private sector, civil society organisations, women and marginalized groups in trade, investment, employment and macro-economic policies</p>	<p>Private sector partnerships and employment generation are sustainable, pro-poor and equitable</p>	<p><b>Project:</b> Private Sector Support Facility (PSSF)</p>	<p><b>Indicator:</b> SMEs benefitting from PSSF grants and improved livelihoods of recipients</p>
<p>1.3.4 Initiatives demonstrate and upscale developments in sustainable livelihoods, employment generation and financial services and entrepreneurship for women, men and young people</p>		<p><b>Project:</b> Talavou (skills for sustainable livelihood, and increased participation of young people in formal and non formal employment</p>	<p><b>Indicators:</b> 1) Increased numbers of youth successfully completing the second-education programme, 2) Increased number of young people in non-formal and formal employment.</p>
		<p>Entrepreneurship and Financial Education Curriculum Project (Young Enterprise Trust)</p>	<p>Outcome: Programmes and learning opportunities available that can cultivate growing understanding of value of entrepreneurial activity and the contributions that people can make both personally and collectively to business</p>
		<p><b>Project:</b> Samoa Qualifications Authority (SQA) ((from previous country program</p>	
	<p>Support provided by MCO to governments for MCPD/ UNDAF programmes in areas of a) policy &amp; programme formulation &amp; implementation, b) MDG small grants for community based sustainable development initiatives, c) management</p>	<p><b>Project:</b> South- South cooperation</p>	<p><b>Indicators</b> Samoa benefitting from and sharing identified best practices with other countries as appropriate through south – South cooperation</p> <p>SSCCDC Coordinator recruited.</p>



Your complimentary use period has ended. Thank you for using PDF Complete.

[Click Here to upgrade to Unlimited Pages and Expanded Features](#)

	opment, d) lination, aluation and		
	adding, e) documentation of good practices, lessons, communication, advocacy		(from MCDP) South-South cooperation database developed for all the programme areas and shared extensively.

While this served to focus the evaluation, it inevitably made it impossible to assess the overall contribution of UNDP to Economic Growth/Poverty Reduction/ Sustainable livelihoods. This task will be left to the Assessment of Development Results (ADR) which is planned for July August of 2011, and will have the benefit of access to not only this report, but also to the Environmental Outcome Evaluation, the CCSDP evaluation, the ITC4D evaluation carried out earlier, and the pro-poor policy/planning work also underway.

Nevertheless, some mention should be made of achievements in the area that are outside of the evaluation. UNDP has been active over the years in bringing the MDG into the planning process, and to continually promote pro-poor policies. The UNDP supported the Household Income and Expenditure Study (HIES) in Samoa, which has provided important and reliable data for planning at all levels. In addition, it carried out a poverty analysis of the data through the Pacific Centre in Fiji and in cooperation with the Samoa Bureau of statistics. The UNDP has also supported the development of information technology (IT) policies and strategies to promote development and better access to services.

### 3.1.1 Outcome: Pro-poor national development plans and strategies developed and aligned with the MDG.

The MCO accessed a UNDP Poverty Thematic Trust Fund (PTTF) grant to address this outcome. The PTTF is one of the UNDPs thematic trust funds that are designed to provide additional support to priority areas.<sup>15</sup> The fifth tranche is specifically for MDG acceleration, and was accessed in this case to provide governments with strategic planners in order to improve MDG integration and budgeting in national planning processes. The evaluation is based mainly on project outcomes in Cook Islands. In Samoa, the project was not considered a priority by the government as it had sufficient planning capacity. According to the Annual PTTF Reports for 2009 and 2010, MDG planning and budget support and Workshop was held in Cook Islands for the four islands as well as others in the sub-region in May 2008. Subsequently, strategic planners were integrated into planning departments of three of the four countries in the MCDP. MDG have been integrated into the National Strategic Plan of Tokelau (2010-2015) and Nuie has produced an Integrated Strategic Plan 2009-2013. There has been no further follow up.<sup>16</sup>

In Cook Islands the project achievements include the following:

Two documents were produce

- *Te Kaveinga: National Sustainable Development Plan, Monitoring and Evaluation Summary Report, December 2008.* This was the first document to monitor the progress of the 2007-2010 NSDP
- *National Millennium Development Goals Report 2010.* This was a comprehensive analysis of where Cook Island stands in relation to the achievement of its MDG commitments. It is separate from the above report, which did not reflect MDG since these were not integrated into the NSDP

As part of this process, the Planning office of the PMO was able to identify and systematize the kinds of information and sources for monitoring the MDG in future. These are now incorporated into planning processes, and will be reflected in the next national development plan (the current one was only to 2010, which has not yet been approved.

The Strategic planner hired by the project carried out an in-house assessment of planning capacity and provided necessary training to two other planners. Unfortunately, neither of them is still in the planning department, but both have taken their skills to other Government Departments. One, for example, recently developed a gender policy for the Ministry of Agriculture.

<sup>15</sup> The Poverty TTF has three key objectives: 1) To fund innovative, catalytic and strategic development interventions at the global, regional and country levels; 2) To help UNDP align and focus its global, regional and country programmes around its priority thematic areas; 3) To allow for simplified and more rapid disbursement of funds to interventions that qualify (Fast Facts, UNDP Poverty Thematic Trust fund)

<sup>16</sup> In both of these islands, there were significant human resource issues that reduced the effectiveness of the exercise.

The upcoming national plan is much more participatory, especially in the smaller islands where the CCDSP project is taking place. Previously consultation had involved only local officials, not community members. This linkage both improves planning and illustrates synergies across UNDP practice areas.

The final outcome can be assessed when the new National Sustainable Plan is released. It should incorporate MDG goals, strategies to achieve them, budgets to carry them out, and monitoring tools to evaluate them.

Important lessons learned from the experience included the need to link national plans with sector plans and for better budgeting processes at the level of the various Ministries. Human resources are a major issue in the smaller countries such as CKI; a single strategically selected and placed individual can have very high impact. With the high level of international mobility, capacity development is a gamble. However, if human resources move to different positions in the government, there is still a net gain.

The major weaknesses in meeting MDG goals in Cook Islands are mainly in the area of governance and environmental sustainability. Addressing these is most likely the best way to ensure poverty reduction and sustainable livelihoods.

