

Shadow Report
On The
Millennium Development Goals

Revised Draft

Samoa

The millennium development goals report: An agenda for action

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Shadow Report on the Millenium Development Goals for Samoa

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Executive summary

Preparation of the Samoa Shadow Report On The Millennium Development Goals was outsourced to the O Le Siosiomaga Society Incorporated (OLSSI) by the Samoa Umbrella Non Governmental Organisation (SUNGO) in a collaboration project with the Office of the UN Resident Coordinator and the Government of Samoa. The Shadow Report itself culminates weeks of advocacy work by Non Governmental Organisations that are members of SUNGO in association with relevant government ministries. These activities included information “spots” on local television, panel discussions over the radio, and two national workshops that included participants from communities throughout the country.

The major objective was to produce a shadow report that reflects the views on the Millennium Development Goals (MDGs) of civil society and communities at large, which may be used by officials as a resource in the preparation of the National Report on the Millennium Development Goals. Specific Guidelines were prepared by the UN Development Team to guide countries prepare their MDG Reports. Samples were also available, taken from countries that have already prepared reports. The approach in Samoa, of involving civil society and the community country-wide in formulating a “shadow” report, however, is the first anywhere. Because it was not the National Report itself, some deviations from the Guidelines were therefore entertained.

In preparing the Shadow Report NGOs that are members of SUNGO have taken severe measures to maintain a balance in the report approach, thrust and content. It was seen as an important opportunity that may be utilised as a platform to express and make known numerous issues important to respective NGOs. Nevertheless, it was felt that the report should also still retain many of the characteristics as found important in the UN Guidelines. Coverage of matters of importance to all members of SUNGO would render the report a long read, and possibly not read. Therefore, the consensus was to keep it concise, and to concentrate on the internationally agreed eight MDGs. Many other worthy development goals could have been included.

After a brief introduction, the report starts with a general overview of the socio-economic development situation in Samoa, providing some basic standard measures. Although standard, some measures, like the use of GDP figures as an indicator of the poverty or wealth of a country and its people, is considered to contain limitations, because the national wealth is not that evenly spread on a per capita basis, and that the application of such a broad-brush approach can often fail to disclose the actual incidence of poverty itself, or at least poverty related to opportunities. This applies especially to the more vulnerable members of the population, such as people with special needs. Most MDGs, it is considered, can be achieved with improvement in this socio-economic condition.

The report then proceeds to discuss the eight MDGs in turn. Suggestions on the role of international development agencies, Government, and NGOs is given towards the end. It concludes with a summary of recommendations, which should be read within the context of the concise discussion on each specific MDG.

1. Introduction

In September 2000, 147 Heads of State, and subsequently 191 nations, adopted the Millennium Declaration that was the result of numerous UN global conferences. The Declaration outlines peace, security and development concerns including environment, human rights and governance. These goals were later merged with the International Development Goals and targets to be jointly known as the Millennium Development Goals (MDGs). They highlight eight main areas of development:

- 1. Eradicate extreme poverty and hunger;**
- 2. Achieve universal primary education;**
- 3. Promote gender equality and empower women;**
- 4. Reduce child mortality;**
- 5. Improve maternal health;**
- 6. Combat HIV/AIDS, malaria and other diseases;**
- 7. Ensure environmental sustainability; and**
- 8. Develop a global partnership for development.**

The review of progress towards achieving the MDGs involved a joint effort by the UN family in Samoa, local civil societies under the auspices of the Samoa Umbrella for Non Governmental Organisations (SUNGO), and the Government of Samoa. Rather than presenting the exercise as primarily a government undertaking, it was advocated so that there is maximum participation and contribution by local communities. Events leading up to and contributing as sources of information for the review, therefore, included two educational workshops and discussion sessions on the two main islands, Upolu and Savaii, involving wide participation by numerous communities from around the country.

To ensure the fullest participation by civil society, community workshops were coordinated by one of the NGO members of SUNGO, the O Le Siosiomaga Society Incorporated, with resource persons and facilitators drawn from civil societies and government. This objective, and with the goal of extending MDG advocacy efforts as widely as possible, also allowed the SUNGO to collect, collate and prepare this “Shadow MDGs Report” to be used as a resource by the Government when preparing the final Country Report.

