Samoa

Climate Public Expenditure and Institutional Review

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Abbreviations

ACC	Aid Coordinating Committee
ADB	Asian Development Bank
APRC	UNDP's Asia Pacific Regional Centre
AusAID	The Australian Agency for International Development
CBA	Cost Benefit Analysis
CC	Climate Change
CCA	Climate Change Adaptation
CCPP	Climate Change Programme and Plan
CCU	Climate Change Unit
CDC	Cabinet Development Committee
CDM	Clean Development Mechanism
CIMP	Coastal Infrastructure Management Plan
CPEIR	Climate Public Expenditure and Institutional Review
CRICU	Climate Resilience Investment Coordination Unit
CRIP	Climate Resilience Investment Programme
CROP	Council of Regional Organisations in the Pacific
CSO	Civil Society Organization
CSSP	Civil Society Support Programme
DNA	Designated National Authority
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
EACC	Economics of Adaptation to Climate Change
EC	European Commission
EIA	Environmental Impact Assessment
EPC	Electric Power Corporation
EPPD	Economic Planning and Policy Division
EU	European Union
FD	Forestry Division
GEF	Global Environment Facility
GHG	Green House Gas
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (was GTZ and others)
GoS	Government of Samoa
ICCAI	Australia's International Climate Change Adaptation Initiative
ICCRIF	Integrating Climate Change Risk and Resilience into Forestry in Samoa
IFI	International Financial Institution
IPA	Isikuki Punivalu Associates
IUCN	International Union for Conservation of Nature
JICA	Japan International Cooperation Agency
LDC	Least Developed Country
LTA	Land Transport Authority
MAF	Ministry of Agriculture and Fisheries
MCIT	Ministry of Communications and Information Technology
MDG	Millennium Development Goals
METI	Matuaileoo Environment Trust Inc
MFAT	Ministry of Foreign Affairs and Trade
MNRE	Ministry of Natural Resources and Environment
MOF	Ministry of Finance
MoH	Ministry of Health
MPA	Marine Protected Area
MPMC	Ministry of the Prime Minister and Cabinet
MTEF	Medium Term Expenditure Framework
MTFF	Medium Term Fiscal Framework
MWCSD	Ministry of Women, Community and Social Development
MWTI	Ministry of Works Transport and Infrastructure
NAPA	National Adaptation Programme of Action for climate change
NCC	National Council of Churches
NCCCT	National Climate Change Country Team
NCF	National Climate Fund
NEMS	National Environment Management Strategy
NGHGAS	National Green House Gas Abatement Scheme
NGO	Non-Governmental Organization
NTCCASS	Tourism Climate Change Adaptation Strategy for Samoa
NZAID	New Zealand Aid
OLSSI	Ole Siosiomaga Society Incorporated
PACC	Pacific Adaptation to Climate Change Project
PEF	Perpetual Education Fund
PFM	Public Finance Management

PIC	Pacific Island Countries
PIGGAREP	Pacific Islands Greenhouse Gas Abatement through Renewable Energy Project
PILF	Pacific Island Leaders Forum
PPCR	Pilot Programme for Climate Resilience
PRIF	Pacific Region Infrastructure Facility
PSC	Project Steering Committee
PSIP	Public Sector Investment Program
PUMA	Planning and Urban Management Agency
REDD	Reducing Emissions from Deforestation and Forest Degradation
REEP	Renewable Energy and Energy Efficiency Program for the Pacific
SAME	Samoa Association of Manufacturers and Exporters
SAT	Samoan Tala
SATFP	Samoa Agro-forestry and Tree Farming Programme
SCF	Strategic Climate Fund
SDS	Samoa Development Strategy
SGP	Small Grants Program
SIDA	Swedish International Development Agency
SIDS	Small Island Developing State
SNC	Second National Communication
SNEP	Samoa National Energy Policy
SOPAC	South Pacific Applied Geo-science Commission (Fiji)
SPREP	Secretariat of the Pacific Regional Environment Programme
STA	Samoa Tourism Authority
SUNGO	Samoa Umbrella for Non-Governmental Organisations
SWA	Samoa Water Authority
SWAp	Sector Wide Approach
TTF	Thematic Trust Fund
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNISDR	United Nations International Strategy for Disaster Reduction
UNDP	United Nations Development Programme
V&A	Vulnerability and Adaptation
VSDP	Village Social Development Plan
WaSSP	Water Sector Support Programme
WB	World Bank

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Responsibility for the content of this paper rests with the authors alone. In particular, no responsibility for the opinions here expressed should be attributed to UNDP or to the Government of Samoa.

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Exchange Rates

1 US$ = 2.36 SAT
1 AUD = 2.41 SAT
1 € = 2.90 SAT

Executive summary

This Samoa Climate Public Expenditure and Institutional Review (CPEIR) is one of five pilot CPEIRs that test a new methodology for reviewing public expenditure related to climate change, including both adaptation and mitigation, and the way in which this is guided by policy and managed by institutions. The five pilots are being coordinated by UNDP and undertaken by ODI with national and international experts, working closely with governments. The Samoan CPEIR took place between March and May 2012.

Samoa was selected as a pilot country because of the strong interest and commitment of the government. This reflects the vulnerability of Samoa to climate change, especially through the impact of more intense and frequent cyclones, sea level rise and increased occurrence of dry spells and floods.

Climate Policy

High Level Political Support. Samoa has shown a strong interest in climate change and there is widespread awareness of climate change across government. The commitment to address climate change starts at the top of government and is reflected in the leading role played by Samoa in climate change debate and negotiation in the Pacific and internationally. Most senior government officials are aware not only of the importance of climate change, but also of the opportunities for addressing climate change through development programmes.

Climate Relevance Across a Wide Range of Activities. The political commitment to climate change is most visible in programmes that are motivated primarily by climate change, but also extends down to other development programmes that are motivated by economic, social and environmental concerns, but also have climate dimensions. Three categories of climate relevance may be defined.

- High relevance programmes have clear primary objectives of delivering concrete and visible outcomes that improve climate resilience or contribute to mitigation. They include mitigation and adaptation to expected climate trends or extreme climate events and provision of climate services, such as awareness, information, planning and regulations. It is assumed that 80% of the expenditure in these programmes contributes to adaptation or mitigation.

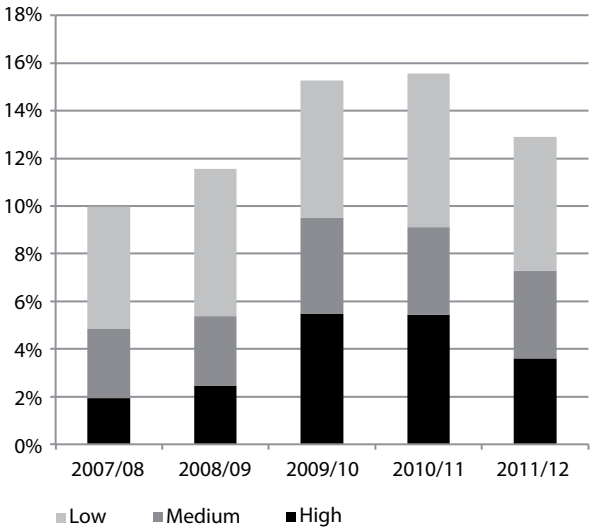
- Mid relevance programmes make strong contributions to adaptation or mitigation but are motivated primarily by broader development concerns. They include economic forestry, biodiversity, many water programmes and infrastructure that have a strong climate proofing element. They may also include mixed programmes with a variety of activities that cannot be easily distinguished. It is assumed that 50% of the expenditure contributes to adaptation or mitigation.

- Low relevance programmes contribute to adaptation and mitigation only indirectly. They include livelihoods programmes and more general infrastructure and planning capacity and it is assumed that 25% of the expenditure contributes to adaptation and mitigation.

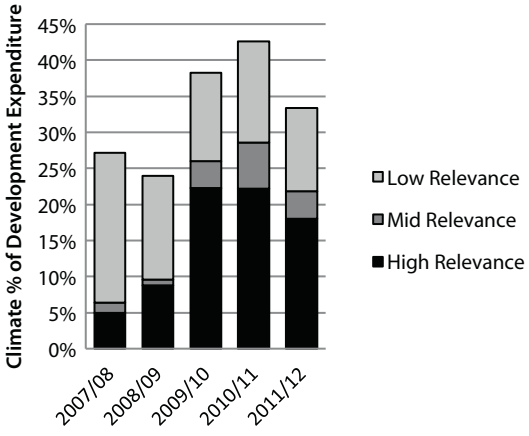
Classifying all recurrent and development expenditure into high, mid, low or no relevance, and applying the 80%, 50% and 25% assumptions described above, gives an estimate of the share of total public expenditure that is climate relevant. This grew from 10% in 2007/08 to 16% in 2009/10 and 2010/11 but has fallen back to 14% in the current year, as shown in the graph below. This pattern is partly associated with the expenditure on the tsunami, but has affected all levels of climate relevance.

Recurrent expenditure is significantly less climate relevant than development expenditure. The increase in climate relevance in 2009/10 applies to both recurrent and development expenditure, but is more marked in development expenditure. This is because most recurrent spending is devoted to core services (such as education and health) which have limited climate relevance and will receive a stable share of the budget.

Climate Relevant Spending



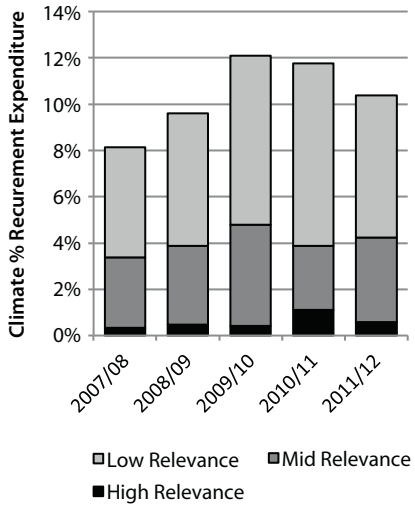
Climate Relevance of Development Expenditure



For those ministries with climate relevant activities, changes in climate relevance will occur partly through improved climate sensitivity of activities, which is not captured in the recurrent budget or accounts.

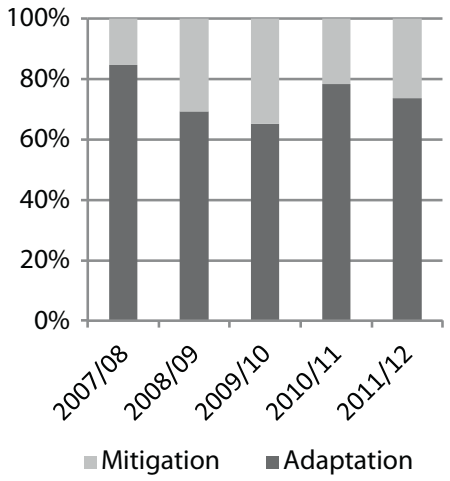
National Climate Policy (NCP). The NCP (2007) provides a comprehensive list of actions that need to be taken to respond to climate change, covering adaptation, mitigation and climate services, which includes awareness, information, capacity and regulations. Most of these actions have been addressed to some extent over the last 5 years, although it is not easy to reflect the expenditure on climate services because this is often a part of larger programmes. Although the NCP is comprehensive, it provides no guidance on how to prioritise and plan investment in mitigation or adaptation and this guidance has, instead, been provided by the NGHGAS and NAPA.

Climate Relevance of Recurrent Expenditure



Policy on Mitigation. Policy on mitigation is governed by the National Greenhouse Gas Abatement Strategy (NGHGAS), dealing with emissions, and the National Energy Policy (NEP), dealing with energy generation, efficiency and markets. These policies have been effective and there has been much progress in renewable energy generation and reforms to the energy sector that should help to promote efficient demand.

The National Adaptation Programme of Action (NAPA). The NAPA has been the main guiding document for expenditure on adaptation. Compared with many other countries, Samoa's NAPA provides a balanced overview of sectoral needs and good strategic context, especially when read in conjunction with the NCP. The NAPA includes climate services as one priority plus priorities across 8 sectors. There has been sub-



stantial progress across all the NAPA sectors and most of the priorities have been addressed by development programmes.

Adaptation and Mitigation. Adaptation has accounted for between 60% and 80% of total climate expenditure in the last 5 years, with some significant variations, caused by the starting and stopping of major projects. Mitigation is dominated by the large Power Sector Expansion Project.

The New Climate Change Programme and Plan (CCPP). The NCP will shortly be updated by the new CCPP that will be prepared in the second half of 2012. *The CCPP should act as the new National Adaptation Plan (NAP), being promoted by the UNFCCC. The CCPP should provide more guidance on the right balance of actions across sectors, including costings and timings to give an indication of priority. The priorities should be designed in a way that allows easy monitoring. This means that the CCPP should be built around a balanced set of 10 to 15 priorities, each of which should account for a significant, but not dominant, share of total climate funding.*

Sector Planning. The government has been preparing a range of sector plans and corporate plans that guide the activities of ministries and other government agencies. Although few of these plans contain explicit mention of climate change, most ministries do take account of climate change in preparing their development activities and in recurrent expenditure. This reflects the fact that sector policies are still catching up with the rapid growth in awareness of climate issues, partly associated with the 2009 tsunami. The climate sensitivity is being formalised through the preparation of sector adaptation plans. *The current efforts to build climate relevance into sector plans should be continued.*

Coordination with Disaster Management. Much of the impact of climate change in Samoa will be felt through the fact that extreme climatic events will become more frequent and more severe. It is therefore very important to develop good collaboration with the Disaster Management Office, which should be one of the most important members of the NCCCT.

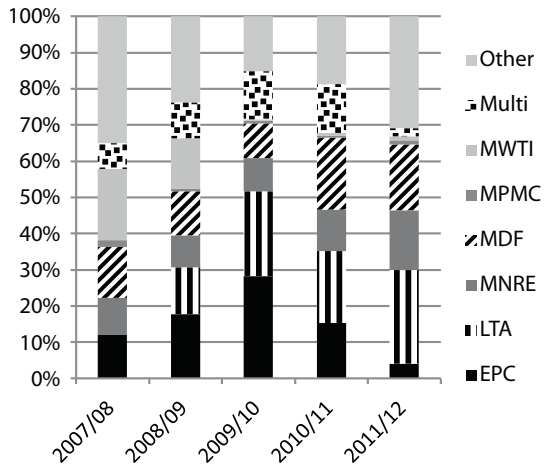
Policy and Implementation. Samoa has a well-developed set of policies and is engaged in further improvement. *New strategies for climate change, disaster management and sector policy should address the need to ensure that a larger share of total resources is devoted to implementing policy in future. Support for policy refinement should be complemented with funding for implementation, even if this is only of a pilot nature.*

Climate Institutions

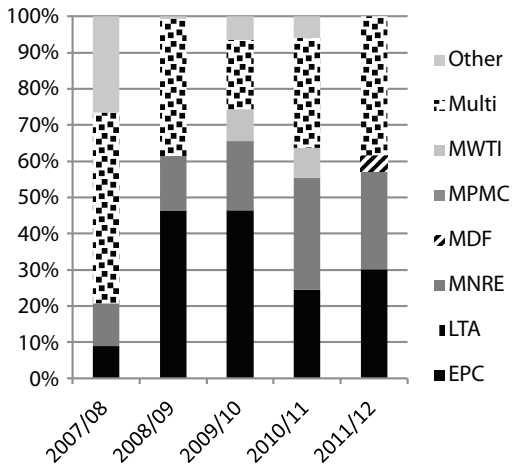
Coordination. At present, much of the high relevance climate expenditure is managed by the Ministry of Natural Resources and Environment (MNRE). However, other ministries are also involved in climate expenditure, especially in mid and low relevance programmes that make the major contribution to overall climate expenditure. A coordinating body is needed, to bring together the various ministries involved. This is currently provided by the National Climate Change Country Team (NCCCT), which is a working team that is not established by legislation or regulation. The NCCCT includes all relevant ministries, plus representatives from NGOs. The NCCCT was effective in supervising the formulation of the NCP and in managing the NAPA, but has not found a purpose for meeting on a regular basis in recent years. *There is no change required in the structure of the NCCCT, but legislation could provide additional status.*

The CCPP will provide the next focus for the NCCCT, *which should provide formal approval of the CCPP. To*

Total Climate Expenditure by Ministry



High Relevance Climate Expenditure by Ministry



crystalize the coordination of climate policy, a Climate Change Annual Monitoring Report (CCAMR) should be produced and approved by NCCCT. The CCAMR should be brief and cover the following issues: an update on new policy related to climate across all sectors; recent trends on the level of climate expenditure, building on the CPEIR methodology; an update on international events and prospects for climate funding. MNRE should prepare the policy sections of the CCAMR and MOF should prepare the sections on climate finance.

Climate Change in MNRE and MOF. Both MNRE and MOF have units devoted exclusively to climate change. However, each of these units consists of only two or three people and they are therefore heavily overworked. The MNRE Climate Change Unit (CCU) deals primarily with international negotiations, whilst the MOF Climate Resilience Investment Coordination Unit (CRICU) currently deals with the Pilot Programme for Climate Resilience (PPCR) and expects to take on the responsibilities of National Implementing Entity (NIE) for the Adaptation Fund, when this is approved. This is also likely to involve taking on responsibility for the NCF referred to below. Although these climate units are small, it would be difficult to justify a major increase in the context of Samoa's small level of overall government. *Rather, these units should work with the rest of the government to encourage all those officials involved in planning to incorporate climate sensitivity into activities and, in particular, into development planning. Thus, mainstreaming is particularly relevant in Samoa.*

Climate Change in Line Ministries. When taking into account the climate component of high, mid and low relevance climate expenditure, it is the Electric Power Corporation (EPC) and Land Transport Authority (LTA) that dominate expenditure, with nearly 40% of total spending in the last three years, mostly on the Power Sector Expansion Project and climate proofing roads. For expenditure of high climate relevance, spending is dominated by EPC and MNRE and by the category of multi ministries, which includes spending on the climate relevant element of the Water Sector Support Programme. MOF expenditure consists largely of counterpart funds for programmes across government.

Village Level Climate Resilience. Climate expenditure in villages comes from three sources: local spending of national programmes; civil society programmes supported by donors, such as GEF and bilateral programmes; and private funding by villages themselves, often based on remittances or loans. There are no sources of figures about the proportion of climate funding that is spent in villages and more work is required to investigate this. *As a rule of thumb, the CPEIR proposes that it may be useful to suggest that about 20% of national climate funding should take place at the vil-*

lage level, as this is likely to encourage a significant but achievable decentralisation.

Almost all the climate spending at village level is for adaptation. Much of the impact of climate change in villages is felt by individual households, whilst most of the funding comes through official channels or to groups. *The current funding streams could be complemented by a scheme that provides funds more directly to households, building on existing modalities.*

The Private Sector. Businesses contribute to mitigation and adaptation through private investment in areas such as renewable energy, energy efficiency, water storage, flood protection, relocation of facilities and agricultural adaptation. The Samoan Chamber of Commerce and Industry (SCCI) is consulting with members to obtain a subjective estimate of the levels of this expenditure. *A more detailed study of private sector contribution to climate financing should be undertaken.*

Management of Public Finance

Recurrent Expenditure. The recurrent budget is currently approved only at the level of outputs, which generally correspond with divisions in each ministry. Actual expenditure is also not monitored below this level. At this level of aggregation, monitoring changes in the recurrent budget gives limited information about changing climate relevance. For most divisions in government, the budget allocation is determined primarily by economic, social or environmental objectives and mitigation or adaptation are a secondary concern. *Nevertheless, MOF and ministers need to be presented with information on the intended contribution of all divisions to adaptation and mitigation and on the actual achievement of these intensions. The fact that public expenditure on adaptation and mitigation is already relatively high means that budget decision makers should be more interested in evidence on the quality and associated impact of climate expenditure, than on the quantity.*

In theory, budget submissions are prepared at sub-output level and this would make it possible to isolate some sub-outputs that are motivated primarily by climate change. However, the government is already stretched to manage public finance at the output level and there are, for example, delays of several years in the production of the audited public accounts. It is therefore not practical to introduce a more detailed system of budgeting or tracking recurrent expenditure for climate resilience. *The government should consider, instead, encouraging line ministries to undertake occasional reviews of the climate relevance of their recurrent expenditure. These would be similar to that undertaken for the CPEIR, but would include more detailed analysis of the activities of each division. This should be done shortly before any major new strategy is prepared, either for national development or for climate change.*

Development Expenditure. Assessing and monitoring the climate relevance of development expenditure poses different challenges. In theory, the purpose of development expenditure is stated explicitly in programme documents, including descriptions of component activities, and this should make it possible to classify expenditure into high, mid and low relevance. In practice, programme documents are often unclear in stating objectives and programmes often contain mixes of activities that cannot easily be separately costed. In addition, because development expenditure is funded almost entirely by donors, there are the usual problems of capturing figures on actual expenditure that affect all countries receiving aid. Whilst these problems have affected the CPEIR analysis, the situation in Samoa is better than in most countries. The government's database of donor activities is relatively comprehensive and disbursement appears to follow commitment in a relatively orderly manner, making it possible to rely on annualised commitments as a proxy for actual expenditure.

There are options for improving the monitoring of climate relevance in development expenditure and for using this to influence the preparation of the development budget. *Steps for improving the climate relevance of development spending include:*

- *improving guidance on reporting on climate relevance in the CDC form*
- *compiling this evidence in the CCAMR during the first round of budget submissions, so that cabinet and ministries can see the combined effect of the budget proposals on overall climate relevance*

Revenue Measures. The government adopts a wide range of measures to encourage adaptation and mitigation, beyond those that require expenditure. These include taxes and subsidies, licensing and other regulations. Of particular interest is the approach to fuel tax, which raised SAT 31m in 2007/08, or 8% of total revenue, excluding grants. The revenue from fuel taxation is thus roughly equivalent to the level of climate expenditure, although there is no suggestion of any linkage between the two. Drawing on the limited international evidence available on the effect of fuel price on demand suggests that current levels of fuel taxation probably suppress fuel consumption by up to 5%, thus making a modest but significant contribution to mitigation (Nicholson 2010).

Climate Funds. Samoa benefits from a range of funding that aims primarily to promote climate resilience, including the GEF, PPCR, ICCAI and various regional agencies, such as the SPREP and SOPAC. The MOF in Samoa has recently been accredited under the CDM. There is some interest in REDD, but it is not yet operating in Samoa. Over the last three years, these dedicated climate funds have disbursed SAT 6m to 10m, which is about 8% of total climate funding. The remaining climate funding comes from programmes that were not explicitly established for adaptation and mitigation, including some high relevance programmes from standard development funding, plus the mid and low relevance programmes that address climate change as a secondary objective. This will increase substantially when the PPCR investment projects start. Plans are being made to access the main new funds that are likely to become available, including the Adaptation Fund and Green Climate Fund. An application has been made to establish MOF as a National Implementing Entity for the Kyoto Protocol's Adaptation Fund.

The dedicated climate funds are mostly focused on high relevance climate funding and there is limited coordinated influence over mid relevance climate funding. *The government should consider creating a National Climate Fund that would bring together various sources of climate financing and be used both to fund high relevance programmes and to fund the climate component of mid relevance development programmes.* Some dedicated climate funds would continue to fund programmes directly, outside the NCF. The NCF would provide a valuable tool for combining and/or blending funding from different donors and addressing the issues of coordination that are always difficult with development assistance, but are particularly difficult with cross-sectoral priorities, such as climate change. The NCF should use government systems as much as possible and implementation should take place through the appropriate line ministries. Some earmarking of expenditure outside the budget may be necessary at first, but the NCF should be considered a transitional measure while arrangements for full budget support are developed.

Prospects for Climate Funding. The prospects for climate funding in future are still unclear. The Adaptation Fund is relatively small, but Samoa may succeed in capturing a high share of this, as it has for the GEF and PPCR (where Samoa has received 6% and 3% of global funding, respectively). The major new global climate funding sources are the Fast Start Funds, which are being disbursed albeit less fast then intended, and the Green Climate Fund which is still under preparation. Whilst they should involve much higher global levels of expenditure, it is likely that the share of these funds that Samoa will capture will be closer to its share of overall Overseas Development Assistance (ie 0.1%). Two possible future scenarios are proposed: a low increase scenario, involving a doubling of current climate funding, affecting high, mid and low relevance programmes; and a high increase scenario, in which funding is trebled. Samoa has a good record in implementing development assistance and should be able to absorb increased spending, provided that it is integrated into existing funding mechanisms and does not involve a major proliferation of new programmes and projects.

Impact and Optimality. Climate expenditure accounts for about 15% of total expenditure in Samoa. This raises the question of whether it is getting close to an optimal level, given that resources must also be used for development priorities, including health, education, justice, security etc. Some indication of the optimal level of climate funding is provided by the limited existing cost benefit analysis on adaptation and mitigation. This work suggests that about 15% of the

total economic benefits of mid and high climate relevance programmes are dependent on climate change. It is therefore possible that Samoa is already fairly close to the optimal level of climate expenditure. *If this is the case, then the attention in future should be on improving the impact of climate expenditure and on identifying expenditure that both contributes to development and addresses climate change (ie no or low regrets expenditure).*

Readiness Plan

Readiness Plan. Implementing the recommendations presented in the report will lead to the creation of a Climate Fiscal Framework. This can be achieved through a Readiness Plan summarised in the table below.

Rec	Actions	2012				2013				2014				2015				2016				Lead Institution	Milestones	Cost (SAT '000)
		1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4			
	Policy																							
R1	Integrate climate into the SDS																					EPPU	Cost tables in next SDS	150
	Complete Sector Adaptation Plans																					MNRE	SAPs	200
R2	Develop CCPP to supercede NCP																					CRICU	Approval of CCP&P	100
	Tag CC spending in CCPP and sector costings																					MOF	CC spending table in plans	
R3	Integrate CC into sector plans																					MOF	Sector plans	
R4	Convergence of disaster and climate policy																					Joint	Policy documents	
R6	Occasional sectoral climate functional reviews					whenever new boost is required																NCCCT	Funcational Review Report	200
R7	Building a library of impact studies																					CRICU	Studies	200
R8	Integrate climate and development policy																					MOF	New SDS	
	Institutions																							
R9	Mandate NCCCT for all climate, not just NAPA																					Cabinet	Cabinet directive	
R10	Production of CCAMR for CCP&P																					CRICU	CCAMR	50
R11	DMO and NECC produce chapters in CCAMR																					DMO/NECC	Chapters in CCAMR	50
R12	Cooperation between MNRE and MOF																					CRICU/CCU	Quarterly meetings	
R13	Climate Legislation or regulations																					MNRE/MOF		
R14	Parliamentary committees to discuss CCAMR																					Parliament	Validation of CCAMR	
	Public Finance Management																							
	MOF study to define details of NCF																					CRICU	NCF study	
R15	Capacity building in CRICU and CCU																					CRICU/CCU	Training and recruitment	50
R16	Finalisation of climate finance framework																					CRICU		
R18	Revisions to CDC form and guidelines																					EPPD	Revised guidelines and form	0
R19	Reactivation of the PSIP																					EPPD	TA/CAP for CC table in PSIP	0
R20	Present NCF to High Level Donor Forum																					MOF	HLF presentation	0
R20	Pooling of donor funding for NCF																					CRICU	NCF accounts	
R20	NCF match-funding for climate components																					CRICU	NCF accounts	
R20	NCF funding for high relevance projects																					CRICU	NCF accounts	
R21	Study private sector climate expenditure																					CRICU	Study	100
R22	Study CC direct transfer scheme for villages																					CRICU	NCF Study or separate study	50

1. Introduction

1.1 Background

A new methodology is being developed in response to increased spending on activities and interventions relating to climate change, both from global funds and bilateral support, and from domestic resources. CPEIRs are intended to respond to concerns that institutional structures for climate finance need more coherence and that better monitoring of outcomes needs to be established. New and additional climate change finance is expected and countries are challenged with the need to demonstrate effective policies and systems to access and deliver this finance. New systems to monitor, verify and report (MRV) for donors and national Governments are being established under the UNFCCC. The objective of the CPEIR is to assess whether national climate change policy aims are being delivered through public expenditure and whether institutional adjustments are needed to ensure there is a coherent delivery process. A first set of pilot CPEIRs has been conceptualised by UNDP's Asia Pacific Regional Centre (APRC), which is managing CPEIRs in Nepal, Bangladesh, Thailand, Cambodia and, jointly with UNDP's Pacific Centre, in Samoa.

The Samoa CPEIR is being undertaken under the guidance of the Climate Resilience Investment Coordination Unit (CRICU) of the Ministry of Finance. It will inform the new Samoa Development Strategy and a new medium to long term Climate Change Plan and Programme (CCPP) that is being prepared by government during the second half of 2012.

According to the IPCC Fourth Assessment Report, climate change in the South Pacific region is expected to involve large changes in temperature, rainfall and related indicators (IPCC 2007). Sea-level will rise by 0.19 – 0.58 m by 2100, resulting in accelerated coastal erosion and saline intrusion into freshwater sources. Surface air temperature will increase by 1 - 3°C in the south Pacific by 2070, with associated increases in sea surface temperature of 1 – 3°C. The ocean will also become more acidic, harming coral growth. Rainfall will change by between -14% to +15% in the southern Pacific, causing worse floods or droughts. Much of this change is likely to be associated with increased El Niño-like conditions and more precise projections of change may be available for specific areas, based on previous responses to El Niño-like conditions. Tropical cyclones will become more intense and more frequent, with increased peak wind speeds and higher mean and peak rainfall.

Samoa's Second National Communication (SNC) (MNRE 2010) identifies five sectors with the highest vulnerability to climate change: water, health, agriculture and fisheries, infrastructure and biodiversity. The Strategic Programme for Climate Resilience (SPCR) (GoS 2011) builds on the 2008 NAPA update which selects nine out of thirteen original NAPA sectors as being the most affected. These are, in order of sensitivity: water, agriculture; forestry; health; urban settlement; coastal environments; communities; trade and industry; and infrastructure. Both the SNC and SPCR review the details of the way in which the main climate risks affect the sectors and identify the various elements that are at highest risk to climate change. This analysis of vulnerability formed the basis of the selection by the CPEIR Steering Committee of the key sectors for the CPEIR.

The recent Samoa study on the Economics of Adaptation to Climate Change (EACC) (World Bank 2010) concluded that the main impact of climate change in Samoa is likely to come from the increased severity and frequency of cyclones. The EACC study also highlights the impact of more frequent drought and floods on agriculture as a cause for concern. The combined impact of sea level rise and extreme weather events will be concentrated in the coastal areas, where about 80% of the coastline is sensitive to erosion or flooding (Gibb 2001) and where 70% of Samoa's population and infrastructure are located (NAPA). The scale of the potential risks were demonstrated by tropical cyclones Ofa (1990) and Val (1991) which caused damages that were estimated to be worth four times the GDP of Samoa. The damages affected infrastructure and plantations as well as the country's socio-economic base.

Samoa's GHG emissions are dominated by transport and electricity generation. Although emission are insignificant in absolute terms and low in per capita terms, there is strong interest in Samoa in renewable

energy and fuel efficiency, driven partly by the high cost of imported fuel. Over 40% of electricity generation now comes from renewable sources, including hydropower, and there have been moves to encourage changes to more fuel efficient vehicles.

1.2 Objectives, Methodology and Report Structure

Objectives. The objective of the CPEIR is to review the expenditure on activities that are related to climate change and to assess the extent to which this expenditure is guided by existing policy and institutional responsibilities. On the basis of this review, the CPEIR aims to generate recommendations for improving the climate relevance of public expenditure in the future, through improvements to policies, institutions and the management of public finances.

These recommendations will help to create a Climate Fiscal Framework that covers both targeted climate change funding and the mainstreaming of other recurrent and development spending. The CPEIR includes a Readiness Plan that outlines the steps that will need to be taken to create the Climate Fiscal Framework.

Methodology. The CPEIR was guided by a Steering Committee comprising representatives from the main ministries involved (ie MOF, MNRE, MOH, MAFF) and from NGOs and the private sector. The Steering Committee met twice, once to agree the methodology and a second time to discuss the preliminary finding and recommendations. The Steering Committee was chaired by MOF and the collection and analysis of information was done by the Climate Resilience Investment Coordination Unit (CRICU) and a team of experts, including 4 Samoan experts from KVA and PECL, supported by 3 international experts from ODI. Additional support was provided by UNDP officials, both in Samoa and in the UNDP's Pacific Centre. The CPEIR took place over 3 months, with a first month devoted to gathering information, the second to analysis and the third to consultation.

The CPEIR covered four main themes, which are reflected in the structure of the report.

- A review of policy, which was based on a desk exercise, supported by consultation with key officials and other experts.
- A review of institutions involved in climate change policy and finance, also undertaken as a desk review, supported by consultation.
- An analysis of public finance management (PFM), including a classification of recurrent and development expenditure and an assessment of the processes involved.
- An assessment of village level activity dealing with adaptation or mitigation, including some field consultation.

At the heart of the CPEIR is the classification of public expenditure into different categories that are relevant to climate change. A degree of international comparability is promoted through exchange of experience between the 5 pilot CPEIRs. However, each country is encouraged to adapt the classification to suit the priorities presented in national policies.

Recommendations were developed initially by the team of experts, working with CRICU, and were discussed in the final meeting of the Steering Committee. In developing recommendations, the team were guided by the need to avoid overloading the capacity of the Samoan Government with new institutions and procedures and preferred, wherever possible, to propose strengthening of existing activities.

Report Structure. The central chapters of the report present the evidence for the four themes. There is one chapter on policy, one on institutions and one on village level activity. Three chapters are associated with the analysis of PFM, one dealing with PFM systems, the second with classification and the third with expenditure patterns. Each of the chapters concludes with a section on the findings for the chapter. The final chapter of the report presents recommendations and a readiness plan.

1.3 International Climate Funding

Background

Providing finance for vulnerable countries was a fundamental part of the UN Rio Treaty (UNFCCC) in 1992. But, once the reality of climate change became clear, delivery became an overwhelming necessity. There has been general agreement about the urgent need for additional funds for climate change activities, principally since the publication of the Stern Report (Stern 2007), and a financial package has been critical to negotiations of the post-Kyoto deal as recognised in the Bali Action Plan (BAP). The Copenhagen Accord provided for 'fast track' funding of $30 billion for 2010-2012 and medium term finance of $100 billion annually by 2020. This funding was formalised in the Cancun Agreements, and the Green Climate Fund (GCF) was launched in Durban. The High-level Advisory Group (UNAGF) identified in 2010 that it was challenging, but feasible, to meet the goal of mobilising $100 billion a year by 2020 to meet the needs of the developing countries (UNAGF 2010). But this has yet to be raised and there is no agreement about how it can be done, although another report was produced by the G20 Finance Ministers in October 2011. Post Durban, the issue is now the subject of negotiations in the UNFCCC this year.

The following global mechanisms are available.

- **GEF**, which has funded several projects in Samoa, including two NAPA priority projects through the **LDCF** and the GEF Small Grants Programme and Pacific Adaptation to Climate Change (PACC) project in 14 countries, including Samoa.
- **PPCR/SPCR**, which is part of the Climate Investment Funds administered by the World Bank (to which the UK, Germany and Japan are principle contributors.) Samoa is one of the first pilot countries.
- The UNFCCC has had the **Adaptation Fund** operating since 2007, and some allocations have been made but not to Samoa.
- There is one bilateral/quasi global finding mechanism, the **Fast Start Funds**, which are provided bilaterally but have a global status as a predecessor to the **Green Climate Fund**, which now almost has an institutional structure, but no actual funds.

There is an increasing emphasis in UNFCCC on monitoring, reporting and verification (MRV) of climate finance and on tracking and transparency. This reflects concerns that it is currently difficult to track the full range of climate relevant activities that are taking place.

Global Environmental Facility and Least Developed Countries Fund

The Global Environment Facility (GEF) has administered various funds specifically for climate change since 2002. As of December 2011, the Least Developed Countries Fund (LDCF) has approved over US$ 215m to implement 52 projects and programmes in 42 LDC countries, and US$150m through the Special Climate Change Fund to implement 39 projects.

The resources within the LDCF have not been sufficient to get many NAPA projects implemented and GEF procedures have been challenging for developing countries. As a result, the UNFCCC have created two new funding mechanisms, the Adaptation Fund and the Green Climate Fund, to allow more direct access to funds. However, with Samoa's relatively strong financial management capacities, these issues do not seem to have caused significant constraints.

Strategic Programme for Climate Resilience

One on-going global climate finance mechanism delivers in Samoa through the Pilot Programme for Climate Resilience (PPCR) which is a part of the Climate Investment Funds (CIFs) at the World Bank. The PPCR is aimed at providing incentives to integrate climate resilience into development planning. The PPCR has been controversial. As the modalities of the Adaptation Fund had just been agreed in Bali at COP13, when there had been disagreements about the role of the GEF, it seemed to many in civil society that this was an unwelcome proliferation of funds at a critical point and that support for poor countries affected by climate change should be in the form of grants not loans. These issues were resolved by blending in grant components and providing concessional loans, but procedures involved in developing what became the

PPCR have been very slow, in part in response to the formalities involved in constructing a transparent credible process and structure.