### **3.1.2 Outcome: Trade mechanisms are sustainable, pro-poor and equitable.**

*Principle Project for achieving Outcome:*

#### ***The Integrated Framework for Trade related Technical Assistance.***

The key output of the project is the development, implementation and integration in national policies of a Diagnostic Trade Integration Study (DTIS) and accompanying Action Matrix. The DTIS is funded out of Window I (Tier 1 under the Enhanced IF Guidelines) of the global Enhanced Integrated Framework Trust Fund (EIF) for a total of US\$285,714 after the deduction of a General Management Support (GMS) fee by UNDP. These funds cover the costs of establishing the framework for the study, carrying out the study, and presenting and discussing it at a national validation workshop. The UNDP supported this process so that the government could access further support from the EIF in Geneva to face the challenges of integration into the World Trade Organization (WTO).

At the time of the evaluation, all of the project activities have been carried out, culminating with the completion and presentation of the study at the national validation workshop in November of 2010. However, the final expected output – (Pro-poor trade integration strategy adopted and mainstreamed into the new *Strategy for the Development of Samoa, 2008- 2011*) is still pending. In the end, it is the adoption of the action matrix as national policy that will ensure the project has both results and sustainability. However, even before the matrix is adopted as policy, the study has had wide influence through the process of consultation carried out at various levels.

As part of the poverty reduction/sustainable livelihoods portfolios, UNDP's role was also to ensure that the analysis and the action matrix incorporated a pro-poor approach and a gender perspective.

The pro-poor approach is strongest in the sector report on agriculture, noting that this provides the biggest potential for reducing poverty since at least two thirds of the population relies primarily on the sector for their livelihood. (p.117) The analysis

ies needed for commercial, semi-commercial and the development of marketing opportunities is a specifically designed for improving the subsistence sectors through direct support, market development, including linkage to a growing tourism industry infrastructure improvement, technical assistance, and seed/crop improvements. A different strategy, geared more to export markets, is proposed for commercial agriculture, although small farmers may also participate in production for niche markets.<sup>17</sup>

Pro-poor measures are less apparent or consistent in other areas of the DTIS. in Tourism for example, it is only “highly anticipated that the (post tsunami) programme will assist with the strengthening of the rural economy through employment...” p. 154) However, the links with subsistence farming and the tourism industry outlined in the agricultural section are not mirrored in the tourism sector. This may present the danger that the pro-poor elements may be left behind if the government selects sectors on which to act, rather than the plan as a whole.

A gender analysis is notably absent from the DTIS. The only reference encountered was that while maternity leave should be encouraged, the costs could be crippling to small business and that it would be a disincentive to hire women of child bearing age. (p. 79-80). A more complete assessment of the differential threats and opportunities for women and men in the new world of the WTO would be useful. Among these may be other labour policy reforms, impact of increased market development for agriculture (since men generally control land), possible negative impacts for women of increased tourism; changes in customary land ownership to encourage commercial use of land; access to credit and training to take advantage of new opportunities. As Samoan society is already hierarchical and patriarchal, it is likely that these inequalities will be continued and perhaps exacerbated if there is no conscious analysis and strategy to promote more equitable outcomes.

### **3.1.3 Outcome: Private sector partnerships and employment generation are sustainable, pro-poor and equitable**

**Projects: PSSF  
Talavou  
Samoa Qualifications Authority**

#### ***The Private Sector Support Facility***

The PSSF was developed to support environmentally sustainable and gender sensitive development led by the private sector, though small grants to private businesses. It is designed to replace a previous, unsuccessful Structural adjustment Fund, and to consolidate existing private sector support funds and attract new donors. Currently the government of New Zealand is the main donor.

The PSSF was designed to:

1. Harmonize donor support to enable government to support the strengthening of local businesses, targeting private sector development, particularly small and medium-sized enterprises in the rural areas, where the most hardship is experienced, and promoting gender equality; and

---

<sup>17</sup> WIBDI is currently the most successful initiative in linking small producers to niche markets, with the export of coconut oil to Body Shop.

equitable and sustainable dialogue at the national level  
areas for investment in private sector growth through  
commercial representatives, government and donors  
that will be formed for this purpose.

According to the project plans, all PSSF applicants for funding should demonstrate how their proposals make the connections between three essential levels of function in a simplified value- chain. Part of this chain should connect with the activities that engage poor men, women and young people within the economy.<sup>18</sup>

The PSSF is closely linked to the IF project, and was designed particularly to favour initiatives which supported export led growth.

By December 2010, 107 projects had been approved, mainly in “technology”, and tourism. Technology is broadly defined: for example, of the 37 “technology” projects approved between July 2009 and December 2010, 12 were to attend the Shanghai Expo

An evaluation was carried out in June of 2009 on the operations of the PSSF. A number of weaknesses were encountered:

- Confusing and contradictory information in the Manual
- High rejection rate as many projects were outside guidelines – which do not allow for capital assistance, for projects from individual entrepreneurs, or from those in business less than 12 months
- The Ministry of Agriculture and Fisheries is a key actor in development but was not represented on the Steering Committee
- The Business Forum was not playing the dynamic role envisioned in driving greater dialogue between Private sector and government
- The Steering Committee requires a strategic and needs analysis of various sectors of the economy in order to prioritize investments that are strategic for the economy.
- A more strategic vision would reserve funds for different sectors – as it is, tourism has received the most grants (58%) and Agriculture the least (25%)<sup>19</sup> The draft revised manual proposes a distribution of 30% each for Tourism; Agriculture and Fisheries, and Manufacturing, with the remaining 10% for technology and “other”

The pro poor impact is limited by a number of factors:

- The PSSF does not address the issue of value chains adequately.<sup>20</sup>The New Zealand concept paper<sup>21</sup> on value chains points out that if the PSSF continues to operate as it did the first year, it would only benefit a handful of individuals without addressing strategic concerns across sectors. The values chain is particularly important in linking the vast majority of poor who currently engage in subsistence farming. Business Forum does not function as the link for dynamic business-government consultation as proposed

---

<sup>18</sup> Private Sector Support Facility (PSSF) Phase II, project document p 8

<sup>19</sup> This may be related to the need for capital investment in agriculture, which is now under consideration by the PSSF

<sup>20</sup> The application form asks what economic links will be created, but does not place much weight on this, or use the information to monitor performance.