As well, television and radio programmes were aired throughout the weeks leading up to the conduct of the two national workshops. Television spots involved informative statements on the MDGs, while radio presentations allowed participation by selected government officials and NGO representatives to speak on each MDG, and to receive live telephone calls from listeners that facilitated question and answer sessions as well as discussion. These sessions were again coordinated by one of the NGOs on behalf of the UN, SUNGO and Government, the O Le Siosiomaga Society Inc.

The Samoa Millennium Development Goals progress report: An agenda for action, is therefore a truly participatory and collaborative product of joint efforts by communities and civil society, office of the UN Resident Coordinator, and the Government of Samoa.

2. Samoa development context

The description of the Samoan economy given here is perhaps more elaborate than that needed for the final Millennium Development Goals report. However, it is deliberately made rather extensive to provide a more detailed background against which the discussions, focus and conclusions of community deliberations during the two workshops for Upolu and Savaii may be better placed in context.

One of the most startling realities of the past decade has been the shifts in the geographical distribution of the total population of the country. The table below summarises these changes as revealed by the census of population conducted and analysed by the Samoa Department of Statistics. The absolute population total has increased by 9.64% over the period between the last two censuses, 1991 and 2001, although this figure is in turn influenced by net out-migration.

The most significant development relates to the increase in the overall number of people residing in the North-West Upolu area, with an increase of 35% over the reference ten-year period. Together with the designated Apia Urban Area, North-West Upolu is now home to 51.8% of Samoan residents. This has major implications for social and economic infrastructural development needs. It also has direct and tangential social impacts as more and more people reside outside a strictly village setting with its related traditional village administration and social governance.

The relatively stable, albeit slow, growth in population numbers for the Rest of Upolu, and a comparatively significant decline in the numbers residing in Savaii, also pose some serious developmental implications and options. For one, the slow or negative population growth in some areas of the country should make available land resources for development. However, customary and traditional rights, especially those that affect land tenure, and related weaknesses in individual property rights, will persist to make such a potential a continuing challenge.

The apparent trend in the geographical distribution of the population also has implications for the costs of development. The Government of Samoa has a laudable goal of providing similar infrastructural and social services for people wherever they reside in the country. The strategy is based on humanitarian grounds, and not strictly on economics, because such a policy tends to raise the prices of affected goods and services for everyone, with those in the densely populated areas of the country paying higher than otherwise to subsidise remote areas.

Nevertheless, the above policy and approach has logistically “reduced” the size of the country, and has concurrently made it possible for most people, for example, to access basic and essential services available only in the main townships such as Salelologa and Apia. It has also provided a development platform that unites the nation, and has been the cause of social, cultural and national stability. At the same time, people still “vote with their feet” as far as where they prefer to reside goes, and the impressive rural developments of the past two or so decades have yet to impact this trend.

Population of Samoa

Census	1991			2001			% Change
	Male	Female	Total	Male	Female	Total	Total
Apia urban area	18,396	17,093	35,489	19,837	18,999	38,836	+9.43%
North-West Upolu	20,498	18,548	39,046	27,523	25,191	52,714	+35.0%
Rest of Upolu	21,991	19,722	41,713	22,384	20,090	42,474	+1.82%
Savaii	23,714	21,334	45,048	22,386	20,438	42,824	-4.94%
Total	84,599	76,697	161,296	92,130	84,718	176,848	+9.64%

Source: 2001 Census of Population and Housing, A Special Release of Census Selected Tabulations, Statistics Department

The following table shows the breakdown of GDP as estimated by the Treasury Department (now Ministry of Finance) for various productive sectors for the years 1998 to 2002 (recorded in the Central Bank of Samoa Bulletin, March 2004). Again, these details are presented to provide the economic and social backdrop against which communities are impacted, and which form the basis of the discussions and conclusions they enunciated at the MDG Workshops.