Adaptation Fund

The Adaptation Fund (AF) falls under the Kyoto Protocol. There have been problems with receiving and recording pledges and it has limited funds, with a significant proportion of expenditure used for administration. The AF is likely to be overtaken by the Green Climate Fund. Samoa has not received any funds through this mechanism, although it has recently submitted an application for a substantial project to enhance resilience in coastal areas. MNRE applied to become the National Implementing Entity to enable direct access to the AF, but this request was rejected because of perceived constraints in financial management. As part of the moves to develop a National Climate Fund for access to the GCF, the Designated Authority has supported an application by the MOF to become an NIE.

Fast Start Funds

The Fast Start Funds (FSFs) started in the Copenhagen Accord of the UNFCCC are the implementing modality for the $30bn fast track 2010-12 financing, as compared to the medium term finance ($100 billion annually by 2020). The EU has been particularly forthcoming with a € 7.2bn for 2011-12 contribution but the EC and the Member States operate separately and the EU allocations are not always "new and additional". For example, the EU is including the following items as FSF funding: some of the EU's PPCR contributions; the EU funds for the Global Climate Change Alliance, and a grant of € 3.0m to Samoa.

Green Climate Fund

The Green Climate Fund (GCF) was launched at Durban, but there is still no money for funding allocations which may start as early as 2013, apart from some funding for the start-up phase from Germany, Denmark and Korea. The COP approved the governing instrument, the document containing the key design elements the product of many months of painstaking negotiations by the Transitional Committee. Part of the GCF decision now clarifies the greater role and voice of designated national authorities in the approval of funding proposals so as to ensure consistency with national strategies and plans, in response to pressures from developing countries for institutional arrangements and mechanisms that provide greater legitimacy, and enable direct access.

One stumbling block has always been the sourcing of the new and additional funds required. Developing countries have frequently emphasised that the new and additional climate finance should be from developed country public finances. Developed countries think that it will be innovative funding, linked to the private sector, which delivers over the long term. One new idea, which had been developed by the World Bank, OECD and Regional Development Banks, has been to put a price on carbon fuels from aviation and shipping. A tax on bunker fuels had been included in draft text. But a group of larger countries (including India, China, Brazil and Saudi Arabia) opposed endeavours to raise this international carbon tax in the absence of compensation, insisting on the principle that there should be "no net incidence" on developing countries.

In fact Durban showed clear splits in the G77 and China negotiating group. The interests of LDCs and AOSIS diverged from the bigger countries particularly from the BASIC group. LDCs did not get their special window in the GCF or any early capitalisation. The LDC group (of which Samoa is a member) argued for a dedicated funding window for LDCs and SIDS. LDCs think that: firstly, adaptation funding has to be on a fully grant basis; secondly, the access must be direct by Parties; and thirdly, while the funds may be coordinated by the COP for efficient fiduciary management though multilateral financial institutions, the choice of projects, and actual use and management of the funds must be in the hands of the designated National Implementing Agencies who may be helped to develop their capacity and human skills.

Climate Funding in the Pacific

According to the Heinrich Boell and ODI's FSF database, there are 22 Small Island Development States

(SIDs) in the Asia Pacific region. Their low lying coastlines, remoteness, and vulnerability to natural disasters make them particularly exposed to climate change risk, although they contribute less than 1% of global GHG emissions. Furthermore, there are 15 least developed countries in the region, which are seriously affected by natural disasters, food insecurity and water scarcity. Climate change will aggravate existing poverty, inequality and vulnerability. Both of these country groups are dependent on external funding for adaptation for their survival. So far, however, they have only received $35 million from dedicated climate funds between 2004 and 2011.

About $145m of climate finance has been spent on adaptation projects across Asia and the Pacific. However, it appears that Pacific small island states have been prioritized in the allocation of adaptation finance, commensurate with their vulnerability. The **Least Developed Countries Fund (LDCF)** has been the most active to date, having disbursed $37m for the implementation of 26 projects in the region, covering 15 different countries. The **Strategic Climate Change Fund (SCCF)** disbursed $28m for 6 projects, the largest of which is a $13m regional Pacific Adaptation to Climate Change Project that supports: food security and production; coastal management; and water resources management in 13 island countries. More recently, the **Pilot Program for Climate Resilience (PPCR)** is supporting programmes in Samoa, Tonga and Papua New Guinea. Turkmenistan, Mongolia, the Maldives and the Solomon Islands have been early beneficiaries of the Adaptation Fund, which has approved $23m for 4 projects. Finally, Germany disbursed $27m for 13 adaptation projects in the region through its International Climate Initiative.

Table 1 Main Sources of Global Climate Funding – Indicative Values

	Expenditure	Period	Annual Spend	Basis
GEF (including LDCF)	$400m	2002-11	$40m	Actual
CIF (including PPCR)	$800m	2012-14	$270m	Approved
AF	$115m	2011-12	$67m	Committed
FSF	$30bn	2010-12	$10bn	Target
GCF and other $100bn modalities	$100bn	Annual	$100bn	Target

Note: the values presented in this table are guestimates and are intended only to give a rough indication of the relative size of the various sources of funds

2. Policy Analysis

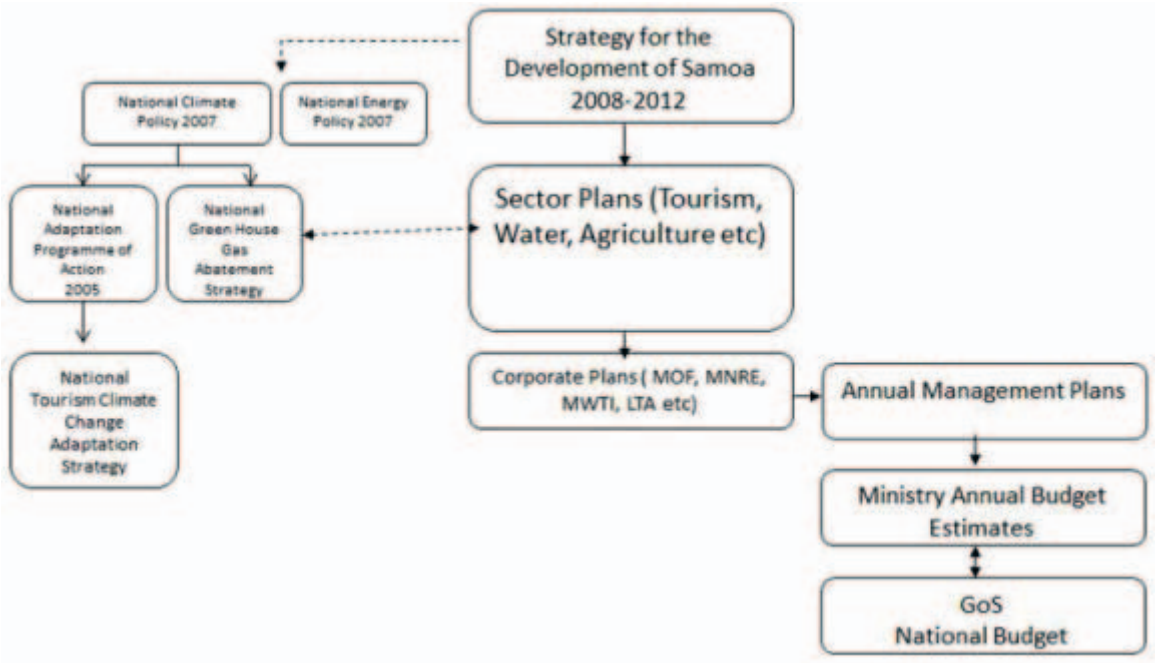
This chapter examines key strands of the policy framework for climate change in Samoa and covers Samoa's international position, national policy, sector policies and the role of development partners. Detail is provided on the elements of national climate change policy, including the NAPA and also relevant sectoral policy. The final section covers an overall assessment of policy coherence and its interface with funding dimensions. The main strategies and policies are presented in Figure 1.

2.1 Samoa's International Position on Climate Change

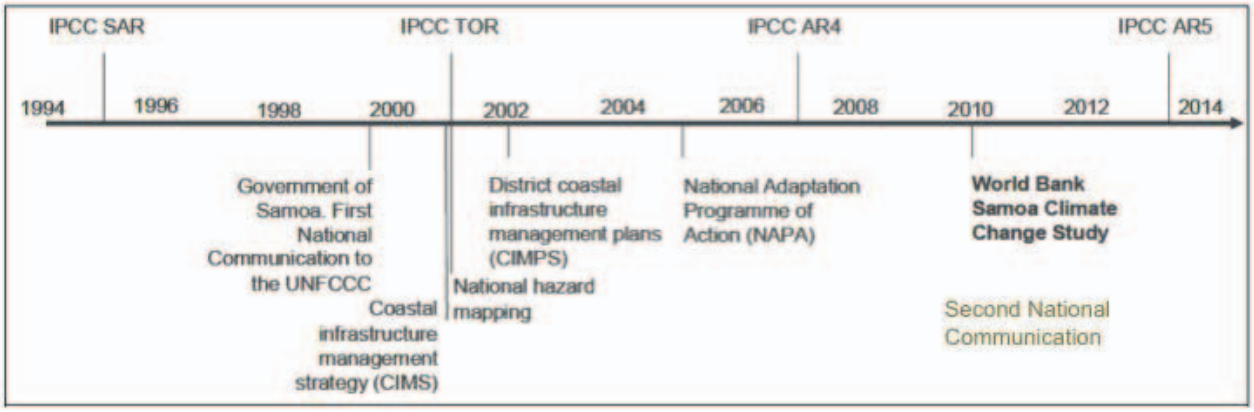
Samoa has been an active member of the AOSIS group of Small Island Developing States (SIDS) within the United Nations Framework Convention on Climate Change (UNFCCC) and was instrumental at COP1 (1995) in achieving the launch of the process which led to the Kyoto Protocol in 2002. Since then Samoa has been an active Party of the Kyoto Protocol and has taken concrete steps to ensure compliance with its obligations under international conventions. Samoa submitted its First National Communication Report in 1999 and the second in 2008. Samoa was the first country in the world to have completed its National Adaptation Plan of Action (NAPA) in 2005.

Other international commitments by Samoa to deal with climate change are manifested in the 2002 World Summit on Sustainable Development Assessment Report and the 2003 Barbados Programme of Action Assessment Report. These reports and strategies clearly spell out the strong position and commitment that the government of Samoa has taken to tackle climate change. At the 39th Pacific Island Leaders Forum (PILF) held in Niue (2008), the government of Samoa joined other Pacific Leaders in adopting a declaration expressing their deep concern for the "…serious current impacts of and growing threat posed by climate change to the economic, social, cultural and environmental well-being and security of Pacific Island Countries'. Further commitments were made at the 42nd PILF in Auckland (2011).

Figure 1 Relationship between National and Sectoral Policies and Plans



The following timeline gives an overview for developments of Samoa's climate change policy in an international context.



Source: PPCR report, GoS 2011

2.2 National Strategy Guiding Climate Change

National Development Strategy

Samoa's most recent guiding development framework, the Strategy for Development of Samoa (SDS) 2008-2012 was structured around the Millennium Development Goals (MDGs). The SDS outlines the process through which Samoa aims to achieve these important development milestones. Seven goals are defined: sustained macroeconomic stability; private sector led growth; improved education outcomes; improve health outcomes; community development; improved governance; and environmental sustainability and disaster risk reduction. The achievement of environmental sustainability is elaborated with 19 paragraphs, covering: forestry (2 paragraphs); marine (1); pollution and waste management (4); water resources (1); biodiversity (2); renewable energy (5); natural disasters and sea erosion, including a reference to the fact that climate change will increase these (2); and planning and management (2). Climate change features particularly in justifying the need to reduce emissions and to use forests as a carbon sink, as well as in the likelihood that several weather events will become more frequent.

The MDGs used in the SDS do not adequately address the issue of climate change specifically, other than in the broadest sense, within Target 9 under Goal 7 **(***Integrate the principles of sustainable development into country policies and programmes).* Activities under Goal 7 cover mitigation, disaster management and adaptation, in addition to environmental protection. The seven key indicators on Goal 7 include three on forestry and protected areas and one on renewable energy.

National Climate Change Policy

National efforts to develop environmental policies began with the approval of the National Environment Management Strategy (NEMS) in 1994 and amongst the twelve recommended policies contained in the document was 'Responding to Climate Change'. The First National Communication Report (1999) registered Samoa's GHG emissions and identified the main areas of vulnerability, including: extreme events, especially in coastal areas, water, agriculture and bio-diversity. In 2008, Samoa submitted its Second National Communication Report, building on a series of sector-specific Vulnerability and Adaptation (V&A) Assessments for Health, Water, Agriculture, Infrastructure and Biodiversity (eg MNRE and SWA 2008).

Samoa prepared a National Climate Policy (NCP) in 2007 which outlined its response to climate change. The policy was adopted by Cabinet in 2008. The NCP is still the most recent and comprehensive policy on

climate change and provides a national framework to mitigate the effects of climate change and adapt to its impacts in an effective and sustainable manner. It provides overarching, strategic direction for all of government's climate change initiatives. The goal of the Policy is "to enhance Samoa's response to the impacts of climate change in support of national sustainable development efforts".

The policy includes a commitment to regularly monitor and reduce GHG emissions. The Policy also envisages new legislation not only for the Meteorology Division but also management of climate change in particular. The legislation defined the policies and measures to facilitate climate change programmes and formalised the ratification by Samoa of the UNFCCC and Kyoto Protocol.

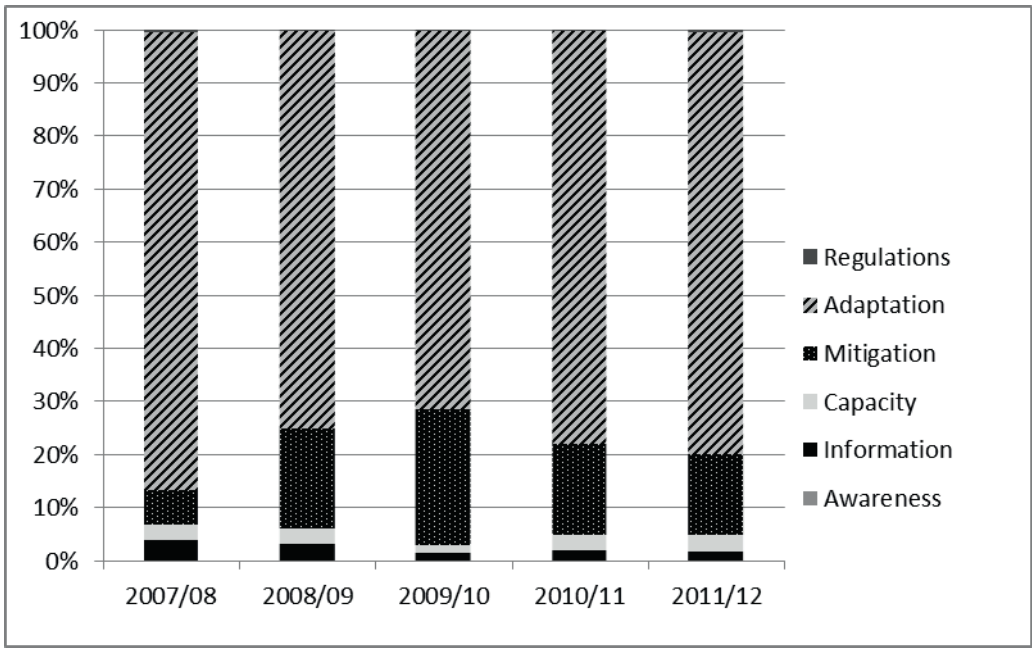
The policy defines six objectives. Further details on the strategies proposed to implement these objectives are presented in Annex 1.

1. Promote public awareness and improve stakeholder understanding of climate change.
2. Strengthen the management of climate change information.
3. Build capacity on national response to climate change.
4. Implement mitigation measures to reduce greenhouse gas emissions
5. Implement adaptation measures to protect Samoa from the impacts of climate change
6. Establish a regulatory framework to facilitate the national responses to climate change

The NCP has been effective in ensuring that the full range of climate related activities are undertaken. The major spending areas on mitigation (objective 4) and adaptation (objective 5) are being dealt with through the NGHGAS and the NAPA. The NCP has helped to ensure that there has been progress in the enabling activities involving awareness (objective 1), information (objective 2), capacity building (objective 3) and regulatory framework (objective 6). Most of the actions identified in the NCP are either being implemented or are in the process of planning and preparation. Figure 2 presents the share of climate expenditure that has been allocated to each of the 6 NCP policy objectives.

Awareness. To generate public awareness on climate change, MNRE has conducted various programmes including seminars, workshops and community consultations. There is also an annual national climate change awareness day. The media and press include frequent

Figure 2 Funding for the Implementation of the National Climate Policy



reports on climate change, including a weekly climate change page in the Samoa Observer. These activities are undertaken as part of the routine activities of MNRE or as components within programmes. They are therefore not picked up in the expenditure analysis and do not feature in Figure 2. There is no official monitoring of public awareness, but subjective experience with community work suggests that there has been growing public awareness of the impacts of climate change in communities particularly in relation to coastal erosion and sea level rise.

Climate Change Information. There have been several projects to support weather analysis in the Meteorology Division. Figure 2 shows that these have accounted for between 2% and 5% of total climate expenditure over the past 5 years.

Building National Capacity. Capacity building is a feature of most climate related programmes. In addition, there are a small number of programmes that are devoted primarily to capacity building and have a climate dimension. These programmes account for between 2% and 5% of total climate expenditure, but are probably less important than the work on capacity building that takes place within most climate related programmes.

Regulatory Framework. Climate change policy currently relies on a wide range of laws, from various periods. Environmental management is still guided by the Lands, Surveys and Environment Act 1989 but there is currently no specific legislation on climate change or the provision of meteorological services. In recent years, a significant number of laws addressing environmental conservation, protection, and management have been enacted. The importance of sustainable development has been recognized to some degree in a number of laws. There is also newly enacted legislation on planning and urban management, disaster management, water resources management, forestry management and waste management. Under these laws a wide range of government entities play critical regulatory roles affecting environment-related issues.
The NCP calls for new climate legislation and associated regulatory and monitoring frameworks. However, it provides little detail on what might be contained in that legislation and no progress has been made on this. The CPEIR considers the possible need for legislation or regulations to formalise the composition, role and mandate of the National Climate Change Country Team and of any new National Climate Fund. It is not clear whether this requires legislation or would be more efficiently achieved through regulations. Apart from these two areas, it is not clear what climate legislation might involve, beyond the many specific areas covered by line ministries.

National Mitigation Policy

Objective 4 of the National Climate Policy deals with mitigation. Policy on mitigation contains two main strands: renewable energy is guided by the National Energy Policy; and reducing greenhouse gas (GHG) emissions is guided by the National Greenhouse Gas Abatement Strategy (2008-2018), which was published in 2008 under the programme to support the Second National Communication to UNFCCC. Reduced GHG emissions are now supported by the PIGGAREP project, which includes reduced emissions from vehicles, and energy efficiency is supported by projects with ADB and GEF funding.

Samoa's Second National Communication to the UNFCCC found that the majority of emissions come from transport and electricity generation. By world standards, Samoa's levels of GHG emissions are insignificant in absolute terms and are relatively low per capita. However, mainly due to reasons associated with high costs and energy insecurity, Samoa continues to take active measures to promote the use of indigenous energy resources including hydro and solar. Samoa has close to 100% electricity connection rates and over 40% of power generation is from hydro. Increased demand is being addressed by the Power Sector Expansion Project, which includes expansion of thermal power generation capacity, which is being equipped with generators that can use bio-fuels, if these are available. Solar energy usage is currently limited to water heating and some photovoltaic (PV) systems but there are plans for several thousand solar PV panels, covering both Upolu and Savaii.

The Samoa National Energy Policy (SNEP) from 2007 has a vision "to enhance the quality of life for all through access to reliable, affordable and environ-

mentally sound energy services and supply". The main goal to achieve this vision is to increase the share and contribution of renewable energy in mass production and energy services and supply by 20% by year 2030.

Major reforms of the energy sector are underway including a new electricity act from 2010 that among others promote competition in the electricity sector and establishes an Electricity Regulator, a Clean Energy Fund was recently established and a CDM designated national authority (DNA) is now in place. It is too early to assess the performance of these mechanisms. Changes to coordination mechanisms, regulatory processes and legislative systems are being addressed through the Power Sector Expansion Project supported by the Asian Development Bank and the governments of Australia and Japan.

The National Greenhouse Gas Abatement Strategy (NGHGAS) was published in 2008 and outlines a set of actions to reduce emissions over the period 2008 to 2018. This strategy is built on the work of the GHG inventory, and it is hoped that future GHG inventories will show the results of this strategy through a clear reduction on national GHG emissions. The NGHGAS was developed as part of the SNC and was an important companion document to the SNEP. It contains seven priorities covering renewable energy and reduced GHG in land transport, electricity, building and air and sea transport.

National Adaptation Plan of Action (NAPA)

Samoa was the first country to produce a National Adaptation Plan of Action as part of its activities under the Least Developed Country (LDC) component of the Convention. The NAPA identified possible adaptation needs in the following 12 sectors:

- Food security and agriculture
- Forestry (including protection and reforestation)
- Water supply (including water quality, storage and watershed management)
- Fisheries (mainly for protected areas)
- Health (from the increase of vector and water-borne diseases)
- Urban planning
- Coastal environment and CIMPs
- Biodiversity and conservation
- Tourism
- Communities (including relocation and protecting services)
- Trade and Industry (notably of food crops)
- Works, Transport and Infrastructure (mainly roads and sea walls)

Extensive consultation with government, NGOs, industry and communities led to the identification of eight prioritisation criteria. Three country driven criteria were selected: complementarity with existing programmes; hardship reduction; and synergy with development objectives. The community consultation led to the selection of five additional criteria: livelihoods; equity; collaboration amongst institutions at all levels; climate resilience; and cost effectiveness. The strong emphasis on livelihoods, development and reducing hardships is somewhat different to the priorities raised in more recent consultation, including the consultation undertaken for the CPEIR that is reported in chapter 7. The recent consultation has stressed the importance of coastal protection from extreme events.

The prioritisation exercise selected nine priority activities: community water resources; forest rehabilitation and protection; climate health; climate early warning; agriculture and food security; zoning and planning; coastal infrastructure; conservation areas; and sustainable tourism. To help coordinate implementation, the government subsequently grouped these nine activities into seven implementation projects termed NAPA1 to NAPA7, as summarised in Table 2. Implementation started with NAPA1 and NAPA2 which have received funding from GEF. NAPA3 has a project design document and support for NAPA4 has started, with funding from AusAID.

The GoS reviewed the status of NAPA implementation in August 2008, as a basis for mobilizing additional financial resources from the various donors and partners for the implementation of the remaining NAPA priorities. This status report is summarised in Annex 2. The key features are as follows.

- Priority 1 – Improving the quality, accessibility and availability of water. This is being coordinated through the Water for Life Sector Plan and Framework for Action (2008-2012) and the National

Table 2 NAPA Priorities, Profiles and Implementation Projects

NAPA Project	Priorities	Sectors	Project Profile	Estimated Cost USD m
NAPA1	4,3,5	Climate Health Agriculture	Early warning system Climate health programme Agriculture and food security	2.5
NAPA2	4,7	Climate Coastal	Early warning system Coastal Protection (hard & soft solutions)	0.8
NAPA3	4,8,2	Climate Environment Forestry	Early warning system Biodiversity conservation (marine & land)	2.0
NAPA4	4,6,1,2	Climate Land use Planning Water Forestry Tourism	Early warning system Zoning and strategic management planning Protection of community water resources Sustainable tourism development	2.5
NAPA5		Climate Coastal Environment	DRR-DMO Coastal wetlands rehabilitation Marine biodiversity conservation	3.0
NAPA6		Tourism	Building adaptive capacity	3.0
NAPA7		Health DRR Water	National CRD survey	15.0

Source: PPCR Joint Review Mission June 2010

Water Resources Management Strategy (2007-2017). Investments are being addressed by a range of projects in the water sector, including the large Water Sector Support Programme, with $20m funding from the EU, and the government has decided that no further investment is required in the water sector at present.

- Priority 2 – Protect, rehabilitate and increase the resilience of forests. This is being addressed through the proposed agroforestry project supported by AusAID, plus the Sustainable Land Management Project supported by GEF and a Japanese grant for equipment. No further funding is currently being sought for forestry.
- Priorities 3, 4 and 5 – Increase resilience through adaptation in: health, early warning and agriculture and food security. The government has prepared a proposal for an integrated project that addresses all three of these areas. This proposal is to be presented to the LDC Fund.
- Priority 6 – Improved zoning and land use planning. This is being addressed with the UNDP-funded project on Sustainable Development Planning in Vaitele that will prepare are Sustainable Management Plan. No further funding is needed at present.
- Priority 7 – Implementing Coastal Infrastructure Management Plans. This is being addressed by the PACC project and by a range of other projects, including support from GEF.
- Priority 8 – Establish and strengthen community conservation programmes. This priority is still relatively undeveloped.
- Priority 9 – Climate proofing and GHG mitigation in tourism. First steps have been taken with AusAID support for the development of a Tourism Climate Change Adaptation Strategy for Samoa.

Samoa has given its NAPA implementation a high priority and uses it as the main guiding document for climate adaptation. This high priority is reflected in the fact that government provides substantial co-finance for NAPA projects and encourages donors to treat NAPA implementation as a high priority for international assistance.

Figure 3 presents estimated expenditure for the 6 years from 2007/08 to 2011/12 in comparison with the NAPA costing to see whether the NAPA costing provided an effective guide to actual spending. The NAPA costings are dominated by the large project to provide real time rainfall radar, which accounts for about 50% of all NAPA expenditure. The NAPA costing was intended primarily to give some indication of the costs of immediate project opportunities and was not intended to provide authoritative guidance for allocating climate funding across sectors. Despite this, Figure 3 shows that most of the NAPA priorities have received some funding, which tends to support the view that the NAPA has been effective at guiding expenditure on adaptation.

2.3 Sector Policies and Climate Change

Climate change activities, including both mitigation and adaptation, are not the sole responsibility of a specific sector. Mainstreaming climate change requires a response by the whole of government, and this requires clear and effective communication and coordination across agencies and priority areas. Unfortunately, due to the cross-sectoral nature of climate change and recognising the constraints on technical, institutional and community capacity to deal with the issue, formal collaboration and partnerships between all the stakeholders in support of national efforts is still a major challenge.

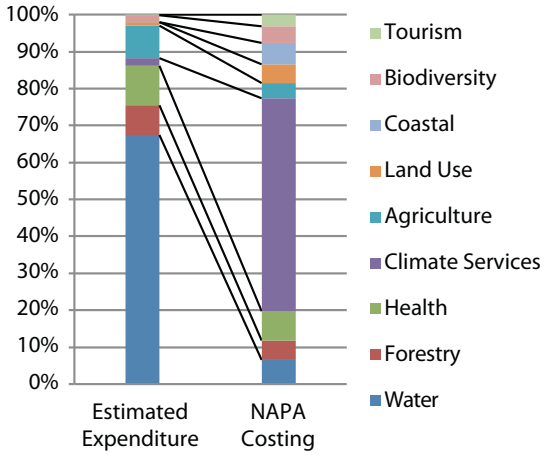
Villages are consulted widely in in the formulation of policy, programmes and projects. Indeed, some villages have become saturated with consultation and it may be necessary to become more focused, selective and coordinated in consultation in future. The existence of village plans (ie Coastal Infrastructure Management Plans and Villages Social Development Plans) should help with this coordination. In addition, the nature of Samoan society means that most senior officials are involved in village affairs and there is therefore a strong informal participation from villages. The strong work undertaken in village level planning also provides formal evidence that is used to validate the local relevance of sector policy.

While the SDS does not explicitly state that the government of Samoa will mainstream climate change into national planning, recently endorsed sector plans and policies reflect the mainstreaming and integration happening. These include the following types of documents and are summarised in Table 3:

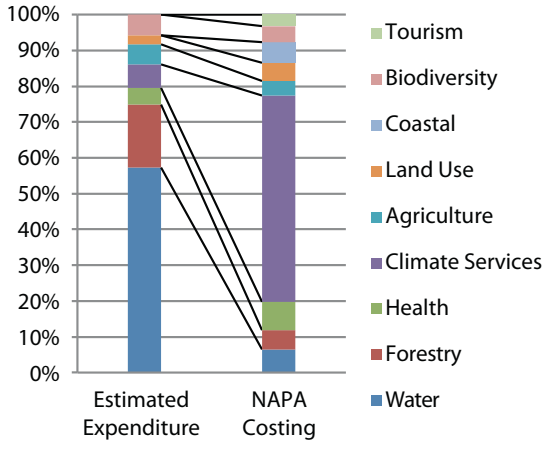
- Sector Plans, which are being prepared for each of the 9 SITC level sectors as part of a formal government commitment

Figure 3 NAPA Costing and Estimated Expenditure (2007/08 to 2011/12)

All Climate Expenditure



High Relevance Expenditure Only



- other Sector Plans, covering different sectors on an ad-hoc basis, when required by ministries
- Sector Adaptation Strategies, which are being prepared as a follow-up to the NAPA
- Corporate Plans, which are prepared by every ministry and agency in government

Energy Policy

Samoa's first ever dedicated National Energy Policy was approved by Cabinet in June 2007 and was followed by a Strategic Action Plan in 2008. At the end of 2011 the preparation of a new national Energy Sector Plan and program was initiated and this is expected to be published shortly. The NEP was prepared shortly after the preparation of the Power Sector Expansion Project (PSEP), which is one of the largest projects of the last 10 years. It provided explicit support for the policy framework that the PSEP was based on.

The NEP identifies five objectives: improved energy planning; increased use of renewables; efficient, reliable and affordable electricity supply; safe access to petroleum products; and efficient transport.

Major reforms of the energy sector are being implemented, notably through the 2010 Electricity Act that promotes competition in the electricity sector and gives preference to cost effective measures and methods that improve the efficiency of the power system and minimize losses of electricity. To encourage competition, the 2010 Act establishes an Electricity Regulator, which will determine electricity tariffs, amongst other things. In 2010, MOF was also appointed as the Designated National Authority (DNA) for the Clean Development Mechanism (CDM).

The objective of increased use of renewables is given special prominence in the NEP as the overarching goal for the policy is for renewables to account for 20% of total electricity generation by 2030. The NEP identifies the need to promote clean and renewable energy to reduce Samoa's heavy reliance on imported fossil fuel. The commitment to renewable energy in the NEP has helped to ensure that Samoa has made progress in the last five years in promoting the use of renewable energy including pilots on solar energy, coconut oil and biogas, and planning for more hydropower schemes. The strong commitment to renewable energy has generated a strong response from donors, although this has been largely ad-hoc with little coordination between the various activities. In response to the need for greater coordination, as part of the Policy, the Energy Division of the Ministry of Finance (MOF) has been mandated with the overall responsibility for coordination and management for the energy sector.

To promote renewable energy, Samoa has participated in the PIGGAREP programme (UNDP, undated) and is looking to undertake a number of initiatives, including demonstrating renewable energy installations (eg with the copra bio-fuel project and Apolima solar power project) and building capacity (eg related to geothermal and bio-fuels and involving socio-economic evaluations, such as for REEP and the Tafa'igata waste to energy project).

Table 3 Sector Policies, Sector Adaptation Plans, Sector Plans and Corporate Plans

Sector and Cross-Sector Policies	Sector Specific Adaptation Plans/Strategies	Relevant Sector (SITC) Plans	Corporate Plans
Climate Change Policy 2007 NEMS 1994 Water Sector Policy 2007 Tourism Policy Analysis 2007 Pro-poor Industry Draft 2011 Employment Draft 2012 Social Sector Analysis 2012 Forestry Policy 2007 Energy Policy 2007 Biodiversity Strategy	National Tourism Climate Change Adaptation Strategy for Samoa 2011-2016 Pipeline (Health and Agriculture)	Water 2008-2012 Agriculture 2010-2015 Health 2006-2013 Tourism 2009-2013 Community 2010-2015 Pipeline Plans (Trade, Finance, Transport, Energy, Environment)	MOF, MNRE, MPMC, MWTI, MAF, MWCSD MOH,. STA, LTA, SWA, EPC,.

In order to ensure greater coordination within the sector, the Energy Unit of the Ministry of Finance (MOF) has been mandated with the overall responsibility for policy and strategic planning for the energy sector. But despite Samoa's active involvement in a number of clean and renewable energy efficiency initiatives, the institutional arrangements for participating in the clean development mechanism have yet to be established (ADB 2007).

The EPC Corporate Plan (2012-2014) provides a clear emphasis on work in the research and development section to promote renewable energy, while in its service delivery, emphasis is on enhancing the quality, reliability and efficiency of the service. This includes the upgrading of the hydro power plants to improve efficiency.

Water Policy

The water sector has been defined to comprise the conservation, development, use, and monitoring and evaluation of all fresh water resources in Samoa, both in terms of water quality and water quantity (GoS, 2008b). Activities are governed by a Water Sector Plan that builds strongly on the programme document for the Water Sector Support Programme (WaSSP). A revised Investment and Sector Plan is being prepared to help implement the policy and is due to be published in June.

Samoa's water sector is at a critical stage of development, as it moves from a project approach towards a sector-wide approach (SWAp). The SWAp is new and embraces all aspects of water resource management, water use and wastewater. It also aims at catalysing change and setting development within an integrated framework, by promoting the principles and practice of Integrated Water Resources Management (IWRM), which recognizes that fresh water is a finite and vulnerable resource, essential to sustain life, development, and the environment. This principle requires users to treat water as a social, economic and environmental good and to recognize and understand that water is a limited and very much a vulnerable resource in Samoa (GoS, 2007b). It also recognizes the vulnerability of water resources to climate change and thus requires efficient management of the resources to cater for the increase in demand from a growing population and additional development activities. Current development efforts in the water sector have seen improvements to the:

- water governance;
- water supply infrastructure;
- treatment facilities and procedures; and
- capacity of responsible agencies to monitor water quality.

Anticipated works involve:

- upgrade of waste water treatment facilities;
- upgrade of rural water supply systems;
- promotion of proper sanitation; and
- formulation of site specific water safety plans.

These activities within the sector will provide direct and indirect opportunities to cope with and adapt to current and anticipated climatic conditions.

The proposed development in the sector is supported strongly by the WaSSP funded by the EU. The programme funding is expected to be completed in 2012 with anticipated improvements in water governance, research and monitoring, waste water treatment, water supply, sanitation, and watershed management. Disbursement has followed the WaSSP budget, despite some debate over monitoring indicators. WaSSP follows a SWAp approach, with tranched disbursements based on achievement of three monitoring indicators, two of which are associated with water quality and one with sector governance. Other projects also support the WaSSP, including: the GEF Integrated Water Resource Management (IWRM) Programme and an ADB project that responds to the NEP.

Forestry Policy

Several initiatives (including the National Green House Gas Abatement Scheme and NAPA) reflect forestry's multi-sectoral relevance and critical role in national strategies for climate change mitigation and adaptation. All previous attempts to help bring about sustainable land management and sustainable forest

management have helped create a far more enabling environment for climate change although what is still missing is mainstreaming climate change modalities into forest sector policies and strategies.

The National Forestry Policy, National Biodiversity Strategy Action Plan and Forest Management Bill are all designed to help regulate commercial and non-commercial logging practices in Samoa. In theory, sustainable forest management is implemented through a combination of: a forest licensing system governing the allocation of indigenous forests; a forest permit system for plantation forests; and the Code of Logging Practices. In practice, economic tools (such as stumpage and resource rent/royalties) have been ineffective and indigenous forest resources remain grossly undervalued. The Code of Best Logging Practices was prepared in the late 1990s to upgrade inefficient logging practices but was never officially approved (GoS 2009).

There is widespread recognition in Samoa of the role of forests as carbon sinks and their contribution to climate change mitigation. Samoa participates actively in the international debate on mitigation, but there is limited practical action at a national level and carbon credits and carbon sequestration are still theoretical concepts. Samoa has been adopting a wait-and-see attitude to the development of carbon trading regimes (Taulealo/Sesega, July 2007; pers comm.). However, there has been some recent activity in the Pacific on REDD+, including a project titled 'Promoting Regional REDD+ Approach and REDD+ Readiness in Under-Supported Regions of Asia/Pacific' funded by Japan and implemented by UNDP approved in 2010.