<sup>21</sup> NZAid, DRAFT Discussion Paper, Options to Bring a Stronger Value Chain Underpinning to the PSSF, September 2010

- access, which discourages some of the most vulnerable women from developing skills and business plans. The main exception to the rule is the case of the NGO, WIBDI<sup>22</sup>, which works with groups of individual producers to form a kind of collective supply. While they accessed the fund to promote their products at the Shanghai expo, this would not have been possible without the intervention of an outside, non-profit organization.
- As a responsive fund rather than a proactive one, those businesses with more resources and capacity already will be more capable of providing technically adequate proposals.
  - As women already have access to fewer resources (land, credit) and face more barriers to develop businesses, they will be disadvantaged in the selection. According to the evaluation, only 22% of projects in the first year went to women.

The main weakness in the project is that the concepts of values chain, and the Business forum, envisioned in the prodocwere never implemented. Nor was their any more than good intentions to ensure women benefited equally. However, these issues are resolvable, and can be addressed through proposals already put forward s a result of the evaluation. It was also mentioned that NZ Aid is willing to fund two full time project officers with the PSSF who will facilitate access to the fund for those with less experience.

A separate donor supported government fund<sup>23</sup>, the Civil Society Support Programme (CSSP) was launched in December of 2010to harmonize donor funds for their projects, and to strengthen the capacity of Civil Society organizations. NGOs such as WIBDI, SBEC, and SUNGO have a role to play in supporting the participation of the poor in economic opportunities, both through direct support to them (such as the WIBDI programme) and through research on how the poor can benefit from the WTO. The DTIS has not done this adequately, and it will be important to support the organizations more closely representing their interests to do this.

### ***Talavou ‘Towards A Legacy of Achievement, Versatility and Opportunity throughUnity’***

Talavou is a complex, joint UN project led by the UNDP. The particular components relevant to the Poverty Reduction/Sustainable livelihoods portfolio are those related to out of school training, and income generation for youth. Other aspects address more social (self esteem) and health (sexual/reproductive health, STDs, HIV/AIDS) needs of youth.

---

<sup>22</sup> Women in Business Development Inc is a 20 year old local NGO (and member of PSSF Steering Committee) that specializes in supporting vulnerable families generate income from resources at hand, through skills training, micro-credit, organic production & certification, access to markets including fair Trade. It is an Oxfam Fair Trade partner. It does not work specifically with women, but with families as a whole.

<sup>23</sup> The CSSP includes AusAid, EU, New Zealand Aid, the Government of Samoa, SUNGO and other civil society representatives. The Programme supports two funding categories: Category 1 is for proposals from SAT 5,000 to SAT 50,000. Category 2 is for proposals from SAT 50,000 to SAT 150,000. *Donor funds to better serve civil societies* Talemua, December 14, 2010



through the Division for Youth (DFY) in the Ministry for Development (MWCSD). Besides the core programme, for a number of projects, studies or other initiatives related to youth. Some of these include: the Enterprise and Financial Education in the curriculum in Samoa (EFEC), Mapping Vulnerable Youth (March 2007, SBEC), Situation Assessment of Volunteerism in Samoa (Dec. 2008), Business Incubator, National Youth Council and Young Entrepreneurs of Samoa. (see below)

The purpose of Talavou is to be the venue for implementing the national Youth Policy. It was to address, among other things, the low status and self esteem of youth, (resulting *inter alia* in high levels of youth suicide, and increasing rates of teen pregnancies), and the difficulty of youth in finding work and earning incomes.

The programme was evaluated in 2008. Some of the key findings were:

- The programme was seen as the implementation of the national youth policy, but it was difficult to align the four areas of the Talavou programme with the six priorities in the policy
- There are no qualitative indicators to help DFY monitor the effectiveness of the programme
- Funds available are underutilized, and it is important to identify the bottlenecks.
- The programme needed to have greater rural outreach, and outreach to more vulnerable youth who may not be members of organizations through which Talavou works
- Churches were suggested as an additional venue, besides NGOs, for working with youth in the communities.
- Additional recommendations were made regarding communication (UNDP) and the role of the steering group.

The project has been extended to the end of 2011, mainly to allow for use of underutilized funds, but also to incorporate the development of a new national youth policy and to ensure that the DFY is aligned with the policy.

**Skills development/Income Generation projects** are the main focus of employment for youth. Through the Youth Awards programme, DFY has helped the economic projects of 35 individual youth and 45 groups through grants of 2,500 talas' worth of material support. Their own monitoring suggests that projects with individuals have a 70% sustainability rate compared to 60% for group projects.

The kinds of projects supported are sewing projects, carpentry workshops, agricultural production (vegetables, bananas, coconut); cultural projects or educational projects (music, DVDs, study groups, internet cafes); infrastructure (community centres). Youth groups that focus on study skills and learning may be somewhat more successful than income generating ones. For example there is a widely used study group in one community that brings together youth from different schools, and is supported by parishioners and students from the university Teachers' college. In another case, a Telecentre Project is operated to teach youth computer skills. This has been shown to be helpful in terms of providing skills, motivating youth to study further, and providing peer support;

Tofiga left school to help out his family with chores and farming, When he got a bit more time to himself, he started to attend the Centre. Now he is training for future employment and plans to be cashier in a bank.

*I have learnt how to type and to use different programs like  
have come into contact with other youth who share my  
I otherwise wouldn't have known. They are really helpful,  
teaching me computer symbols and signs that I don't know.*

Faalolo dropped out of school because she was tired of the long walk to the other end of the village. Now she attends the Centre three times a week.