Real GDP at 1994 Prices for 1998-2002 (SAT\$million)

At constant 1994 prices	1998	1999	2000	2001	2002
Agriculture	78.81	74.91	75.34	66.12	60.10
Fishing	53.26	49.66	49.65	53.14	50.58
Food/beverages/manufacturing	24.16	24.32	23.33	22.56	25.24
Other manufacturing	58.16	59.11	66.21	77.80	74.95
Construction	37.63	38.87	47.20	49.14	43.07
Electricity and water	16.76	16.34	17.64	20.67	23.88
Commerce	85.51	92.35	100.80	109.35	120.11
Hotels and restaurants	12.67	12.98	13.78	15.29	16.52
Transport and communication	66.53	70.72	78.40	87.95	92.97
Public administration	59.49	63.55	67.52	70.79	76.49
Finance and business services (net)	35.66	36.75	38.51	41.95	47.57
Ownership of dwellings	21.65	22.10	22.53	22.99	23.45
Personal and other services	41.92	42.72	45.38	48.63	50.38

Total Real GDP	589.21	604.36	646.31	686.37	705.29
Annual Growth Rate	2.7%	2.6%	6.9%	6.2%	2.8%

Source: Central Bank of Samoa Bulletin, March 2004

Note: Individual sums and totals may not add up due to rounding

The general trend depicted by the above table is a gradual shift by the economy to the major monetised sectors such as commerce, public administration, transport and communication, and other manufacturing. However, even some of these sectors have shown volatility, moving up and down in terms of contribution to GDP over the immediate past years. In part, this reflects the volatility of some sectors of the economy, and the inter-relationships that impact each depending on resource allocations. A major influence, for example, is the change in the contribution to GDP by subsistence activities, calculated by the Treasury Department to drop from 40.13% in 1995 to 24.99% in 2000.

Showing persistent decline are the former mainstays of the economy: agriculture and fisheries. These are also the productive sectors within which the bulk of subsistence productivity occurs. The recent trend may be indicative of the general but steady move to a more commercially oriented and monetised economy. These trends are further propelled by government policies applying user-pay and cost-recovery principles to the supply of government services, and also the increased need for money income subsequent to the introduction of the value added goods and services tax system.

Movements evident in the distribution of GDP among the various economic sectors may also have serious implications for income distribution. While total GDP has shown a persistently positive growth trend over the immediate past few years, its components appear tilting towards particular sectors and enterprises. The implications are more and more people will need to obtain cash employment to obtain a share of this growth. To be employable in a necessarily increasingly competitive labour market means general education and specialised trades and services training will become even more essential.

The following table shows the estimated changes in the real GDP sectoral composition between 1995, 1998, 2002 and 2003:

Sector Shares of GDP at Constant 1994 Prices

Sector	1995	1998	2002	2003
	%	%	%	%
Agriculture	16.6	12.9	8.5	7.1
Fishing	7.7	9.0	7.2	6.6
Food, beverages and manufacture	3.9	4.1	3.6	3.3

Other manufacturing	14.0	9.9	10.6	14.1
Construction	6.7	6.4	6.1	6.5
Electricity and water	2.5	2.8	3.4	4.3
Commerce	12.0	14.5	17.0	20.2
Hotels and restaurants	2.1	2.1	2.3	2.7
Transport and communication	9.4	11.3	13.2	12.9
Public administration	8.8	10.1	10.9	8.1
Finance and business services	5.4	6.1	6.7	9.1
Ownership of dwellings	3.8	3.7	3.3	2.8
Personal and other services	7.1	7.1	7.2	3.4
Total	100.0	100.0	100.0	100.0

Sources: Minister of Finance 2003/2004 Budget Address and Central Bank of Samoa Bulletin, March 2004 (2003 figures are as released by the Ministry of Finance while this report was being revised)

Foreign aid, government borrowings overseas, and foreign remittances are the main resources that fuel the local economy. The following table shows the proportions of these resources compared with GDP for the years 1995 through to 2002. Consistently, foreign aid, government external debt and foreign remittances, in total, have exceeded GDP for those years. Government external debt, because they are often repayable over extended periods of time, is slightly different from the other two categories, which are unrequited payments often not requiring remittance of local resources offshore.

Compared to the steady growth in GDP for the reviewed years, Foreign Aid inflows have been quite steady averaging 11.9% of GDP annually for the eight years analysed. Government External Debt, on the other hand, averaged 72.6% with the latest figures showing a decline to 54%, while Foreign Remittances averaged 21.0%. Overall, these figures show that the economy has maintained a healthy balance between domestic economic production and these major fuels of economic activity.

These figures, however, also highlight how it can be misleading to measure the spread of the wealth of a nation based on per capita income statistics. Official Development Assistance is normally channelled through government sources, and applied to government capital expenditure, of which only a portion reaches the general population. Much tends to be repatriated, yet it is counted as part of GDP. Likewise Government External Debt. Household surveys, therefore, can provide a better measure of household economic status and income level situations.