The Forest Act 1967 and Forest Regulations 1969 provide the legal framework within which forests are managed by MNRE. A review of this legislation in 2004 (Ey, 2004) raised questions as to their relevance and appropriateness in promoting the goal of sustainable resource management, particularly in the context of problems faced with the allocation of forests on customary lands, resource pricing and the often conflicting roles of Government as the custodian of customary lands on one hand and of promoting the interests of the broader public on the other. There is some evidence of collusion between customary land owners and logging companies to circumvent the legal licensing system. The tensions arising between central government and the Samoan tradition of independent village governance were illustrated in 2007, when a Cabinet Policy banning all commercial logging operations was dropped for 3 months following pressure from customary landowners. No clear directive to guide the Forestry Division was then given and there was significant logging in the unlicensed area of Salelologa (Leavasa/Sesega, July 2007; pers comm.).

Meanwhile, as a result of several public service restructuring exercises, MNRE assumed broad resource management responsibilities for water, land and forest resources. The opportunity for a more holistic and integrative approach to resource management clearly beckons (Tuuu/Sesega, July 2007; pers com) but the limitations in the current forestry legislation is a constraining factor. Addressing these constraints constitute part of the underpinning rationale for the Forest Resource Management Bill now in its final drafting stages. The Bill is reportedly more pro-conservation and less development-oriented from a production forestry perspective (Powell/Sesega, July 2007; pers comm.), and seeks to manage forests and its multiple functions in a holistic and more integrated manner (Taulealo/Sesega, op cit). The Bill also promotes the private sector as the driver of forest resource development with the Forestry Division to concentrate on a regulatory and research role and as a provider of technical expertise and advice to tree planters in the private sector.

Agriculture Policy

Agriculture plays an important role in the economy and the everyday lives of Samoans. Although the sector accounts for only about 8% of GDP, the 2005 agricultural census showed that approximately two thirds of households rely on a mixture of subsistence and cash income. Even those employed in the wages and salary sector often supplement their income with agricultural production. It is, therefore, an important part of households' strategies to cope with uncertain events, including those associated with climate vari-

ability. However it is also one of the most vulnerable sectors to climate variability. For example, taro was Samoa's most important staple food and most important export commodity, but was severely affected by the cyclones of the 1990s and subsequent problems with disease. It currently accounts for less than 1% of exports and is no longer the main household staple. As a major contributor to household food security during climate uncertainty, it is important that agriculture is included in Vulnerability and Adaptation Assessments.

Samoa's unique geographical location makes the weather and climate relatively difficult to predict. The impacts of climate change to agriculture are really the local effects of extreme events and variability. Samoa's location in the Pacific means that it is difficult to predict the impact on weather patterns of variations in the ENSO phenomenon, comprising the El Nino and La Nina and the Southern Oscillation.

The Agriculture Sector Plan (2011) is used by MAF to promote the importance of agriculture and has helped MAF have some success in promoting funding for agriculture. The Sector Plan focuses on reducing poverty and economic growth and has no explicit strategy to address climate change impacts on agriculture. Instead, the Ministry already has established sustainable development goals wherein it provides opportunities to address climate change. These goals focus primarily on livelihoods and include: revitalizing traditional food production and enhancing food security at the village level; and encouraging long term profitable commercial primary production. MAF also has a goal to provide strategies and policies for the sustainable use of agricultural activities. The Agricultural Sector Plan 2011-2015 aims to include this partly by the key national projects of Integrating Climate Change in the Agricultural Sector and Health Sectors in Samoa (ICCRAS & HSS), which has as its main objective to increase the resilience and adaptive capacity of coastal communities in the adverse impacts of climate change on agricultural production and public health.

Under the NAPA programme, research and development of new plant varieties have been supported. These plant varieties were developed to diversify Samoa's export and local consumption. These plants will be resilient to weather-related hazards and diseases. New animals are being introduced to diversify Samoa's livestock, including the newly introduced Fijian sheep and drought resistant cattle.

According to the Vulnerability and Adaptation Assessment for the agriculture sector, the constraints to climate change adaptation in the agricultural sector are both technical and economic. Some of the techniques proposed for adaptation have high costs, and the longer term economic viability of these techniques is not yet established. For example, the safeguarding of some cash crop trees from pests using tree covering and other current netting techniques is expensive and few farmers have the technical skills to implement the techniques or to assess whether they are economically sustainable. To address the lack of technical knowledge of climate change impacts on agriculture, training on related subjects should be implemented. This will require collaborating between staff from MAF and MNRE.

Climate variations and the degree of its impacts on agriculture in Samoa are very unpredictable and global climatic models include a great degree of uncertainty over projections. The agriculture sector will benefit from improved understanding of the combined nature of risks, including a more rigorous analysis of potential impact, such as that proposed in recent proposals from the UNFCCC to strengthen loss and damage assessment.

Environment Policy

Policy on the environment is still guided by the National Environment and Development Management Strategy (NEMS), which was prepared in 1994 (SPREP 1994). MNRE are currently working on a new strategy, updating NEMS, as part of the preparation for the new SDS. NEMS was conceived as a broad strategy, covering environment and development, but also extending into social policy. In practice, much of the broader content has been superseded by the SMS and by sectoral strategies and it is the environmental elements of the NEMS that have been most influential. The elements that related to adaptation have been incorporated into the NAPA.

NEMS identifies four broad goals: stabilising population; boosting efficiency; restraining consumption; and building a framework for change. These goals are to be achieved through the following areas of objectives:

1. Population, including demography, environmental planning, health and education
2. Water access, quality, protection
3. Marine resources
4. Waste, including pollution and waste management
5. Combating deforestation
6. Land-use practices and productivity
7. Biodiversity conservation
8. Atmospheric quality
9. Planning for climate change
10. Traditional arts and culture
11. Human resources
12. Sustainable economic growth

For each of these areas, a number of key objectives are defined, along with objectives describing the process of change, including information, awareness, knowledge and planning. The first area includes objectives on environmental planning, which are still valid. The eighth area includes objectives on mitigation that have now been superseded by the NGHGAS. The ninth area covers climate change and specified nine activities to improve preparedness and seven activities to improve understanding and awareness. This has now been superseded by the National Climate Policy and by the NAPA. NEMS also identified 12 projects to achieve the objectives, with plans to develop more projects. The existing projects covered areas of biodiversity, forests, waste and water.

NEMS has now become superseded by several key documents (including the SDS, the NCP and the NAPA) and is being updated as part of the preparations for the new SDS.

MNRE has a Corporate Plan (2008-2011), but this does not specifically provide any guidance on the climate change role of the Ministry and there are no goals or objectives associated with climate change. According to the MNRE 2008-2009 Annual Report, the main role of the ministry in climate change, as undertaken by the Climate Change Unit in the Meteorology Division is participation at international meetings, coordination of NAPA projects and awareness workshops, and preparation of Samoa's national reports to UNFCCC.

There are also a number of plans for MNRE divisions, including: the National Biodiversity Sector and Action Plan (NBSAP); the Sustainable Land Management Plan (SLMP); the National Implementation Plan on POPs; and the Waste Management Policy and Waste Management Strategy. These strategies are influential in driving programme preparation and funding applications.

Other Sectors

Health policy is guided by the Health Sector Plan (2008-2018) which identifies three main components: health promotion and prevention; quality health care and service delivery; and strengthening policy and regulations (GoS, 2008a). The sector plan does not mention climate sensitive diseases explicitly, but all components will take into consideration the impact of climate change on increase disease threats. The health sector receives support through a Sector Wide Approach (SWAp), which is guided by the Health Sector Plan.

Although climate change does not feature in the actual Sector Plan, the ICCRAS program addressing climate change impact on agriculture and public health have received financing through its recognition in the NAPA. This program is currently implemented between the Health Sector and the MAF. There is also a US$2m GEF project that supports early warning of the impact of climate change on disease threats.

Samoa's **tourism sector** development is highly dependent on beach tourism and is at high risk to climate change impacts. Most of the tourism facilities are located within the coastal areas and as such are highly vulnerable to cyclones, wave surges, flooding and sea level rise.

There is no coordinated policy for **road infrastructure** in Samoa. They are not yet covered under a Sector Plan and the LTA do not yet have a Corporate Plan. A number of climate relevant projects are being implemented by the LTA, including PIGGAREP and the road investment involved in the PPCR. However, in practice,

the LTA is aware of climate change and the increased frequency and severity of extreme weather events and incorporates climate proofing into the design of sea walls and roads as a matter of course.

2.4 Role of Development Partners

This section considers the strategic role of development partners and the policies that guide their support. Details on the programmes funded by donors are provided in Annex 5 and are described in Chapter 6.

Aid Coordination

Samoa's own commitment to climate resilience has been matched by strong support from the international community, which has helped establish the necessary policies, strategies and frameworks and to implement climate projects. This has helped build a strong foundation for Samoa to contribute to international efforts to address the impacts of climate change. Samoa has benefitted from a positive relationship with donors, and is often selected as a pilot country for new financing arrangements and Sector Wide Approaches. Samoa enjoys a particularly good relationship with the GEF and does not suffer from the delays and procedural problems that seem to affect many countries. It appears that Samoa has a sound public budgeting system in which donors have confidence, although the latest PEFA suggested that the challenges are more serious than may have been recognised in the past. The PPCR documentation refers to Samoa's "strong enabling environment"[1].

MOF produced a Development Cooperation Policy in 2010 (MOF 2010b) which stresses the importance of the Paris Declaration in guiding relations with donors. The policy explains the institutional roles for aid coordination (see section 3.2) and established the following principles:

- alignment of donor support with the SDS
- recognition of government ownership of development cooperation
- use of programme modalities, ideally involving budget support
- use of government systems and procedures (including the budget), where possible
- harmonization of donor activities, including over conditionalities and reporting
- greater predictability of donor support
- support for filling gaps in policies to provide further ownership and guidance
- all development programmes to include capacity development
- commitments from government to ensure transparency and mutual accountability
- coordination amongst donors over missions to Samoa
- loans to be used only when grants are not available and only for economic growth
- the importance of civil society and the private sector in development programmes

The Public Sector Investment Programme (PSIP) is compiled by EPPD and ACDMU in MOF on the basis of submissions from line ministries. The PSIP forms part of the budget. In theory, the PSIP aims to provide a comprehensive list of priority projects for consideration by donors. In practice, the PSIP has not been prepared in a comprehensive manner since 2009 and aid coordination is achieved through direct support by donors of sector and cross-sector policies.

Implementation of some priority actions identified by the policies and plans has begun using funds from other official development assistance organisations such as the Global Environment Facility (GEF) and AusAID (community reforestation), Canadian Development Agency (community adaptation), European Union (water conservation), and the World Bank (coastal infrastructure).

Global Environment Facility (GEF)

GEF has been the main source of external financial assistance to Samoa's environment sector and has con-

1 PPCR Documents Feb 2011

2 Date Samoa component was completed

3 This global program includes 10 countries ; the Samoan component began in January 2007

Table 4 List of GEF-supported projects in Samoa

Scope and Project	Focal Area	IA/ExA	Modality	GEF Approval date
National: Preparation of National Biodiversity Strategy and Action Plan, and First National Report to the COP of the CBD	BD	UNDP	EA	March 1998
National: Additional Funding of Biodiversity Enabling Activity	BD	UNDP	EA	July 2001
National: Initial Assistance to Samoa to Meet its Obligations under the Stockholm Convention on POPs	POPs	UNDP	EA	September 2001
National: Programme of Action for Adaptation to Climate Change	CC	UNDP	EA	December 2002
National: Marine Biodiversity Protection and Management	BD	WB	MSP	January 1999
Regional: Pacific Islands Climate Change Assistance Programme	CC	UNDP	EA	October 1995
Regional: Pacific Islands Climate Change Assistance Project Phase II	CC	UNDP	EA	July 2000
Regional: Pacific Islands Renewable Energy Program	CC	UNDP	MSP	February 2002
Regional: South Pacific Biodiversity Conservation Programme	BD	UNDP	FSP	May 1991
Regional: Implementation of the Strategic Action Programme of the Pacific Small Island Developing States	IW	UNDP	FSP	July 1998
Global: Biosafety	BD	UNEP	FSP	2004[2]
National : Clearing House Mechanism Enabling Activity	BD	UNDP	EA	September 2000
National: National Capacity Self-Assessment for Global Environmental Management	MF	UNDP	EA	June 2004
National: LDC/SIDS Portfolio Project: Capacity Building for Sustainable Land Management in Samoa	LD	UNDP	MSP	May 2006
Regional: Pacific Islands Greenhouse Gas Abatement through Renewable Energy Project	CC	UNDP	FSP	June 2005
Regional: Pacific Islands Oceanic Fisheries Management Project	IW	UNDP	FSP	April 2005
Global: Community-based Adaptation Program[3]	CC	UNDP	FSP	August 2006
National: Integrating Climate Change Risk and Resilience into Forestry Management in Samoa (ICCRIFS)	CC	UNDP	FSP	2009
National: Integrating Climate Change Risks into the Agriculture and Health Services in Samoa	CC	UNDP	FSP	
Small Grants Program	MF	UNDP	FSP	2005

Note: BD=biodiversity; CC= climate change; EA=enabling action; FSP=full sized project; IW=international waters; LD=land degradation; MF= multi-focal; MSP=mid-sized project; WB=World Bank.

tributed enormously to Samoa's success in building a strong foundation for national environmental activities and meaningful contributions to international environmental efforts. Samoa had been a recipient of GEF financial support since the pilot phase of the GEF when Samoa participated in two regional projects: one on biodiversity, the other on climate change. These two regional projects set the scene for GEF interventions in Samoa and the Pacific region as a whole creating a partnership among GEF, UNDP, SPREP and MNRE that continues to this day.

GEF support to national projects in Samoa started at the beginning of the GEF-2 (1998-2002) with the approval of a series of enabling activities to support Samoa's responses to its obligations under the various global conventions for which the GEF is the financial mechanism. GEF support has been primarily of two types: en-

abling activities and regional projects. Regional projects have been implemented mainly through SPREP in which Samoa participates as part of the Pacific island community. The primary GEF Implementing Agency active in Samoa has been UNDP which implemented most of the GEF-funded projects including the administration of the Small Grants Program (SGP). Table 4 provides a comprehensive list of GEF-supported activities (completed and on-going) and includes focal area, Implementing/Executing Agency (ExA), modality and approval date.

Australian Government Assistance

Australian support for climate change is provided through the Australia Samoa Partnership for Development. Climate change was introduced in the partnership in 2009 with the following joint commitment: 'As a new area for Australian development assistance, the initial focus for this Partnership Priority will be on working closely with other donors to ensure a coordinated approach to analysis, scoping and design of measures which meet Samoa's interests to:

- monitor the impacts of climate change on health, agriculture and food security
- develop adaptation measures for vulnerable communities, including coastal infrastructure and development of early warning systems
- develop viable options for clean and renewable energy

The funding is delivered mainly through conventional project modalities, working with government, and includes the following elements:

Assistance provided under the partnership has enabled the completion of a Tourism Climate Change Adaptation Strategy for Samoa (NTCCASS) under the Samoa Tourism Authority. Similar strategies for the agriculture and health sectors are in the pipeline and a biomass gasification pilot project under the MNRE is scheduled for implementation soon.

Australia is committed to assisting countries in the Pacific region including Samoa to adapt to current and anticipated climate related impacts and to develop options to reduce greenhouse emissions. Australia is working at the international, regional and local levels by:

1. playing an active and constructive part in shaping the global solution through the UNFCCC including the post-Kyoto agreement, and through financing to multilateral funds, like the UNFCCC Least Developed Countries Fund;
2. engaging as an active member of the Pacific Islands Forum in support of the Pacific Islands Framework for Action on Climate Change and Monitoring Project, that provide PICs with some of the information they require to inform decisions on priority mitigation and adaptation measures; and
3. assisting Pacific nations to plan and undertake practical on-the-ground actions to respond to the impacts of climate change, including the provision of grants to fund community-level adaptation responses and pilot projects.

Regional projects funded include: the Sea Level and Climate Monitoring Project Phase 4 ($9m: 2006-2010); the Climate Prediction Project Phase 2 ($3m: 2007-

Figure 4 Indicative Australian Funding (AU$)

	2009- 2010	2011-2015	Total
NAPA4 – Integrating Climate Change Risks into the Land-use Planning, Water, Forestry and Tourism Sectors	$0.75m	$1.75m	$2.5m
NGHGAS – Biomass Gasification Pilot Project	$0.25m	$0.75m	$1.0m
Sustainable financing for climate change adaptation	$0.10m	$0.15m	$0.25m
Capacity building and enhanced mainstreaming	$0.05m	$0.2m	$0.20m
Total	**$1.15m**	**$2.85m**	**$4.0m**

2009); and the Vulnerability and Adaptation Initiative ($4m: 2004-2009).

Australia's International Climate Change Adaptation Initiative (ICCAI) enhances its efforts outlined above through an AU$ 330m investment originally from 2009-2013 and now extended for one year. The primary geographic emphasis is Australia's neighbouring island countries in the Pacific and East Timor, but targeted policy and technical assistance will also be available to other countries in the region. The ICCAI consists of four principal components:

1. Improve scientific information on, and understanding of, climate change impacts by generating improved climate change impact information to assist decision-makers. This component will engage with, and build the capacity of, scientific communities in partner countries, including through cooperative research partnerships.
2. Strategic planning and vulnerability assessment component will increase the level of understanding of key climate change vulnerabilities at the regional, national and sector levels, and to ensure that decision-makers have access to the right information and tools to support adaptation planning and action.
3. Finance the implementation of priority adaptation measures to assist in developing national capacity to cope with climate change impacts in the longer term. Activities implemented under the climate adaptation initiative will be well coordinated with the adaptation activities of other donors and multilateral agencies in partner countries in the Pacific.
4. Contributions to major multilateral adaptation funds to increase significantly.

The ICCAI includes a total allocation of $12.5m for Samoa, part of which is to be applied directly to the Samoa-Australia Partnership for Development. Australia also provides core funding to agencies from the Council for Regional Organisations in the Pacific (CROP) and multilateral organizations that undertake climate change programming benefiting Samoa including: the LDCF ($7.5 m 2007-2008), the GEF ($59.8m to the 4th replenishment, 2006-2010); and core program funding to SPREP ($1.4 m 2007-2008) and SOPAC ($1.8m 2007-2008).

The Pacific Region Infrastructure Facility (PRIF) announced in August 2008 was jointly established by AusAID and the Asian Development Bank, World Bank and NZAID provided up to $200 million over four years to support Pacific island countries meet their infrastructure needs. It will help countries develop and maintain infrastructure for transport, water, sanitation, waste management, energy and communication in both rural and urban areas. The PRIF will address both new investments and maintenance needs through assistance for long term planning and budgeting that considers the impact of on-going recurrent costs.

The Pilot Programme for Climate Resilience

The Pilot Programme for Climate Resilience (PPCR) is one of the programmes under the Strategic Climate Fund (SCF) of the Climate Investment Funds (CIF) and is administered by the World Bank. The PPCR is being implemented in nine pilot countries; in addition regional programmes have been established in the Caribbean and South Pacific, and Samoa is one of three countries selected for participation in the PPCR for the Pacific region. It seeks to demonstrate ways to integrate climate risk and resilience into core development policies, planning and budgeting processes at national and regional level through increased capacity and scaled-up investments.

The Samoan PPCR is structured in two phases. Phase 1 will strengthen the enabling environment for climate change adaptation (CCA) and disaster risk reduction (DRR), as needed, and develop the Strategic Programme for Climate Resilience (SPCR), which is referred to in Samoa as the Climate Resilience Investment Programme (CRIP). All Phase 1 initiatives underpin implementation of Phase 2. The latter will implement the CRIP, mainly through investments in the public and private sectors.

The CRIP identifies the key challenges related to vulnerability to climate change and variability as being the damaging effects floods, strong winds and high seas, coral bleaching and droughts. These are translated into major consequences for lives and livelihoods, and, hence, progress in achieving the Millennium De-

velopment Goals. The main sectors for interventions are: roads and highways; general agriculture, fishing and forestry; flood protection; participation and civic engagement. The main themes are: climate change; biodiversity; other environment and natural resources management; natural disaster management; and water resources management.

The two investment projects under Samoa's CRIP are:

- Enhancing the climate resilience of the West Coast Road ($15.0m)
- Enhancing the climate resilience of coastal resources and communities ($9.7m)

In addition, a technical assistance trust fund for climate change adaptation in Samoa has been established, with a contribution of $0.3m.

2.5 Conclusions

In general, Samoa has benefited from clear national policies on climate change, including: the SDS; the NCP; a well-balanced and effective NAPA; and the NGHGAS. These provide clear support for adaptation and mitigation and the new SDS will include a strengthened section on climate change. The sector policies for energy, water and forestry are climate sensitive, but the agriculture policy could be made more climate sensitive and the environment policy needs the update that is currently being prepared.

Political Commitment

F 2.1 There has been very good high-level political support for climate change, both nationally and internationally. This has helped to raise the profile of climate change in government activities and to encourage ministries and agencies to incorporate climate change into their policies. Samoa has at times been a key player in international negotiations on climate change and has a strategic significance as an LDC SIDS in the South Pacific.

F 2.2 As a result of this political commitment, and of the capacity to absorb new forms of international assistance, Samoa has played a leading role in the Pacific on climate change. Climate funding has been flowing more easily to Samoa than to other countries. Samoa has often been an early candidate for pilot projects and to test new ideas. SWAps in water and health have accommodated adaptation activities and Samoa is unusual in having an efficient and effective GEF programme. This leading role presents opportunities, but there are also challenges for Samoa to maintain its leading position as other countries begin to catch up.

F 2.3 A significant amount of work has already been done on awareness and publicity and most government bodies are now familiar with the importance of climate change. The media are also familiar with climate change and make frequent references to national and international events associated with climate change.

National Policy

F 2.4 The 2007 National Climate Policy (NCP) provides an overview for climate policy, focusing on institutions and information. The NCP is being updated with the preparation of a new Climate Change Programme and Plan (CCPP) in late 2012. The NCP includes objectives for mitigation and adaptation, which are carried forward in the NGHGAS and NAPA. The NCP has been reflected in the SDS, which has a climate chapter that addresses the main issues raised in the NCP. The new SDS will have a strengthened section on climate change.

F 2.5 Adaptation policy is guided by the NAPA. Despite being the first produced in the world, the Samoan NAPA is remarkably comprehensive and has been the main guiding document for CC expenditure. Almost all climate funding coming into Samoa has been consistent with the NAPA and most NAPA priorities have been at least partly funded. However, whilst the NAPA does give some indication of costs for the various priorities, these are not comprehensive and do not provide a useful guide to the optimum allocation of adaptation funding across sectors.

F 2.6 Policy on mitigation is governed by the NGHGAS, dealing with emissions, and the NEP dealing

with energy generation, efficiency and markets. These policies have been effective and there has been much progress in renewable energy generation and reforms to the energy sector that should help to promote efficient demand.

F 2.7 To have a strong impact on public finance, policies must be costed. This is a complex task that normally takes several years and requires careful political management. In Samoa, national policy documents currently provide little guidance on the balance of funding across sectors. The last and next SDS do not include costs, although there is an intention to introduce costings to the SDS at some point in the future. The NCP also does not include costs and, whilst the NAPA does include costs, these provide budgets for individual actions and not to provide orientation about resource allocation across sectors.

F 2.8 The new CCPP will be costed and this will provide an important step forward, especially if the costs are prepared to provide a sectoral overview, taking into account the full range of mitigation and adaptation activities. This will require some analysis of needs and climate change impact to provide overall context. The consultation with line ministries needed for such a costing exercise would normally take longer than the timescale of the preparation of the CCPP, so this costing exercise should be treated as a first step.

Sectoral Policy

F 2.9 Samoa has a range of policies at sector and ministry level, including: nine Sector Plans (corresponding to the SITC sectors); and range of other sector policies, strategies and plans (eg water, biodiversity, waste, energy, forestry); and Corporate Plans and Management Plans for each ministry and government agency. These documents are very mixed in terms of their scope, quality and date and are also mixed in their reference to adaptation and mitigation. A new set of Sector Adaptation Plans are currently being prepared.

F 2.10 The increasing use of SWAps has led to some improved coherence in programming documents, which has helped to ensure that adaptation and mitigation are integrated into mainstream planning. This is most evident for the energy and water sectors, which receive the majority of climate funding.

F 2.11 Sector policies and plans are being supplemented by sector adaptation plans ('sector NAPAs') which will help to encourage more climate sensitivity in sector planning.

F 2.12 Despite the rather disparate nature of sector planning in Samoa, most ministries and agencies are aware of climate change and of the importance and advantages of building climate mitigation and adaptation into programme design. This is motivated partly by the recognition that donors like to see climate relevance, but also by the recognition that programmes need to deal with climate change and that public consultation often stresses the importance of reducing vulnerability to climate variability. The impact of climate change in Samoa will come mostly from the increased frequency and severity of extreme climate events. Until late 2011, there has been no clear evidence on the scale of this change and so it has not yet been possible to base policy formation on scientific evidence.

Donor Policy on Climate Change

F 2.13 Donors have been very active in supporting climate change and have complemented the government's own commitment. Samoa benefits from most of the funding that is dedicated to addressing climate change, including GEF and PPCR, and many of the main donors have included strong climate relevance in project design, including, notably, AusAID and JICA.

F 2.14 The NAPA and the NGHGAS have provided the main source of orientation to donors on climate funding. This guidance has worked adequately. However, it has been more successful in influencing high relevance climate funding and there is less guidance to donors for mid and low relevance climate funding. A climate finance framework is needed that addresses all funding and provides balanced orientation over the main spending areas.

3. Institutional analysis

This chapter overviews the institutional arrangements for handling climate change issues, covering governmental bodies, the private sector and NGOs, and development partners.

3.1 Coordination of Climate Change

MOF coordinates the preparation of the SDS, which provides overall strategic guidance of priorities across all government activity in Samoa. Cross sectoral policies are managed by teams and committees that involve participation from different ministries and agencies and have varying degrees of formalisation.

The National Climate Change Country Team (NCCCT) was formed to oversee the preparation of the National Climate Policy (NCP) in 2007. The NCCCT is chaired by MNRE and is made up of all relevant stakeholders, including government agencies (including MAF, MWCSD, MFAT, OAG, MOH, MWTI, MESC, EPC and SWA), academic institutions (NUS and USP) and NGOs (including METI and SRCS) (MNRE 2006). Since approving the NCP, the main role of the NCCCT has been to act as a steering group for the NAPA. In the last two years, the NCCCT has not met. This reflects partly the small size of the Samoan civil service and the large demands placed on the time of the key policy makers in the main institutions. However, it also reflects the feeling that policy guidance on climate change is being provided adequately, both through the NCP, NAPA and NGHGAS and in many sectors through the existing practices, including sector plans, corporate plans and discussions with donors.

Although it should not be necessary to refresh national policy on climate change every year, the NCCCT would benefit from a more continuous engagement with evolving experience in adaptation and mitigation. This will be achieved through the coordinating role played by NCCCT in the implementation of the new CCPP.

The Climate Change Policy stipulated the establishment of a Climate Change Unit within the Meteorological Division to have responsibility for the management of climate change programmes. MOF has established the Climate Resilience and Investment Coordination Unit to coordinate climate finance. In response to the need for greater coordination on climate change

Table 5 Samoa's Institutional and Management Structure for Climate Change Management

Entity/Agency	Responsibility
Cabinet Development Committee	Sets national policies, provides overall direction, monitors progress
National Climate Change Country Team (NCCCT)	Cross-sectoral collaboration on climate change policy and implementation, especially of NAPA
Ministry of Foreign Affairs and Trade (MFAT)	Political Focal Point
Ministry of Natural Resources and Environment	Operational Focal Point, including the Climate Change Unit.
Ministry of Finance (MOF)	Financial Focal Point, including the Climate Resilience and Investment Coordination Unit and the Energy Unit
Project Steering Committees	Project management including key agencies as required- e.g. the PSC for NAPA comprises MNRE, MAF, NHS, MoH, MOF, MFAT and UNDP.
Project agencies	Agencies involved in implementation – eg for NAPA1, MNRE (climate services) MAF (climate agriculture) NHS (climate health)
Project Sector Groups	Sectors affected by project activities-e.g. for NAPA1 the groups are climate, agriculture and health sectors. Project agencies lead the respective sector groups and are responsible for awareness, information sharing, etc
The GEF Small Grants Steering Committee	Comprises SUNGO (chair), NCC, MNRE, MOF, IPA MAF, NUS, UNDP and SAME

mitigation, the Energy Unit of the Ministry of Finance (MOF) has been mandated with the overall responsibility for policy and strategic planning for the energy sector. The institutional arrangements for handling the Government's climate change related policy documents which provide strategic governance on the implementation of climate change adaptation and mitigation activities within the country are outlined in the institutional and management arrangements shown in Table 5 below.

The institutional relationships for climate change response in Samoa are summarised in Figure 5.

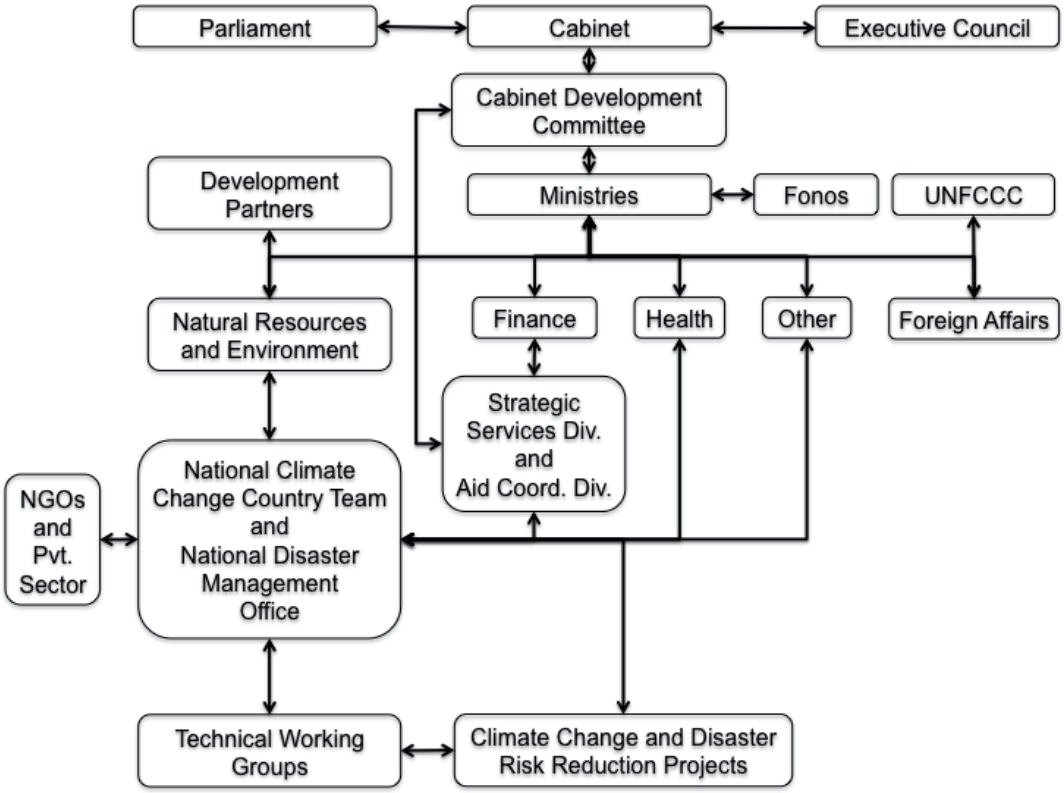
3.2 Implementing Institutions

MNRE is the ministry responsible for developing the key policy and planning documents that guide climate change programmes in Samoa. This includes the National Policy Statement on Climate Change (2007) and the NAPA. The Ministry serves as the secretariat for the NCCCT. The MNRE is the agency responsible for the oversight of the implementation of Samoa's adaptation activities. Implementation is carried out by relevant ministries. The MNRE also plays a major role in developing strategies, policies and coordinating adaptation measures. Other key Government agencies include the Ministry of Health, the Ministry of Agriculture and Fisheries, the Samoa Water Authority (SWA), Ministry of Works and Infrastructure (MWI) and the Electric Power Corporation (EPC).

Ministry of Natural Resources and Environment (MNRE)

MNRE has been the primary Executing Agency for environmental activities, including climate change in Samoa. The MNRE has established a **Climate Change Unit** which generates project proposals, sometimes

Figure 5 Institutional Relationships for Climate Change



Source: PPCR documentation (GoS 2011)

Table 6 Line Ministries, NGOs and the Private Sector

Stakeholder	Role (current and potential)
Ministry of Natural Resources and Environment (MNRE)	Lead agency for climate-related policies; its primary responsibility is to ensure good coordination between NAPA implementation and other climate change related initiatives. MNRE through the Met Service shares technical and other climate related information and advice to ensure all climate adaptation actions benefit from the latest scientific and technical advice.
Ministry of Finance (MOF)	Responsible for overall coordination of donor and aid funding; supporting co-financing arrangements and programmatic linkages with other initiatives; making on-going linkages and updating national policies outlined in the SDS; financial management of project funds and monitoring of expenditures.
Ministry of Women, Community and Social Development (MWCSD)	MWCSD is mandated to coordinate all local level development processes involving communities and women. It liaises with village communities regarding implementation of adaptation measures to secure community support.
Line Ministries (LTA, STA, SWA, MCIT, MWIT)	Provide technical and other support for implementation of climate change adaptation action and to make sure their own climate related initiatives are well coordinate with NAP implementation.
Private Sector (SHA, WIBDI, SBEC,)	Advocate for the adoption of climate sensitive planning and policy frameworks, instruments and adaptation techniques.
Non-governmental Organisations (SUNGO, OLSSI, METI)	Promote and raise climate change awareness and building capacity supporting communities in rural areas.
Educational institutions (NUS, APTC, USP)	Support knowledge management activities of climate change programmes and integrate climate change issues and experience into teaching curriculum.
Regional Organisations (SPREP, SOPAC, USP, ForSec)	Support adaptation and policy processes through their technical and sectoral mandates, expertise and country-support programmes. Support dissemination of climate related lessons learned and good practices from around the region
Development partners (AusAID, NZAID, JICA, UNDP, World Bank, ADB, etc)	Provide financial and technical assistance in support of local climate change adaptation initiatives.

with the help of UNDP for GEF-funded projects, and formulates national policies on key environmental areas. When the Lands and Environment Act of 1989 was first established, the Division of Environment and Conservation (DEC) had only a three-person staff in 1990. The MNRE is now one of the largest Ministries in the Samoan government administration with more than 100 staff dealing with environmental issues such as climate change, biodiversity, land management, capacity building, environmental awareness, toxins, forestry, water resources and waste management. This provides a clear indication of the government's commitment to the environment and sustainable development.

At present, there are only two people working in the Climate Change Unit and these officials spend much of their time travelling to international meetings and negotiations on climate change. As a result, there is little time for the CCU to support other ministries and agencies in understanding the potential impact of climate change and in designing activities to mitigate or adapt to climate change.

The **Energy Unit** of MNRE is charged with implementation of energy programs that includes renewable energy, energy efficiency, and support the implementation of other carbon emissions programs such as PIGGAREP.

Electricity generation, transmission and distribution are under the authority of the **Electricity and Petroleum Corporation** (EPC), which is a wholly government owned corporation vested with all responsibilities for the power sector. The EPC Act (1980) and the EPC Amendment Act (2001) mandate EPC with the authority for generation, transmission, and distribution of electricity throughout Samoa. The utility operates as a separate entity and is defined as a 'public trading body' under the Public Bodies Act (2001), with the

principal objective of operating as a commercial business.[4] The Electricity Act (2010) opened up the market for generation and provides for the appointment of a regulator to ensure that competition is orderly and fair. As yet, there has been very little private electricity generation, except for small solar PV panels for household generation.

Urban planning is managed by the **Planning and Urban Management Agency** (PUMA), which is part of MNRE. The PUMA Act (2004) broadly defines development and considers its impacts on the 'total' environment (social, economic and bio-physical). The objectives are to provide for the fair, orderly, economic and sustainable use, development and management of land including the protection of natural and manmade resources and the maintenance of ecological processes and genetic diversity. The Act also enables land use and development planning and policy to be integrated with environmental, social, economic, conservation and resource management policies at national, regional, district, village and site specific levels. Furthermore, the Act provides for the protection of public utilities and other assets and enables their orderly provision and co-ordination for the benefit of the community and to balance the present and future interests of all Samoans.

The PUMA Act provides, amongst other mechanisms, a process for the development of sustainable management plans and various coordination, education and promotional roles. Although the Act does not make any specific references to the effects of climate change or climate change adaptation, its wording is, in the main, broad enough as to encompass those matters in its enactment. PUMA is largely responsible for administering the EIA legislation, including the independent review and approval of EIAs. PUMA is the implementing agency for the Coastal Infrastructure Management Plans (CIMPs) which serve as the principal planning document for the management of Samoa's coastal infrastructure and resources. As yet, no funding has been available to implement the CIMPs, although the agency is now in the process of reviewing the documents.

4 ADB, 2007

The **Forestry Division** of the MNRE plays an important role in the implementation of critical forestry related project initiatives including the AusAID-funded Samoa Agro-forestry and Tree Farming Project (SATFP), the JICA-funded Sustainable Forest management Project and Protected Area Project at a cost of approximately US$2.5 million. The FD is also responsible for the implementation of the ICCRIF project funded by the GEF with a budget of approximately US$3 million.

The **Meteorological Division** of the MNRE is the key provider and source of climate information for Samoa. It has a small Climate Change unit which was largely responsible for putting together Samoa's National Communications Reports to the UNFCCC. The Division participates in basically all climate change related steering committees including for the NAPA.

Ministry of Finance

The Ministry of Finance is the Financial Focal Point for the GEF and most other donor supported programmes to the environment in Samoa. It plays a critical role in the coordination of such support through its participation as Chair or member of National Steering Committees or other coordination mechanisms agreed to with Samoa's development partners. The MOF is chair of the National Energy Committee and a member of the NCCCT. MOF has applied to be a National Implementing Entity (NIE) for future climate funding from the Adaptation Fund.

The **Aid Coordinating Committee** (ACC) located within MOF, endorses requests from government Ministries for funding by donor partners and coordinates the various working groups. It meets regularly with the Cabinet Development Committee (CDC) to facilitate the review process and make recommendations for the consideration of the CDC. The **Climate Resilience Investment Coordination Unit** (CRICU), based in the MOF, serves as the secretariat of the PPCR Steering Committee.

Other Government Ministries

The **Ministry of Health** has primary responsibility for the strategic development of the health sector. The

Health Sector Plan 2008-2018 was developed to respond to the six challenges identified in the Health Sector Situational Analysis Report of 2006. Although climate change is not explicitly spelt out in the Sector Plan as one of the emerging risks to population health, the strategies developed to deal with health challenges have benefits linked to those associated with climate change adaptation.

Recently, the health sector reform which started in 1998 culminated in the splitting of the former Ministry of Health into the Ministry of Health and the National Health Services. The latter now has responsibility for the delivery of health services while the former takes on regulatory and monitoring role for the entire health sector. The health sector will soon be implementing a multi-million project dealing with the impacts of climate change on the sector.

The **Samoa Tourism Authority** (STA) is the leading authority on tourism in Samoa. It has an important climate change awareness role to play especially within the tourism sector. It has recently received financial assistance under the Samoa-Australia Partnership for Development Agreement for the preparation of the Samoa Tourism Climate Change Adaptation Strategy (NTCCASS) which it now hopes to implement over a five year period (2011-2016).

The **Land Transport Authority** (LTA) plays an important role in infrastructure development including those to deal with climate change impacts. It has a responsibility for the establishment of protection measures to ensure safety of public infrastructure such as roads, buildings and other investment projects.

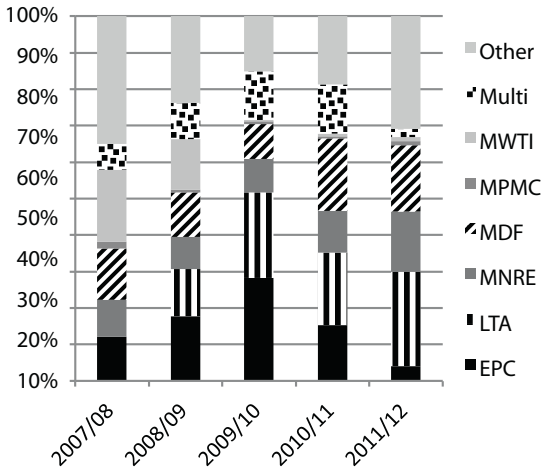
The expenditure managed by the various ministries described above is summarised in Figure 6, which presents the climate spending by ministry, including both total climate spending and high relevance spending. The figure shows that there have been large variations in climate spending by ministry, determined mainly by the disbursement on large projects. When considering total climate expenditure, including high, mid and low relevance expenditure, EPC and LTA have managed between 30% and 50% of spending in the last 3 years. For high relevance expenditure, MNRE and EPC are the most important ministries. Much of the significant expenditure recorded for MOF consists of counterpart funds for donor projects across government, although there are also two large low relevance programme (CSSP and Microprojects IV).

Private and Non-Government Organisations

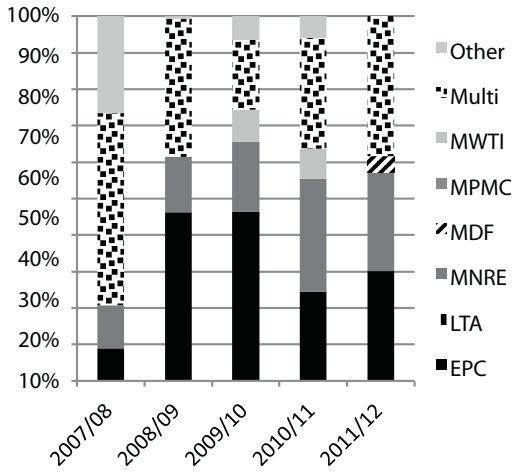
The role of **village communities** in the climate change adaptation action cannot be over-emphasised. In sever-

Figure 6 Climate Expenditure by Ministry

Total Climate Expenditure



High Relevance Climate Expenditure



al village communities, for example, a ban of sand mining have been put in place and emphatically policed. Prevention of forest clearing in watershed areas and the burning of forests during dry spells have been enforced. Communities have been relentless in their pursuit of government and other support for the construction of coastal protection measures including sea walls and road drainage. Section 7 considers this in more detail.

Private sector participation in climate change adaptation action needs more study. The Samoan Chamber of Commerce and Industry is currently consulting members on the extent of climate finance, covering subjects including: renewable energy, solar hot water, energy efficient vehicles and equipment, water storage, relocation, agriculture, biofuels and forestry. This consultation aims to provide a first estimate of the order of magnitude of current funding and any indication of trends. Although the estimate will be subjective, it will be based on the opinions of the most knowledgeable business leaders in Samoa and some degree of validation will be achieved by considering the view both of suppliers (ie importers, wholesalers and retailers) and purchasers.

Further study of the role of the private sector to mitigation and adaptation could be extended to include an assessment of the importance of different instruments to relevant business decisions. These could include:

- licensing regulations, for example for the generation of small scale solar power
- tax incentives, notably in the way in which fuel prices and excise duty affect decisions over the purchase of more fuel efficient vehicles
- promotion of drought resilient local crop varieties, which SAME is actively promoting for export

Support to **civil society and community-led initiatives** addressing climate change has been provided through a number of mechanisms.

- Using the Samoa UNDP-GEF Small Grants Programme as well as its Community Centred Sustainable Development (CCSD) programme, UNDP funds community-based adaptation projects that use existing village-level delivery mechanisms and strengthen national-local level institutional linkages.
- Under the World Bank-financed Samoa Infrastructure Asset Management Project Phase 2 (2004-2008), MNRE ran a Risk Adaptation Measures Small Grant Scheme (RAMGS), providing financing for low cost and small scale community initiatives designed to help local coastal communities withstand the impacts of natural hazards.
- More recently, the Government established the Civil Society Support Programme (CSSP) in order to harmonise the support to civil society. The CSSP pools donor funds and makes it easier for civil society groups to access resources under a common application process and reporting requirements. The CSSP will provide both funding and capacity building support to NGOs and CBOs, for a range of development activities that would benefit communities and vulnerable groups. SUNGO, as a focal point for civil society, will be the key provider of capacity building support to NGOs and CBOs.

Development Partners Active in Climate Change

The Development Cooperation Policy (2010) defines the institutional arrangements for aid coordination, which relies on two bodies.

The Cabinet Development Committee (CDC) appraises all project proposals, approves policies and monitors implementation. The CDC is chaired by the Prime Minister and has a membership of over 70 ministers, associate ministers, CEOs and a representative of NGOs. The Economic Planning and Policy Division (EPPD) of MOF is the secretariat for the CDC.

The CDC has been operational since the mid-1990s and has been very effective in its role of managing public sector development projects and programmes. A manual on project planning and programming provides the basis for its procedures of operations. The CDC process is serviced by five experienced personnel within EPPD which serve as the technical secretariat for appraisal of projects and programmes. The Cabinet has frequently referred development projects and programmes back to CDC and there are only a few projects programmes that have been accepted directly by Cabinet without the normal vetting process. These oc-

curred as a result of time constraints and priority needs decided by Cabinet.

The Aid Coordination Committee (ACC) coordinates development cooperation and the allocation of external resources for the Public Sector Investment Programme (PSIP). The Aid Coordination and Debt Management Division (ACDMU) of MOF is the secretariat for ACC.

The ACC has also been operational since the mid-1990s and has been active in soliciting external funding from development partners. It has formed the basis for effective national coordination with development partners through targeted allocation of development assistance to areas of priority needs. It is serviced by at least five personnel staff in the ACDMU.

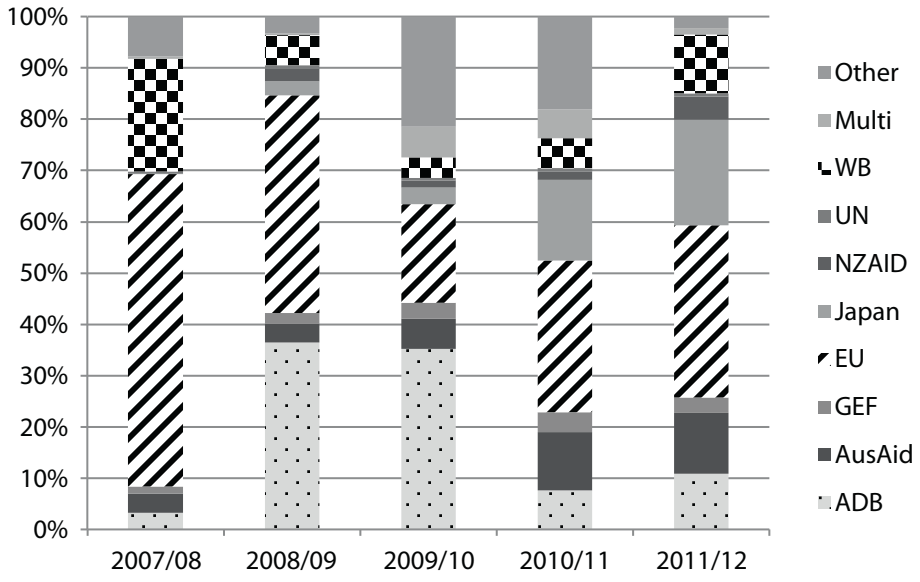
ACDMU acts as a focal point for donors and maintains a database of donor support that aims to be comprehensive and largely succeeds, except, possibly, for some newer projects that may not yet have been included, perhaps because commitments are not yet considered clear. ACDMU supports the CEO of the MOF and the Finance Minister, who is responsible for formal agreements with donors, including signing loan agreements. The Development Cooperation Policy appeals to donors not to enter into agreements directly with line ministries without first consulting with ACDMU. It also requests support for ACDMU to help it lead policy discussions, maintain information systems and build partnership with donors and with line ministries and cross-sectoral committees.

The main donors supporting climate relevant expenditure have been: ADB, AusAID, EU, Japan and the World Bank, as shown in Figure 7. Both the World Bank and the ADB have extensive active portfolios in Samoa totalling a combined US$70.2 million in investments and US$10 million for technical assistance between 1991 and 2005. Japan's International Cooperation Agency (JICA) is a relatively newcomer to the environment sector in Samoa although it has been a major donor for Samoa in other sectors. Between 2008 and 2011, JICA provided up to US$3.7 million to support three projects in waste management, protected areas, and environment awareness.

3.3 Conclusions

F 3.1 The current institutional arrangements for policy formulation and implementation do not need to be changed. However, the institutions do need to

Figure 7 Donor Contribution to Climate Relevant Expenditure



be made more effective. Coordination should continue to be provided by the NCCCT, bringing together the main ministries and other stakeholders and providing political support across sectors for new climate policy. Line ministries should remain responsible for policy and implementation in their areas of responsibility. The NCCCT needs to be supported both by MNRE and MOF, with MNRE providing expertise on the nature and potential impact of climate change across sectors and MOF coordinating the management of resources to address this impact. Whilst the general institutional responsibilities are clear and well understood across government, the respective roles of MNRE and MOF in supporting NCCCT could be made more explicit, with clarification either from legislation or a cabinet decision. The NCCCT needs to be more active.

F 3.2 Whilst Samoa has an adequate institutional set-up for managing climate adaptation and mitigation, there are capacity weaknesses at several key points, notably in CCU in MNRE. When MOF takes on the role of NIE, it will also be necessary to strengthen CRICU. These two units are of particular importance as they provide the secretariat function for the NCCCT and the NEC. Capacity in line ministries is also limited, particularly for incorporating climate resilience into programme preparation and monitoring.

F 3.3 The NCCCT needs to be active in the supervision and coordination of policy, as well as in the approval of new policy. The suitability of the NCCCT institutional structure for performing this task was demonstrated in the early years of the NAPA, when the NCCCT was responsible for coordinating the implementation of the NAPA. Once the CCPP is approved, the NCCCT will re-establish this role. This will be facilitated by ensuring that the implementation of the CCPP includes regular reporting requirements.

F 3.4 Cooperation between MNRE and MOF does take place. However, there are still some elements of competition, notably around the responsibility for managing climate finance. These require clarification, supported by cabinet decree.

F 3.5 Line ministries and government agencies are the main implementers of climate relevant programmes. This situation will not change, even if there is some improved coordination of financing. One of the key areas where line ministries can improve climate resilience is in the preparation of development programmes. Because Samoa has a relatively small civil service, there is limited opportunity to appoint new officials to take on new activities. As a result, the focus should be on providing support to those officials that are already preparing programmes to ensure that new programmes are designed with suitable climate resilience built into the activities.

F 3.6 CSOs/NGOs are important, especially at the village level. NGOs and community groups have acted as implementing partners for a variety of small grants programmes, including the CCSD, the RAMGS and CSSP programmes.

F 3.7 Private sector investment in mitigation and adaptation has the potential to be important in the future, especially if there is increased outsourcing of services funded by government. The impact of tax incentives and subsidies may be important, particularly through the impact on choices for energy consumption and switching to more fuel efficient vehicles.

4. PFM Processes

Introduction

The objective of this section is to provide a better understanding of the national budgetary process with respect to climate change and the integration of policy with expenditure plans. It also aims to promote a better understanding of the execution (governance, control and performance management) of the climate budget.

The budget process is managed by the Budget Division of the Ministry of Finance (MOF). The recurrent budget is guided by Sector Plans and Corporate Plans which are reflected in outputs for each ministry. Each division in the ministry typically has one output, so that the budget is negotiated as if it were an administrative budget, but with the added requirement of an explicit definition of the outputs provided by the administrative unit. The development budget is derived from development programmes that should be approved and monitored by the Cabinet Development Committee (CDC). The CDC sets the conceptual framework, prioritises activities in the Public Sector Investment Programme (PSIP) and monitors the progress of programmes. The official channel of all Official Development Assistance (ODA) is via the Aid and Debt Management Division of the MOF but the decisions on where aid is to be allocated are made by the Aid Coordinating Committee (ACC).

Annex 1 presents the decision making processes and timing involved for the three main components of the integrated management cycle: planning, resource allocation (through the budget and development aid coordination) and accountability.

4.1 Budget Formulation and Planning Processes

The Ministry of Finance (MOF) is currently mandated by the following legislation:

- Public Finance Management Act (PFMA) 2001 (still in draft form)
- Treasury Instructions 1977
- Public Bodies (Transparency and Accountability) Act 2001 and regulations
- Other relevant legislation to manage public funds including public expenditure pertaining to climate change and climate change-related

Budget Cycle

The annual budget process is summarised in Annex 3. The financial year is from 1 July to 30 June. There is no government budget below the central level and most spending at village level takes place through the budget of the line ministries. Key elements of the budget cycles are as follows:

Aug	MOF prepares preliminary aggregate estimates
Sep	MOF informs line ministries of government priorities and fiscal targets
Oct	Ministries produce new forward estimates for three years in line with targets Macroeconomic framework produced by MoF
Nov	MOF produce Budget Strategy Paper providing strategic policy guidance
Dec	Results of output reviews in line ministries
Jan	MOF issues budget circular, including ministry ceilings
Feb	Consultation over submissions and agreement on outputs
Mar	Ministries produce budget submissions
Apr	Screening, analysis, revision and consolidation into First Draft Estimates
May	Approval by Cabinet and, by end May, Parliament (including public accounts committee and budget committee)

Note: budgets are set not just for ministries, but also for corporations and other agencies of government

Ministry submissions follow a mid-year review of outputs that takes place in January and February. This review aims to ascertain the achievements of outputs by ministries and corporations and to assess the corresponding spending levels. Outputs are based on the Corporate Plans of the ministries, which define their goals and objectives. In general, each output is

Box 1 Programme and Performance Budgeting

There has been a continuous evolution of experience with techniques that aim to link the budget with policy. At the heart of these techniques are the concepts of 'programme budgeting', in which resources are attached to programmes that deliver policy. 'Output budgeting' and 'performance budgeting' are extensions of programme budgeting in which outputs are defined and monitored for each of the programmes.

There is now widespread and long standing commitment to performance budgeting in developed countries. Many countries have been reporting performance criteria for more than ten years. A recent OECD review suggested that few countries practice 'direct' performance budgeting, in which resource allocation is linked directly to indicators of performance (Curristine 2005). Rather, ministries of finance use performance monitoring information more indirectly to ensure that line departments are focused on service delivery and to provide early warning of problems that need addressing.

During the 1980s and 1990s, there was widespread international interest in systems of programme budgeting that allowed policy objectives to be separated from organisational structures. Some of this work was built on the experience in Australia and in local government in the US. In theory, such systems assign budget resources to programmes and ministries and their component departments bid into these programme budgets and receive a share of the resources committed to the programmes. The system creates a matrix that maps programme budgets onto organisation budgets. Such systems are particularly suited to cross-sectoral issues, such as climate change. For example, in theory, the government budget can specify a set budget for mitigation or for different types of adaptation, and all contributing ministries can negotiate a share of that budget. This share might constitute their full budget or just a top-up to a budget that is mainly funded under a more routine programme.

In practice, the experience with systematic cross-sectoral programme budgeting have not proved sustainable, largely because the budget is negotiated as a political process with ministries as the main players in that process. Where these systems have been used, they have been maintained as parallel systems and then fallen into disuse when project funding has lapsed. As a result of this experience, most recent output budgeting initiatives have been implemented by aligning programmes with organisation units, so that few or no programmes cut across institutional lines. This experience suggests that most experience with output budgeting will not be directly relevant to the challenge of promoting a cross-sectoral policy priority, such as climate change.

associated with only one administrative budget unit and most administrative units have one output. The mid-year review therefore provides the mechanism by which the Ministry of Finance can assess the performance of ministries, divisions and agencies in achieving their outputs. This practice is in line with the practices being used in most OECD countries that practice performance budgeting (see Box 1).

Development partners are requested to update their commitments and forecasts in February, so that line ministries can base their budget submissions on the latest information. In theory, the Public Sector Investment Program (SPIP) provides guidance to development partners. Although all donor projects should be appraised by MOF and approved by the CDC, in practice this is not always done, particularly where donors decide to introduce projects through direct negotiations with implementing bodies and organisations. When ministries submit projects directly to donors these should be presented to MOF, so that they can be recorded and so that MOF can provide approval and monitor disbursement.

The pledging or commitment of donor funds is done on an annual basis during high level policy dialogue with the government and through a joint midterm review of the relevant development cooperation framework. In-country aid consultations with all donors are undertaken on a sectoral basis and conducted at least twice a year. Aid consultations covering all sectors are scheduled to coincide with the mid-term review of the SDS (after two years) and prior to the end of the SDS. Joint performance reviews are encouraged by GoS especially for all sector programs in health, water, education and power where more than one donor is engaged.

To ensure that the budget is consistent with macroeconomic stability, MOF produces a first macroeconomic framework and fiscal targets in October and a final version in February. This used to be done by a Macroeconomic Policy Coordination Committee, but has recently been done through consultation between MOF and the Central Bank of Samoa (CBS). This consultation provides a guide on the level of revenue and budget resource allocation for the next year, as well as updating projections for the subsequent two-years.

Development Programmes

Government ministries and corporations identify the development concepts and ideas to take advantage of the opportunities and/or address any development bottlenecks. They then formulate these ideas into programme proposals, including the objectives, strategies, activities, costs and benefits. The MOF Project Planning and Programming (PPP) Manual requires proposals in the format of Project Identification Brief (PIB), which is upgraded to a Project Profile for those programmes that become part of the PSIP, after approval by the CDC.

Programme proposals are appraised by MOF for financial and economic soundness and for environmental impacts and climate change related impacts. When approved by MOF, programmes are recommended to the CDC, unless they involve expenditure of less than SAT 100,000, in which case MOF approves directly.

The PSIP presents a public statement of estimated financial resource requirements for on-going and pipeline public sector projects for the next three fiscal years. In theory, it should be a rolling plan that is reviewed annually in time for the preparation of the annual budget, and will contribute to the implementation of Sector Plans. The PSIP is categorised into on-going and pipeline projects, each of which is further divided into capital investment and technical assistance. For analysis purposes, projects are grouped into broad sectoral areas (ie economic, social and infrastructure), sectors and ministries/corporations. In practice, the PSIP has not been fully operational in recent years and has not been kept up to date or comprehensive. Instead, donor coordination has taken place through direct discussions and through the various sectoral working groups.

Until the last few years, the PSIP has been used by the Aid Coordination Committee (ACC) to solicit funding from development partners. When funding is secured, the government ministries and corporations are responsible for their implementation and for regular reporting of their progress to CDC. The monitoring of PSIP programmes is undertaken jointly by Government ministries or agencies and Economic Planning and Policy Division (EPPD). At the completion of programmes, the responsible government ministries and corporations file completion reports with CDC.

The process for incorporating climate change into programme design and management follows that defined for environmental assessment, as specified in the PPP Manual.

- The Programme Proposal is required to cover: outputs and benefits (including natural resources utilization, technology transfer and environmental impact); feasibility (including environmental impact); and sustainability (also including environmental aspects).
- For programmes with significant environmental impact, a full scale EIA is required.
- Progress Reports are required covering the factors ensuring sustainability, including the appropriate technology and any need for environmental protection.
- A Project Completion Report is required covering the possible implications of the programme and the expected sustainability of benefits.
- An Evaluation Report covers issues of sustainability, including political, institutional, economic and financial, technological, socio-cultural and environmental

4.2 Budget Bids Process

MOF provides government ministries and corporations with budget formats pertaining to issues of personnel, operating, overheads and capital expenditures for their appropriate data input:

- Personnel costs are calculated from the number of staff required for each sub-output and/or output at each salary scale.
- Operating costs cover all purchases of goods and services required.
- Capital costs are the summation of all capital investment expenditures required.
- Overhead costs are a set percentage of operating costs and are allocated for recurring expenses, such as electricity, water, etc. The level of overhead costs is calculated using historical expenditures.

Government ministries and corporations' budget outputs are classified into three broad groups namely outputs delivered by ministries and corporations, outputs delivered by third parties and transactions made on behalf of the state. The methodology for costing of these budget outputs are categorized as follows:

- The costing of outputs delivered by the government ministries and corporations are determined by the aggregation of sub-outputs and activity costs anticipated for their delivery. When determining costs of sub-outputs and activities, they are expressed in four budget expenditure economic categories namely (i) personnel, (ii) operating, (iii) capital, and (iv) overheads.
- Likewise, the costing of outputs delivered by third parties is the summation of the budget provisions given to certain parties to undertake specified activities. Some third parties have performance contracts/obligations that specify activities.
- Furthermore, transactions made on behalf of the state include state subscriptions for membership in regional and international bodies. They may also include new government policy initiatives not easily aligned with existing outputs.

4.3 Budget Implementation, Reporting and External Scrutiny

Budget Implementation – Domestic Resources

Once the budget is approved, the recurrent budget provisions are earmarked for the respective government ministries and corporations. These provisions include allowances for counterpart funds, which are integrated within the budget.

MOF uses the financial system "Finance One" which allows government ministries to produce their own purchase orders on-line to give to suppliers of goods and services. The ministries can also create their TY1 forms on-line to request payment, on the receipt of both the goods and services and the invoices from the suppliers. TY1s and their corresponding invoices will be forwarded to MOF for further verification and for the processing of the cheques for payments. The process and use of forms for the purchase of goods and services by government are elaborated below:

1. TY11 forms are generated by government ministries to raise their purchase orders;
2. purchase orders are issued by government ministries to procure goods and services from suppliers;
3. invoices are issued by the suppliers to accompany the supply of goods and services to government ministries;
4. in the receipt of goods and services and invoices from the suppliers, ministries prepare TY1 forms for the final check by MOF and the AU prior to preparing cheques;
5. cheques are issued by government once the AU verifies that the TY11s, purchase orders, invoices and TY1s are in order.

MOF has a parallel arrangement for government corporations, which are included in the budget under 'Outputs Delivered by Third Parties or Corporations'. This involves quarterly pro-rata disbursements against the provision of proper reporting and accounting requirements to MOF.

Domestically funded development programmes have yet to be incorporated into Finance One. However, the processing of all TY11s, TY1s and cheques for these programmes come through MOF for verification.

All government ministries and corporations are centrally controlled by MOF in terms of producing cheques for payments. However, the verification process of all transactions has been more decentralized for government corporations and to some extent for government ministries.

Budget Implementation – External Resources

With the increase in capacity and improved government processes from the changes engendered by the reforms and shift in aid modalities, there has been a major change in the way aid assistance and delivery is undertaken. This is reflected in the substantial increase in assistance to key sectors identified in the current SDS for the period 2008-2012, and assistance from donors participating in SWAps. Prior to 2005 all donor funding was delivered through project based modalities.

Box 2 Budget Support

International lessons on aid effectiveness stress the benefits of working with government systems and using budget support, wherever possible. The experience with budget support is still evolving. There is good experience with budget support in sectors where there are clear indicators of impact or output, such as in education and health. General budget support has also been successful in some countries, especially as a means of supporting government commitment to key policies, often (but not always) on economic management. However, the experience also shows that there are some serious challenges.

There appears to be a tendency for budget support to be used more to build institutions than to deliver services. In recognition of this, the EU, which provides the majority of budget support, globally, normally insists that the support is linked to indicators of impact, or at least outputs, rather than indicators of policy, process or institutional capacity.

At present, there are no examples of budget support being provided against indicators of adaptation and mitigation impact. There is an initiative in Vietnam which builds on experience in Indonesia, with funding from Japan, France and the World Bank. Both of these have disbursed budget support against policy conditions, such as the passing of policies and laws. The Indonesian project has recently stopped because of public concern about the use of loans to achieve policy conditions. In Vietnam, a pilot initiative will start in 2013 to reserve 15% of the budget support for projects to be implemented by the Ministry of Natural Resources and Environment. These projects will therefore not be subject to normal government budget and planning, but will be implemented using government financial procedures. The EU provides some support for climate change through the budget for capacity building activities, via the GCCA (EU 2011). This funding is managed through the budget, but the programming takes place somewhat outside the budget and it is therefore not full budget support.

In Samoa, the EU is supporting the Water Sector Support Programme (WaSSP) though full sector budget support that is linked only to the achievement of output indicators. Although it is too early for a formal evaluation of WaSSP, the experience to date shows that it does create a strong focus within government on improving outputs.

However, in 2005 approximately 30% shifted to sector or programme based support and, in 2010, 74% of donor funding was channelled via sector or programme based support (see Box 2). There is a more collaborative effort between development partners and GoS as reflected in cooperative/joint work between donor agencies and implementing agencies.

Procurement

The current procurement system provides information that supports efficiency and accountability in delivery of government programmes/projects.

All major expenditures and investment programmes amounting to more than $500,000 and over must be approved by Tenders Board[5] (TB) prior to submitting to cabinet for approval. The Government policy on public tendering with all procedures, as detailed in the Policy Manual, Policies 2.5 - 2.11, must be strictly adhered to. Funding of major investment programmes must be clearly identified and budgeted for in government corporations and financial institutions' budgets.

The TB is responsible for establishing rules and procedures related to procurement. This Board also has the responsibility for inviting bids and their public opening to ensure transparency. Approximately 3-5 staff are involved directly with procurement related work at the TB and they are supported by MOF, who act as the secretariat to the TB. The procurement processing responsibilities have been devolved to the various line ministries and authorities, with set thresholds of approval authorities[6].

Accountability and Transparency

All government transactions including climate change and related public expenditures are fully scrutinized by the Audit Office (AU). AU verifies all transactions funded from the budget where provisions are confirmed through TY11s, the approving personnel signature are validated through TY1s and the supplier's through

5 Currently, government's procurement system is monitored by the National Tenders Board which has the composition of (1) Chairman (Minister of Finance), (2) Deputy Chairman (Minister of Works), (3) Director (CEO, Finance), (4) Director (Attorney General), (5) Director (CEO, Works), (6) Secretary (Deputy CEO, Finance)

6 Individual ministries and state-owned enterprises are responsible for administering procurements below SAT50, 000 (approx. USD20,000). The Tenders Board assumes responsibility for procurements over this threshold.

Table 7 Summary Results from the 2006 and 2010 PFM Performance Reports

	2006	2010
A: Credibility of the Budget		
1. Total actual expenditure .v. original budget	A	A
2. Composition of actual expenditure .v. original budget	C	C
3. Total actual revenue .v. original budget	A	B
4. Stock and monitoring of arrears in expenditure payments	C	-
B: Comprehensiveness and Transparency		
5. Classification of the budget	B	B
6. Comprehensiveness of budget documents	A	B
7. Extent of unreported government operations	A	D+
8. Transparency of inter-governmental fiscal operations	-	-
9. Oversight of fiscal risk from off budget entities	A	B
10. Public access to key fiscal information	C	C
C1: Policy Based Budgeting		
11. Orderliness and participation in the budget process	A	B+
12. Multi-year perspective in fiscal planning	C	D+↑
C2: Predictability and Control in Budget Execution		
13. Transparency of taxpayer obligations and liabilities	B	C+
14. Effectiveness of taxpayer registration	B	D
15. Tax collection effectiveness	D	D+
16. Predictability of revenue availability	D	C+↑
17. Recording of cash balances, debt and guarantees	B	C+↑
18. Effectiveness of payroll controls	B	D+↑
19. Competition, value for money and procurement controls	B+	C↑
20. Effectiveness of internal controls for non-salary expenditure	C	D+
21. Effectiveness of internal audit	C	D+
C3: Accounting, Recording and Reporting		
22. Timeliness and regularity of accounts	D	C
23. Availability of information on resources received by units	B	D
24. Quality and timeliness of in-year budget reports	A	C+↑
25. Quality and timeliness of annual financial statements	D	D+ ↑
C4: External Scrutiny and Audit		
26. Scope, nature and follow-up of external audit	D	D+↑
27. Legislative scrutiny of annual budget law	D	D+
28. Λεγισλατιωε σχρυτινψ οφ εξτερναλ αυδιτ ρεπορτσ	B	Δ+

Notes: A is the highest score and D the lowest. An arrow indicates that improvements are taking place

their invoices. It is meeting all these requirements that the AU will authorise the preparation of cheques for issuance by MOF to the suppliers.

For programmes and projects, the processing of TY11s, invoices from suppliers and TY1s have to be verified by MOF before the final validation by AU and the preparation of cheques for the suppliers.

4.4 PFM Performance Reports

Samoa has published PFM Performance Reports in 2006 and 2010, using the standard PEFA PFM Performance Measurement Framework (PMF). The first report was conducted by an external consultant (Linpoco 2006) and the second was conducted as a self-assessment by government, with some external support (GoS 2010b). The PMF defines a set of standard indicators and the results from the two assessments are presented in Table 7 below. Key conclusions for the CPEIR from the PFM Performance Reports are shaded and include the following:

- the budget is effective in controlling actual expenditure and budget execution rates are consistent
- despite the credibility of the budget at aggregate levels, there is more variation in the budget execution rate across government operations
- revenue is relatively predictable, thus allowing expenditure to be well planned
- classification of the budget, quality of budget documents and participation in the budget process are all rated fairly high (either A or B) in both reports, which supports the conclusion that it is not a priority to make major improvements
- although some sectors produce medium term expenditure frameworks, the PFM Performance Reports rate the quality of multi-year planning to be low, which supports the conclusion in the CPEIR that greater attention needs to be given to the costing of strategies, including the CCPP
- the quality and timeliness of in-year and annual budget reports is rated C or D in the reports (although there is an A for one indicator in the 2006 report) which supports the conclusions that Samoa would benefit from improved monitoring of budget performance
- legislative scrutiny is also rated low in both reports, which supports the conclusion that improved parliamentary review of climate finance would be useful

4.5 Conclusions

F 4.1 The budget system works well and Samoa receives relatively high scores for the key budget processes. However, there are some areas of weakness, including: the use of multi-year perspectives; budget reporting; and legislative scrutiny.

F 4.2 Samoa has introduced a practical form of output budget that helps to focus government on outputs delivered. This system does not constitute the sort of comprehensive programme budget that, in theory, might allow a system of cross-sectoral tagging for climate expenditure. There are some international examples of systems to tag youth and gender budgeting, but few of these have been sustained, either in developing or developed countries. A recent failed attempt to tag youth budgeting in Samoa demonstrated the challenges of attempting this, even on a modest scale. It may be possible to run a parallel tagging and tracking system for climate finance that will give valuable added context to budgeting. However, this is likely to require sustained support and it is important that this is done efficiently, given the limited pool of expertise available in Samoa, even if sufficient funding is available to draw resources from this pool.

F 4.3 In common with some of the other countries undertaking CPEIRs, figures on actual expenditure are not readily available. For recurrent expenditure, audited figures are delayed by several years and, for development expenditure, there is no central integrated system for recording actual expenditure. This is a problem that needs to be addressed by general PFM reforms, rather than from a climate finance perspective. There is no particular reason or evidence to suggest that execution rates are systematically different for climate expenditure than for other types of expenditure.

F 4.4 The CPEIR has classified domestic expenditures at output level because this is the only level at

which budget and expenditure data is available. For state owned enterprises (such as EPC) it is not even possible to track expenditure at the output level. The CPEIR assessment of the overall levels of climate expenditure provides a useful perspective for budget decisions. The relatively high level of climate expenditure suggests that the need to increase budget allocations to climate relevant programmes is lower than in other countries. This means that outputs that are climate relevant will be less able to use their climate relevance as an argument to increase their budget than in countries where climate expenditure is low. Instead, it may be more important for budget units with climate relevant expenditure to demonstrate that their expenditure is delivering high quality impact on adaptation or mitigation, in order to exploit the full potential negotiating power from their status as climate relevant budget units.

F 4.5 Project preparation and approval works well. The CDC project approval process is effective and line ministries and MOF are generally successful in accommodating donor requirements and in capturing a high proportion of total donor support in the budget. There are no systems to promote programmes that are mid or low relevance but contain valuable climate components. The CDC and the donor project approval process does prioritise CC implicitly and steps have been taken to strengthen this by adding environment headings to the CDC form and guidance to include CC under environment.

5. Expenditure Definitions

5.1 Definitions and Methodology

MOF and MNRE have agreed to adopt the OECD definition for mitigation and a minor variation to the adaptation definition as follows.

1. **Mitigation** – activities that contribute "to the objective of stabilization of greenhouse gas (GHG) concentrations in the atmosphere at a level that would prevent dangerous anthropogenic interference with the climate system by promoting efforts to reduce or limit GHG emissions or to enhance CHG sequestration".
2. **Adaptation** – activities that aim "to increase the capacity and resilience of human or natural systems to the impacts of climate change and climate-related risks".

The methodology adopted for the expenditure analysis in the Samoa CPEIR adopted three key stages, similar to those followed in the Bangladesh and Thailand CPEIR. Firstly, the key elements of climate change were identified. These included the increased frequency and severity of extreme events, the increased likelihood of floods and droughts and rises in sea level. Secondly, the impact of these climate changes on different sectors were considered so that key sectors and ministries could be identified and to provide a broad perspective to the classification of climate expenditure. Thirdly, the approach to classification of climate expenditure was defined. These three steps were all undertaken jointly between CRICU and the CPEIR experts and were validated by meetings of the CPEIR Steering Committee, which included participation from the main ministries involved.

The main sources of data for the financial analysis were the Annual Budget Estimates 2006-2011, the Public Sector Investment Plan and the List of Aid and Loan Programmes. These have provided a database of basic figures for relevant expenditures from which further analysis can be done.

5.2 Expenditure Classification System

All expenditure was classified according to whether it had high, mid, low or no relevance to adaptation and mitigation. Table 8 presents the rationale used for this classification and examples of expenditure for each category.

In addition, there are a number of general principles listed below which have been used as part of the classification process to date:

- Relevance is defined as relevance to improving climate resilience (for adaptation) or to mitigation of climate change.
- Programmes that address current climate are assumed to address climate change.
- If a programme has some high and some lower relevance components, consider splitting it into two programmes. But only do this if it is a large programme and there is some basis for splitting the programme (e.g. actual costing or informed opinions).
- If unsure, take the conservative option and choose the lower category.
- Record assumptions explicitly, to lay a trail that others can follow.