*"I now understand how to operate a computer. Rev. Epati has already facilitated an orientation training for us and continues to do trainings every week for different age groups. (I have) increased interaction with other youth in the village. The Centre has motivated me to go back to school and also to look for a job"<sup>24</sup>*

In general, group projects are linked to churches. A number of reasons given by DFY staff for low sustainability rates of group projects included the rotation of Ministers who may or may not be motivated; inappropriate choice of projects; infrastructure projects that don't address cash flow, and incomes that are not consistent. DFY monitoring reports suggest additional reasons:<sup>25</sup>

- Ownership of the project is not clear. In one case, youth produced vegetables that were never actually sold but used for church events. In another, the new Minister in a relatively successful carpentry workshop expressed an interest in using the workshop to re-furbish the Church. This would also apply to infrastructure projects that build community halls for the church with Talavou funds and youth fundraising efforts.
- Unclear purpose of the projects: Youth may earn income, or learn new production and/or entrepreneurial skills. Or, in one case, the carpentry workshop was seen as an outlet not for youth with an interest in carpentry, but for dropouts with nothing better to do. Youth who join with expectation that are not met, are likely to be disillusioned.
- Projects do not necessarily build new attitudes in youth: While churches may provide a venue for reaching youth, as suggested by the programme evaluation, the existence of a number of churches in any given community may fragment youth organization and peer support, and subjugate youth initiative to religious aims and socialization processes. If the village culture puts up barriers to entrepreneurial development, then reinforcement of the village culture – especially when youth are low in social status – is unlikely to make sustainable change.
- By contrast, youth groups that are study groups or IT groups and have clearer objectives tend to be sustained – contributing at least in the medium term to skills development and employability.
- Individual entrepreneurial projects are less likely to suffer from a confusion of expectations, and are more likely to benefit the individual, even when the project has church support. For example, a local church was able to help a young

---

<sup>24</sup> **Report on: Monitoring of Projects** – National Youth Awards projects, TALAVOU Sub programs Projects, TALAVOU Pilot Projects Faafetai Koria - TALAVOU Project Manager, Faaifoaso Moala - Youth Development Officer. pp 7-8

<sup>25</sup> There is no comprehensive study of the experiences: these observations are drawn from comments made in DFY monitoring notes and limited interviews with staff

ect by providing space in one of their centrally located  
products.<sup>26</sup>

Although work with youth is relevant, given the issues facing youth in Samoa, Talavou project interventions are fragmented and poorly focused. The income generation components could be useful if the goals were clarified (i.e. income generation, production skills, or entrepreneurial skills) and if DFY adopted a pilot project approach. This would involve close accompaniment of a small number of selected projects to encompass a number of contexts, along with careful monitoring, evaluation and documentation of the experience so that good practices and lessons learned can be shared.

Good case studies could be shared with Ministries and agencies with a mandate and budget for implementation. This would allow DFY to focus more on strategic research, advocacy and monitoring of the integration of youth interests in regular programs.<sup>27</sup>

Also, There may be a missed opportunity to develop a cross between group and individual projects – a cooperative or coordinated group of individuals as in the case of WIBDI may be the best model to both encourage individual responsibility/initiative and the benefits of peer support and economies of scale for inputs, credit and marketing.

**The Second Chance Education**<sup>28</sup> programme was an existing initiative spearheaded by local NGOs, including METI (Matuaileoo Environment Trust Inc. founded in 2000). The initiative was to design a Samoa School Certificate to allow adult education for premature school leavers (PSL) to catch up and re-enter the formal education sector. The programme took several years to develop, with technical assistance from George Brown College (Toronto, Canada). A key element of the programme is the training of Life Skills coaches, who can help PSLs cope with the problems that made them drop out in the first place.

In 2008, Talavou funded the training of life skills coaches in 11 villages. Plans to continue in 9 remaining communities were put on hold. Talks were to be held between DYF, METI, and the Ministry of Education, Sports and Culture (MESC) MESC is also reviewing curriculum modules that they will subsequently pilot in the 11 community based sites. If this programme continue, it should be implemented by the MESC.

#### ADDITIONAL INITIATIVES.

As mentioned above, a number of youth initiatives and studies have been put under the umbrella of the Talavou. Among them are:

❖ ***Enterprise Financial Education in the Curriculum (EFEC).***

---

<sup>26</sup> It should be noted that the project is still rather marginal. In spite of two overseas entrepreneurial training programmes abroad (through SBEC), the 29 year old woman is still struggling with a bank loan, rental costs, machine maintenance, costs (time and money) to license her business. (ibid. pp 1-2)

<sup>27</sup> The MWCSO in which the DFY is housed, has less than 2% of the national government budget, and its role is more to coordinate services than to provide them, If it is to continue in direct implementation, it would require increased share of the budget, and/or more reliance on international cooperation

<sup>28</sup> The evaluation was unable to obtain any first hand information on this programme

project carried out in 4 MESC schools with the support of the Ministry of Education (2009) and the Young Enterprise Trust Initiative (New Zealand) being carried out by the MESC in 10 schools on a rolling basis – that is, it was first introduced in 2009 in grade 9, followed the next year in grades 9 and 10, and up to grade 11 in 2011.

The project aims to introduce entrepreneurial skills and attitudes, and financial management to secondary school business courses. This training is “wrapped around” vocational courses develop skills in marketing their products they. The programme is novel, popular and motivating for students, according to Ministry representatives. An annual school fair to display and market products is held as a demonstration exercise.

A very positive evaluation was carried out after the pilot. One of the main concerns was the involvement of the Ministry and its commitment to carrying on the programme. However, to date the Ministry continues to support and expand it. The project has been without a programme officer in the ministry for 6 months, and a new one has only recently been named. Because of this, there is a significant gap in monitoring and information on the progress of the project, besides limited anecdotal reports.

Perhaps the most important contribution of the project is to introduce and validate a whole set of entrepreneurial skills and attitudes, which are generally absent in Samoan culture.<sup>29</sup> This can contribute to a gradual but effective generational shift towards building a mindset that can take advantage of the changing economic opportunities. Of course it is a small contribution and it depends on a teaching staff that has not only mastered the material, but has also changed its own attitude. Teacher comments are very favourable to the programme, although it is still seen as a fallback for students not smart enough to go to university.

- ❖ A Young Entrepreneurs of Samoa retails skills workshop is held annually with support of the Body Shop and Accessories Retail Chain.
- ❖ A Desk review: Mapping Vulnerable Youth (March 2007, SBEC) was published.
- ❖ A Situation Assessment of Volunteerism in Samoa (Dec. 2008) was prepared, but there was no follow up.
- ❖ A Business Incubator model was proposed, where entrepreneurial youth could get support to develop, display and market their products. It was based on a successful model in Fiji. No location was ever put forward by the government to house the initiative, and there has been no follow up.
- ❖ A study has drawn up plans for the future development of a National Youth Council. This is still under consideration as part of the next national youth policy

The Talavou portfolio has a relatively large number of disparate initiatives, many of which have not been followed up on. It is not clear whether this is the result of an overly

---

<sup>29</sup> The project was apparently criticized by an older adult because it was “un-Samoan” and encouraged youth to be selfish and keep their money for their own purposes, rather than sharing with the community.

ing and coordination; inadequate core funding leading to... are donors, or some other reasons. Nevertheless it... and human resources. Exploratory initiatives can be... very useful even if they fail or don't result in projects – but only if they are analysed for lessons learned, and inform future initiatives.