Foreign Aid, External Debt and Foreign Remittances as % of GDP

Year	1995	1996	1997	1998	1999	2000	2001	2002

Real GDP (SAT\$millions)	532.1	570.9	575.4	589.2	604.4	646.3	686.4	705.3
Foreign Aid (% GDP)	12.8	10.5	12.9	11.9	13.5	10.0	9.5	14.3
Govt. External Debt (%GDP)	77.7	72.2	74.4	80.2	73.9	74.7	73.3	54.0
Foreign Remittances (%GDP)	17.6	16.3	17.2	19.4	22.2	24.6	22.9	27.7
Total as % of GDP	108.1	99.0	104.5	111.5	109.6	109.3	105.7	96.0

Sources: Minister of Finance, Budget Address 2003/2004, and Central Bank of Samoa, Bulletins June 2003, December 2003 and March 2004

3. Millennium Development Goals – Status at a glance

The community consensus at the two major workshops on Upolu and Savaii, with participants from villages around the two main islands, as well as from Apolima and Manono, was that all eight Millennium Development Goals were relevant to the situation of Samoa. However, there was also general agreement that some of the targets and indicators, although relevant for some developing countries, may not be strictly appropriate in the case of Samoa given its current level of social and economic development.

The following gives an overall snapshot of the general status of Samoa given each MDG as synthesised from community conclusions and specialist presentations:

Goals	* Status Toward Achievement	* State of Supportive Environment
Extreme poverty	* Achieved-target higher than UN	* Strong – with positive Policies
Universal primary education	* Almost achieved-achievable	* Strong-education policies in place
Gender equality	* Noted progress-achievable	* Strong-empowerment policies in place
Reduce child mortality	* Achievable-already low	* Strong-comprehensive programme ongoing

Improve maternal health	* Noted progress-achievable	* Strong-associated with child health programme
Combat HIV/AIDS Other major diseases	* Some progress	* Fair - but awareness programmes improving
Environmental sustainability	* Some progress	* Weak-need better understanding of conservation/development relationship
Global partnerships	* Slow ongoing progress	* Fair-need more civil society participation

Source: Synthesised from community workshops discussions and general conclusions.

The following table indicates the status of various measuring variables used to determine the status of each development indicator, giving its known value and the applicable year. These indicators emphasise aspects of development, such as education and health, more so than normally discernable from strict economic analyses and presentations that can skew towards economic growth that is sometimes not equitably or socially desirable in its incidence and distribution. Latest figures available have been used. In some cases figures published elsewhere differ from those currently advised by representatives of respective responsible agencies.

Key Development Indicators	Value	Year
Population size	176,848	2001
Annual population growth rate	1.29%	2000
Life expectancy at birth (females)	71.9 years	1997/1998
Life expectancy at birth (males)	65.4 years	1997/1998
GDP per capita	SAT\$4,806	2001
External debt as % of GDP	54.8%	2002
Poverty ratio (population below poverty line- US1/day)	7% of households	2000
Infant mortality rate (per 1,000 births)	12	2003
Aged 5-14 years enrolled in primary schools	94.7%	2001
Enrolment ratio for girls in primary school	85%	2003

Enrolment ratio for boys in primary school	84%	2003
Enrolment ratio for girls in secondary school	62%	2003
Enrolment ratio for boys in secondary school	48%	2003
Literacy rate for 15-24 year olds	99.9%	2003
Literacy rate all adults	95.7%	1999
Population use of traditional woodfuel	<50% and dropping	2000
People without access to safe water	10%	1999
Prevalence of HIV/AIDS (known cases)	4	2004
Prevalence of non-communicable diseases	increasing	2004

Sources: Various official and UN reports, plus information submitted by officials at the community workshops

Note: Figures released by the Ministry of Finance after the above table was prepared show GDP per capita for 2003 at SAT\$4,990, and External Debt as a ratio of GDP at 50.8%.

The following sections discuss the eight Millennium Development Goals in turn, and give more details concerning progress towards achieving the targets and goals established, as well as some of the challenges faced by the country in pursuing these development objectives. However, following the major objective of keeping the report concise, and relatively short, discussion has likewise been limited to brief overviews.