The classification system for Samoa was based on the rationale used in the Nepal and Bangladesh CPEIRs. The classification of the examples in Samoa was also influenced by the Nepal and Bangladesh CPEIRs, but was adapted during discussions of the CPEIR Steering Committee. Key assumptions on classification include:

- all programmes that are primarily motivated by reducing the impact of disasters are considered high relevance, since most of the actions will contribute towards greater resilience to the extreme weather events that will become more frequent with climate change
- forestry programmes that are motivated primarily by economic benefits is considered only mid relevance, whilst those that preserve the forest are considered high relevance even if their motivation may be associated with biodiversity, rather than mitigation

Table 8 Samoa Climate Public Expenditure Classification Framework

High	Rationale	Clear primary objective of delivering concrete and visible outcomes that improve climate resilience or contribute to mitigation
	Examples	Energy mitigation (e.g. renewable, energy efficiency …) Disaster risk reduction and disaster management capacity The additional costs of changing the design of a programme to improve climate resilience (erg extra costs of climate proofing infrastructure, beyond routine maintenance or rehabilitation) Anything that responds to recent drought, storm surges or flooding, because it will have added benefits for future extreme events. i.e. protecting water resources Relocating villages to give protection against storm surges/sea-level rises Healthcare for climate sensitive diseases Improvements of water quality that aims at reducing problems from extreme rainfall events Anything meeting the criteria of climate change funds (e.g. GEF, PPCR)
Mid	Rationale	Either secondary objectives related to building climate resilience Or mixed programmes with a range of activities that are not easily separated but include at least some that promote climate resilience
	Examples	Forestry and agro forestry that is motivated primarily by economic or conservation objectives, because this will have some mitigation effect Water storage, water efficiency and irrigation that is motivated primarily by improved livelihoods because this will also provide protection against drought Bio-diversity and conservation, unless explicitly aimed at increasing resilience of ecosystems to climate change (or mitigation) Eco-tourism, because it encourages communities to put a value of ecosystems and raises awareness of the impact of climate change
Low	Rationale	Indirect adaptation and mitigation
	Examples	Programs aimed specifically at improving water quality General livelihoods, motivated by poverty reduction, but building household reserves and assets and reducing vulnerability General planning capacity, either at national or local level, unless it is explicitly linked to climate change, in which case it would be high
No	Rationale	Only very indirect and theoretical links to climate resilience
	Examples	Any short term or programmes (incl. humanitarian disaster relief) The replacement element of any reconstruction (splitting off the additional climate element as high relevance) Education and health that do not have an explicit CC element Justice and public order

- all water and irrigation programmes are considered mid relevance because they generally involve increased water storage which helps to protect against the increased frequency and length of dry spells
- planning activities (including policy, awareness, information and knowledge) are considered high relevance if they are associated with climate change and low relevance if they have no direct association with climate change
- energy that is primarily motivated by economic concerns is considered of mid relevance because most of the activities are associated with increased efficiency
- infrastructure is considered to be low relevance, because all new infrastructure projects in Samoa are now climate proofed
- livelihoods and health programmes are considered low relevance because they generally contribute to resilience, although only in an implicit and indirect way

The high-mid-low-no relevance classification was complemented by a percentage scoring system in which it was assumed that the share of programme spending that was directly related to climate change was 80% for all high relevance programmes, 50% for mid relevance and 25% for low relevance. For infrastructure projects,

Box 3 International Experience with Tagging Expenditure for Climate Change and other Cross-sectoral Priorities

The OECD compiles the DAC database of Official Development Assistance (ODA), relying on donor countries to enter their data. Donors are required to put climate tags ('Rio Markers') on all their assistance (OECD 2011). Tags on mitigation were introduced in 1998 and adaptation tags were added in 2009. The markers define three categories: programmes that have a principle objective of mitigation or adaptation (similar to the high relevance category in the Samoa CPEIR); programmes that have a significant, but secondary, objective (similar to the mid relevance CPEIR category); and other programmes with no relevance. There is no equivalent to the CPEIR low relevance category.

The OECD DAC figures suggest that mitigation expenditure has accounted for between 3% and 5% of total ODA from 1998 until 2007 and has since grown rapidly to 15% in 2010. The large majority of this funding has been provided by Germany and Japan. Adaptation or mitigation was the primary objective for about 60% of the climate tagged ODA and the secondary objective for the remaining 40%. About two thirds of the climate tagged aid was for mitigation and one third for adaptation.

There have also been initiatives to track expenditure on poverty and gender. In Bangladesh, all government expenditure codes are tagged with a percentage that indicates their contribution to poverty reduction, in accordance with the PRSP priorities. The combined spending on poverty reduction is seen as a Virtual Poverty Fund and this can be monitored by applying the appropriate percentage tags to routine expenditure reports. Nepal also manages a system for tagging expenditure in the budget, both for poverty reduction and gender. The Gender Responsive Budget has been produced for 3 years and shows a marked increase in gender responsible expenditure.[7]

this percentage may be considered as an estimate of the proportion of costs that are associated with climate proofing the infrastructure. For programmes that build resilience by improving livelihoods, the score reflects a rough weighting of the relative importance of reducing vulnerability to climate, compared with more general economic benefits. To a large extent, this is determined by the extent to which the programme targets households that are most vulnerable to climate change.

The approach in Samoa was different to that used in Bangladesh and Thailand, where each programme was individually assigned a percentage score. Assigning individual scores offers more flexibility, although it is difficult to be precise about the scores in broad national reviews, such as the CPEIR. The assignment of individual scores is particularly useful for marginal programmes that can have scores of less than 10%. Furthermore, the assignment of individual scores provides a starting point for future management of information on climate relevance.

Box 3 describes the climate classification initiatives being undertaken by OECD and by the World Bank, along with some concepts for monitoring poverty reduction expenditure that are relevant for monitoring other cross-sectoral expenditure.

5.3 Application of the Classification System

The classification system described above was applied jointly by MOF officials and the Samoan CPEIR experts. Because of the relatively small number of programmes and projects, MOF officials were familiar with the activities of most of the main projects. Some discussions were also had with line ministries and government agencies, to provide further detailed information.

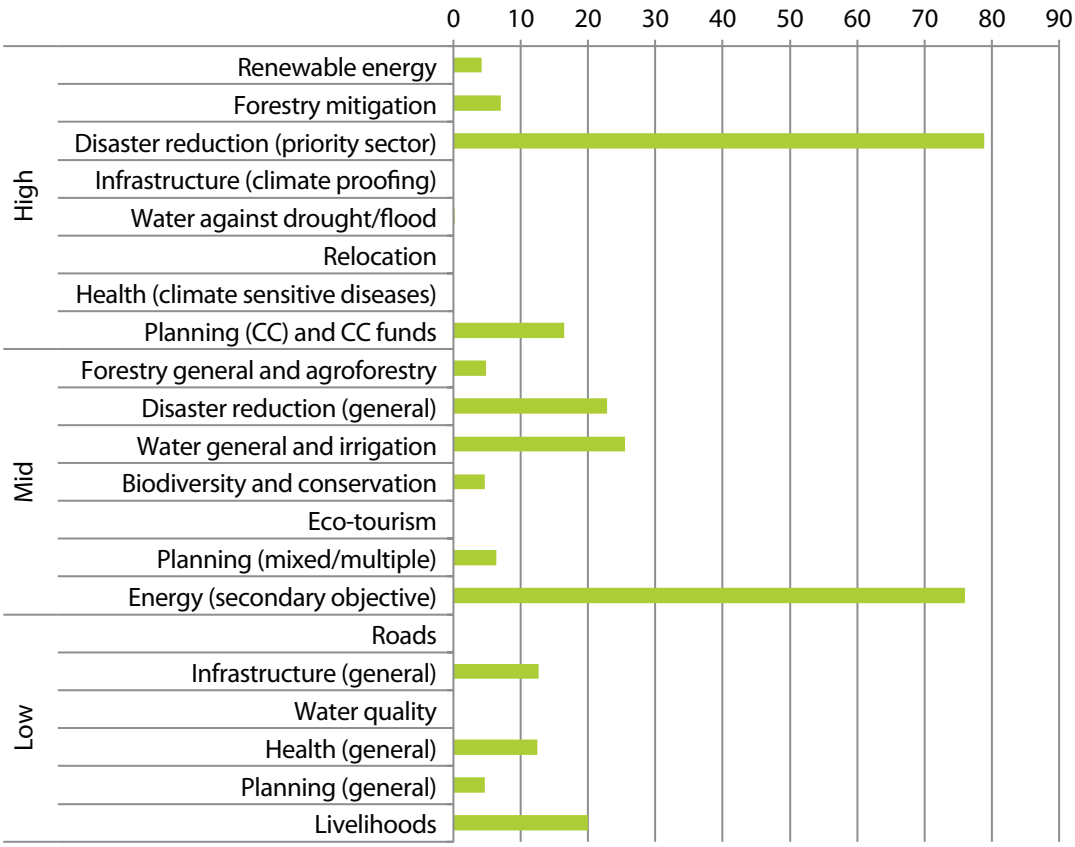
Figure 8 presents the expenditure in SAT million on each of the example categories and shows that most of the expenditure was for disaster reduction, energy and water. Annex 5 presents more details of the programmes and projects that have climate relevant expenditure.

5.4 Conclusions

F 5.1 The classification system provides a useful technique for identifying climate relevant expendi-

7 http://www.gendermatters.eu/index.php?option=com_content&task=view&id=572&Itemid=76

Figure 8 Expenditure on the Classification Examples



Source: CPEIR database of recurrent and development expenditure

ture. It also provides a basis for assessing the degree of relevance to climate change and for distinguishing between activities that are low and high relevance. However, the practical application of the classification system contains some subjectivity. This means that it is particularly useful when the same team of people applies the technique and so provides a degree of consistency. This would apply in occasional review studies such as the CPEIR. It also suggests that the classification could be incorporated into government procedures, provided that a small team of people supervised the classification to ensure a consistent interpretation.

F 5.2 The main problem with classification experienced by the CPEIR was with large programmes that cover many activities. For these programmes, the team estimated a weighted average classification, taking into account the balance of expenditure on the various components of the programme. For large programmes, the classification would have been more effective if it had been possible to register the components as separate sub-programmes.

6. Expenditure Trends

6.1 Total Public Expenditure

Overview

The main of aim of this section is to set out the financial context within which the Government of Samoa (GoS) operates and the funds that are available to be committed through the annual budget appropriations.

A simplified overview of the sources and application of climate funds in Samoa is shown in Figure 9 below:

An overview of the financial operations of Central Government between 2007/08 to 2011/12 is reflected below in Table 9. The table shows that revenue is relatively high, at well over 30% of GDP, including grants. Three quarters of this revenue is raised from domestic sources and this is used mainly for recurrent expenditure. Development expenditure is financed almost entirely by external finance, including grants and loans. The overall deficit has been between 5% and 10% of GDP in recent years and has been financed primarily by foreign loans on soft terms.

Table 9 shows that the current expenditure has been relatively stable at between 24.0% and 25.5% of GDP. Development expenditure has been more variable, with a large increase in 2009/10 and 2011/12, largely as a result of three factors:

- the response to the tsunami both from government and donors, which was sustained in 2010/11, but is expected to decline in the budget for the current financial year
- major expenditure on government buildings, which will not be sustained
- an increase in net lending due to the establishment of new government institutions, including the Land Transport Authority (LTA), Law Reform Commission (LRC) and Unit Trust of Samoa (UTOS)

Figure 9 Overview of Climate Relevant Public Expenditure (Samoa)

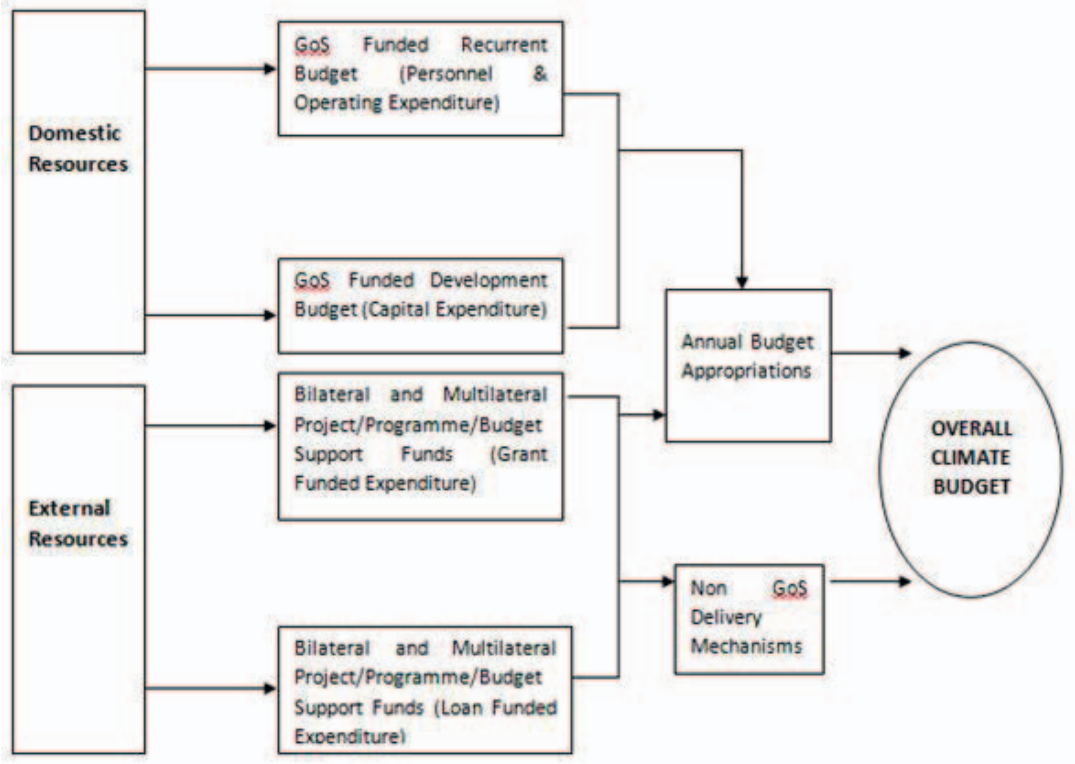


Table 9 Financial Operations of Central Government, 2007/08 – 2011/12 (SATm)

	Actuals 2007/08	Actuals 2008/09	Actuals 2009/10	Actuals 2010/11	Budget 2011/12
Total Revenue and Grants	**454.9**	**492.0**	**525.2**	**567.2**	**549.0**
Total Revenue	378.0	381.4	372.4	423.8	415.7
Tax	330.2	324.7	324.8	346.0	370.6
Non Tax	47.8	56.7	47.6	77.8	45.1
External Grants	76.9	110.7	152.8	143.4	133.3
Total Expenditure & lending minus Repay	**476.5**	**552.5**	**631.7**	**664.6**	**689.5**
Current expenditure	372.4	358.8	347.0	374.8	440.6
Development expenditure	96.2	182.1	273.8	272.9	194.7
Net Lending	7.8	11.7	10.9	16.8	54.2
Current surplus/deficit (-)	**5.6**	**22.6**	**25.4**	**49.0**	**-24.9**
Overall surplus/deficit (-)	**-21.6**	**-60.5**	**-106.6**	**-97.4**	**-140.5**
Financing	**21.6**	**60.5**	**106.6**	**97.4**	**140.5**
External financing (net)	12.5	44.6	144.8	82.7	90.3
Disbursement	28.5	60.4	160.1	100.6	108.8
Amortization	16.0	15.8	15.3	17.9	18.4
Domestic financing (net)	9.1	15.9	-38.2	14.7	50.2
Banking System	11.9	2.2	-82.9	10.3	0.0
Nonbanks and others	-2.8	13.7	44.7	4.4	50.2
Memorandum items (as % of GDP)					
GDP millions	1459.1	1422.0	1448.2	1503.4	1630.2
Total Revenue and grants	31.2	34.6	36.3	37.7	33.7
Of which tax and non tax revenue	25.9	26.8	25.7	28.2	25.5
Expenditure and net lending	32.7	38.9	43.6	44.2	42.3
Current expenditure	25.5	25.2	24.0	24.9	27.0
Development expenditure	6.6	12.8	18.9	18.2	11.9
Current balance	0.4	1.6	1.8	3.3	-1.5
Overall balance	-1.5	-4.3	-7.4	-6.5	-8.6
External financing (net)	0.9	3.1	10.0	5.5	5.5
Domestic financing (net)	0.6	1.1	-2.6	1.0	3.1

Source: Samoa Bureau of Statistics, Ministry of Finance

Table 10 presents the budget and actual expenditure for the last three years. Actual current expenditure has been between 25% and 30% below budget levels for the past three years, reflecting shortages in financing associated mainly with lower than expected non-tax revenue and, to a lesser extent, tax revenue. The apparent difficulties in budgeting for revenue therefore mean that departments are unable to fulfil their full

Table 10 Summary Government Budgets 2008/09 to 2011/12 (in SATm)

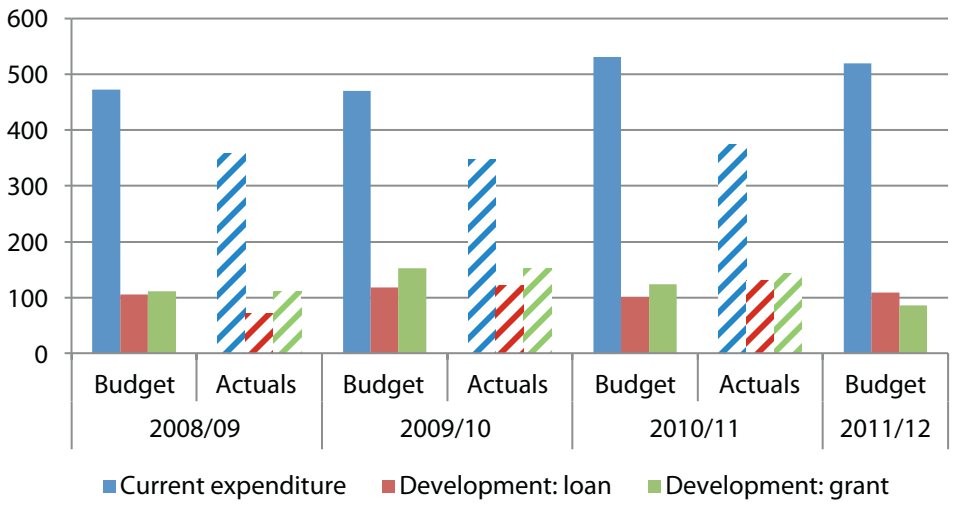
	Budget	Actuals	Budget	Actuals	Budget	Actuals	Budget
	2008/09		2009/10		2010/11		2011/12
Total Revenue and Grants	**577.4**	**492**	**551.7**	**525.2**	**605.7**	**567.2**	**549**
Total Revenue	466.7	381.4	398.9	372.4	481.9	423.8	481.92
Tax	325.9	324.7	345.4	324.8	369.9	346	370.6
Non Tax	140.8	56.7	53.5	47.6	112	77.8	45.1
External Grants	110.7	110.7	152.8	152.8	123.8	143.4	127.7
Total Expenditures	**689.2**	**552.5**	**741.1**	**631.7**	**756.3**	**664.6**	**689.5**
Current expenditure (Non-Development)	473.1	358.8	469.9	347	531.6	374.8	519.9
Development expenditure	216.1	182.1	271.2	273.8	224.7	272.9	194.6
- Grant	110.7	110.7	152.8	152.8	123.8	143.4	85.9
- Loan	105.4	71.4	118.4	121	100.9	129.5	108.7
Current surplus/deficit (-)	**-6.4**	**22.6**	**-71**	**25.4**	**-49.7**	**49**	**-37.98**
Overall surplus/deficit (-)	**-111.8**	**-60.5**	**-189.4**	**-106.6**	**-150.6**	**-97.4**	**-140.5**

Source: Samoa Bureau of Statistics, Ministry of Finance

budget commitments on recurrent spending. Assessing whether this affects climate expenditure disproportionately would require more detailed study.

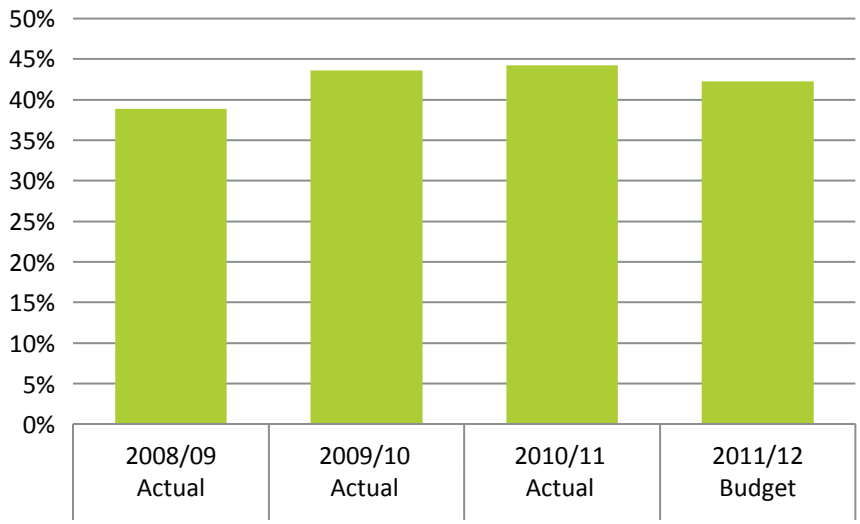
For development expenditure, the relationship between actual and budget expenditure is more complicated. In 2008/09, the execution rate (ie the proportion of the budget estimate that was actually realised) for the development budget was 15% below the budget. In 2009/10, the increase in development spending associated with the tsunami was achieved in practice, reflecting the commitment of government and donors

Figure 10 Trends in Overall GoS Budget and Expenditure 2008/09 to 2011/12 (SATm)



Source: Samoa Bureau of Statistics, Ministry of Finance

Figure 11 Government Expenditure as % of Gross Domestic Product



Source: Samoa Bureau of Statistics, Ministry of Finance

to respond effectively to the disaster. In 2010/11 the actual development spending exceeded the budget by 20%, again reflecting the commitment to tsunami relief. The 2011/12 development budget showed a reduction of about 10% with a significant switch from grant to loan sources.

The increase in actual development expenditure in 2009/10 resulted in a significant increase in public expenditure, expressed as a percent of GDP, from about 39% to about 43%, as shown in Figure 11, which includes both domestic and external funding. This level was maintained in 2010/11. The budget for 2011/12 foresees similar levels of spending, but the execution rate for domestic spending will have to improve substantially, if this is to be achieved.

Financing of Expenditure

This section provides an overview of financial issues facing Government. Over the last four years Government has consistently increased its spending on recurrent expenditure. Development expenditures have mainly been financed through external sources i.e. grants and loans and external resources play an important part in the annual government budget process.

Further detailed analysis of external resources in Table 11 indicates the following.

- External resources as a percentage of overall budget expenditure has hovered around 25-40% over the last four years.
- The majority of external resources have been grant based. The share of grant and loan financing in the budget shows no clear pattern, but there is a tendency for the share of loan financing in actual disbursement to increase. This may have been caused by delays in disbursement for grants, but it may also be distorted by some large programmes, including the difficulty of budgeting for the tsunami recovery. The increase in loans in 2011/12 could be partly explained by a desire to fully utilise Samoa's status as a Least Developed Country before graduation to Developing Country status in 2014, after which the loans will become more expensive.

Revenue and Other Measures

The government adopts a wide range of measures to encourage adaptation and mitigation, beyond those that require expenditure. These include taxes and subsidies, licensing and other regulations. The role of regulations and licensing is beyond the scope of the CPEIR.

Table 11 Analysis of External Resources 2008/09 to 2011/12

	Budget	Actual	Budget	Actual	Budget	Actual	Budget
Analysis of External Resources	**2008/09**		**2009/10**		**2010/11**		**2011/12**
	SAT (millions)		**SAT (millions)**		**SAT (millions)**		**SAT (millions)**
Overall Budget Expenditures	**689.2**	**552.5**	**741.1**	**631.7**	**756.3**	**664.6**	**714.4**
External Resources as % of Overall Budget/Expenditure	31%	33%	37%	43%	30%	41%	27%
Comprising:							
Grants	110.7	110.7	152.8	152.8	123.8	143.4	85.9
Loans	105.4	71.4	118.4	121	100.9	129.5	108.7
	216.1	**182.1**	**271.2**	**273.8**	**224.7**	**272.9**	**194.6**
% Split of Eternal Resources							
Grants	51%	61%	56%	56%	55%	53%	44%
Loans	49%	39%	44%	44%	45%	47%	56%

Of particular interest is the approach to incentives encouraging fuel efficient vehicles, which include the following policies.

- Fuel taxation raised SAT 31m in 2007/08, or 8% of total domestic revenue. This is roughly equivalent to the level of climate expenditure, although there is no suggestion of any linkage between the two. Fuel taxation reduces consumption and hence contributes to mitigation. The limited international evidence on the long-run price elasticity of demand for fuel suggests that it is typically about -0.1 in developed countries and a bit higher in developing countries. If fuel taxation in Samoa increases prices by 30%, then, with an elasticity of -0.15, this would result in fuel consumption being 4.5% lower than without taxes, with a corresponding contribution to the reduction of emissions. This would mean that about 4m litres less fuel would be used, resulting in savings of about 10,000t of CO2, worth about US$ 150,000 at current trading prices.
- Vehicle imports are affected both by import duties and by licensing policy. With import duties constrained by World Trade Organisation rules, Samoa has turned to licensing policies to encourage the purchase of more fuel efficient vehicles.
- Unusually, in Samoa, the recent decision to change from driving on the right to the left was taken partly to improve fuel efficiency, since it will make it easier for Samoa to import newer used vehicles from Australia, New Zealand and Japan.

6.2 Climate Expenditure

Data Sources

The definitions used for classifying public expenditure are described in section 5.1.

The main sources of data for the financial analysis to date have included the PSIP, the Annual Budget Estimates 2006-2011 and the list of Aid and Loans Project/Programmes. These have provided a database of basic figures for relevant expenditures.

The data suffer from the fact that limited data were available on actual spending. For recurrent expenditure, actual data were available only for two years. For development expenditure, actual annual spending was available only for 69 of the 138 climate relevant programmes. For those development programmes without actual data, it was assumed that the commitments were fully disbursed and distributed equally through the life of the programme. This assumption is unsatisfactory, but seems the best available option and

Figure 12 Development Expenditure: Official Statistics and CPEIR Database

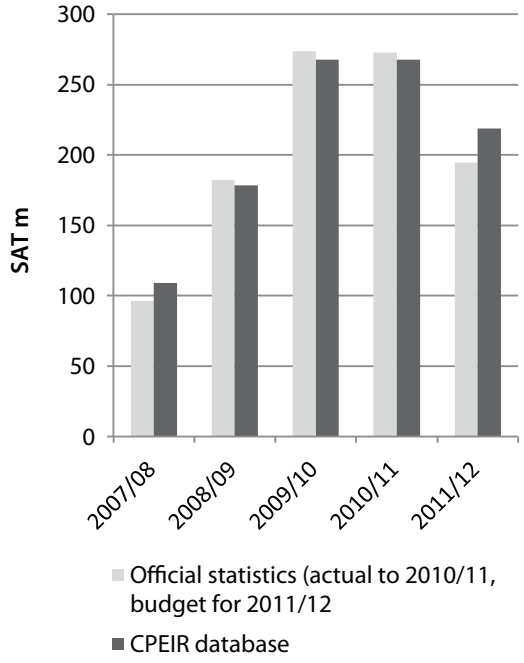


Figure 12 shows that the resulting estimate is remarkably close to the actual disbursement total included in the government accounts.

Climate Relevance

The CPEIR classification methodology involves assigning a percentage to each category of climate relevance, to reflect the share of programme expenditure that is climate relevant (ie contributes directly to mitigation and/or adaptation). This technique is particularly appropriate for programmes that have a conventional objective, with an added climate change dimension, such as the extra costs involved in climate proofing infrastructure or in designing facilities to contribute to mitigation. It is more difficult to apply for programmes that have mixed objectives, notably in livelihoods programmes, where economic objectives generate both immediate reduction in poverty and improved household resilience. The weighting technique makes the following assumptions:

- for all high relevance programmes, 80% of spending is climate relevant
- for mid relevance programmes, 50% of spending is climate relevant
- for low relevance programmes, only 25% of expenditure is climate relevant

These assumptions allow a single weighted estimate of climate change expenditure to be calculated, which gives a single aggregate indicator of the climate sensitivity of public expenditure.

Total Climate Expenditure

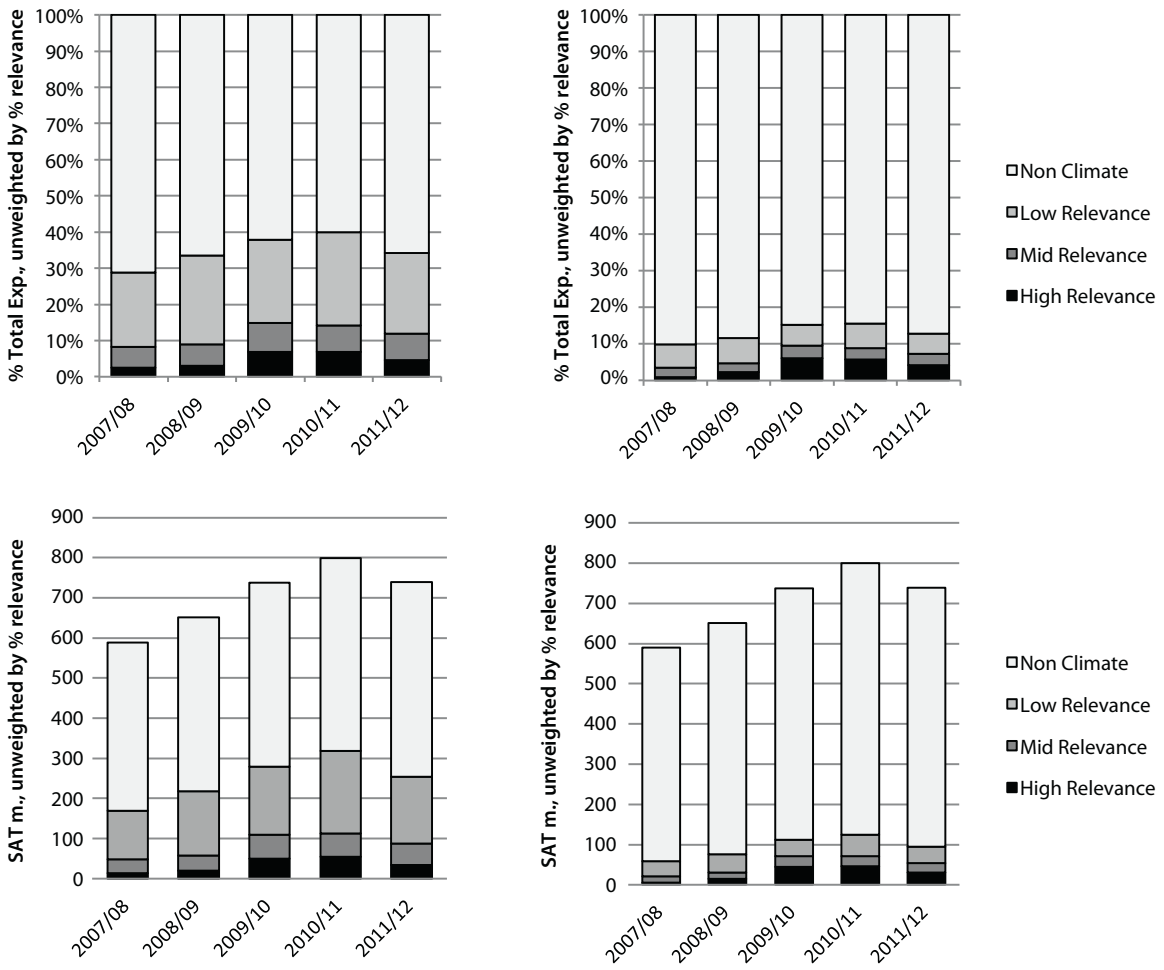
The top left graph in Figure 13 presents climate spending as a share of total spending over the last five years, along with the budget for the current financial year. The figures include both recurrent and development expenditure. There was a steady increase in climate relevance from 2007/08 to 2009/10, particularly affecting mid relevance and high relevance programmes. In 2010/11, the total climate relevant spending remained at about 42%, but there was a growth in high and low relevance programmes and a decline in the share of mid relevance programmes. The available evidence for 2011/12 suggests that there will be a decline in climate relevance to about 37% of total spending.

The top right graph in Figure 13 presents the share of total spending that contributed directly to mitigation or adaptation, after applying the assessment of percentage relevance. This rose from about 10% in 2007/08 to over 16% in 2009/10 and 2010/11. However, it is likely to fall to less than 14% in 2011/12, based on current budgets and development commitments. These levels of climate finance are high compared with the other countries, reflecting the importance of adaptation to Samoa and the fact that there is significant mitigation activity, partly because of the coincidence of economic motivation and mitigation motivation.

Recurrent Climate Expenditure

The classification of domestic programs with climate dimensions was undertaken at the level of outputs, which correspond closely with divisions. Actual data for recurrent expenditure was available for 2008/09 and for 2009/10. For the other years, budget data was used. The data covered all three delivery budget mechanisms (ie

Figure 13 Total Climate Spending by Climate Relevance



Note: the left hand graphs show the percentage and total expenditure without applying the % relevance scores, whilst the right hand graphs show the results after applying the scores.

Source: CPEIR database

outputs delivered by ministry, outputs delivered by third parties; and transactions made on behalf of the State).

The recurrent expenditure was classified as high, mid, low and no relevance in discussion with the MOF team, based on the methodology presented in chapter 5. The full list of domestic expenditure programs used for the classification process is presented in Annex 4, which presents unweighted budget expenditures and the associated classification and weight.

The classification of recurrent spending presents particular problems because budget and actual figures are only available at output level. Outputs are generally aligned with divisions, and each division normally has only one output. In most countries with well-functioning public finances, one would expect expenditure data to be available at least one level below, to enable more detailed activities to be defined and managed. However, in Samoa, it is perhaps appropriate to manage the budget at a more aggregate level, because the government is small.

Because of the relatively aggregated nature of expenditure data, the changes in climate relevance of recurrent expenditure in the CPEIR are thus determined en-

tirely by whether the more climate relevant divisions are receiving a higher share of the recurrent budget. In practice, changes in the climate share of recurrent expenditure will probably be affected more by the extent to which divisions succeed in making their recurrent activities more climate relevant. At present, there is no system for assessing the changing climate relevance of expenditure within divisions.

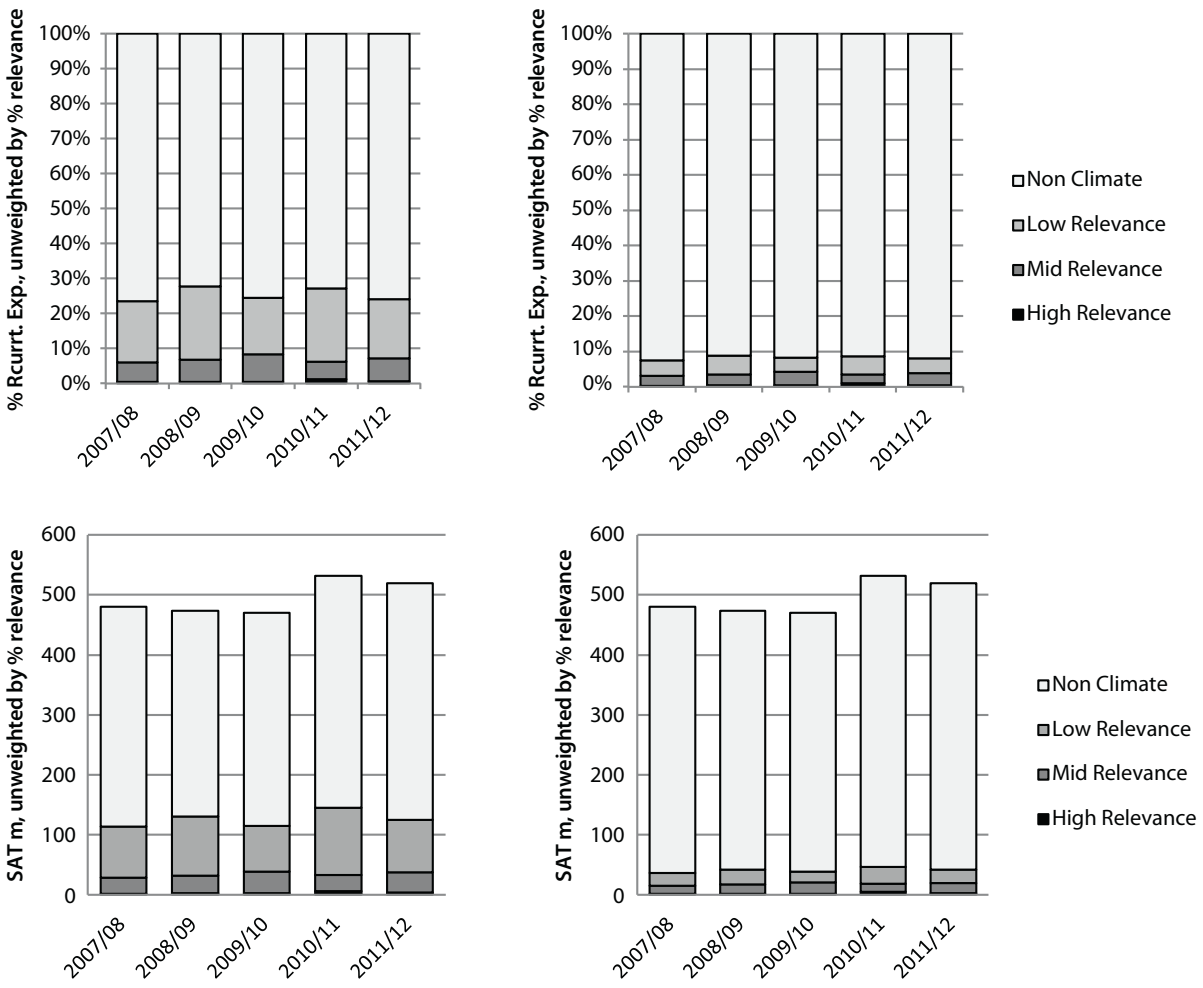
The result of the classification is reflected in the figure below, which suggests that the climate relevance of recurrent expenditure is much lower than that of development expenditure, as would be expected. Furthermore, the large majority of recurrent climate expenditure is low relevance.

Development Climate Expenditure

For development programmes with climate dimensions, the classification was undertaken as follows:

- Manual extraction of data for all development programmes from the existing databases in Ministry of Finance, including: the Aid and Loans Database; the Public Sector Investment Programme 2009; the Government Finance One system; and the Ap-

Figure 14 Recurrent Expenditures – Level of Climate Relevance, 2007/08 to 2011/12



Note: the left hand graphs show the percentage and total expenditure without applying the % relevance scores, whilst the right hand graphs show the results after applying the scores.

Source: CPEIR database

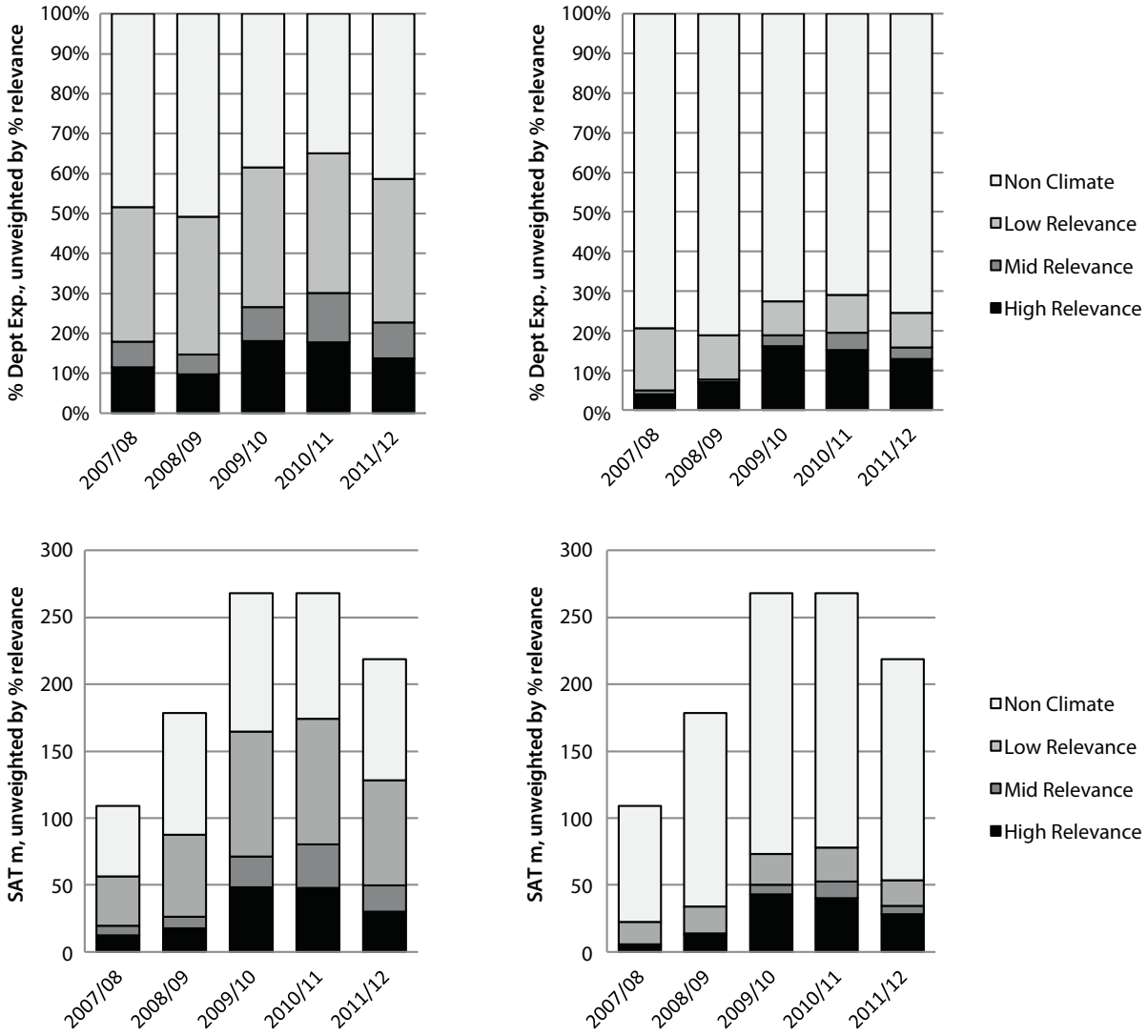
proved Budget Estimates for 2008/09 to 2011/12.

- Consolidation of all development programmes into a master database for classification. This database was discussed in detail with MOF, who provided details on actual expenditure for 69 programmes. For those programmes without any data on actual expenditure, the analysis assumed that the committed expenditure would be fully disbursed in equal annual amounts through the life of the programmes.
- Classification of development programmes with MOF.

For development expenditure, the classification identified 138 development projects and programmes with some degree of climate relevance, as shown in Table 12 below. A detailed list is highlighted in Annex 5. All these programmes are externally funded.

The result of this classification process is reflected in Figure 15 below. Between 2008/09 and 2010/11, the share of development expenditure with some degree of climate relevance grew from 30% to 57%, with most of the growth coming in mid and high relevance proj-

Figure 15 Development Expenditures – Level of Climate Relevance, 2008/09 to 2011/12



Note: the left hand graphs show the percentage and total expenditure without applying the % relevance scores, whilst the right hand graphs show the results after applying the scores.

Source: CPEIR database

Table 12 Preliminary Classification of Development Programmes

Indicative Relevance	Number of Programmes
High	18
Medium	44
Low	76
Total Number of Programmes	138

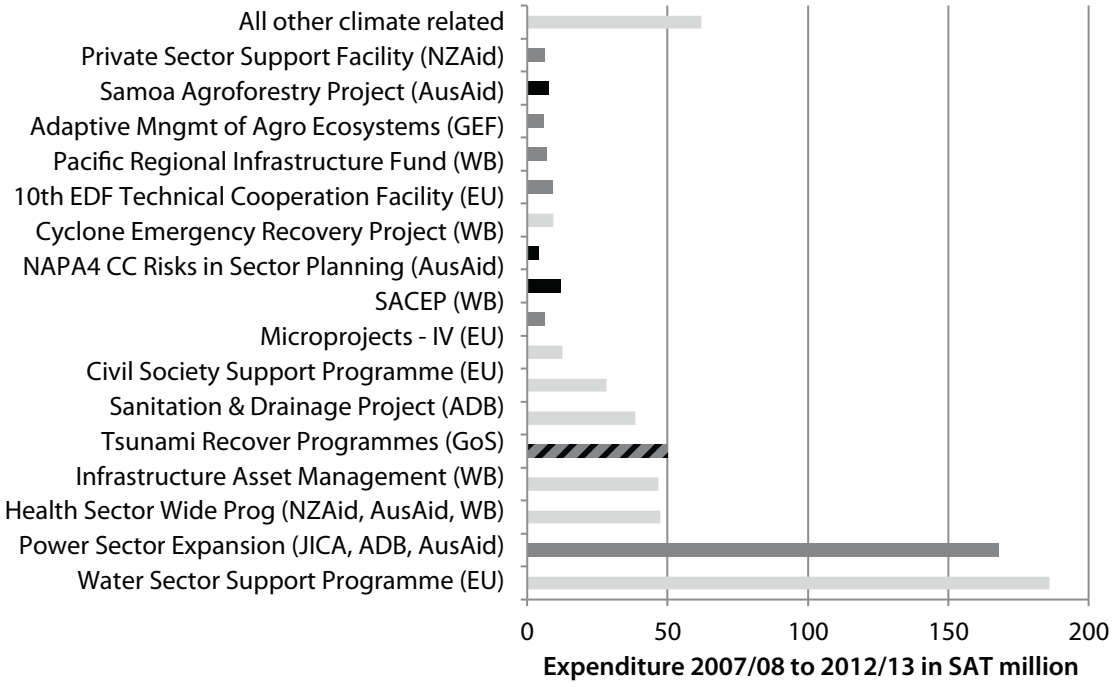
ects. The pattern in the current year is similar to that last year. The available information for 2012/12 suggests that high relevance programmes will remain at a similar level, with some expansion in mid relevance programmes being slightly more than offset by a marked reduction in low relevance programmes.

Samoa typically has about 100 development programmes active in any year. Over the last 5 years, the largest 2 programmes have accounted for 50% of climate relevant development expenditure and the largest 7 programmes have accounted for 70% of climate relevant expenditure and the largest 17 have accounted for 91%. The smallest 121 programmes therefore account for one third of total expenditure. Figure 16 presents the spending on the largest 17 programmes.

There are three programmes in the budget that have involved climate expenditure of more than SAT 5m over the last 4 years, after applying the climate change weighting: LTA Road Operations (SAT 17.9m); LTA Operations – Savaii (SAT 8.6m); and MAFF Crops, Research, Commercial Development and Advisory (SAT 5.7m). Counterpart contributions, tax and duty on donor projects is in the MOF budget and has cost over SAT 30m. Grants and subsidies to SWA and EPO are each SAT 3.3m of climate expenditure. Four of the MNRE budget outputs each receive more than SAT 3m of climate budget: Environment Services; Forestry Management, Planning and Research Services; Meteorological, Hydrological, Geological and Geophysics; and Sustainable Water Resources Management.

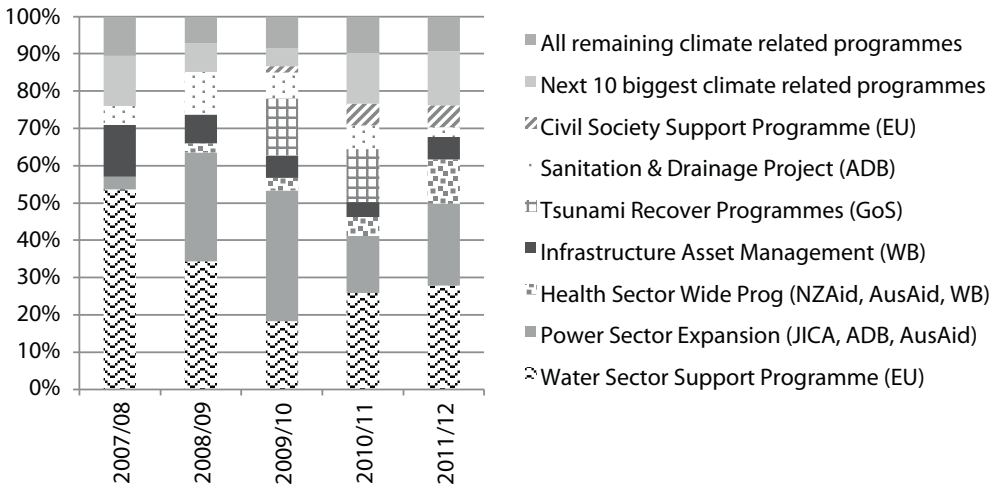
A few large and important programmes greatly influence the annual patterns of climate spending. The

Figure 16 The Largest 17 Climate Relevant Programmes



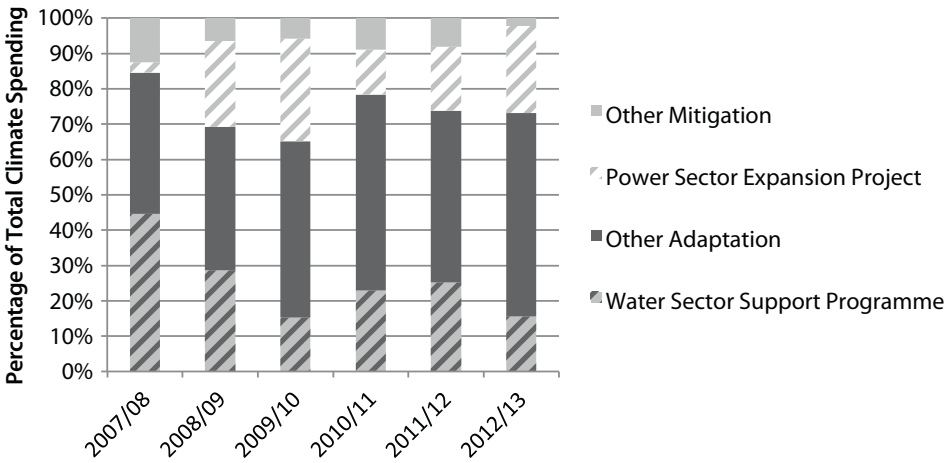
Notes: black shaded programmes are high relevance, mid-grey are mid relevance and light grey are low relevance. The hatched bar (for tsunami recovery) includes some high and some mid relevance.

Figure 17 Phasing of Expenditure on the Largest Programmes



Note: the figures should be treated with some caution. Figures for actual expenditure are only available for less than half the programmes and are mostly only available from 2008/09. The figures are therefore a mix of actual expenditure and annualised commitments.

Figure 18 Adaptation and Mitigation



largest programmes accounted for over 50% of climate spending in the first three years of the period, but have fallen to between 40% and 50% in the latest three years. This is partly the result of the increase in spending on tsunami recovery.

Adaptation and Mitigation

The share of total climate spending that is devoted to adaptation, as opposed to mitigation, has varied from over 80% in 2007/08 to 65% in 2009/10, as presented in Figure 18. The figure also shows the contribution of the two largest programmes, one of which is for mitigation and the other for adaptation. The changes in the two largest programmes dominate the balance between adaptation and mitigation.

The dominance of adaptation is to be expected in developing countries, which have limited funds available for mitigation and where adaptation is a more urgent concern. It is particularly understandable in Samoa which has limited opportunity to engage in some international modalities for promoting mitigation, such as the CDM and REDD.

Box 4 Treatment of the Two Largest Programmes

The Water Sector Support Programme and the Power Sector Expansion Project account for about half the total development expenditure on climate change. Because of this, the CPEIR analyses the project documents for these two programmes in some detail to assess whether it is possible to provide a more accurate classification of climate relevance.

The **Water Sector Support Programme** (WaSSP) is expected to involve spending of about SAT 186m in the six years from 2007/08 to 2012/13. Assessing the climate relevance of the WaSSP poses particular challenges because it is implemented as sector budget support and is managed by GoS. The programme includes no earmarking of expenditure to activities and there is no intention or attempt to assess whether certain activities have received more expenditure as a result of the programme.

The WaSSP programme document identifies total funding needs for the period 2007/08 to 2012/13 of SAT 130m for development and SAT 202m for recurrent costs, with funding coming from a wide variety of donors, including EU, ADB, NZAUD, AusAID, JICA, GEF and others. In addition to the MTEF programme document, the WaSSP funds are guided by the Water Sector Plan (2008), which includes costings that are almost exactly the same as the Water Sector MTEF. The Water Sector MTEF and Plan contain some guidance on the activities to be supported, identifying four sub-sectors, with expenditure allocated as follows:

- sector orientation (2.9% of total costs), covering sector planning and policy, low relevance
- water resources (5.9%), including water quantity management (1.6% - low relevance), water quality management (2.4% - low relevance) and watershed management (1.9% - mid relevance)
- water use (70%), including urban water supply (5.6% - low relevance), rural water supply (48.6% - mid relevance), hydropower (16.9% - high relevance) and irrigation (0.3% - mid relevance)
- wastewater (21%). including sanitation/sewerage (8.3% - mid relevance), drainage (8.3% - mid relevance) and wastewater disposal/treatment (3.6% - low relevance)

The above assumptions suggest that the WaSSP is comprised of 16.8% high relevance activities, 67.1% mid relevance and 16.1% low relevance. Mitigation accounts for 16.8% and adaptation for the remaining 83.2%.

Whilst the programme document provides some guidance on expected spending, there is no clear reporting within GoS on how the funds are used and the EU does not require this reporting, provided that the agreed performance indicators are met.

The **Power Sector Expansion Project** (PSEP) is implemented in a more conventional project manner, with a project document identifying US$ 100m of expenditure, equivalent to about SAT 220m, of which about SAT 45m are allocated for contingencies and financing charges. The CPEIR database estimates that SAT 168m will have been spent in the six years from 2007/08 to 2012/13. The project document identifies a list of 4 core sub-projects and 17 candidate sub-projects. These can be grouped into the following seven categories, which can then be classified according to climate relevance.

- improving the transmission network (7 sub-projects accounting for 19%) – low relevance mitigation
- metering and payments (1 sub-project, 7%) – mid relevance mitigation, because it reduces electricity usage, although the primary motive is revenue collection
- sector and project management (5 sub-projects, 8%) – low relevance and assumed to be 80% mitigation and 20% adaptation
- hydropower (2 sub-projects, 15%) – high relevance mitigation
- conventional generation (3 sub-projects, 33%) – low relevance adaptation
- reducing emissions and adapting to biodiesel (2 sub-projects, 9%) – high relevance mitigation
- moving cables underground (3 sub-projects, 9%) – high relevance adaptation, because the main motivation for putting cables underground is to protect from storms

Using these costings and classifications suggests that 59.4% of the PSEP will be low relevance, 7.3% will be mid relevance and 33.3% will be high relevance. For adaptation and mitigation, the classifications above suggest that the climate funding is 89.2% mitigation and 10.8% adaptation. The database contains 4 sources of funding for the PSEP and it is assumed that the above proportions apply to each source of funding, both for degree of relevance and division between mitigation and adaptation.

6.3 Impact of Climate Change Expenditure

Assessing the impact of climate change expenditure is outside the scope of the CPEIR. However, as experience with climate funding evolves, there is increasing international interest in the impact of that funding. The reporting of this impact could provide the basis for identifying indicators for budget support that is linked to impact, rather to policy reforms. Whilst it is reasonable to consider that emissions could be used as an indicator of mitigation impact, there is, as yet, no agreed methodology for measuring climate resilience that could be used as a basis for budget support for adaptation.

The EACC study for Samoa (World Bank 2010) estimated the costs of adaptation that is designed to protect from cyclones with a 10 year return period and a 50 year return period and compared this with the reduction in damages that would be provided by the adaptation. The analysis covered 7 key sectors (coastal protection, infrastructure, housing, health, agriculture, fisheries and NAPA projects). For adaptation that protected from cyclones with a 10 year return period, the annualised cost rose to $ 4.7m by 2050 and the damages avoided by the adaptation were $ 10.7m lower than without. The benefit cost ratio of adaptation was therefore about 2.3, which is roughly comparable with the returns that are normally required for development programmes.

The UNDP have been undertaken a cost benefit analysis of 3 projects, selected to represent a range of climate related programmes (Arena, forthcoming). Provisional conclusions include the following:

- The first analysis reviews a study undertaken by SOPAC to examine the options for Flood Risk Reduction Measures for the Lower Vaisigano Catchment Area, which is one of the largest catchments affecting Apia. The options include hard and soft responses to flood risk. The new analysis undertaken by UNDP examines the impact on the original cost benefit analysis of changes in the frequency of extreme rainfall events, as projected in the 2011 SRES report. The analysis suggests that the NPV of net benefits from reduced damages increases from SAT 5.4m with no climate change to between SAT 5.9m and 6.6m, depending on the climate change scenario. This suggests that climate related benefits are 15% of the benefits that would occur without climate change.
- The Pacific Islands Greenhouse Gas Abatement through Renewable Energy Project (PIGGAREP) promotes the use of renewable energy as a means of reducing GHG emissions. The analysis considers the benefits from installing solar PV panels costing $ 3.6m and concludes that the benefits excluding emissions are $ 5.1m and that the benefits from reduced emissions add $ 0.7m to the benefits, increasing benefits by 13.5%. The Benefit Cost Ratio is 1.4 without climate change and 1.6 with climate change.
- A study on Energy Loss Reduction for Electric Power Corporation of Samoa was conducted in 2002, to review options for reducing energy losses. In this case, the effect of climate change on project benefits was smaller, because many of the benefits of the proposed changes are associated with labour savings. The net benefits of the proposed activities increase from $ 1.46m to 1.52m, which is an increase of less than 4%.

The above analysis suggests that the climate proofing of programmes involving flood protection and GHG reduction is likely to add between 4% and 15% to programme benefits. This gives some indication of the likely optimal share of climate funding in total funding, although there are other factors that also need to be taken into account. Thus, in order to draw firm conclusions on this it would first be necessary to analyse in more detail the components of the programmes that are climate sensitive and to assess whether relatively small levels of additional climate proofing provide higher than normal rates of return to government.

6.4 Scenarios of Future Climate Change Funding

In recent years, Samoa has received between SAT 30m and SAT 50m ($15m to $20m) of high relevance climate funding. This may be divided into three types.

- About half of the high relevance funding is associated with the components of three large programmes

that have high climate relevance (see Box 4): tsunami recovery (which are high relevance); the Power Sector Expansion Project (which has some large mitigation that are high relevance); and the Water Sector Support Programme (which has some high relevance support for hydropower).

- The global climate funding from GEF and PPCR should amount to between SAT 20m and 25m per year, when the PPCR is operational. Contributions for the GEF have been running at between SAT 2.5m and 4.5m per year and the PPCR should reach about SAT 20m per year, when the investment projects start to be implemented.
- Dedicated climate projects from bilateral donors are providing about SAT 8m per year, with AusAID running at about SAT 3m to 5m and JICA at about SAT 4m.

The prospects for global climate funding are still unclear. The major new funding sources for targeted climate funding, such as the Fast Start Funds and the Green Climate Fund, are still evolving. International discussions are considering both the problems encountered with recent climate funding (notably through the slow disbursement of the GEF and PPCR in many countries) and the extent to which existing climate funding is adequate to meet needs. The current discussions recognise the potential value of direct access by national entities to the global funds, whilst also recognising the role of innovative instruments, often involving the private sector. These could include, for example, support for extending insurance cover beyond the levels that can be provided by the private sector.

Internationally, actual disbursement of climate funding in recent years has been limited largely to the GEF, including LDCF, which has disbursed about $40m per year globally over the last 10 years. In the next few years, climate funding is likely to be boosted substantially by the PPCR, which should disburse over $250m, if approved projects proceed as planned. Samoa has received over 5% of global LDCF funding and Samoa's share of PPCR commitments is about 3% of global commitments[8].

The PPCR is intended as a temporary programme to prepare for the FSF and GCF. In theory, the targets for the FSF and the GCF mean that global funding for climate change will increase more than tenfold, compared to the levels provided by the LDCF and PPCR. However, Samoa will receive a much lower share of these funds than of the LDCF and the PPCR. Some indication of Samoa's possible share of FSF and GCF funding is given by Samoa's current share of total global overseas development assistance (ODA), which is about 0.1%. If this share was applied to the FSF, then Samoa could expect to receive about $10m annually from the FSF, which would involve roughly doubling the current funding from the LDCF and PPCR. In theory, the GCF and other modalities involved in the $100bn could involve a further substantial increase in climate funding. However, the modalities for this are still very unclear and it seems likely that much of the funding will come through private sectors sources and depend on innovative sources of funding (eg air transport levies, increases in carbon price and levies on trading schemes, CDM etc) and leverage of private sector latter may not work as well for Samoa as for larger countries. Recent experience suggests that mid income countries will capture a large part of the GCF, so that Samoa could receive a much lower share than 0.1%.

Three scenarios for future funding are considered with assumptions presented in Table 13 below. The first scenario is a continuation of the current situation. Two different levels of increased expenditure are considered, the first involving a twofold increase in dedicated climate funding and the second involving a threefold increase. Both the low and high increase scenarios also involve some deepening of climate relevance of mainstreamed development programmes. Key features of the two scenarios for increase are as follows.

Low Increase. Access to dedicated global climate funds will move from the current provisional arrangements (ie LCDF and PPCR) to the new FSF funds. Whilst the new FSF will make much more available globally, the scenario assumes that Samoa will attract a much lower proportion of the global total. The scenario also assumes new bilateral and regional commitments. In the mainstreamed climate element of development funding, it is assumed that

8 See http://www.climatefundsupdate.org/

the climate share of spending increases from 25% to 30% for low relevance and from 50% to 55% for mid relevance.

High Increase. Access to dedicated global climate funds is increased as the GCF takes over from the FSF. There is also a further increase in climate funding from bilateral and regional sources. Increases in climate relevance of development programmes are achieved by adding low relevance climate dimensions to 10% of non-climate programmes and by 10% of low relevance programmes becoming mid relevance.

6.5 Conclusions

F 6.1 About 15% of public expenditure in Samoa is directly concerned with adaptation and mitigation. Although the CPEIR methodology is slightly different in other countries, Samoa appears to have a relatively high level of climate expenditure. In view of this, it is useful to assess whether Samoa is getting close to the optimal levels of climate funding. It is not possible to set a definitive figure for this optimal level, however, some indication is provided by the analysis of climate benefits that has been piloted as part of this CPEIR. This suggests that the proportion of benefits that are associated with adaptation or mitigation are typically around 15% of the total benefits. Assuming that the projects are typical and are designed so that the climate and non-climate elements of expenditure both give similar returns, this suggests that the optimal share of total funding that should be associated with climate change is also about 15%, in those sectors.

F 6.2 The figures suggest that the climate share of total expenditure is lower for recurrent expenditure than for development expenditure. Furthermore, the large majority of recurrent climate expenditure is of low relevance. High relevant climate expenditure has been less than 1% for recurrent expenditure and between 12% and 16% for development expenditure.

F 6.3 The proportion of development funding that has some level of climate relevance has normally varied between about 45% and 55% of total spending, except in 2008/09, when it was only 30%. The share of development funding that is high relevance has grown strongly until 2010/11, but is likely to decline somewhat over the next two years.

F 6.4 The large majority of climate spending is on sectoral adaptation actions, which is one of 52 strategies defined in the National Climate Policy (NCP). Like the NCP, the NAPA also focused on climate services, although this is dominated by the infra-red weather radar project. The classification does not pick up the possibility that many large adaptation programmes will contain smaller components that address the climate services priorities raised in the NCP and the NAPA.

F 6.5 Total high relevance expenditure from 2006/07 to 2012/13 is almost the same as the total costs identified in the NAPA (ie SAT 18m). When looking at only high relevance climate expenditure, actual

Table 13 Indicative Future Scenarios for Climate Funding

	Dedicated global climate funds	Bilateral and regional climate funding	Climate components of development funding
Current	$ 10m annually – high share (3% to 5%) of LDCF and PPCR	$ 3m annually – large from AusAID and JICA	$45m, of which about one third from mid relevance and two thirds from low relevance
Low increase – x2	Transition from high share of LDCF/ PPCR to a more normal share (0.1%) of FSF => additional $ 10m	New bilateral and regional commitments => additional $ 3m	Low relevance from 25% to 30% relevant and mid from 50% to 55% => additional $ 5m
High increase – x3	As above, but with higher levels of global funding associated with GCF etc => additional $ 20m	As above, but higher increase => additional $ 6m	As above, but with 10% of no relevance becoming low relevance and 10% of low relevance becoming mid => additional $5m

spending for forestry and biodiversity gets a much higher share than in the NAPA.

F 6.6 There is limited existing work on the impact of climate expenditure. However, some case studies undertaken for the CPEIR, combined with the work of the EACC study, suggest it is possible to undertake rapid impact assessments to provide rough estimates. These studies suggest that the proportion of economic benefits that are dependent on climate change may be between 5% and 15% of total benefits.

7. Climate Change at the Village Level

Samoa has only two government levels: national government and villages. Therefore, all government implemented projects, including those with a climate change dimension, are coordinated by the relevant National Agency and deal directly with individual villages.

Local governance is coordinated at the village level through traditional village councils made up of traditional village chiefs. The village councils are in most cases independent in their governance structures to the government, and this is recognised in the Constitution of Samoa.

The village councils meet on a monthly basis to determine important village needs and address issues for the future development and welfare of the community. These village councils are made up of matai (chiefs), representing each family within the village. A matai is selected by each family to be the holder of family title and is charged with providing leadership on matters pertaining to each family.

Matai are also the representatives of each family on the village council who preside over village's affairs. The village council is a traditional establishment that make rules and regulations on village affairs such as land tenure and distribution, keeping peace and order, beautification of the village, promoting and assisting with the implementation of government programs beneficial to community members. Since the village councils are not part of the statutory government structures, they are not paid employment.

Village rules and regulations in most cases are not part of the Government laws, but since the Village Fono Act 1990, several village councils have now registered their rules and regulations to ensure that their decisions are in line with Government Laws and are enforceable by the Judiciary.

Each village council is now linked to the government structure via the village mayor who is an employee of the Government. Village councils nominate a matai to be its village mayor (pulenuu) for a three year term. This pulenuu becomes a government employee, along with a women's representative and youth representatives.

As government employees, the main roles of the pulenuu are to ensure government programs are known in the villages and when needed, assist with the implementation of such programs on behalf of Government. The pulenuu therefore work with those projects that support climate adaptation and mitigation. The fact that pulenuu are elected for three years means that there is a constant need to refresh the familiarity of new pulenuu with climate change issues, but this also helps to spread awareness and understanding within the village. The Ministry of Women, Community and Social Development (MWCSD) is the main responsible Government Agency that facilitates the entry of any Government programs into the village representative.

All government programs, including programs dealing with climate change, use this process to initially engage communities. Independent of this is the direct access of village councils and different village groups to funding through non-government organisations, or aid programs given directly for the purposes of civil society activities.

7.1 Climate Change Knowledge at the Village Level

For more than 20 years, climate change awareness programs have been undertaken by the Government at the national level, while in some cases specific projects have been implemented at the village or district levels. Additionally, extreme climate related events such as cyclones, droughts, flooding, coastal erosion and sea level rise have been witnessed throughout the country, thus boosting the understanding of the general public on the impacts of climate change.

Based on the general climate change awareness program and the reality of the situation occurring in Samoa, there is a high level of general awareness within Samoa villages of climate change, especially with regards to the impacts. This is reflected in the fact that

many of the highest priority actions in village development plans are associated with adaptation. Adaptation and mitigation actions for climate change are mostly seen at the village level to be those relating to infrastructural measures undertaken by government, and links to the conservation of biodiversity.

The villages that have benefited from climate change awareness programmes have been selected partly by MWCSD, based on studies, and partly through more political engagement. Where these programmes have been selected, local knowledge of climate change is much higher than compared to villages where no specific projects have been implemented.

7.2 Funding Modalities for Climate Change

Financing adaptation and mitigation actions are the village level in Samoa undertaken in three main streams:

- government funded projects, which are funded either through the government budget, bilateral aid, or external grant and loans
- civil society funded projects, which are usually funded by outside donors, and are channelled directly to village communities
- village or family funded projects, which are mostly initiatives funded by village groups, village councils, or individual families, often through remittances or loans

There is no easily accessible central source of information about these projects and a substantial analysis would require a review of a wide range of projects. Some of the projects have good monitoring and evaluation documents, but many are relatively small and do not justify a major investment in detailed monitoring and evaluation.

Government Funded Projects

Government financed climate related projects are classified as climate public expenditure and implemented through one or more of the Government ministries with funding coming from either government budget, bilateral aid, external grants or government loans from the international financial institutions. This funding is included in the national expenditure analysis in Chapter 6.

The projects known in the local villages managed by government include seawalls, water supply networks, reforestation, agriculture diversification, agroforestry, biodiversity conservation, road relocations, bridges, school relocations and utilities. The projects are usually implemented in more than one village and there is no centralised information on the allocation of funds to villages or the composition of this expenditure.

Villages are widely consulted in the formulation of local development projects and, indeed, there are some reports that consultation may be reaching a level when it is becoming a burden. The existence of Coastal Infrastructure Management Plans and Village Social Development Plans also provides a basis of planning local development projects.

Villagers are generally required to participate in programme implementation, often by providing counterpart contributions in the form of labour. The financial and technical management of these projects are all coordinated through the national agencies.

Civil Society Expenditure

The second form of climate expenditure is through civil society groups. This expenditure is mostly donor driven but available for communities to access. Over the years, main climate related funding have been from NZAID, AusAID, GEF, EU, and recently, World Bank. Additional to the Aid donor community, Samoan communities have also been fortunate to access funding from some private foundations, and organisations. These sources of funding are made available directly to communities and administered by the CSOs.

The civil society climate programs are almost always linked to the donor preferences but with some intermittent cases where NGO's apply to funding based on the NGO's own Strategic Plan.

Funding from overseas governments earmarked for civil society is funnelled through the Samoa Umbrella NGOs (SUNGO), and there is usually some level of Samoan government involvement through a steering committee, like the existing GEF/UNDP's small grants program and the CSSP, funded by EU and AusAID. Plans are in place for other bilateral donors to use this established system

Over the past seven years, funding to civil society programs for climate change has increased as well the number of donors contributing. Most of these funding have been in the form of general funds for environmental programs, but the UNDP/AusAID Community-based Adaptations Pilot program is the only specific one targeting climate change. In this program, funds were provided to nine villages around Samoa to support village based adaptation measures, which included infrastructure, soft options of replanting, and awareness programs. Around USD$ 500,000 has been committed although not all this has been spent to date. The funds are manage by the NGOs and village councils and administered by the CSSP

The GEF's Small grants Program and NZAID's Pacific Environment Fund (PEF) is another major environmental funding program that has a climate change window in its financial support. There is no centralised record of the proportion of these funds that are allocated specifically for climate change, but a broad estimate is that between USD$ 300,000 –USD$ 500,000 has been spent since its inception in 2005 for climate change related activities, primarily for soft option adaptations and mitigation projects.

In 2010, the Civil Society Support Program was launched with combined funding from EU and AusAID for civil society in Samoa. Of the three funding rounds given, around SAT 1,000,000 has been allocated for water related projects which are directly related to impacts of climate change.

Other examples of direct funding to communities include the Seacology Foundation and Global Greengrants Fund which has given approximately $100,000 over the past 5 years to environment projects with elements of climate change.

Community Fund Raising

The third funding stream for climate expenditure at the local level comes from the communities and individual families themselves, often associated with commitments of family labour. These include the relocation of primary schools from coastal areas after they had been damaged by cyclones or coastal erosion. It also includes the relocation of some churches to higher elevation from the coastal areas. Since these local based programs are not funded by government, communities usually undertake fundraising themselves and manage the implementation of such programs. The regular maintenance of village access roads away from the main government roads are also financed by local village councils.

At the family level, one can also classify the relocation of homes ruined by cyclones along the coast as climate related expenditure. This is financed by families themselves or through remittances from families living outside of Samoa. Additional to relocation of homes is the servicing of family plantations and farms. Some families purchase cars to enable family members to access inland areas for plantations and farms.

Community or family driven climate expenditure on adaptation is wide ranging in cost and timeframes as it depends on the availability of funds. As a general assumption, and using anecdotal information collected during the study, the level of climate expenditure at the family level ranges from around none to SAT 20,000 a year. Village support projects which can be attributed to climate adaption or mitigation such as relocation of schools, churches or access roads and utilities ranges from SAT 20,000 to SAT 50,000 per year.

A considerable amount of the funding for big village developments such as schools, roads and churches, is financed through fundraising by Samoans overseas, and this is reflected in high levels of remittances on an annual basis. Remittances in Samoa account for about 20% of GDP, amounting to about SAT 300m. If the average expenditure from community funding were SAT 3m per year, it would therefore account for nearly 2% of all remittances. The large majority of remittances are private transfers amongst households.

The following table gives a rough indication of the level of annual financing that may be taking place at village level. These figures should be treated only as indicative as evidence is limited.

Table 14 Indicative and Subjective Assumptions of Village Level Climate Spending

	Estimated annual expenditure (SATm)
Government funded projects (eg 20% of total)	5.0 to 15.0
Civil society (including bilateral and GEF funding),	0.2 to 0.5
Community fund raising (eg SAT 20,000 per village)	2.0 to 5.0
Total	7.0 to 20.0

7.3 Translating National Climate Policies to Local Planning and Implementation

At the national level, the Government of Samoa has produced the SDS, NAPA, and several sectoral plans such as the Water Sector Plan and National tourism Plan for Climate Change and CIM Plans as a guide for its work at the national and local level.

As a result of these plans, several projects and programs targeting climate change have been implemented. These programs had varying degrees of community input depending on the needs. As an example, for the development of NAPA where technical information was mostly needed, the community involvement was mostly through civil society organisations with some targeted villages consulted extensively. The Samoa Infrastructure Asset Management (SIAM) program where Coastal Infrastructure Risk Management (CIM) Plans were produced required individual village and district consultations. As a result, an extensive consultation process for all villages of Samoa over a 5 year period was undertaken. Village inputs were provided as well as extensive participatory planning to identify climate risks for both public and village assets and produced plans identifying collective action needed for adaptation and mitigation measures according to the climate risks identified. The resulting CIM Plans identified areas for government as well as village and individual actions. Examples are presented in the CIM Plans, including the identification of areas that are at risk from cyclones, sea surges and tsunamis and which required relocation of homes and government infrastructure inland, as well as the construction of sea walls or other coastal protection approaches.

7.4 Conclusions

F 7.1 Villages are consulted widely in ministry, sector and national policies/plans. Most villages also have plans of their own (CIMPs and VSDPs) and these plans are generally climate sensitive. Villagers are aware of climate change, but sometimes use different language and concentrate on needs more than strengths.

F 7.2 Coordination of central government actions through the pulenuu is effective, though there are occasions when the pulenuu is bypassed. The pulenuu can support awareness of climate change, although there is a need to provide constant refreshment of information and understanding for newly elected pulenuu.

F 7.3 Financing climate action at the village level is through three streams: government programs; CSO programs; and direct family or village actions. Villagers themselves make a big contribution through remittances and loans.

F 7.4 There is a disconnect between private actions at the village level and national finance for adaptation.

8. Recommendations and Readiness Plan

8.1 Recommendations

This chapter presents recommendations that build on the findings presented in the chapters of the report.

Policy

R 1 *Integrating climate change into the SDS* (F 2.4). The SDS already has a chapter on climate change and this chapter will be strengthened in the new SDS. In subsequent versions of the SDS, MNRE and MOF should collaborate to ensure that climate change is addressed explicitly in the sectoral chapters of all the key climate ministries. This will be aided by the Sector Adaptation Plans currently being prepared. At some point in the mid to long term, the SDS is likely to include costings to provide clearer guidance on priority between sectors. When this happens, there will be an opportunity to tag climate spending in the costings and so to demonstrate the overall climate relevance of the SDS costings. This should help to demonstrate government mid and long term commitment to climate resilience and mitigation. However, these improvements to the SDS will involve a substantial commitment of scarce time and skills across government and there is no immediate urgency to make the changes from the perspective of climate policy.

R 2 *Replacing the NCP with the CCPP.* The NCP should be updated with the preparation of the CCPP. The CCPP should also replace the NAPA as the main guiding document for adaptation (F 2.4). To achieve this, the CCPP should provide a strategic policy context, whilst also providing estimates of costs associated with each of the main priorities (F 2.8). Strategies should be based on existing sector plans, adaptation plans and corporate plans and should cover recurrent and development activities. The costing should be realistic, but can also have an element of aspiration to increase total funding for adaptation and mitigation. The CCPP may like to consider the two scenarios for low and high increase as well as the current situation, as presented in section 6.4. The CCPP costings could then provide core costings that will involve a doubling of current climate financing plus an additional funding for second priority programmes that can be implemented if the higher increase scenario is realised. The CCPP should serve as Samoa's version of a National Adaptation Plan (NAP) that is being promoted internationally as the successors to NAPAs.

R 3 *Integrating climate change into sectoral policies and plans and corporate plans.* Because climate change policy is implemented by line ministries, it is important that sector plans are climate sensitive. This is currently being promoted by the preparation of Sector Adaptation Plans, which will play an important role (F 2.9). MNRE and MOF should jointly prepare guidelines for line ministries on how to ensure the sector adaptation plans lead to greater climate sensitivity in sectors and are not treated simply as a separate plan for finance that is dedicated to adaptation or mitigation (F 2.12). The increased climate relevance of sector plans should encourage ministries and agencies to build climate sensitivity in corporate plans. Where sector and corporate plans are costed (e.g. in MTEFs), they should include climate tagging, using the classification methodology introduced in the CPEIR and developed by MNRE and MOF, with the approval of NCCCT.

R 4 *Achieving a convergence between disaster risk reduction and adaptation*. Samoa's responses to climate and other natural hazard risks are being impeded by inefficiencies arising from the distinction between disaster risk reduction and climate change adaptation. In theory, disaster risk reduction is concerned with risks from present climate variability and extremes, whereas climate change adaptation is concerned with the increase in these risks and with the impact of trends in climate. In practice, programmes that aim to address current risks will also be adaptation programmes. Disaster risk reduction can therefore be seen as part of climate adaptation and the DMO should therefore be one of the most important members of the NCCCT.

R 5 *Moving from policy to implementation.* Over the last ten years, there has been a major investment in new policy and capacity building on climate change. There has also been considerable investment in the

implementation of policy for adaptation and mitigation. However, there is now an opportunity for implementation to take a larger share of resources. Projects that support new policy and capacity building should be encouraged also to support some implementation, even if this is of a pilot nature.

R 6 *Occasional sectoral analysis* (F 4.2 to F 4.4). In addition to the recommendations on sector policies and plans and costing, line ministries should consider some occasional analysis that includes an analysis of the climate sensitivity of the routine activities funded by recurrent expenditure. This occasional analysis could also synthesise the available evidence on the impact of adaptation and mitigation expenditure. See also recommendation R 17.

R 7 *Building a library of climate impact assessment and associated data* (F 6.6). There is still very little international assessment of the potential benefits to be gained from climate finance and no established methodology for assessing this. The pilot study undertaken by UNDP for the CPEIR gives some indication of how this analysis might be structured and demonstrates the importance of building a library of comparative data that can be used for the rapid appraisal of the climate component of programmes. It also demonstrates the challenges of undertaking this analysis in countries, such as Samoa, where there is large uncertainty in climate projections. The experience with EIA in Samoa (which are governed by the EIA Guidelines and Regulation) suggests that it will take some time for data and skills to be accumulated to a level that will make an assessment of climate related benefits a common feature of project appraisal. MNRE should promote a common standard for the climate projections to be used in climate impact assessment for project appraisal in Samoa.

R 8 *Making climate change a priority economic and social concern* (F 6.1). Climate change is often treated in Samoa as an environmental concern and considered to act as a constraint on economic and social development. Despite the impressive allocation of funds to adaptation and mitigation, climate change remains an emerging policy theme with variable interest at the sector level. The potential advantage of climate resilience to economic and social development needs to be more clearly understood and integrated in national strategy. At the same time, Samoa should give some consideration to the optimal level of climate expenditure. An assessment of the relative benefits achieved from climate spending and development spending suggests that the optimal share of climate spending in total spending is unlikely to be more than 20%, given all the other development priorities, including health and education which are typically the highest spending ministries and have limited climate relevance. It is therefore possible that Samoa will soon reach a situation in which the share of climate spending in total public expenditure is optimal and it would be one of the first countries in the world to achieve this. When this occurs the strategic focus will be to improve the quality of climate finance and at the same time to seek no and low regrets programmes that meet climate and development objectives. This should be incorporated into future SDSs.

Institutions

R 9 *Reactivating national coordination* (F 3.1). The current arrangements for national coordination of adaptation and mitigation are adequate. The process of preparing and approving development programmes through the CDC works well. The NCCCT is the right forum through which to supervise national climate policy and provide intersectoral coordination. It is appropriate that the NCCCT requires good collaboration between MNRE and MOF. However, it could be strengthened by more participation from NGOs, the private sector and technical specialists. The NCCCT needs a clear annual function in the planning cycle and a properly resourced secretariat, provided jointly by the CCU and CRICU.

R 10 *Monitoring as a tool for coordination* (F 3.3). The climate change agenda could be promoted by the preparation of a simple Climate Change Annual Monitoring Report (CCAMR), to be approved by NCCCT. The CCAMR should be produced jointly by MOF and MNRE, with CRICU providing a review of climate finance and CCU providing an update on climate policy, both nationally and internationally. The CCAMR should be approved by NCCCT and reviewed in the parliamentary committees for finance and for the environment. The

CCAMR should include tracking of climate expenditure, building on the methodology developed for this CPEIR. This could also be included as an SDS indicator.

R 11 *Cooperation with disaster management and energy*. The NCCCT has members from all line ministries involved in adaptation and mitigation. It is also important that there is good cooperation with the two other cross-sectoral bodies relating to climate change: the Disaster Management Office (DMO) and the National Energy Committee (NEC). In practice, it is often the same people who sit on these committees, so there is good understanding across the issues. However, there are risks that the specific actions taken may involve some duplication, creating additional work for the limited planning resources in line ministries. Cooperation between NCCCT, DMO and NEC needs to extend to operational coordination.

R 12 *Cooperation between MNRE and MOF* (F 3.4). Although there is some cooperation between MNRE and MOF, there is also an element of competition and their respective roles require clarification (F 3.3 to F 3.4). It is clear that MNRE has the technical understanding of climate change processes and the responsibility to manage some adaptation and mitigation activities. It is also clear that MOF has the responsibility to propose (subject to cabinet approval) the optimal allocation of resources amongst sectors, including those managed by MNRE and by other line ministries. To effectively undertake both of these responsibilities, good collaboration is essential and the tow ministries should develop a memorandum of understanding, or similar arrangement, to clarify roles.

R 13 *Climate legislation or regulations* (F 3.1). The role of the NCCCT needs to be strengthened by legislation and/or regulations that define its composition and mandate. This would include its role in approving climate strategy and in producing the CCAMR, as well as the use of the CCAMR in the budget process. Legislation and/or regulations will also be required to create any National Climate Fund.

R 14 *Engagement of parliament* (F 3.3). There is potential for more coverage of climate change issues in parliament. In particular, the proposed Climate Change Annual Monitoring Report should be reviewed in both the Finance and Environment Parliamentary Committees.

Managing Public Finance

R 15 *Capacity to manage increased climate funding* (F 4.5). Samoa has long advocated the need for development partners to better coordinate their efforts in support of climate change initiatives in Samoa. The immediate challenge for Samoa is to ensure that it has the capacity to manage the current levels of climate financing and the expected increase in this funding, both for dedicated climate finance and for the climate components of development finance. This will require some capacity building, notably in CRICU and CCU.

R 16 *Long term sustainable climate change financing framework*. Climate finance is currently provided through a wide range of modalities with no overall guidance or monitoring. Samoa should prepare a Climate Fiscal Framework (CFF) that provides this overall context and guides donors on how best to support adaptation and mitigation in Samoa. This should cover both dedicated climate finance and the climate components of all development finance. The CFF should present estimated expenditure levels as well as management modalities and responsibilities. The estimated expenditure levels need to be consistent with the macroeconomic framework and with the costing of the CCPP and costing work done for the SDS in the future.

R 17 *Climate relevance of recurrent expenditure* (F 4.2 to F 4.4). The most detailed level at which recurrent expenditure is recorded in the budget and government accounts is that of outputs, which are aligned closely with divisions. Thus, the analysis of trends picks up only the effects of changes in funding between outputs and does not assess changes in the activities of divisions or the extent to which divisions are successful in building adaptation and mitigation into their activities. Whilst this is a major shortcoming of the analysis, it is not practical to consider introducing a more detailed level of analysis, solely for the purpose of improving the identification of climate finance. When the reform and improvement of PFM systems enables more detailed tracking of expenditure, this can be exploited to improve the identification of climate expen-

diture. As an alternative to the introduction of more detailed systems, line ministries should undertake an occasional internal review of the climate relevance of recurrent spending. This should take place at least every 5 years for the key climate ministries. This review would promote awareness within the Ministry and more widely and would encourage prioritisation of climate resilience within the ministry, thus strengthening arguments for funding climate related activities. See also recommendation R 6.

R 18 *Climate screening new programmes* (F 4.5). There are a range of techniques being developed internationally to screen new programmes for climate resilience. These include techniques such as Robust Decision Making that is designed to deal with planning under uncertainty. In Samoa, the key document for programme appraisal is the form submitted to the CDC and this should be adapted to better capture the relevance of CC at the initial stage of development. This should involve introducing an additional section for the form, to be filled by any project claiming climate relevance. This additional section should include the requirement to classify funding as high-mid-low climate relevance. It should also include the opportunity to present impact information on the CDC form, although this should be initially optional for smaller and medium size programmes to avoid overloading programme designers and creating delays.

R 19 *Reactivate the PSIP.* The improvement in project screening should lead to improved climate relevance of programmes. The PSIP should be reactivated to provide systematic guidance to donors and so to realise the full value of improved project appraisal.

R 20 *Budget Support and a National Climate Fund.* Box 2 reviews international experience with budget support and describes the challenges faced in introducing it to support adaptation and mitigation. There are examples where capacity building programmes are managed through the budget, and it may be possible to introduce such a programme in Samoa. This may be facilitated when MOF achieves NIE status. However, at present, there are no clear models of how budget support would be used to provide comprehensive support for mainstreamed climate expenditure across government, except in support of policy reform. The current experience with sector budget support demonstrates the critical importance of having clear impact indicators. Whilst this may be possible for mitigation, there are other international funding modalities being developed for mitigation. For adaptation, no impact indicators are currently available. As a temporary measure, whilst these models are being developed, Samoa should consider setting up a National Climate Fund (NCF). This should be managed largely through the budget, but with some earmarking for activities to ensure additionality. Earmarked activities should be strictly consistent with national policies and should use CDC project forms and the government financial and procurement systems, as much as possible. The NCF should help to pool donor support and so to reduce the problems of coordinating scheduling and avoiding duplication and gaps. The majority of funds should be used for implementation, rather than capacity building, and this implementation would be done by the appropriate line ministries and agencies. Funds should be available both for full financing of high climate relevance programmes and for part 'top-up' funding of mid climate relevance programmes that have climate resilient components. Funding should be available to respond to national disasters, but there should be a cap on this to ensure that the NCF can provide continuity of funding to adaptation and mitigation programmes, even in years when a national disaster is declared.

R 21 *Private sector contributions to climate finance.* The CPEIR was unable to assess the extent of private sector financing for adaptation and mitigation. The SCCI is undertaking some initial consultation on this, but a more detailed study is required. This is particularly important because many of the new modalities envisaged under the GCF will require private sector participation.

Village Level Climate Finance

R 22 *Filling gaps in climate financing at the village level* (F 7.4). There is already considerable funding for adaptation at the village level, including from central government and through CSOs and community groups. These programmes work well and involve effective coordination between government and local

communities. The work done on local development planning has involved strong participatory assessment. However, many of the problems arising from climate change affect individual households and these have limited scope for receiving financial support. There is a need for more a specific funding stream providing direct transfers to individual families to address targeted activities, including impact of flash floods, relocation, village building, housing and water tanks. The delivery of this should build on CSSP mechanisms. Disaster response should be eligible, provided that funding is not available from national disaster response funds.

8.2 Readiness Plan

The above recommendations form the actions required to achieve a first Climate Fiscal Framework that will provide balanced guidance for domestic and external funding of adaptation and mitigation. Most of the actions can be achieved in the next few years. A few need to take place only intermittently, when strategies are refreshed or when there is a need to address emerging concerns. Figure 19 summarises a Readiness Plan presenting the timing of the various actions involved. Dark shading signifies discrete timed outputs, whilst light shading indicates more continuous activities.

Immediate Actions. The finalisation of the CCPP is the critical task for the immediate future, over the next 6 months. It should be possible to obtain consensus across government on the refinement of policy covering mitigation and adaptation. Most challenging will be the first assessment of costs. It should be accepted that the first version of this in the CCPP will be an initial indication of costs and that it will be subject to revision, possibly during a mid-term review of the CCPP, which should be timed to coincide with any review of the SDS.

In addition to the work on the CCPP, there is an immediate requirement to define more precise proposals for a National Climate Fund. This requires more detailed assessment than was possible during the CPEIR, including an assessment of the proposals for establishing an NIE and an evaluation of experience with GEF and the PPCR.

It should also be possible, during the remainder of 2012, to make progress on improving the CDC form with clearer guidelines on how to assess climate relevance. Progress on this should wait until the lessons from all pilot CPEIRs are learnt, as this should provide valuable information on how to define climate expenditure, both to allow monitoring of trends and to build towards effective operational performance indicators.

Mid Term Actions. The current work on Sector Adaptation Plans should be completed over the mid-term. This will provide the necessary basis for making longer term improvements to the budget process to enable it to be used to manage climate mitigation and adaptation in an effective and efficient manner. The Sector Adaptation Plans should also form the basis for longer term work within line ministries on improving the quality of climate expenditure, including the monitoring of impact.

The reactivation of the PSIP should take place in the medium term and inclusion of climate analysis in the PSIP should give donors updated orientation on their support for climate mitigation and adaptation, building on the CCPP.

The first pilot activities for an NCF funding modality that aligns spending more closely with the budget should take place in the medium term and it should be possible to include some NCF expenditure in the 2013/14 budget.

The study on private sector climate expenditure should be undertaken during 2103 and this should help to broaden climate policy and to prepare for more effective climate policy covering not just expenditure, but also revenue and regulations.

The study on options for implementing a direct transfer scheme to households through villages should be undertaken in 2013.

On-going Work. In addition to the specific short and mid-term tasks above, there will be a need for continuous involvement in the evolution of sector plans. In particular, on-going coordination of climate and disaster management policy and programmes will be nec-

essary. MNRE will need to provide technical guidance to line ministries to assist with this work.

The preparation of the CCAMR will take place annually and will contribute to the consolidation of climate issues in the national budget process. Preparation of the CCAMR will help to ensure cooperation between CRICU and CCU and to crystallise the different roles played by these two units.

Another on-going and long term task is the steady improvement in the understanding of the impact of expenditure, starting with the development of consensus on methodology and extending into actual measurement of impact and acceptance of performance indicators that may eventually be used in the government's output budgeting systems.

Lead Institutions, Milestones and Costs. The Readiness Plan includes an indication of the lead institutions. In some cases, the lead institution is the implementing institution, whilst in others it is only a coordination institution that needs to work closely with other institutions. This is the case for those actions in which NCCCT or MOF take a coordinating role and line ministries implement much of the work.

Figure 19 Readiness Plan

Rec	Actions	2012				2013				2014				2015				2016				Lead Institution	Milestones	Cost (SAT '000)
		1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4			
	Policy																							
R1	Integrate climate into the SDS																					EPPU	Cost tables in next SDS	150
	Complete Sector Adaptation Plans																					MNRE	SAPs	200
R2	Develop CCPP to supercede NCP																					CRICU	Approval of CCP&P	100
	Tag CC spending in CCPP and sector costings																					MOF	CC spending table in plans	
R3	Integrate CC into sector plans																					MOF	Sector plans	
R4	Convergence of disaster and climate policy																					Joint	Policy documents	
R6	Occasional sectoral climate functional reviews					whenever new boost is required																NCCCT	Funcational Review Report	200
R7	Building a library of impact studies																					CRICU	Studies	200
R8	Integrate climate and development policy																					MOF	New SDS	
	Institutions																							
R9	Mandate NCCCT for all climate, not just NAPA																					Cabinet	Cabinet directive	
R10	Production of CCAMR for CCP&P																					CRICU	CCAMR	50
R11	DMO and NECC produce chapters in CCAMR																					DMO/NECC	Chapters in CCAMR	50
R12	Cooperation between MNRE and MOF																					CRICU/CCU	Quarterly meetings	
R13	Climate Legislation or regulations																					MNRE/MOF		
R14	Parliamentary committees to discuss CCAMR																					Parliament	Validation of CCAMR	
	Public Finance Management																							
	MOF study to define details of NCF																					CRICU	NCF study	
R15	Capacity building in CRICU and CCU																					CRICU/CCU	Training and recruitment	50
R16	Finalisation of climate finance framework																					CRICU		
R18	Revisions to CDC form and guidelines																					EPPD	Revised guidelines and form	0
R19	Reactivation of the PSIP																					EPPD	TA/CAP for CC table in PSIP	0
R20	Present NCF to High Level Donor Forum																					MOF	HLF presentation	0
R20	Pooling of donor funding for NCF																					CRICU	NCF accounts	
R20	NCF match-funding for climate components																					CRICU	NCF accounts	
R20	NCF funding for high relevance projects																					CRICU	NCF accounts	
R21	Study private sector climate expenditure																					CRICU	Study	100
R22	Study CC direct transfer scheme for villages																					CRICU	NCF Study or separate study	50

The milestones are mostly in the form of reports. In practice, the reports are of limited interest in themselves and it is the implementation that determines the success of the action.

The final column of the Readiness Plan gives an indication of the costs of the actions, excluding the actual costs of climate finance. These costs are highly indicative, for instance they do not include the costs of the routine work of officials. Where there are significant additional tasks to perform, it is assumed that government institutions will outsource the work.

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Annex 1 National Climate Policy

Policy Objectives	Strategy
1. Promote public awareness and improve stakeholder understanding of climate change	• Determine the public's level of understanding of climate change so that climate change programs can be better targeted. • Highlight the causes and effects of climate change and the concept of GHG emissions • Explain the concept of climate mitigation and adaptation • Conduct public awareness through educational and awareness programmes such as seminars, workshops and training courses. • Continue awareness programmes like the National Climate Change Awareness Day • Incorporate climate change into school curriculum • Target specific groups such as communities, young people, and students
2. Strengthen the management of climate change information	• Collect and compile information databases for national planning and development • Determine stakeholder attitudes towards climate change mitigation and adaptation • Highlight the benefits of energy efficiency actions • Analyse climate change information and make readily available to stakeholders • Disseminate information using all means including websites • Use data as the basis for management plans and policy formulation to ensure informed decision-making • Undertake researches in the cause and effect of climate change and its impacts on various sectors of the economy
3. Build capacity on national response to climate change	• Identify priority capacity needs for both climate change adaptation and mitigation • Conduct capacity building initiatives through training workshops and seminars and community consultation • Build national capacity to adapt to the impacts of climate change • Build national capacity to mitigate the effects of climate change • Develop relevant capacity through the transfer of technology and skills • Carry out pilot projects to acquire necessary skills • Undertake community-based projects and conduct case studies to document the lessons learned and best practice • Enhance community resilience to the impacts of climate change • Incorporate the funding of climate change programmes into the national budget

Policy Objectives	Strategy
4. Implement mitigation measures to reduce greenhouse gas emissions causing climate change	• Work closely with relevant sectors to monitor GHG emissions • Update the national GHG inventories • Explore Samoa's involvement in carbon trading • Promote Clean Development Mechanism projects to reduce GHG emissions • Promote mitigation actions in sectors including: energy supply; industry; buildings; transportation; waste; agriculture; and forestry • Promote energy efficiency measures in the following sectors: energy supply; industry; buildings; and transportation • Develop new hydro power plant and improve the efficiency of existing generators • Develop other sources of renewable energy such as solar, wind and ocean • Work closely with relevant stakeholders to promote the use of renewable energy and energy efficiency • Integrate climate change adaptation programmes into national development and prepare management plans for effective implementation • Promote relevant technology transfer to support adaptation activities • Implement energy efficiency initiatives in the energy supply and transportation sectors through medium-sized projects funded by the Global Environment Facility (GEF) and Italy respectively • Implement the Pacific regional renewable energy project coordinated by SPREP • Implement the Pacific regional sustainable transport project coordinated by SOPAC • Provide financial incentives to encourage climate change mitigation actions
5. Implement adaptation measures to protect Samoa from the impacts of climate change	• Implement the NAPA through a GEF-funded medium-sized project • Promote adaptation actions in sectors including: water supply; agriculture; forestry; fisheries; human health; coastal zones; infrastructure, and natural ecosystems • Promote relevant technology transfer to support adaptation activities • Incorporate climate change policies and standards into national planning and environmental assessment • Implement the national coastal infrastructure management plans • Implement community-based coastal adaptation projects through small grant schemes • Implement the Pacific regional climate change adaptation project coordinated by SPREP • Use the coastal asset management plans to guide village-based adaptation activities • Provide financial incentives to support climate change adaptation actions
6. Establish a regulatory framework to facilitate the national responses to climate change	• Enact new climate change legislation to enable national adaptation and mitigation actions • Monitor compliance with national climate change policies and standards • Provide financial incentives for research and development in climate change • Formalise the Climate Change section under the Meteorology Division of MNRE, funded under its annual budget • Collaborate with international development partners to help meet Samoa's obligations under the UNFCCC and Kyoto

Annex 2 NAPA Status as at 2008

Priority 1: Water Sector – Securing community water resources. Objective: to improve the quality, accessibility and availability (quantity) of Samoa's water resources for all communities.

- GoS has initiated a strategic approach to the implementation of its NAPA, aiming to avoid duplication and to ensure each of the sectors is funded through the most appropriate avenue.
- Project Profile 1 is effectively being implemented by the work currently being undertaken in the Samoan water sector. Most notably, this includes the Water Sector Support Programme which is funded by the European Union for US$20million.
- The Water for Life Sector Plan and Framework for Action (2008-2012) recently established has been identified as one of the major goals of the Strategy for the Development of Samoa 2008-20012. Under this Framework, all water-related projects are aligned ensuring that objectives of each of the projects do not replicate the outcomes of other projects. Thus, the highest priority of the NAPA is developed through this sector wide approach whereby it develops and implements adaptation measures to impacts of climate change within the sector.
- Other initiatives that continue to have implications for Project Profile 1 include the UNDP–GEF International Water Project which aimed at improving water catchment areas which are the source of the bulk of freshwater supplies in the country. Given the significant number of water-related activities already underway in the water sector, the Government has made a strategic decision to not pursue additional funding for NAPA Project Profile 1. However, every effort is being made to ensure the Water Sector's adaptation needs are addressed through existing and planned activities as expressed in the National Water Resources Management Strategy (2007-2017).

Priority 2. Forestry Sector – Reforestation, rehabilitation and Community Forest Fire Prevention Program. *Objective: to protect, rehabilitate and increase the resilience of coastal lowland and inland forests*

- Like the Project Profile 1, Project Profile 2 has also been left out of the NAPA implementation process because it is being addressed primarily through the proposed agro-forestry project to be implemented in partnership with the Australian Government (AusAID). There is also enough investment under the Sustainable Land Management Project which is being funded by the GEF to address this Project Profile 2. In recognition of both the existing projects and planned projects, funding for both these particular Project Profiles 1 & 2 have not been sought through the LDC Fund or from any other donor agency due to the reasons outlined above. The government of Japan has recently donated more than SAT 3 million worth of heavy machinery and equipment to boost reforestation of deforested lands which has been identified as one of the major causes of GHG emissions in the country. The project was launched in June 2010 received an initial grant amounting to $8.6million

Priorities 3, 4 and 5. Health, Climate Services (Early Warning) and Agriculture. Integrated Project. *Objective: to increase the resilience of communities in Samoa to the adverse impacts of climate change through targeted adaptation interventions in three thematic areas: (i) health, (ii) climate early warning systems, and (iii) agriculture and food security.*

- The GoS has prepared an integrated project proposal to implement adaptation activities in three sectors as identified in the NAPA, Project Profile 3 on Climate Health; Profile 4 on Climate Early Warning System (CEWS); and Profile 5 on Agriculture and Food Security.
- The decision to develop an integrated adaptation project is based on the recognition of the inter-connectedness of climate change impacts and vulnerabilities that make it difficult to address one sector in isolation from another. Thus an integrated adaptation project, funded by the LDC Fund, will help to advance adaptation across these three sectors. CEWS is at the core of Samoa's adaptation programme as it provides the required climate information to guide the adaptation actions by the other sectors.
- An expected result, therefore, is the successful integration of relevant agricultural, health and meteorological data to better facilitate adaptation processes to climate change impacts.

Priority 6. Land use planning. Zoning and strategic management planning. *Objective: to implement zoning and strategic management planning*

- Land Use Planning is treated the same as the first two Project Profiles, to be addressed under other existing programmes. It will be covered under a UNDP-funded project on Sustainable Development Planning in Vaitele with total funds of US$1 million. The primary objective of this Project Profile 6 is developing a Sustainable Management Plan that will address land use zoning and strategic planning

Priority 7. Coastal sector. *Objective: to implement CIM Plans for highly vulnerable districts*

- Samoa has addressed coastal zone protection under the PACC project which will run for 5 years from 2008.
- There are quite a number of linkages that can be made between PACC and other projects that are being implemented in the region.
- PACC was the first UNDP project in the Pacific to access the Special Climate Change Fund, managed by the GEF. This project will demonstrate long – term adaptation measures to increase the resilience of key development sectors in the PICs to the impacts of climate change.

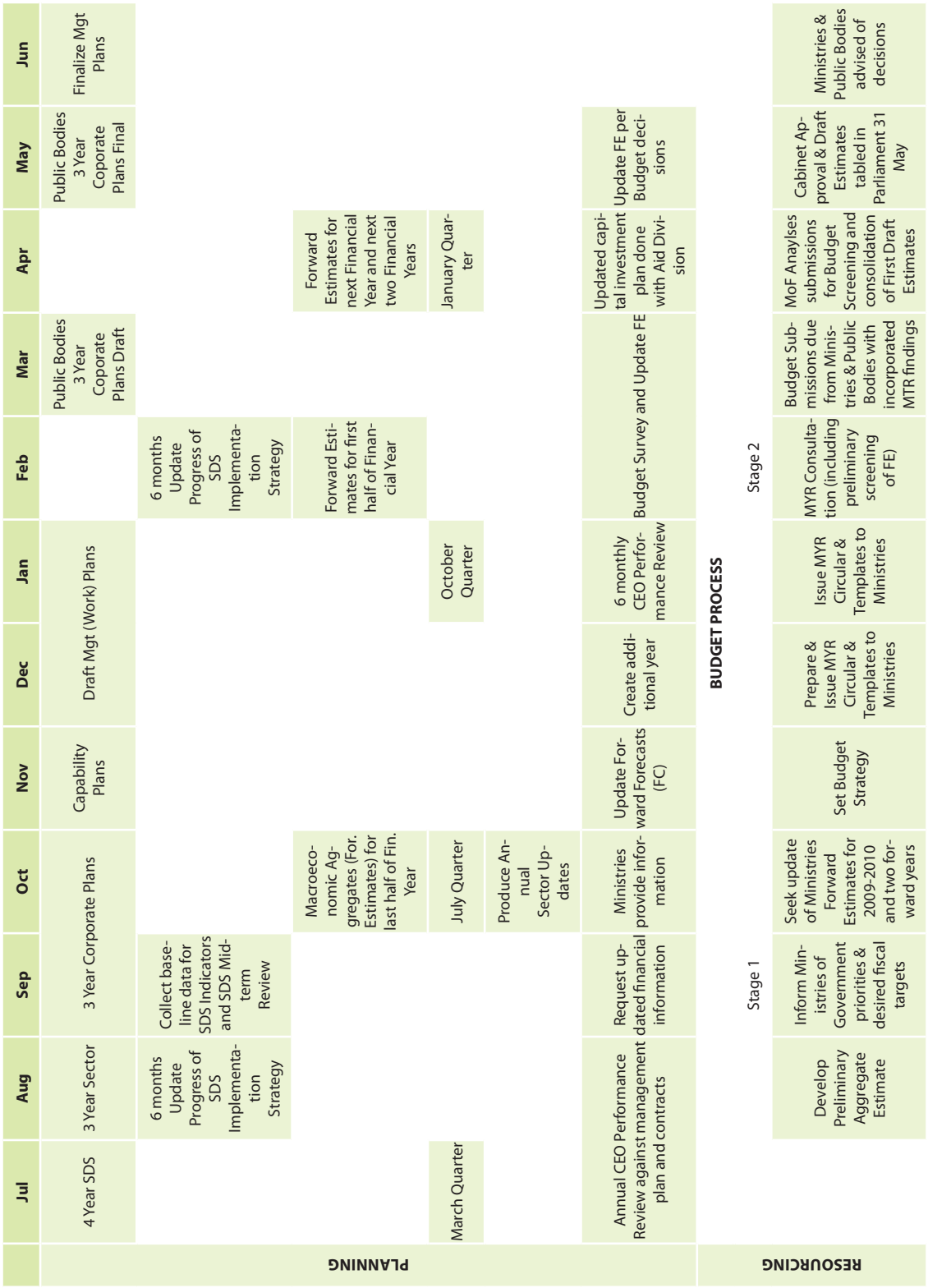
Priority 8. Village communities and biodiversity. *Objective: to establish and strengthen community-based conservation programmes for the protection of highly vulnerable terrestrial and marine biodiversity*

- Activities under this Project Profile will aim to establish MPAs to protect certain species to benefit fish management and to protect full ecosystems, rare habitat, or nursing grounds for fish.
- The Protection of these areas will increase the numbers and diversity of marine life and improvement of the overall health of the system. One of the key outputs from these activities is the establishment of new MPAs and using lessons learnt from existing MPAs to improve the adaptive capacity of the ecosystem to climate induced changes.
- Until the ICCRIF, there was no programme in place to promote ecosystem management as a mechanism for enhancing the resilience of village communities that are vulnerable to extreme climatic events. Funded by the GEF, the ICCRIF will help coastal communities establish agro-forestry systems to protect against the impacts of climate change. Protection and rehabilitation of natural resources remains an under-utilized mechanism for reducing exposure to extreme climatic events. A major agro-forestry project by AusAID will help reduce agro-deforestation and enhance the capacity of communities to manage natural resources.

Priority 9. Tourism. *Objective: to promote sustainable tourism through climate proofing of sector assets and the promotion of greenhouse gas abatement*

- Improving Samoa's tourism planning to ensure tourist developments do not further undermine the resilience of village communities and natural systems that are being exposed to increasing range and severity of climate impacts is a goal for this sector. New tourist development will be thoroughly assessed to ensure they do not exacerbate existing climate change impacts such as increasing coastal erosion, more frequent flooding and storm-surges. Climate proofing Samoa's tourist infrastructure will, therefore, be vital to the long-term viability of this industry, ensuring it continues to support the national economy in a manner in which it was intended. Other aspects that would improve tourism sector sustainability include the development of standards for tourist facilities and services. In 2011, the Samoa Tourism Authority (STA) with funding from AusAID developed a Tourism Climate Change Adaptation Strategy for Samoa (NTCCASS), the first sector to do so. As part of the NTCCASS development a climate change risk assessment was carried out identifying sites and infrastructure that are vulnerable to climate change and other natural disasters.

Annex 3 Integrated Management Cycle Flow



	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun
RESOURCING	Output Reviews May to October			Results of Output Reviews presented to CEO/ MOF and PSC				Finalization of outputs & performance measures	Applications for Community Service Obligations from Public Bodies		Output Reviews May to October	
	DEVELOPMENT AID COORDINATION											
			1st round						2nd round			
			Request Dev. Partners to update commitments, disbursements & forecasts	Collate information & circulate to Budget and Planning	Inform Ministries of Dev. Partner projections + request budget details + info on any other projects	6 monthly reviews of all aid programs		Request Dev. Partners to update commitments, disbursements & forecasts	Ministry submissions on Dev. Partner project funding. Collate, compare & finalise the figures.	Produce updated capital investment plan in coordination with planning	6 monthly reviews of all aid programs; confirmation of forward aid programs	
ACCOUNTABILITY	Monthly financial and GPS reporting 5 working days after month end											
	6 Week rolling Cash Forecast (MOF Bank Accounts)											
				Sep Quarter fin Report (30 days)			Mid-Term Review	Mid-Term Report end February		Mar Quarter fin report (30 days)		
		Annual Financial Report (June Quarter)				PAC Hearings						PAC Budget Hearings
	report (15 days)			* Qtly output report (15 days)				* Qtly output report (15 days)			* Qtly output report (15 days)	
	CEO Contract Reviews			Ministry/Public Body Annual Reports								
	Monitoring of Public Bodies Performance & Community Service Obligations											
		Public Bodies qtly perf report (6 weeks)	Report to Cabinet and Shareholding Ministers on Qtly Performance of Public Bodies	Public Bodies qtly perf report (6 weeks)	Report to Cabinet and Shareholding Ministers on the Quarter Performance of Public Bodies	Report to Cabinet and Shareholding Ministers on the Annual Performance of Public Bodies	Public Bodies qtly perf report (6 weeks)	Report to Cabinet and Shareholding Ministers on the Quarter Performance of Public Bodies		Public Bodies qtly perf report (6 weeks)	Report to Cabinet and Shareholding Ministers on the Quarter Performance of Public Bodies	

Annex 4 List of Domestic Expenditures used for Classification (unweighted by CC %)

Ministry	Description	Classification	CC%	2008-2009	2009-2010	2010-2011	2011-2012
	Outputs Delivered by Ministry:						
MNRE	Policy Advice to the Responsible Minister	L	25%	538,651	499,623	858,679	1,025,230
MNRE	Ministerial Support	L	25%	737,530	613,168	737,221	805,875
MNRE	Land Management	M	50%	876,148	862,017	984,656	1,047,179
MNRE	Land Technician Services	L	25%	833,045	717,715	813,251	819,069
MNRE	Environment Services	M	50%	1,205,545	1,162,865	1,417,737	2,461,438
MNRE	Forestry Management, Planning & Research Services	M	50%	1,791,476	1,792,409	1,863,407	1,940,008
MNRE	Meteorological, Hydrological, Geological & Geophysics	H	80%	1,150,844	1,150,980	1,323,160	1,445,907
MNRE	Planning & Urban Management Services	M	50%	804,375	779,637	1,008,257	1,143,427
MNRE	Sustainable Water Resources Management	H	80%	589,322	531,359	1,465,235	1,270,402
MOH	Health Strategic Development & Planning	L	25%	708,417	742,512	814,746	851,361
MOH	Health Promotion & Preventive Health Services	M	50%	1,603,104	1,612,515	1,999,424	2,000,125
MAFF	Policy Advice to the Responsible Minister	L	25%	429,213	443,417	858,679	461,463
MAFF	Ministerial Support	L	25%	740,701	278,010	737,221	832,473
MAFF	Crops, Research, Commercial Development & Advisory	M	50%	3,264,808	3,421,747	984,656	3,652,241
MAFF	Fisheries Management, Planning & Research Services	M	50%	1,798,692	1,800,909	813,251	1,911,099
MAFF	Policy Development , Planning & Communication Services	L	25%	430,369	528,914	1,417,737	569,799
MOF	Policy Assessment and Advice to Cabinet	M	50%	733,086	756,164	731,748	792,761
MOF	Ministerial Support	M	50%	601,151	402,916	649,504	850,709
MOF	Administration of Fiscal Policy & Budget Reforms	M	50%	884,125	889,260	941,318	1,080,341
MOF	Economic Planning and Policy	M	50%	578,631	571,546	598,265	709,625
MOF	Accounting Services & Financial Reporting	L	25%	1,299,967	1,260,350	1,563,780	1,735,809
MOF	Aid Coordination & Loan Management	L	25%	428,821	397,879	421,096	443,897

Ministry	Description	Classification	CC%	2008-2009	2009-2010	2010-2011	2011-2012
MFAT	Policy Advice to the Responsible Minister & Cabinet	L	25%	877,477	744,778	737,205	739,303
MFAT	Conduct of Foreign Relations	L	25%	435,370	450,943	505,709	498,605
MFAT	Embassy – New York			1,903,169	2,494,139	2,052,376	1,970,622
MPMC	Policy Advice to the Prime Minister	M	50%	627,280	628,121	622,893	666,467
MPMC	Prime Ministerial Support	M	50%	438,929	436,999	485,663	564,846
MWCSD	Policy Advice to the Responsible Minister	L	25%	996,478	997,063	1,015,094	996,277
MWCSD	Ministerial Support	L	25%	268,971	212,907	240,885	285,167
MWCSD	Village Based Development Services	L	25%	2,216,451	2,190,964	2,445,573	4,031,859
MWCSD	Research, Policy & Planning	L	25%	492,251	516,055	590,072	651,701
MWTI	Policy Advice to the Responsible Minister	L	25%	411,134	449,589	393,195	367,652
MWTI	Ministerial Support	L	25%	736,233	358,767	797,392	799,155
MWTI	Land Transport Services (Previously part of output 5 now transferred to LTA)	L	25%	0	253,527	260,696	264,469
MWTI	Administration of Traffic Law & Transport Control Policy (Previously Part of Ouput 5 now transferred to LTA)	L	25%	1,092,896	0		
MWTI	Road Asset Management – Upolu (Previously Part of Output 6 now transferred to LTA)	L	25%	15,397,148	0		
MWTI	Road Asset Management – Savaii (Previously Part of Output 7 now tranferred to TA)	L	25%	6,839,384	0		
LTA	Policy Advice to the Responsible Minister	L	25%	0	549,237	667,872	646,245
LTA	Road Operations (Previously part of Output 6 – MWTI)	L	25%	14,685,760	21,161,483	19,508,030	16,132,528
LTA	Road Use Managerment (Formerly Output 5 – MWTI)	L	25%	867,858	883,958	1,025,753	1,087,077
LTA	LTA Operations – Savaii (Formerly Output 7 – MWTI)	L	25%	6,659,597	7,869,140	9,745,368	10,063,799
LTA	Programming & Procurement (Previously part of Output 6 – MWTI)	M	50%	514,473	521,296	644,297	653,693

Ministry	Description	Classification	CC%	2008-2009	2009-2010	2010-2011	2011-2012
AGO	Legislative Drafting	L	25%	307,544	324,406	591,908	607,072
AGO	Drafting Government Contracts	L	25%	316,860	345,869	428,885	805,875
SFESA	Fire Safety, Awareness and Prevention Services	L	25%	221,005	254,134	25,244	256,176
EPC	Planning and Development	M	50%	593,590	87,918	712,097	853,370
EPC	Policy Advice to Minister	M	50%	970,988	504,265	1,242,837	1,697,214
EPC	Renewable Energy Division	H	80%	772,987	558,847	585,300	695,374
	Outputs Provided by Third Parties:						
	Grants and Subsidies						
	Scientific Research Organisation of Samoa	L	25%	3,675,142	2,195,000	3,011,941	3,909,948
	Outputs Provided by Third Parties:						
	Grants and Subsidies						
MAFF	Agriculture Census Updates	L	25%	20,080	20,080	20,080	20,080
	Outputs Provided by Third Parties:						
	Grants and Subsidies						
SWA	Samoa Water Authority – CSO	L	25%	3,684,637	4,236,413	3,413,779	1,954,970
EPC	Electric Power Corporation – CSO	L	25%	5,365,632	2,247,476	3,171,035	2,348,000
SWA	Samoa Water Authority (Sector Budget Support)	L	25%	400,772	0	5,492,000	9,000,000
	Transactions on Behalf of the State						
	Membership Fees & Grants			**190,790**	**207,890**	**219,943**	**208,408**
MNRE	South Pacific Applied Geoscience (FJ$ 31,529)	L	25%	63,058	63,058	63,058	63,058
MNRE	World Meteorological Organisation (CHF 12,441)	L	25%	37,323	37,323	37,323	37,323
MNRE	International Union Conservation of Nature (USD$ 5,000)	L	25%	15,000	15,000	15,000	15,000
MNRE	SPREP Work Programme (USD$ 20, 360)	L	25%	62,000	62,000	73,535	62,000
MNRE	UNFCCC (USD$ 1,200)	H	80%	3,900	3,900	3,900	3,900

Ministry	Description	Clas-sifica-tion	CC%	2008-2009	2009-2010	2010-2011	2011-2012
MNRE	Commonwealth Forestry Association (London) (GN$ 160.00)	**L**	25%	800	800	800	800
MNRE	Asian Pacific Association of Forestry Inst (FJD$ 100.00)	**L**	25%	200	200	200	200
MNRE	Convention on Biological Diversity (USD$ 203)	**L**	25%	609	609	609	609
MNRE	Convention on Migratory Species (USD$ 500)	**L**	25%	1,500	1,500	1,500	1,500
MNRE	RAMSAR Convention (USD$ 500)			2,400	2,400	2,400	2,400
MNRE	United Nations Convention to Combat De-sertification (UNCCD)	**H**	80%	2,000	2,000	2,000	2,000
MNRE	United Nation Environment Programme (UNEP)	**L**	25%	2,000	2,000	2,000	2,000
MNRE	Stockholm Convention (USD$ 1 ,500)	**L**	25%	0	2,000	2,000	2,000
MNRE	Basel Convention (USD$1, 000)	**L**	25%	0	3,500	3,500	3,500
MNRE	Heritage (USD$33)	**L**	25%	0	100	100	100
MNRE	Rotterdam Convention (USD$2, 000)	**L**	25%	0	6,500	6,500	6,500
MNRE	Waigani Convention (USD$1, 500)	**L**	25%	0	5,000	5,000	5,000
MNRE	Convention for the International Trade of En-dangered Specieis (CITES) Trust Fund	**L**	25%			150	150
MNRE	IRENA – International Renewable Energy Agency (USD$145 @SAT$2.54)	**H**	80%			368	368
	Governmentn Polices Initiatives			**3,729,390**	**3,117,390**	**7,438,390**	**7,492,869**
MNRE	Waste Management Servie Contracts	**L**	25%	2,513,390	2,551,390	2,551,390	2,551,390
MNRE	Land Compensation	**L**	25%	1,100,000	300,000	1,560,000	1,000,000
MNRE	Land Registration/Leasing Commission	**L**	25%	66,000	66,000	66,000	66,000
MNRE	Construction of Buildings for Earthquake Monitoring Equipment	**M**	50%	0	200,000	0	170,000
MNRE	Tsunami Environment – Rehabilitation Costs	**H**	80%			3,200,000 0	
MNRE	Sludge Maintenance Contract (Upolu & Savaii)	**L**	25%			61,000 0	
MNRE	Seawall/Rockwall Construction	**M**	50%			0	3,705,479
MNRE	23rd Session of the Pacific Tsunami Warning System	**H**	80%	50,000	0		
	Hosting of Regional Meetings/Conferences						
MNRE	UNEP Policy Dialogue Meeting ESCAP SIDS Environment Ministers Meeting in July	**L**	25%	40,000	40,000	40,000	35,200

Ministry	Description	Classification	CC%	2008-2009	2009-2010	2010-2011	2011-2012
MNRE	3rd Pacific Islands World heritage Meeting in September	L	25%			0	37,350
MNRE	UNFCCC Cartagena Dialogue	L	25%			0	30,000
	Counterpart Costs						
MNRE	IDA/Infrastructure Asset Management Project – II	M	50%	746,628	749,628	350,000	150,000
MNRE	Roads for Land Board Leased Lands	M	50%	500,000	610,000	1,380,000	1,000,000
MNRE	French/Met Site Preparation	M	50%				
	Transactions on Behalf of the State						
	Membership Counterpart Costs to Development Projects						
MOH	SWAP Counterpart (Local Staff)	L	25%	130,204	130,204	70,086	70,086
MOH	IDA/Health Sector Project	L	25%				
	Transactions on Behalf of the State						
	Membership Fees & Grants						
MAFF	Food Agriculture Organisation (USD 3, 439)	L	25%	12,014	13,138	13,138	13,138
MAFF	Asian Pacific Coconut Community (USD 14, 827)	L	25%	43,132	44,970	44,970	44,970
MAFF	Asian Pacific Agricultural Research Institute (USD 3, 000)	L	25%	18,000	18,727	18,727	18,727
MAFF	Forum Fisheries Agency (USD 15, 381)	L	25%	46,143	0	47,366	47,366
MAFF	Western & Central Pacific Fisheries Conventions (Tuna Commission) (USD $9,156)	L	25%	34,970	0	64,087	64,087
MAFF	Rotterdam Convention	L	25%	1,206	1,206	1,206	1,206
MAFF	The International Treaty on Plant Genetic Resources for Food and Agriculture (ITPGRFA-USD$24)	L	25%	223	223	223	223
MAFF	Animal Production & Health Commission of Asia & Pacific (APHCA)	L	25%	3,900	10,388	10,388	10,388
MAFF	Replanting of Coconut	L	25%				
MAFF	Purchase of cattle breeding Stock	L	25%				
	Government Policies / Initiatives						
MAFF	Cattle Loan Repayment	L	25%				

Ministry	Description	Classification	CC%	2008-2009	2009-2010	2010-2011	2011-2012
MAFF	Replanting of Coconut	L	25%	90,000	0		
MAFF	Purchase of cattle breeding stock	L	25%	100,000	200,000		
MAFF	Agricultural Development Project	M	50%			100,000	100,000
	Commemorative Evants / Days						
MAFF	Agriculture Show (Talomua)	L	25%	380,000	300,000		
MAFF	Talomua	L	25%			300,000	300,000
	Membership Fees & Grants						
MOF	SIAP Japan (US$1,000)	L	25%				
	Counterpart Costs to Development Projects						
MOF	IDA/Infrastructure Assets Management Project	M	50%	300,049	324,209	353,105	353,105
MOF	ADB/Sanitation & Drainage Project	M	50%	4,311,534	7,021,150	2,112,687	0
MOF	IDA/Emergency Recovery Project (Heta)	M	50%	221,386	0		
MOF	OPEC/Petroleum Tank Farm	L	25%	3,368,656	2,802,650	2,802,650	1,502,650
MOF	EU/Rural Water Consolidation Project	L	25%				
MOF	Education Sector Project: Phase II	L	25%	1,000,000	1,816,621	2,000,000	2,000,000
MOF	Health Sector Project	L	25%	500,000	500,000	1,000,000	1,000,000
MOF	National Medical Centre & Ministry of Health Headquarters	L	25%	0	0	0	576,000
	Government Polices Initiatives						
MOF	Import Duty on Aid & Loan Funded Projects	L	25%	3,000,000	200,000	9,710,384	4,000,000
MOF	VAGST on Aid & Loan Funded Project	L	25%	3,450,000	2,000,000	14,825,397	5,500,000
MOF	Insurance on Government Assets	L	25%	904,025	1,104,025	1,354,025	1,570,025
MOF	Power Sector Regulator	L	25%			250,000	1,370,610
MOF	Household Income and Expenditure Survey (HIES 2008)	L	25%				
	Membership Fees & Grants						
MFAT	United Nations (US$26,164)	M	50%	46,742	78,939	78,941	60,718
MFAT	Pacific Community (XPF$2,877,090)	L	25%	90,227	97,958	98,394	84,011
MFAT	Forum Secretariat (FJ$81,096)	L	25%	132,300	137,434	142,877	109,317
MFAT	Commonwealth Secretariat (STG$57,892)	L	25%	252,087	229,994	249,425	220,277
MFAT	United Nations Development Programme – Apia (US$266,869)	L	25%	370,560	331,544	500,349	619,322

Ministry	Description	Classification	CC%	2008-2009	2009-2010	2010-2011	2011-2012
MFAT	Commonwealth Fund for Technical Cooperation (CFTC) (STG$68,632)	L	25%	179,487	179,809	254,827	261,143
MFAT	Chemical Weapons Convention 1992 ORPCW (EUR1,026)	L	25%	6,110	4,175	3,560	3,499
MFAT	Comprehensive Test Ban Treaty 1996 (US1,430)	L	25%	2,556	3,158	3,505	3,318
MFAT	World Trade Organisation (Observer Status) (Swiss Francs$27,666)	L	25%	62,323	66,562	119,933	79,955
MFAT	International Tribunal for Law of the Sea (US1,059)	L	25%	1,533	2,505	2,037	2,456
MFAT	Organisation for Prohibition of Chemical Weapons (EURO$702)	L	25%	6,110	4,175	3,179	2,394
MFAT	World Trade Organisation Office Geneva (15,979)	L	25%			0	46,179
	Hosting of Regional Meetings/Conferences						
MFAT	Tuna Commission and FFA Meeting	L	25%				
MFAT	Forum Fisheries Association Meeting	L	25%			0	69,200
	New Diplomatic Post						
MFAT	Establishment of Embassy – Tokyo, Japan	L	25%	1,686,812	0		
MFAT	Establishment of Embassy – Beijing, China	L	25%	1,406,470	0		
	Membership Fees & Grants						
	Government Policies/Initiatives						
MPMC	Public Service Improvement Facility	L	25%	206,928	227,728	217,898	215,773
	Government Policies / Initiatives						
MWCSD	Village Plantation Access Roads	L	25%				
MWCSD	Independent Water Schemes	L	25%			1,425,264	150,000
	Membership Fees & Grants						
	International Civil Aviation Organisation	L	25%	115,000	115,000	63,058	119,800
	International Maritime Organisation	L	25%	23,000	23,000	37,323	23,000
	Pacific Aviation Safety Office	L	25%	30,200	30,200	15,000	48,200
	Counterpart Costs to Development Projects						
	World Bank / Insfrastructure Asset Management Project – 2	M	50%	6,000,000	0		
	Pacific Region Maritime Transport Ministers Meeting	L	25%				

Ministry	Description	Classification	CC%	2008-2009	2009-2010	2010-2011	2011-2012
	Government Policies / Initiatives						
	School Access Roads	**L**	25%	500,000	0		
	Fagaloa Road	**L**	25%				
	South Pacific Games Preparations (Roads)	**L**	25%				
	Land Compensation & Resettlement	**L**	25%	4,000,000	4,016,300	40,000	0
	Electricity Sector – Tsunami Reconstruction Cost	**L**	25%			0	0
	Transport Sector – Tsunami Reconstruction Cost	**L**	25%			0	0
	Counterpart Costs to Development Projects						
LTA	World Bank / Infrastructure Asset Management Project 2	**M**	50%	0	11,455,924	6,201,715	6,754,571
	Governmentn Polices Initiatives						
LTA	Preparation for Right Hand Drive Switch	**L**	25%	0	6,320,000		
LTA	Deepening of Mulivai River	**L**	25%			2,000,000	0
	Membership Fees & Grants						
AGO	Lexis Nexis (NZD$9,393)	**L**	25%			20,000	18,000
	Government Initiatives & Policies						
SROS	Awareness Day	**L**	25%	33,055	33,055	33,055	33,055
	Revenues to the State						
	Insurance License	**L**	25%				
	Tsunami Relief Fund	**L**	25%			6,615,595	
	Revenues to the States:						
	Upper Airspace Receipts – NZD$381,000	**L**	25%	785,000		785,000	

Annex 5 List of External Expenditures used for Classification

Programmes Dedicated to Adaptation or Mitigation

Sector	Short Title	Donor	Implementer	Adaptation	Mitigation	Ded High Mid Lo	Currency	Total Project Commitment	Start	End	Total 2007/08 to 20012/13 SAT m
Multi	NAPA 4 ICCRILPWFTS: Integarting CC Risks into the Land-use F	AusAID	Multi	100%		Ded	AUD	5,775,000	2010	2010	7.2
Plan	Climate Change Adaptations (Aus)	AusAID	MNRE	100%		Ded	SAT		2009	2010	2.3
Energy	Samoa Biomass Gasification Pilot Project	AusAID	MNRE		100%	Ded	AUD	2,310,000	2010	2010	0.6
Plan	Integrating Climate Change Risks in Agriculture & Health Sectors	GEF	Multi	100%		Ded	USD	2,473,984	2009	2012	4.6
Multi	Integrating Climate Change Risks in Agriculture & Health Sectors	GEF	Multi	100%		Ded	USD		2009	2012	-
Multi	Integrating Climate Change Risks in Agriculture & Health Sectors	GEF	Multi	100%		Ded	USD		2009	2012	-
Plan	PACC Pacific Adaptation to Climate Change	GEF	MNRE	100%		Ded	USD	1,920,000	2009	2010	1.3
Plan	Sam Second National Communication	GEF	MNRE	50%	50%	Ded	USD	1,297,920	2004	2010	1.2
Info	Improving the Weather Forecasting & Warning System	Japan	MNRE	100%		Ded	Yen	2,910,600	2008	2009	0.1
Energy	Biomass gasification pilot project	Japan	MNRE		100%	Ded	USD	1,792,000			-
Info	Improving Weather Forecasting & Meteorological Warning	Japan	MNRE	100%		Ded	Yen	22,126,500	2010		-
Energy	GHG Abatement in the Land Transport Sector	Multi	MNRE		100%	Ded	SAT	3,328,000	2009	2012	3.3
Agri	Producing electricity from generators run on biodiesel	NZAID	SROS		100%	Ded	SAT	5,131,581			-
Energy	Green House Gas Abatement Project	Regional	MNRE		100%	Ded	USD	1,792,000	2009	2011	1.4
Plan	Integrating Climate Change Risks in Agriculture & Health Sectors	Regional	Multi	100%		Ded	USD	1,344,000	2009	2013	1.4
Plan	Project Preparation for Climate Resilence (PPCR)	WB	MOF	100%		Ded	SAT		2011	2012	1.5

Programmes with High Relevance to Climate Change

Sector	Short Title	Donor	Implementer	Adaptation	Mitigation	Ded High Mid Lo	Currency	Total Project Commitment	Start	End	Total 2007/08 to 20012/13 SAT m
Energy	Power Sector Expansion Project - loan	ADB	EPC	11%	89%	High	USD	26,812,080	2008	2016	70.6
Energy	Power Sector Expansion Project - grant	ADB	EPC	11%	89%	High	USD	15,390,000	2008	2016	31.0
Energy	Power Sector Expansion Project	AusAID	EPC	11%	89%	High	AUD	8,000,000	2007	2016	11.6
Water	B: Water Sector Support Programme - top-up	EU	Multi	100%		High	Euro	10,496,750	2010	2012	30.4
Water	Water Sector Support top-up - Tsunmai (0.95) + FLEX (0.4)	EU	Multi	100%		High	Euro	4,910,050	2010	2012	14.2
Agri	Sam Sustainable Land Management	GEF	MNRE	100%		High	USD	1,189,632	2005	2010	1.1
Energy	Electric Power Corporation Tsunami Recovery	GoS	EPC	50%	50%	High	SAT	7,455,638	2009	2010	7.5
Agri	Agriculture Sector Tsunami Recovery	GoS	MAFF	100%		High	SAT	2,500,000	2009	2010	2.5
Econ	Communications Tsunami Recovery	GoS	MCIT	100%		High	SAT	2,075,000	2009	2010	2.1
Bio	Environment Tsunami Recovery	GoS	MNRE	100%		High	SAT	6,341,467	2009	2010	6.3
Health	Health Sector Tsunami Recovery Plan	GoS	MOH	100%		High	SAT	2,000,000	2009	2010	2.0
Energy	Power Sector Expansion Project	Japan	EPC	11%	89%	High	Yen	4,598,000,000	2008	2016	54.9
Forest	Forest Conservation Project	Japan	MNRE		100%	High	SAT	7,680,000	2010	2011	7.7
Educ	NUS-Waseda Project for ACZM against Natural Disasters	Japan	NUS	100%		High	SAT	1,124,874			-
Bio	Ecological Restoration	Japan	MNRE	100%		High	USD	640,000	2010	2013	1.1
Forest	Renovation of Nurseries (Togitogiga and Vailima)	Japan	MNRE	100%		High	USD	384,000			-
Dis	Housing Tsunami Recovery	Multi	MWTI	100%		High	SAT	9,000,000	2009	2010	9.0
Water	Rehabilitation of Togitogiga Catchment	Regional	MNRE	100%		High	SAT		2011	2012	0.1
Bio	Program of Works on Protected Areas (Phase 1)	UN	MNRE		100%	High	USD	389,120	2007	2009	1.2
Dis	Cyclone Emergency Recovery Project	WB		100%		High	SAT		2006	2008	4.0
Econ	New National Emergency Radio 2AP Station		MCIT	100%		High	SAT	5,795,000			-
Bio	National Biosafety frameworks & Biosafety clearing house		MNRE	100%		High	SAT		2009	2010	0.2

Programmes with Mid Relevance

Sector	Short Title	Donor	Implementer	Adaptation	Mitigation	Ded High Mid Lo	Currency	Total Project Commitment	Start	End	Total 2007/08 to 20012/13 SAT m
Dis	Earthquake & Tsunami Disaster Tsunami Response	ADB	Multi	100%		Mid	USD		2009	2010	-
Agri	Agroforestry	AusAID	MNRE	100%		Mid	SAT		2009	2012	1.4
Forest	Samoa Agroforestry Project	AusAID	MNRE	50%	50%	Mid	SAT	22,131,244	2010	2020	6.0
Plan	Capacity Building and enhanced mainstreaming	AusAID	MNRE	100%		Mid	AUD	462,000	2010	2010	1.1
Bio	Samoa Media Natural Hazards Awareness Program	AusAID	MNRE	100%		Mid	SAT	191,000	2008	2008	0.2
Plan	Sustainable Financing for Climate Change Adaptation	AusAID	MNRE	100%		Mid	AUD	577,500	2010	2012	0.7
Dis	Samoa Post Tsunami Support	AusAID	MOF	100%		Mid	AUD		2010	2010	-
Water	Pacific Infrastructure (Water and Sanitation Project)	AusAID	SWA	100%		Mid	AUD				-
Agri	Demonstration Farms (crops)	China	MAFF	100%		Mid	SAT		2008	2010	0.5
Road	Tsunami reconstruction	China	MWTI	100%		Mid	RMB	15,000,000			-
Water	Rural Water Supply Consolidation Project	EU	SWA	100%		Mid	SAT		2006	2007	-
Water	Rural Water Supply Stabex	EU	SWA	100%		Mid	SAT		2006	2007	-
Bio	Strengthening Adaptive Management of Agro Ecosystems	GEF	MNRE	100%		Mid	SAT	11,375,073	2010	2014	6.8
Agri	Stimulus Program for Cocoa, Coconut and Coffee	GoS	MAFF	100%		Mid	SAT	2,000,000			-
Educ	Education Sector Tsunami Recovery	GoS	MESC	100%		Mid	SAT	5,000,000	2009	2010	5.0
Dis	Concessional Lending for the Tsunami Recovery Programme	GoS	CBS	100%		Mid	SAT	7,000,000	2009	2010	0.4
Road	Transport Sector Tsunami Recovery	GoS	LTA	100%		Mid	SAT	15,000,000	2009	2010	15.0
Info	Weather observation project	Japan	MNRE	100%		Mid	Yen	22,275,000	2009	2010	0.7
Bio	National Parks & Reserves Office at Vailima National Reserve	Japan	MNRE	100%		Mid	USD	1,280,000			-
Forest	Forest Monitoring	Japan	MNRE	50%	50%	Mid	USD	1,024,000	2010	2011	2.4
Forest	Forest Research	Japan	MNRE	50%	50%	Mid	USD	512,000			-
Bio	Visitors facilities at National Reserve & Parks	Japan	MNRE	100%		Mid	USD	896,000			-
Info	Coastal Geological Mapping of Northern Upolu	Multi	MNRE	100%		Mid	USD	76,800	2008	2009	0.1
Dis	Tsunami Budgetary Assistance	NZAID	Multi	100%		Mid	NZD				-
Econ	Private Sector Support Facility	NZAID	MCIL	100%		Mid	NZD	3,938,000	2008	2013	6.1
Agri	Fisheries Hatcheris and Aquaculture Development	Regional	MAFF	100%		Mid	SAT	832,000			-
Aware	Samoa Media Natural Hazards Awareness Program	Regional	MNRE	100%		Mid	SAT	178,850	2009	2009	0.2
Cap	Building Capacity for the Effcetive Participation in BCH	UN	MNRE	100%		Mid	USD	123,552	2006	2007	0.0
Forest	Forestry and Protected Area Mgmt	UN	MNRE		100%	Mid	USD	148,992	2009	2009	0.1
Multi	ISP Phase VI	UN	MNRE	100%		Mid	USD	153,600	2008	2009	-
Aware	Samoa Media Natural Hazards Awareness Program	UN	MNRE	100%		Mid	SAT		2009	2009	-
Reg	Strategic Approach to International Chemicals Management Proje	UN	MNRE		100%	Mid	USD	640,000	2008	2010	0.5
Reg	US Montreal Protocol Phase III	UN	MNRE	50%	50%	Mid	USD	153,600	2006	2007	0.5
Plan	SAM Adaptation	UNDP	MNRE	100%		Mid	USD	348,570	2007	2008	0.8
Energy	Rural PV Expansion	UNDP	EPC	50%	50%	Mid	USD	48,640	2007	2009	0.1
Econ	Private Sector Support Facility	UNDP	MCIL	100%		Mid	USD		2008	2011	-
Agri	SACEP (grant)	WB	MAFF	100%		Mid	USD	5,000,000	2012	2016	2.4
Agri	SACEP (Loan)	WB	MAFF	100%		Mid	USD	8,000,000	2012	2016	3.8
Road	Pacific Regional Infrastructure Fund (WB)	WB		100%		Mid	SAT		2010	2012	9.2
Agri	Chicken production in permaculture farming system		MAFF	100%		Mid	SAT		2008	2009	0.0
Agri	Community Forestry				100%	Mid	SAT		2006	2008	1.6
Energy	Cocogen		EPC	50%	50%	Mid	SAT		2007	2009	0.1
Energy	Other renewables		EPC	50%	50%	Mid	SAT		2007	2008	0.1
Dis	National Disaster plan implementation Ph 1		MNRE	100%		Mid	SAT		2009	2010	0.3
Energy	Restoration Aleipata Is Ph 2		MNRE	100%		Mid	SAT		2009	2010	0.6
Forest	Saving Lowland and Upland Forests		MNRE		100%	Mid	SAT		2009	2011	0.8

Programmes with Low Relevance

Sector	Short Title	Donor	Implementer	Adaptation	Mitigation	Ded High Mid Lo	Currency	Total Project Commitment	Start	End	Total 2007/08 to 20012/13 SAT m
Health	Sanitation Subsidy Scheme	ADB	MOH	100%		Low	SAT	5,299,200	2012	2014	1.8
Water	Sanitation & Drainage Project (Supplementary Loan)	ADB	Multi	100%		Low	USD	6,704,551	2009	2010	6.8
Water	Sanitation & Drainage Project Phase I	ADB	Multi	100%		Low	USD	22,162,780	2004	2010	20.1
Water	TAPP for SSDP II	ADB	Multi	100%		Low	USD	2,816,000	2010	2011	6.6
Water	Sanitation & Drainage Project Phase II	ADB	SWA	100%		Low	USD	42,240,000			-
Water	Sanitation & Drainage Project (Supplementary Grant)	ADB	Multi	100%		Low	USD	5,683,200	2009	2010	5.0
Agri	Samoa Private Sector Development (SROS & Agri Sector Plan)	AusAID	Multi	100%		Low	AUD	577,500	2010	2010	1.4
Agri	Support for Research Programmes	AusAID	SROS	100%		Low	SAT		2010	2011	2.0
Admin	Capacity Building for Satistics	AusAID	SBS	100%		Low	SAT		2011	2012	1.0
Health	Health Sector Wide Programme	AusAID	Multi	100%		Low	USD	12,600,000	2008	2013	18.0
Local	Small Grants Scheme 2009-10/CSSP Design Phase	AusAID	MOF	100%		Low	AUD	1,155,000	2009	2010	2.8
Local	Small Grants Scheme 2009-10/CSSP Design Phase	AusAID	MOF	100%		Low	AUD	1,155,000	2009	2010	2.8
Admin	Public Sector Improvement Facility	AusAID	MPMC	100%		Low	AUD		2003	2010	-
Educ	Schools reconstruction (3)	China	MESC	100%		Low	RMB	3,750,000	2009	2010	0.0
Health	H1NI prevention	China	MOH	100%		Low	RMB	375,000	2009	2009	0.0
Agri	STABEX - Agricutlure diversification through Microprojects	EU	MOF	100%		Low	SAT	977,442	2010	2010	1.0
Agri	STABEX - Pest Control and Capacity Building for marketing & co	EU	MAFF	100%		Low	SAT	500,000	2009	2010	0.5
Local	Civil Society Support Programme	EU	MOF	100%		Low	Euro	10,410,000	2010	2013	22.6
Local	Microprojects - IV project bank account	EU	MOF	100%		Low	Euro	4,297,472	2007	2010	12.4
Local	Grant Non State Actors	EU	MOF	100%		Low	SAT	850,000	2008	2012	0.9
Multi	10th EDF Technical Cooperation Facility - direct to TA	EU	MOF	100%		Low	Euro	3,296,500	2008	2013	8.0
Multi	9th EDF Technical Cooperation Facility	EU	MOF	100%		Low	Euro	867,800	2005	2008	1.3
Water	A: Water Sector Support Programme account - project account	EU	Multi	83%	17%	Low	Euro	19,118,518	2005	2010	36.9
Water	B: Water Sector Support Programme - direct to TA	EU	Multi	83%	17%	Low	Euro	50,595,022	2005	2011	104.6
Water	Pacific HYCOS	EU	MNRE	100%		Low	SAT	372,000	2007	2010	0.4
Water	Pacific IWRM	EU	MNRE	100%		Low	SAT	489,000	2007	2010	0.5
Water	Project Preparation Support to IWSA	EU	Multi	100%		Low	Euro	1,287,370	2010	2011	3.7
Water	Water Sector Budget Support	EU	Multi	100%		Low	Euro		2010	2013	-
Agri	Demonstration on Rehab of Degraded Lands & Drought Mitigation	GEF	MNRE	100%		Low	USD	358,400	2007	2009	0.2
Reg	Terminal Montreal Protocol Control	GEF	MNRE		100%	Low	USD	268,800	2009	2010	0.6
Econ	Inclusive Globalisation	GEF	MOF	100%		Low	USD	92,111	2009	2010	0.4
Bio	Myna Bird Control Project	GoS	MNRE	100%		Low	SAT	250,000	2009	2010	0.3
Admin	Census of the Population and Housing 2011	GoS	SBS	100%		Low	SAT	2,558,871	2011	2013	1.7
Tour	Tourism Sector Tsunami Recovery	GoS	STA	100%		Low	SAT	500,000	2009	2010	0.5
Local	Grassroots program	Japan	NGO	100%		Low	SAT	1,500,000	Annual	Annual	-
Aware	Awareness Programme mainly for students and school children	Japan	MNRE		100%	Low	USD	128,000			-
Bio	Survey & demarcation of boundaries of vailima National Reserve a	Japan	MNRE	100%		Low	USD	256,000			-
Cap	Vehicles	Japan	MNRE	50%	50%	Low	USD	768,000			-
Water	Samoa Urban Untreated Water Rehabilitation Project	Japan	SWA	100%		Low	SAT	16,200,000			-
Local	TALAVOU	Multi	MWCSD	100%		Low	USD	929,408	2006	2010	1.8
Local	NGO Support Fund	NZAID	NGO	100%		Low	NZD	3,324,970			-
Local	Samoa Umbrella of Non-Governmental Organisations	NZAID	NGO	100%		Low	NZD	1,931,231			-
Health	Health Sector Wide Programme	NZAID	Multi	100%		Low	NZD	23,377,400	2008	2013	18.9
Health	Child Health Project	NZAID	MOH	100%		Low	NZD	779,912	2006	2009	0.3
Admin	Public Sector Improvement Facility	NZAID	MPMC	100%		Low	NZD		2005	2010	-
Tour	Tourism Sector Support	NZAID	STA	100%		Low	NZD	2,685,000	TBC	TBC	-
Tour	Tsunami Tourism Economic Rehabilitation	NZAID	Multi	100%		Low	NZD	7,160,000	2010	N/A	-
Multi	Implementation of Terminal Phase-Out Mgmt Plan for Samoa	UN	MNRE	100%		Low	USD	384,000	2008	2010	1.5
Local	Community Centred Sustainable Development (CCSDP)	UNDP	MWCSD	100%		Low	USD	1,524,736	2009	2012	2.3
Local	TALAVOU	UNDP	MWCSD	100%		Low	USD	1,641,088	2006	2010	1.5
Urban	Vaitele Urban Govt	UNDP	MNRE	100%		Low	USD	1,093,888	2008	2010	0.4
Bio	Engendered National Sustainable (Tranche 4)	UNDP	MNRE	100%		Low	USD	33,280	2009	2009	0.1
Health	Health Sector Wide Programme	WB	Multi	100%		Low	USD	7,680,000	2008	2013	10.5
Road	Infrastructure Asset Management Project Phase 2	WB	Multi	100%		Low	SAT	43,353,600	2006	2012	37.7
Road	Infrastructure Asset Management Project Phase 3	WB	Multi	100%		Low	SAT	10,585,600	2006	2012	9.1
Agri	Fisheries Wharf		MAFF	100%		Low	SAT		2006	2007	-
Agri	Animal Holding and Movement Facilities for Proper Handling of Ar		MAFF	100%		Low	SAT	1,033,890			-
Agri	Future Farmers		MAFF	100%		Low	SAT		2006	2007	-
Agri	Implementation Fruits Vegetables Sector Plan		MAFF	100%		Low	SAT		2009	2010	1.0
Agri	Improvement in Taro Production		MAFF	100%		Low	SAT		2006	2007	-
Agri	Improving value and marketability of cocowood		MAFF	100%		Low	SAT		2008	2010	0.3
Agri	SPRIG		MAFF	100%		Low	SAT		2006	2007	-
Bio	Vaitele Rehabilitation of Degraded Land		MNRE	100%		Low	SAT		2009	2011	0.1
Admin	Advisory services contracts management			100%		Low	SAT		2007	2008	0.6
Health	Child and adolescent health		MOH	100%		Low	SAT		2006	2007	-
Health	Chinese medical team		MOH	100%		Low	SAT		2009	2010	0.4
Health	Environmental Health		MOH	100%		Low	SAT		2008	2009	0.1
Admin	Administrative Support (Zafila)			100%		Low	SAT		2006	2010	3.9

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For more information:

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