### ***Samoa Qualifications Authority (SQA)***

The project established a new agency to bring coherence to post-school education and training in Samoa and to more easily achieve international recognition for the qualifications and the skills in an increasingly globalized competitive world. This will enhance the mobility of Samoan workers and students by giving international credibility to credentials issued within Samoa. The process will set standards for Samoan migrant workers, as well as for the internal market, encouraging foreign investors able to provide jobs.

Although the project phase which established the agency ended in 2009, the process of qualifying and accrediting programs is described as a long term one, with “impact a long way off”. To date, the SQA has received full government support, including funding for its complement of 30 staff, and the support of a new Samoa Qualifications Authority Act in 2010. A rolling corporate plan, and a strategic plan to 2016 are in place, along with a number of policies, guidelines and relevant studies.<sup>30</sup> Thirteen out of 26 service providers have completed the registration process, and industry panels for all areas are at some stage of organization. However, no programmes have yet been accredited.

One of the reasons that there are no accredited programmes yet is that the SQA has taken on an enormous challenge of accrediting all skills and programmes, outside of primary and secondary education (including handicraft and agriculture and livestock production). It has also decided to bring along all processes simultaneously rather than start with any one complete process.

The solid foundation achieved during the project has aided the SQA in its participation in regional (Pacific Islands) Qualifications processes. It gives them a solid basis to participate in and contribute to this process.

The Qualification programme is both necessary and inevitable in an increasingly globalized economy. It has been incorporated into the action plan proposed in the DTIS. There is no concern on the part of the SQA that qualification will facilitate more migration of Samoan skilled workforce: they will migrate anyway, and with recognized qualifications they will be able to make a better living. Standardized qualifications of resident Samoan labour will increase confidence of foreign investors. At the heart of it, however, the process is to ensure that students don't work for “useless certificates”.

### ***South – South cooperation and Capacity Development Programme***

This project was implemented in a distinct manner in both Cook Islands and Samoa. In the former, an International UN Volunteer (IUNV) worked with the Ministry of Finance and Economic Management (MFEM) in the Aid Management Department (AMD) to assist with aid coordination and monitoring. In Samoa, the project was used primarily to fund technical training for government ministries and agencies.

---

<sup>30</sup> i.e.: Quality Assurance Policy (Jan. 2009), Samoa Qualifications Framework Policy (Jan 2009), Outcome Level Descriptors, Quality Standard Guide, Employer Survey (2010)

...same project documentation, which proposed as a first step in achieving the objectives of the programme. It seems that this paper was never written, there is no explanation as to why not, or what replaced it. As a result, it is not clear what the project was supposed to achieve. In addition, most of the activities described were not carried out. Chief among these was the establishment and staffing of a Samoa led South-South Cooperation Unit.<sup>31</sup>

### **Samoa:**

In Samoa, the SSC Project has been used principally to provide short term training and professional development to middle management of government ministries and agencies. According to MoF figures, 163 training excursions have been made outside of the country, involving a total of about 147 individuals<sup>32</sup> since the original Technical Cooperation programme began in the year 2000 (approximately 50 since 2008). These programmes are generally from 1 week to 3 months<sup>33</sup>, but several short stays of a few days (for conferences) and one of 12 months have taken place. Most are to other developing countries, primarily in Asia. A small number of the trips were for consultants to come to Samoa. Of the countries of destination, 25 were to Singapore, 25 to Fiji, 20 to China, 14 to USA/Canada, and 11 to Australia/New Zealand.

The experiences have been described by the MoF as very beneficial. Although there was some reluctance on the part of participants to training in other developing countries, most have come to see this as beneficial and often more relevant to Samoan conditions. In early years, there were a number of projects around production, including inshore fisheries management, slaughterhouse management, bamboo, fruit technology; vegetable production; plant protection, control of pests, diseases, etc, that support production. In more recent years, training/professional development has focused more on public administration and governance. A few honoraria have been provided for MDG report preparation.

This fund has clearly been useful for the government capacity development through access to training, professional development and consultants, but it is difficult to assess the overall contribution to Samoan development.<sup>34</sup>

### **Cook Islands**

---

<sup>31</sup> A Draft *FORMULATION and IMPLEMENTATION ROADMAP* for the S-S Cooperation project 2008-2012, from March 2009 was encountered, but the evaluation was not able to determine its status, and has no evidence that it was ever acted on. The closest to a description of the objectives appears in a footnote of the Prodoc and includes: 1) to provide RBAP country offices interested in S-S cooperation with a forum for sharing and acquiring knowledge, products, services and research that would enable them and national counterparts to build capacities and provide better policy and programming support for SSC. 2) To enhance capacity of UNDP COs in mainstreaming S-S cooperation in programming activities and 3) with RCB S-S Unit to help transform individual expertise and experience in country offices into corporate knowledge through systematic codification and development of tools for SS Cooperation including updates of policies and guidelines as well as dissemination of new knowledge products.

<sup>32</sup> Several candidates were involved in multiple trips

<sup>33</sup> 75% were for 3 weeks or less.

<sup>34</sup> Due to various limitations, the evaluation was unable to meet individual trainees. However, it would be useful to survey participants about how they have used their training, and to find out from their ministries/departments how this training fit into overall capacity development plans.

presented in Cook Islands through an IUNV placed in the Office of the Ministry for Finance and Economic Management to support: 1) effective UN interagency coordination; 2) effective support to AMD in preparation and implementation of CPAP and UNDAF and UN programmes; 3) creation of strategic partnerships and implementation of the resource mobilization strategy for the CIGov; 4) AMD capacity development and support of Aid Management Platform (AMP).<sup>35</sup>

According to the AMD, the IUNV did a very useful job particularly in the first two of these objectives by coordinating information on UN work, identifying the funding coming into the country from various UN sources, and increasingly channeling this through AMD. As a result, all of this information is included in the budget appropriations for this year. Among the problems encountered were the provisions of the Cook Island government that permitted cooperation funds to go directly to various ministries without necessarily going through the AMD, and problems with multiyear funds that may be received/noted in years other than the ones in which they were spent. The IUNV was also able to assist in the monitoring and reporting for UN projects, ensuring UN standards for reporting.

According to the report of the IUNV, the third objective was transferred to the Office of the Prime Minister and the CCSDP programme support Unit.

The final objective was begun but not completed while the IUNV was there. The implementation of the AMP was modified when the government decided that it was too expensive and the Solomon system was chosen instead. This was being tested prior to purchase at the end of the IUNV's term. The IUNV also participated as a member of the National Reference Group for the inception of the Paris Declaration Evaluation exercise, and assisted staff to monitor compliance in reporting of implementing agencies.

The work of the IUNV was considered so useful that the government has created a similar new position, although it has yet to be filled. It is important to note that the CKI worry less about a volunteer taking a local job than about finding a qualified person to do the work – the brain drain is critical and un-abating. As a final observation, it was noted in the AMD that that the IUNV greatly facilitated communications with the UNDP in Samoa, especially through various changes in personnel which are always a setback for partners.

The IUNV prepared a final report that for some reason was never received in the Samoa office. Among the recommendations were some proposing a longer orientation time for IUNVs (there was no UNV coordinator in place at the time) and a series of measures for the new AMD person to be hired. It was recommended that the Capacity Development Fund be used for a two week orientation in Samoa to understand the processes of the UN entities and the RC office, training in RBM and PRINCE 2; and co-funding of the position. These have not been implemented, as the report was not received, and the position in the CKI was not filled. However, a commitment to some form of co-funding might ensure that the position be filled.

### 3.2 RELEVANCE AND EFFECTIVENESS

---

<sup>35</sup> Santa Castelli, Anna IUNV, FINAL REPORT, *South to South Cooperation Project* CP Outcome *Capacity Development*, May 5, 2010,

...n strategy outlined above is to identify poverty/MDG at the needs of the vulnerable are incorporated into ... is consistent with both the UNDP mandate and the commitment of the Samoan government which uses the Human Development Indicators and the MDG as the indicators of progress in its Sustainable National Development Plan 2008-2012.

Key issues for the Government of Samoa at this time are its graduation from LDC status (postponed from 2010 because of the earthquake/tsunami), imminent entry into the WTO, and a national development plan that is private sector led. Without strategic interventions, these changes in the Samoan economy are likely to raise more barriers than opportunities for the most vulnerable. These trends are already evident in the increasing inequalities in Samoan society.

MDG monitoring, trade policy development and support to private sector development as described in the above projects meet Samoan government priorities as well as those of the UNDP – providing the pro-poor measures are strengthened and fully implemented. Without vigilance on these measures, there is no guarantee that the poor won't fall further behind. The SQA and the EFEC are also specific initiatives that are relevant and potentially effective in the medium to long term in improving access to jobs and income.

These projects have been effective in producing the desired outputs – especially the DTIS, and the PSSF.<sup>36</sup> However, there are no clear indicators to determine whether these are pro-poor. In the first case, it will depend ultimately on the adoption and implementation of all the pro-poor measures. In the latter case, a more pro-active approach to the poorest, least organized members of the private sector, as well as clearer sectoral strategies will be needed to ensure the poor benefit. These measures were envisioned in the original proposal, but fell short in the implementation.

These projects have the clearest achievement of outputs, although the expected output of the IF project was the integration of the strategy into government policy, which is still pending.

Work with youth is highly relevant in the Samoan case and the Talavou project has potential to address key issues. However, as it stands, the income generation/skills development elements are scattered and not very effective in achieving their objectives. A larger issue with these projects is whether the MWCSO through DFY should be involved in such a hands-on level intervention with income generating projects. The Ministry has a small budget (less than 2% of the national budget); and a large and disperse mandate for coordinating the activities of various government agencies and ministries at the community level. In this context, facilitating youth access to MCIL, MAF and other Ministry resources and expertise, may be a more appropriate role for the DFY. Besides supporting this kind of strategy in the DFY, UNDP could use its role in the trade policy development process, the PSSF and the CCSDP to promote greater mainstreaming of youth in economic development. It could support DFY initiatives in establishing, documenting and socializing results of Pilot projects, research and advocacy, monitoring of government programme impact on youth, and support to a youth voice through the proposed National Youth Council.

---

<sup>36</sup> To be fair, although the document talks about including those at the poorest levels, as well as addressing needs of youth and women, the *outcome* does not mention poverty reduction – just sustainable development, sustainable livelihoods, and employment creation.



Capacity Development programme is relevant in terms of government. However, there is no indication that it is a prodoc, except to some extent in Cook Islands. The relevance and effectiveness of UNDP interventions in the Cook Islands is related to the provision of strategic human resources. Both the strategic planner and the IUNV in the AMD made a valuable contribution to integrating the MDG and to establishing new monitoring systems.

In Samoa, the fund was used for a wide range of training programs felt useful by the government, from inshore fisheries management to legislation drafting. In effect, the project continued under the old technical cooperation model, without incorporating the proposed innovations in the re-named 2008-2012 plan.

Talavou and SSCCDP suffered in part from indicators that are confusing or unmeasurable, or from the fact that large parts of projects have simply not been implemented. Monitoring and documentation of project implementation are very weak, making it difficult to follow up and to understand why changes were made or initiatives dropped. They may have been too ambitious; they may have not really been owned by the IP; they may have failed early and been dropped without assessing and documenting lessons learned, or any number of outcomes that might be very relevant to future planning.

## **GENDER**

One of the most notable weaknesses in the programme is the lack of gender equality considerations integrated into the projects. It is generally addressed only in ensuring equal participation of women as beneficiaries. Even this measure, without proper monitoring, may not achieve the goal – as the first year of the PSSF demonstrates.

Although the national youth policy includes a brief gender analysis, the Talavou project is blind on the issue (at least in their documentation). Except for a brief reference to teenage pregnancies and the comment that males have a higher school dropout rate than females, there is no recognition at all in the prodoc analysis, strategy or workplan to suggest that young people have gender identities or different issues to address that are related to their gender.

In the case of SSC in Samoa there is an effort to ensure that half the trainees are women. Of the 163 trips, 6 were specifically for gender: three people (MoF, MoR and MAF) attended a weeklong programme on CEDAW monitoring in the USA in 2005; one from WIBDI attended a 1 week programme in 2004 in the Philippines on Governance and gender; one from MoF attended a one week programme in gender budgeting in 2008, and one from MWCSA attended a ten day programme in gender mainstreaming in 2010.