Eradicate extreme poverty and hunger

The primary global target set for this goal is to **“halve between 1990 and 2015 the proportion of people whose income is less than one (US) dollar a day”**. The second target is to **“halve between 1990 and 2015 the proportion of people who suffer from hunger”**.

The average daily income on a per capita basis in Samoa is already above the minimum threshold set by the UN of one dollar per day. The second target is also claimed to be not significant or widespread in Samoa. However, the Government has set targets that are more challenging than those set by the UN, and continues to promote development policies aimed at improving the lot of every Samoan resident. Also, as stated in the UNDP Pacific Human Development Report 1999: **“It is poverty of opportunity that is at the heart of the problem of poverty, not just poverty of income... Poverty of income is often the result, poverty of opportunity is often the cause”**.

Both the Government and Civil Societies, as well as the communities at large, nevertheless, consider that this Millennium Development Goal, in so far as localised targets are concerned, is important and appropriate for Samoa. The Government, for example, through its Ministry of Finance, has conducted a local survey and assessment of

the basic needs of a local resident. It calculates that an average person requires about 2,200 kcal per day, equivalent to around SAT\$3.53, for that person's food needs to be adequately sustained.

To access other essential needs like clothing, housing, schooling, travel and traditional needs, including food mentioned above, each person requires SAT\$5.36 per day, or SAT\$1,956.40 per annum. The country's nominal GDP for 2001 of SAT\$849,870,000, divided by the total population as counted by census for that year of 176,848, is SAT\$4,805.65. This is almost two and a half times the minimum required for a relatively adequate subsistence as calculated by the Ministry of Finance. However, as mentioned above, the per capita distribution of the nation's total income is unlikely to be so evenly spread.

The Housing Survey conducted by the Statistics Department during 1997, however, showed that 7% of Samoa's "families" were living below the above food poverty line, with 20% of "families" living under the overall essential needs criteria. It is difficult to be definitive about these numerals because families differ in size, and some much more below the poverty line than others. Also, some of the items included in the basket of essential needs, like schooling, travel and traditional needs, can vary materially from family to family. Nevertheless, the figures vindicate the general view by civil societies that there is relative poverty in Samoa.

It is apparent from the above discussion that living conditions for people in Samoa are much better than the minimum thresholds set by the UN. However, it is also apparent that much needs to be done to achieve a more balanced and equitable distribution of the national income so that the remaining 20% of families living under the overall essential needs line set for Samoa move above it. Civil society is of the view that the main concern for Samoa at present is not poverty per se but impoverisation due to the lack of appropriate opportunities. The Government has outlined nine key areas of development strategy aimed to achieve overall socio-economic development and also help alleviate this problem.

The Government's Strategy for the Development of Samoa 2002-2004 (known as the Statement of Economic Strategy) lists the nine strategies as follows:

- (i) **Maintaining a stable macroeconomic framework**
- (ii) **Improve education standards**
- (iii) **Improve health standards**
- (iv) **Improve private sector development and employment creation**
- (v) **Enhance agricultural opportunities**
- (vi) **Strengthen social structure**
- (vii) **Improve infrastructure and services**
- (viii) **Improve opportunities for tourism industry**
- (ix) **Enhance public sector efficiency**

The current strategy emphasises **“opportunities for all”** while the previous one was premised on a **“partnership for a prosperous society”**. To achieve the stated goals of providing opportunities for all, civil society is of the view that much more attention needs to be paid to the idea of working in partnership with the government as espoused in the previous Statement of Economic Strategy. It has long been recognised that government agencies have inherent inadequacies in undertaking certain kinds of ventures, like business enterprises.

It is contended that such a conclusion can also be made about numerous functions effectively and efficiently implemented by non-governmental organisations. Outsourcing some of these government tasks to civil society where they have the capability and capacity to undertake them automatically imputes into that assignment in-depth community involvement and knowledge. It achieves in a stroke what various government projects aim to obtain through community and civil society consultations.

Achieve universal primary education

The stated target for this Millennium Development Goal is to **“ensure that by 2015 children everywhere, boys and girls alike, will be able to complete a full course of primary schooling”**. Unlike poverty and hunger discussed above, this goal has clearer challenges for Samoa. During 2003 only 84% of primary school age males, and 85% of females, were enrolled at schools. This compares to 83% and 85% for 2002, and 81% and 83% for 2001, respectively. Childhood education, Bible studies, pre-school programmes, have all now been integrated into the government education system.

The Ministry of Education, