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COUNTRY AND INTERCOUNTRY PROGRAMMES AND PROJECTS

Consideration and approval of country programmes

THIRD COUNTRY PROGRAMME FOR  
SAMOA

UNDP assistance requested by the Government of Samoa  
for the period 1982-1986

Illustrative IPF for 1982-1986: \$5 250 000

INTRODUCTION

A. The context

1. The principal document prepared by the Government of Samoa providing an overview of the country's development objectives, strategies, and programmes is the Fourth-Five Year Development Plan 1980-1984.

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Note: In accordance with decision 81/15, adopted by the Governing Council on 27 June 1981 (E/1981/61/Rev.1, Annex I), the country programme for Samoa is being submitted to the Council without an accompanying note by the Administrator.

The previous country programmes for Samoa and the accompanying notes by the Administrator were issued under the document symbols DP/GC/SAM/R.1 and DP/GC/SAM/R.2 and DP/GC/SAM/R.1/RECOMMENDATION and DP/GC/SAM/R.2/RECOMMENDATION, respectively.

2. Samoa's current country programme covers the period 1978-1982. Therefore, this third country programme will cover the four-year period 1983-1986. Despite the fact that the planning cycle for the country programme and the Fourth Development Plan do not coincide exactly, the major objectives and strategies are the same. Both documents are designed as policy frameworks and, as such, they provide a guide to the fundamental policy direction of the Government. At the project level, both documents allow for continuous reassessment and modification based upon accumulated experience and changing circumstances. As indicated below in paragraphs 55-59, there is sufficient programming flexibility in 1985 and 1986 to ensure that UNDP-funded projects can be developed which will be in line with any new policy directions the Government may wish to follow in the Fifth Development Plan starting in 1985.

3. Regardless of any shift in emphasis between the Fourth and Fifth Development Plans, the crux of Samoa's development problems will remain the same: it is a small island country of 157,000 population in the remote reaches of the South Pacific. There is no reliable estimate of national income. It is believed, however, that Samoa's annual per capita income is approximately \$350. Samoa is classified a least developed country.

4. Like other island countries, its economy is based on a narrow range of primary products. Its limited exports are subject to the vagaries of fluctuating market prices and expensive transport services. Development possibilities for the country are basically reduced to the following:

- (a) A massive effort to increase primary production;
- (b) Government sponsored industrial development that seeks to maximize value added; and
- (c) Some tourist development.

These problems are addressed in the Fourth Development Plan and therefore serve as a backdrop for the deployment of UNDP resources in the third country programme.

#### B. The programming exercise

5. Overall responsibility for co-ordinating external assistance to Samoa rests with the Secretary to Government, Prime Minister's Department. All development assistance requests within the Government are reviewed by the Aid Co-ordinating Committee chaired by the Prime Minister and composed of cabinet ministers and heads of those departments which implement externally-funded projects. On the Government side, the Secretary to Government took the lead in formulating the programme and worked in close collaboration with the other members of the Aid Co-ordinating Committee.

6. The country programme was formulated in consultation with the Resident Representative and the UNDP field office staff based in Apia. In view of the fact that there is ample time during 1982 for designing new projects before the start of the third country programme, the Government did not request United Nations agencies to send formal country programming missions.

7. In preparing the new country programme, the Government focused primarily on evaluating the strengths and weaknesses of the current programme and in identifying the priority policy areas in which UNDP assistance will be concentrated. In addition to UNDP, United Nations agencies were involved in the consultative process primarily through their field project personnel and representatives within the region.

8. In formulating the country programme, attention was also given as to how UNDP-financed assistance might best complement that being provided by the UNDP-supported Pacific Inter-Country Programme, as well as by other United Nations agencies and other multi-lateral and bi-lateral donors present in Samoa.

#### C. The resources available

9. The illustrative indicative planning figure (IPF) for Samoa for the third programming cycle, 1982-1986, is \$5.25 million, of which 80 per cent, or \$4.2 million, is taken into account for programming. Since \$1 million will have been used in 1982, the last year of the second country programme, the amount available for the third country programme, 1983-1986, is \$3.2 million.

#### D. Review of the prior country programme

10. The second country programme, 1978-1982, included 29 projects with expenditures of approximately \$5 million. Approximately half of the programme's resources was directed toward agriculture, forestry and fisheries. Assistance for rural development, planning and management, infrastructure and communications and general training utilized the remainder.

11. A number of the projects have produced visible and tangible returns. Notably, these are projects in the areas of fisheries (baitfish and boatcraft), animal health, coconut hybrid development, plant protection, vocational training, water supplies, financial management, formulating the economic development plan, telecommunications development and training, broadcasting, data processing and provision of United Nations Volunteers health personnel. Despite general satisfaction with the impact and implementation during the second country programme, there is room for improvement on the part of UNDP, the Government and the executing agencies in order to achieve even greater effectiveness in the third country programme.

#### E. Significant Features and Modalities of the Third Country Programme

##### (i) Continuous programming by objectives

12. In order to ensure that the country programme is attuned to evolving national priorities and objectives, a continuous programming approach will be employed. Hence, this programme is not intended as a detailed list of anticipated future projects with notional funding figures attached to each; rather, it will focus on major problem areas in which future UNDP funding will be concentrated. The flexibility of this approach is especially important in Samoa where the current national development plan will end in 1984, two years before the conclusion of the country programme period.

13. The formulation of this country programme is the first step in a programming process which will start in 1982 and continue through 1986. The Government of Western Samoa and UNDP have agreed to a regular, comprehensive review of the country programme at least every six months. This will provide the opportunity to review the general thrust of the programme, assess implementation and delivery, and modify the substance and emphasis in order to meet changing requirements and identify new activities.

(ii) Transfer of Know-how Through Expatriate Nationals (TOKTEN) and national expertise

14. In order to attract emigrant Samoans with special skills lost to the country, funds will be made available to recruit expatriate nationals for government service as short-term consultants. The costs to be incurred will be limited to return airfares and living expenses while in Samoa.

15. In addition, an increased effort will be made to draw upon national expertise. While foreign advisers will continue to play an important role in Samoa's development effort, private sector national expertise will be tapped for public sector projects where such talent is available and appropriate. These short-term consultancy inputs will be in line with local rates of remuneration, thus stretching UNDP resources.

(iii) Technical Co-operation Among Development Countries (TCDC)

16. During the third country programme, where appropriate and feasible, the Government will attempt to utilize expertise and training institutions available in the Pacific region. In those cases where the specialized skills and facilities do not exist within the region, Samoa will continue to seek such expertise and services from any source best suited to meet the country's development needs. The Government will also continue to release experts working on national projects for short-term consultancies to other developing countries.

(iv) United Nations Volunteers Programme (UNV)

17. During the second country programme, UNVs were working in a variety of fields in Samoa including vocational training, agricultural economics and health services. In the view of the Government, the use of UNVs has been an effective and economical means of acquiring technical expertise. It is expected that during the third country programme period funding for the UNV programme will be augmented through a cost sharing arrangement with the Government.

(v) Government execution

18. Although a large number of government-executed projects is not envisaged for the third country programme, there is scope for greater Government participation in project implementation particularly where projects do not fall within the sphere of expertise of any one United Nations system agency and/or where the Government feels it has the required experience and capability to accelerate implementation. In some cases the Government may wish to execute a particular component of a project on a sub-contractual basis while retaining agency technical backstopping.

(vi) Investment orientation

19. In order to maximize the impact of UNDP assistance, a continued effort will be made to use such funding for investment support activities in co-operation with development banks and bilateral donors. For example, UNDP technical assistance will continue for the Western Samoa Trust Estates Corporation (WSTEC) Agricultural Development project which involves substantial funding from WSTEC, the Government, the World Bank and Australian and Japanese bilateral assistance.

20. Building on experience gained in the UNDP-funded Animal Health and Production (SAM/76/003) project, the Government recently signed a \$1.5 million loan agreement with the International Fund for Agricultural Development (IFAD) for a programme on pork, poultry and goat production. The above-mentioned UNDP project will continue through 1983 and will support the new IFAD project, especially in animal clinic services.

21. By the end of 1986, Samoa will have received \$2.248 million from the United Nations Capital Development Fund for rural electrification in Savaii. This project is essential for eventual industrial development on the island.