Support to poverty analysis, statistical data gathering and the MDG fare better in terms of incorporating gender disaggregated data. However, even here there are gaps. For example the HIES records and puts a monetary value on subsistence production for consumption, but does not put a wage value on unpaid domestic work. A recent study suggests that most Pacific islands lack reliable data, leave women's activities out and making gender budgeting attempts ineffective.<sup>37</sup>

---

<sup>37</sup> Bradley, Christine, *Preliminary Identification of Gaps in Research on Women and the Economy in the Pacific*, June 15, 2010. p.1

er strategy since 2007, there is little indication it was. The evaluator understands that an action matrix and eragency task force have been established which may have impact on future programs. However there is an urgent need to ensure that gender is integrated into the DTIS and the PSSF programmes in this cycle to ensure that both the pro-poor and gender objectives are met. It is particularly important to review the DTIS with a gender analysis, and to ensure that the proposed sector analyses and development strategies take account of the differing obstacles and opportunities for women and men.

UNDP could go further by making gender in economic development a specific focus of future programming. The study referred to above made a number of suggestions about gaps in research, many of which are evident in Samoa. These include the role of unpaid labour,<sup>38</sup> addressing the gender wage gap<sup>39</sup>, analyzing the informal sector, breaking down HH surveys to individual levels, especially in the area of access to HH assets and customary land; and assessing the economic costs of violence against women. There is an opportunity for UNDP to take leadership in the area of gender and economic development in the MCDP, in close alliance with UN Women and the MWSCD.

### 3.3 PARTNERSHIP STRATEGY

The assessing UNDPs strategic role in the region will be the work of the ADR. However, there are several observations arising from this evaluation.

Changes in the UNDP office affect relations with partners. Many mentioned that the UNDP seemed less engaged, and more involved with internal issues such as the very high turnover of staff. This also led to some discontinuity in communications and monitoring with UNDP. This may have contributed to instances of poor communication with partners – for example, in two cases (follow up on the SSC Concept paper, and on the Situation Assessment of Volunteerism) were seen by both the UNDP and the IP as the responsibility of the other.

The majority of partners view UNDP primarily as a donor, putting their funding role above any other partnership role. That being said, it was recognized that UNDP was one of the smaller donors with the most complex reporting process.

Partners noted that reporting for UNDP corresponded to the UNDAF rather than nationally expressed objectives, and had to fit the ATLAS framework. Other donors by contrast, were moving to align with national systems, as expected under the Paris Declaration. This puts additional burdens on national staff.

It was also noted that there tends to be a large number of projects with small amounts of funding. UNDP has been asked to reduce the number, resulting in the new Community-Centred Sustainable Development Programmes, (CCSDP) that combines environmental

---

<sup>38</sup> The UNDP Pacific Centre has done some scoping on the research in this area, but it appears little has been done. *ibid*, p. 2-3

<sup>39</sup> According to the HIES women earn 72% of what men earn at the national level, but less than 60% in the poorer regions. The category with the biggest wage gap across the board was “professionals”. There is no explanation of this in the analysis.

od, community planning and MDG monitoring at the

One of the benefits of working with the UNDP is access to knowledge and expertise through the Pacific Regional Centre in Fiji, as well as the broader network of the UN. Projects such as the EFEC, and the business incubator model were facilitated through this centre.<sup>41</sup> This is an area that may be of greater benefit in the future.

### 3.4 SUSTAINABILITY

A key element of sustainability is the close alignment of projects to government priorities. The DTIS, the PSSF and the SQA are all clearly aligned to the Samoan government agenda in preparing for the WTO and encouraging private sector led growth. The projects provide very useful tools to this purpose, and are clearly owned by the government. SQA is already funded by the government and supported by legislation. Evidence of capacity and commitment for the other projects will be found in their incorporation into the next national planning cycle and budget. However, the scope of the DTIS agenda may provide a challenge to government capacity.

The capacity of the government of Samoa has been enhanced by the SSCCD project, which has provided training/professional development to approximately 150 public sector employees over the last 10 years.<sup>42</sup> The evaluator is not aware of any follow up carried up on what the individuals have achieved due to their training, but it is reasonable to assume from the numbers and the governance areas addressed that it has improved government capacity to continue in the project areas above.

The governments in the MCDP have expressed their commitment to meet MDG goals. Support from the UNDP in the form of HIES analysis in Samoa, and for MDG acceleration in CKI have worked directly with the relevant government offices, contributing to national capacity to continue to incorporate and monitor MDG. However, in spite of this commitment, the government of Samoa appears to prioritize economic growth over poverty reduction, with a general attitude that the former will address the latter. The increasing gap in wealth already apparent in Samoa would argue against this conclusion.

In CKI it was notable that the project had allowed the Planning Department of the Prime Minister's Office to identify sources for the information needed to plan and monitor MDG objectives. These channels are now established in the planning department processes. Although the process is not complete in CKI, UNDP resources have helped to improve aid management and monitoring systems.

The sustainability issue in CKI and the smaller countries is much broader than can be addressed by UNDP projects. It is apparent the CKI suffers from serious depopulation and competition with New Zealand for educated professionals in all levels of government. In this instance, the placement of appropriate human resources in the right positions in government was very strategic, although in the long run, it will not solve the human resource problem in CKI.

<sup>40</sup> This programme was not included in the evaluation, as it has been separately evaluated, and is also being assessed in the Environment & Sustainable Development; Crisis Prevention and Early Recovery Outcome Evaluation

<sup>41</sup> Twenty-five of the S-S cooperation trips were to Fiji, although there is no information as to whether this had anything to do with the Pacific Regional Office. The training was primarily on governance issues (drafting legislation) and aid coordination in PICs.

<sup>42</sup> Including the previous Technical Cooperation among Developing Countries project



*Your complimentary  
use period has ended.  
Thank you for using  
PDF Complete.*

[Click Here to upgrade to  
Unlimited Pages and Expanded Features](#)

maintain the Talavou project is limited mainly by the location in which it is located, as well as the dispersed and varied nature of its activities. The DFY is also probably involved in too many hands-on direct implementation projects to properly monitor. It would be more sustainable if Talavou's role in coordinating and monitoring actions in favour of youth in other Ministries (e.g. Young Farmers, in MAF). Hopefully, the proposed National Youth Council will serve as an advocacy and advisory group bringing forth the voices of youth.