(vii) Use of regional projects

22. The present country programme takes advantage of UNDP-funded regional projects to supplement the national IPF, especially in training and consultancies. Samoa fully supports the new UNDP intercountry programme, 1982-1986, for Asia and the Pacific and was fully involved in its formulation. Therefore, it intends to use it to its best advantage. In addition to the current Root Crops Development project, it is expected that eventually three other South Pacific regional projects will be headquartered in Samoa. Substantive relationships exist between some of the regional projects and the country projects as indicated below.

UNDP TECHNICAL CO-OPERATION ENVISAGED IN SUPPORT OF  
NATIONAL DEVELOPMENT PRIORITIES

A. Objectives and general approach

23. The principal objectives of the Fourth Development Plan are as follows:

(a) To increase production, particularly in the case of village agriculture, by working through existing leadership and social organizations;

(b) To move towards true economic independence and self-reliance;

(c) To provide greater opportunities for Western Samoan citizens to participate more actively in the development process;

(d) To ensure a fair distribution of the fruits of economic development and the satisfaction of basic economic, social and cultural needs; and

(e) To protect and conserve the environment.

24. Recognizing that these objectives are not necessarily mutually exclusive, each represents a priority policy area and each contains sub-objectives and component programmes.

B. The programme

25. Within the context of the major objectives and strategies of the Fourth Development Plan, there are three major development areas within which UNDP funding will be concentrated: agricultural production; economic diversification; and employment and skills development.

(i) Agricultural production

Increasing primary production

26. Increasing primary production is essential for upgrading living standards and expanding employment opportunities. This will require a more intensive development of the country's productive potential in agriculture, forestry and fisheries. The Fourth Development Plan envisages this being done in conjunction with the exploration of new markets for Samoan products and the development of agro-related processing activities which will increase value added within the country. There is considerable scope for better production through increased acreage as well as improved crop yields and increased livestock production. In line with these objectives, the following ongoing projects will continue for one or more years into the new programme period.

27. In order to increase production and promote exports of copra, cocoa and coffee in the WSTEC estates in Savaii, the Technical Assistance to WSTEC project (SAM/79/005) provides approximately \$1 million for technical back-stopping in addition to assistance received from Australia, Japan and the World Bank (IDA loan). The package costs \$20.6 million. The UNDP input continues the services of the coconut technical adviser, the crop diversification adviser, some short-term consultants, field trials, training, administrative support and equipment.

28. The main activities of the Coconut Hybrid Production project (SAM/76/004) during the third country programme will be to produce coconut seedlings for the country and especially for the WSTEC plantations in Savaii from the hybrid seed garden at Olo. Funding is required to continue the services of a UNV technical assistant for the management of the Olo Hybrid Seed Garden. This will be handed over to a Samoan coconut agronomist towards the end of 1983.

29. The Agricultural Planning and Village Development project (SAM/76/002) was started in 1977 to formulate a strategy for village agriculture development; to strengthen the Economic Analysis and Planning Division of the Department of Agriculture, as well as the Agricultural Extension and Information Service; and to improve agricultural supply, credit and marketing. Funding is required under the third country programme for a UNV agricultural economist attached to the Department of Agriculture.

30. The Animal Health and Production project (SAM/76/003) will continue the training of Samoan veterinarians in the Philippines until 1984. Upon their return, they will carry out research activities and clinical services which were established during the second country programme. As previously mentioned, this project will provide technical back-stopping to the IFAD loan project for livestock development for small farmers.

31. Funding is required in the third programme to continue the Plant Protection Services project (SAM/76/005) which provides for the services of an UNV horticulturist working under the supervision of the Chief Crops Officer to develop integrated control methods for pests and diseases. The UNV will also continue to assist in increasing production through improved varieties with higher yields and increased resistant to pests and diseases.

32. In addition to the ongoing projects described above, new projects will be developed in accordance with Government priorities and in line with IPF funds actually available. Such opportunities are most likely to occur in the last three years of the new programme. However, there are two proposals already identified by the Government which should be noted.

#### Rehabilitation of the banana industry

33. A commercial banana plantation of approximately 250 acres was established at Tanumalala three years ago to produce export quality bananas for New Zealand markets. The project necessitated the construction (under a UNDP Regional Project for LDCs) of a cool storage complex, to preserve bananas awaiting shipment to New Zealand. Additional funding is required to support an expatriate management consultant and additional training.

#### Soil erosion survey

34. It appears that soil erosion in Samoa has been caused by natural weathering, forest clearance for the planting of cash crops, road construction and commercial logging. An accurate assessment is needed of the causes, rates and effects of soil erosion and for recommendations on suitable means of control. This will help ensure the retention of the fertile soil for increased agricultural production in future. Funds are required for a four-month study on soil erosion and its effects in Samoa.

#### Relevant regional projects

35. A number of Pacific intercountry projects - Regional Fisheries Programme (RAS/73/025); Root Crops Development (RAS/74/017); Training of Technicians in Agriculture, Forestry and Fisheries (RAS/79/025) and Livestock Development (RAS/79/027) - will also provide assistance to Samoa in agriculture, forestry and fisheries to supplement the country programme inputs in primary production.

#### (ii) Economic self-reliance and diversification

36. The problems of a small domestic market, the relatively narrow range of primary products, the high cost of transport and the distance of the country from markets and major industrial centres create a serious challenge to promoting

economic self-reliance and diversification. Recognizing these critical problems, the Government has adopted a strategy designed to emphasize productive investment in agro-industry, tourism, manufacturing and the generation of hydro-electricity. During the country programme period, the Government will continue to explore other alternative sources of energy for home consumption and manufacturing industries in order to reduce imported oil costs. Described below are those ongoing projects which will continue for one year or more into the new programme period. These projects focus on water supply and electric power generation, two elements essential to economic growth and diversification.

37. The purpose of the Hydro-Data Collection project (SAM/74/006) is to determine the highest possible level of self-sufficiency in hydro-power production in Samoa as well as safe drinking water supplies and sanitation for all by the year 1990. The project aims at strengthening government organizations in water data collection and processing and water resource assessment and planning. Funds are required to meet the costs of a hydrologist for 15 months. This project is designed for funding under the Special Measures Fund for the Least Developed Countries.

38. The Rural Electrification project (SAM/78/001) provides technical support to a \$2.248 million contribution from the Capital Development Fund for the generation of electricity from the burning of wood waste at the Samoa Forest Products, Ltd. in Savaii. On the completion of the CDF project in 1986, electric power will be supplied to some 75 per cent of the village population on the island of Savaii.

39. Through the Improvement of the Water Supply project (SAM/78/003) the Government plans to continue maintaining the present piped water system and to extend the reticulation throughout the whole country, especially to those areas without existing adequate water supplies. The funds for this project provide training in the maintenance of water pumps and pipes, a water supply engineer, a civil engineer draughtsman, as well as equipment for the Water Section of the Department of Public Works. This project serves the National Plan of Action for the Water Supply and Sanitation Decade. The scope of the project meets the need for drinking water as well as the requirements for crops, livestock and industry.

40. In addition to these ongoing projects, additional projects will be identified in line with the country's needs and the availability of funds. Problem areas which will be reviewed in identifying such projects will include: industrial processing and management, market identification and export promotion, investment promotion and strengthening services to small businesses.

#### Relevant regional projects

41. At the intercountry level, additional assistance will be provided under the following ongoing and pipeline Pacific regional projects to promote self-reliance and diversify Samoa's economy: Trade Promotion Advisory Services (RAS/79/016); Transfer of Appropriate Technology (RAS/81/035); Marketing Business Workshop (RAS/81/065); Investigation of the Mineral Potential of the South Pacific (RAS/81/012); Pacific Regional Energy Programme (RAS/81/092); Development of Small-Scale Enterprises (RAS/79/016); Regional Bulk Purchasing of Pharmaceuticals (RAS/81/022) and Regional Training Programme of Hotel Personnel (RAS/79/024).



(iii) Employment and skills development

42. All of Samoa's development plans to date have highlighted the lack of skilled personnel as the single most important reason for the failure to achieve development targets. Human resource development and the transfer of skills is a common element to all UNDP-assisted projects in Samoa, including those described in the previous two problem areas. It is treated as a separate area to underline its importance and to facilitate pulling together diverse requirements involving different skill levels, various fields of activity and alternate approaches to coping with the problem.