The UNDP has not contributed significantly to gender equality in Samoa, so there are few achievements to be sustained. Although there is a National Policy for Women of Samoa (2010-2015), there does not appear to be widespread awareness of or commitment to gender equality throughout the government. In addition, the Ministry responsible for women is also responsible for youth and community development, all with less than 2% of the national budget.

## NS/LESSONS LEARNED

**Lesson:** UNDP is a fairly small player in the field of international cooperation in the MCO area. Its strategic advantage lies primarily in its access to knowledge and resources through the UN system, and in its key role in the promotion of and support to the MDG.

**Recommendation:** UNDP should concentrate its poverty reduction contribution to the four island in monitoring and support to the MDG goals; knowledge production and sharing; capacity development; support to planning and monitoring. Where project implementation is concerned, UNDP should focus on sharing UN network knowledge and experience; and piloting, documenting and socializing information on successful models.

**Lesson:** Evaluation and planning are hampered by poor monitoring and record keeping, particularly where there is high turnover of staff. When project components are dropped or changed, it is important to know and document why for the benefit of future planning.

**Recommendation:** The Poverty Reduction portfolio should strengthen its monitoring capacity.

- ❖ Projects should be regularly reviewed for achievement of intermediate outputs, and modifications in project plans.
- ❖ These reports – submitted by implementing partners or written by UNDP monitors – should be filed and accessible.
- ❖ Reporting formats should monitor output and outcome indicators, and these indicators should be regularly assessed and modified if necessary.

**Lesson:** Pro-poor and gender responsive are only general principles if not defined by strategies and specific indicators which will permit agreed on standards for measuring policy objectives related to them. Although in the project description for the PSSF, they do not appear in the implementation. In a number of other projects, they are not even mentioned, although they fall under the poverty reduction portfolio.

**Recommendation:** The UNDP should support modifications in the PSSF that would strengthen impact on the most vulnerable, namely:

- ❖ Sector studies that identify barriers and opportunities for the most vulnerable, and sector strategies with indicators to address them;
- ❖ Ensure that these studies/strategies are fully disaggregated identifying the specific barriers/opportunities for women and men, and as much as possible, for young women and young men.
- ❖ Support the formation of sector groups and/or leaders who can promote and/or (minimally) monitor the implementation of the strategies.
- ❖ Give greater weight in the grant criteria to projects that link up with the needs of the poor as identified in the sector strategies;
- ❖ Allocate resources appropriately to ensure that sectors with more vulnerable populations have access to a fair share;

ss Forum, and include representation from the poor or work closely with them and can link the PSSF with their

**Lesson:** There is still a strong current of belief in Samoa that economic growth equals poverty reduction. Project planners and policy makers could benefit from country specific resources that demonstrate the difference, and identify implications for planning.

**Recommendation:** UNDP should bring together a poverty analysis with a series of pro-poor strategies and indicators that would serve as a resource for developing products in the area of poverty reduction.

**Lesson:** Gender in particular is invisibilized if not specified with strategies and indicators, and supported by a gender analysis. The subject is complex, and a checklist is only a starting point for identifying potential for negative or positive impact on gender equality. As a result, gender is generally missed altogether in the projects assessed in this evaluation.

**Recommendation:** The UNDP should commit resources immediately to ensure that its commitment to promoting gender equality is fully integrated in programming. Specifically and urgently, the UNDP should:

- ❖ Review the entire DTIS with a gender perspective, possibly in collaboration with UN Women and/or the MWSCD. Rather than re-writing it, an additional section based on a review of the DTIS could be attached as a supplement.
- ❖ Ensure that gender is incorporated in every aspect of the sector studies proposed for the PSSF. These analyses could coincide with above recommendation for reviewing the DTIS. The study would be forward looking, analyzing where women and men currently stand in the economy, and how each may lose or gain from the changes that will be brought about by the economic shifts in Samoa
- ❖ Promote strengthening of the MWSCD, particularly in its role of promoting women's equality. The Ministry is underfunded and often not at the table.<sup>43</sup>

**Lesson:** There is a gap in research and policy on gender equality in the Pacific, even though there are other actors addressing the theme (e.g. SPC, AusAid, UN Women). UNDP could make a strategic contribution with a focus on women and economic development in the Pacific Island region, in cooperation with UN Women, UNDP Pacific Centre, MWSCD, Ministry of the Interior (Cook Islands) and others.

**Recommendation:** The UNDP MCO should commit resources, including a full time gender specialist or other equivalent in consultant resources, in the next programmes cycle to develop a proactive programme on women and economic development.<sup>44</sup> This process would include:

- ❖ An analysis in the four countries of the role of women and men in the economy, in order to ensure that private sector development and anti-

<sup>43</sup> MWSCD for example, received only 8 of the training opportunities under the SCC, of which only one was specific to gender – the others were youth, community development, MDG. By contrast, 40 went to MoF

<sup>44</sup> The proposal is specifically for women because it is women who have been neglected in the analysis and programme development. A gender and economic development programme would be acceptable too, providing it incorporates a women's empowerment focus.

- the UNDP are adequately informed of obstacles and promoting gender equality. It could include such issues as: wage gap, estimation of overall contribution to GDP of women and men, including subsistence and unpaid domestic or community work (e.g. including time use studies), the differential impact of customary practices on women's income, intra-household access to HH assets; access to additional assets such as credit, business training, mobility, social and political assets; impact of gender violence on women's incomes, etc.<sup>45</sup>
- ❖ UNDP should form strategic partnerships with Ministries/Departments for women, UN Women and the SPC, as well as take advantage of work already undertaken by the UNDP Pacific Centre.

**Lesson:** The Talavou project has a rich set of experiences with youth and income generating initiatives. While anecdotal experience is available, monitoring has been inadequate to ensure lessons learned.

**Recommendation:** UNDP should offer support to DFY to systematize and document good practices and lessons learned in these projects in order to develop appropriate models.

---

<sup>45</sup> These are all issues that have arisen: it will be important to prioritize and limit the scope in practice



*Your complimentary  
use period has ended.  
Thank you for using  
PDF Complete.*

[Click Here to upgrade to  
Unlimited Pages and Expanded Features](#)

- A List of meetings
- B List of Resources used
- C Terms of Reference.