43. Due to the lack of a qualified Samoan to fill the post of Financial Secretary, UNDP funding under an OPAS arrangement for the project Financial Secretary (SAM/81/006) will be required for this post for the first year of the new country programme. This is a key post in the Government which involves negotiating agreements with international financial institutions, overseeing and co-ordinating the disbursement of funds and supervising budgetary preparations. Those Samoans trained for the post in the past have taken up jobs elsewhere. However, the training of the newly appointed Deputy Financial Secretary will continue under the supervision of the OPAS Officer. It is envisaged that the national counterpart will be sufficiently trained and experienced to take up the duties of the Financial Secretary by the end of 1983.

44. The project Telecommunications Development (OPAS) (SAM/82/001) will continue to fund the two OPAS posts: Telecommunications Controller and Superintendent Operations and Traffic formerly funded under SAM/71/011. The management of telecommunications, which involves highly sophisticated equipment, requires professionally qualified and experienced engineers. The country, however, lacks any qualified Samoans to replace the present incumbents; hence, the need to extend the services of the OPAS officers up to 1984 to await the return of four Samoans who are currently being trained overseas.

45. The project Economic Adviser to the Prime Minister (SAM/79/004) is designed to establish a new unit in the Prime Minister's Department to assist in co-ordinating and managing the country's development programme. The Adviser is required to advise the Prime Minister on the economic and social implications of development proposals as well as to assist in the monitoring and evaluation of ongoing projects. Funding under this project will continue the services of the Economic Adviser through 1984. The incumbent in this post will be expected to train national counterparts to take over his duties and to institute a monitoring and evaluation system which will continue after his departure.

46. In order to provide skilled manpower for the public service, the Fellowship for Manpower Training and Development project (SAM/81/003) will be continued to provide fellowships for overseas training in various professional disciplines as determined by the Staff Training and Scholarship Committee. Those trained overseas will return to fill vacant posts or those posts occupied by expatriate officers in the Public Service. This project will continue to be executed by the Government.

47. The Telecommunications Training Fellowship (SAM/73/004) project will continue the training of three technical officers at the Regional Telecommunications Training Centre in Fiji to fill the existing vacancies in the Public Service. By the end of 1983, the project will have trained 21 Samoans for the Telecommunications Section of the Post Office Department.

48. While nationals are trained overseas on specialized skills, the Government will continue to utilize UNVs in various government services. United Nations Volunteers for Government Services (SAM/81/001). The Volunteers will also continue to train their local counterparts in their respective fields of competence. In order to strengthen personnel development in Samoa, it is envisaged that there will be an increased demand for UNVs for various public service posts.

49. In addition to these ongoing projects, new projects will be developed in line with the availability of funds. In this regard, Samoa plans to take advantage of various regional projects and services to help identify areas of most critical need and to facilitate increased opportunities for in-country and on-the-job training.

#### Training of village aides

50. A new project proposal already identified by the Government is in the field of personnel development for rural health services. This proposal envisages the training of selected volunteer village health workers to carry out primary health care services in their villages under the general supervision of district medical and nursing staff.

#### Relevant regional projects

51. The national projects described above will be complemented at the regional level by the activities undertaken under the following ongoing and new projects: Regional Telecommunications Training (RAS/74/004); Development of Telecommunications in the Pacific (RAS/78/048); Training in Public Administration (RAS/79/018); Training in Project Formulation and Appraisal (RAS/79/028); Training of Hospital Administrators (RAS/79/029); Regional Manpower Planning (RAS/79/035); Training of Health Personnel in the Pacific (RAS/80/023); Training in Basic Skills (RAS/81/034).

#### Financial implications

52. The details of UNDP assistance during the latter part of the programme will be worked out during the six monthly review meetings. Therefore, the anticipated allocation of funds outlined in the attached Annex Financial Summary is only indicative and subject to review to enable the Government to ensure that its country programme reflects evolving priorities for UNDP-financed technical assistance during the 1984-1986 period which is in line with IPF funds actually available.

### Relationship with other assistance

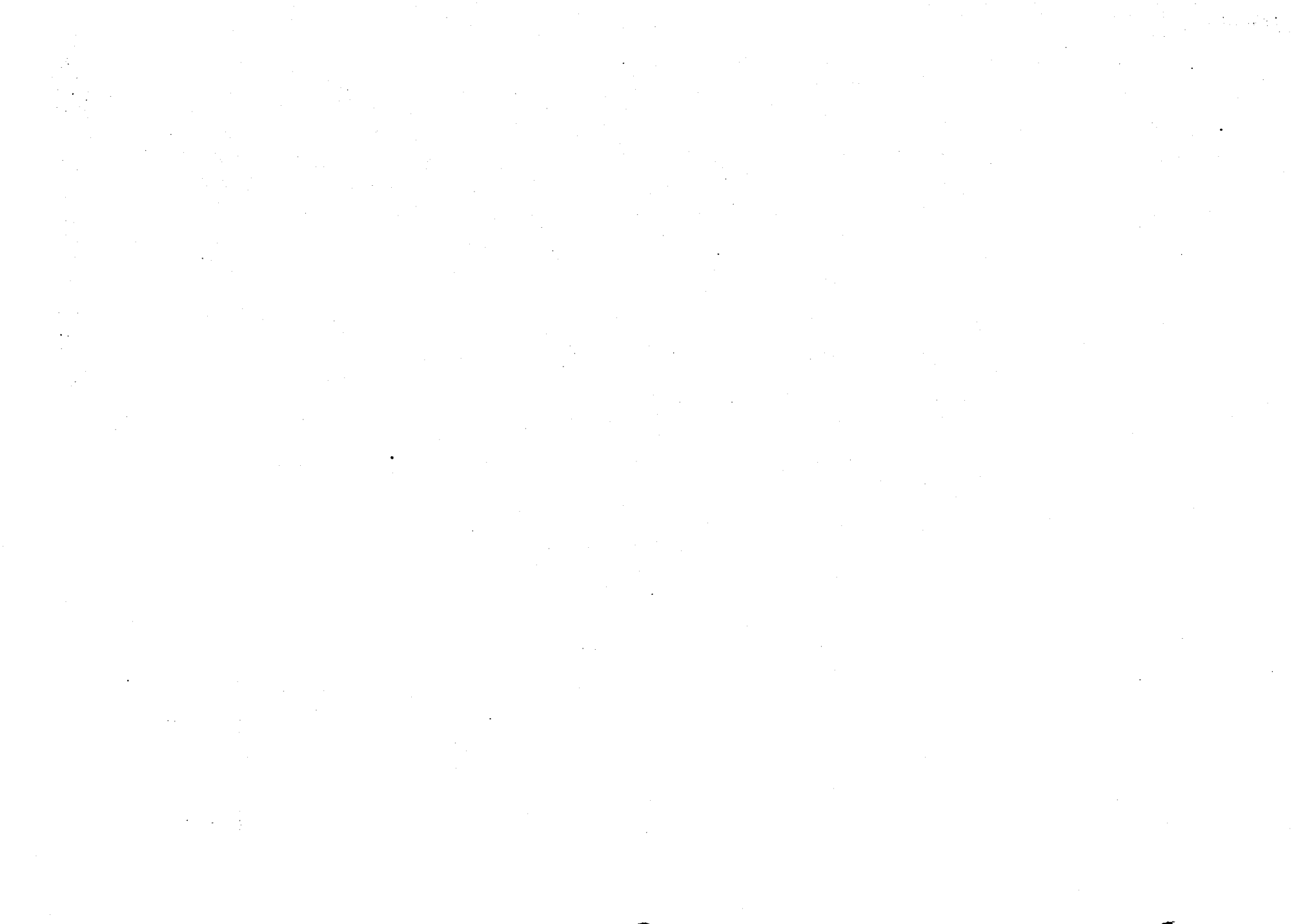
53. External assistance, both capital and technical, plays a large part in Samoa's development effort. Details of bilateral and multilateral assistance to Samoa are available in the annual report on development co-operation compiled by the UNDP Field Office in Apia. The bilateral donor countries are led by New Zealand, Australia, Japan and Germany followed by the USA, the People's Republic of China, the Netherlands and France. New Zealand, Japan, the USA and Australia have a substantial number of volunteers assigned in Samoa for various government services. Samoa will, as in the past, expect to receive capital investment loans, credits and grants from such multilateral agencies as ADB, the World Bank, IMF, EEC and the OPEC Fund for agriculture and public infrastructure development projects.

54. Of notable importance in the external assistance as it relates to the country programme is the US/AID inputs to the South Pacific Islands Agriculture Development Project involving the University of the South Pacific (USP), the University of Hawaii and Cornell University. This project, which exceeds \$5 million from 1980-1985 is designed to expand teaching facilities of the USP Agriculture campus in Samoa, as well as to initiate an outreach programme to all eleven countries of the USP system.

55. Within the United Nations system, Samoa participates in the work of and receives assistance from ESCAP as well as from the special and regular funds of the following UN organizations: UNICEF, UNFPA, WFP, ILO, WHO, FAO, UNIDO and the Interim Fund for Science and Technology for Development (IFSTD). An additional allocation from the Capital Development Funds is envisaged for water tanks and other capital projects which bring direct benefits to the economic and social main stream of local communities.

56. As a least developed country, Samoa also receives funding from the Special Measures Fund for LDCs for development assistance projects; during the period of 1977-1981 Samoa received \$506,000. These funds were used in the areas of hydro-data collection, development planning, health manpower development and agriculture. For the years 1980 and 1981 Samoa received annual allocations of \$86,000 and \$84,000 respectively. Samoa will also continue to benefit from Regional UNDP projects specially designed to meet the needs of the least developed countries: Transport Equipment for LDCs (RAS/79/094); Civil Aviation Training for LDCs (RAS/79/117); Advisory Services and Fellowships in Agriculture, Fisheries, Livestock and Forestry (RAS/79/123); Training and Advisory Services in ESCAP Programmes for LDCs (RAS/79/130); UN Volunteer Assistance to LDCs in Asia and the Pacific (RAS/79/137); Civil Aviation Equipment for LDCs in Asia and the Pacific (RAS/79/100).

57. Samoa participates actively in such regional organizations as the South Pacific Commission (SPC), the South Pacific Bureau for Economic Cooperation (SPEC) and the Forum Fisheries Agency (FFA). It will continue to look to those organizations for technical and training assistance within their individual spheres of competence. Training and manpower assistance is furthermore provided by the Commonwealth Fund for Technical Cooperation (CFTC).



Annex

FINANCIAL SUMMARY

A. Resources

(a) IPF and other resources	\$
(i) Illustrative IPF for programme period	4 000 000
(ii) Carry-over from previous IPF cycles	-
(iii) Other resources	-
(b) Provision for adequate programming	-
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TOTAL	4 000 000
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B. Use of resources

(a) Programmed	
(i) Ongoing projects	1 333 000
(ii) New projects and new phases included in the country programme	174 000
(iii) Earmarked for specific objectives and activities for which projects are to be worked out (continuous programming at a later stage)	1 693 000
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Subtotal	3 200 000
(b) Reserve	-
(c) Unprogrammed balance <sup>a/</sup>	800 000
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TOTAL	4 000 000
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<sup>a/</sup> Representing 20 per cent of the illustrative IPF which has not been taken into account for programming in accordance with the Administrator's instructions contained in UNDP/PROG/FIELD/111; UNDP/PROG/HQTRS/126.

C. Financial distribution of programme, by sector

<u>Sector<sup>b/</sup></u>	<u>Ongoing projects</u> \$	<u>New projects</u> \$	<u>Sectoral earmarkings</u> \$	<u>TOTAL</u> \$
<u>Economic Self-Reliance and Diversification</u>				
03 Natural resources	111 000	-	689 000	800 000
<u>Increasing Primary Production</u>				
04 Agriculture	678 000	150 000	772 000	1 600 000
<u>Manpower Development</u>				
12 Employment and Skills development	544 000	24 000	232 000	800 000
<b>TOTAL</b>	<b>1 333 000</b>	<b>174 000</b>	<b>1 693 000</b>	<b>3 200 000</b>

b/ According to ACC classification.

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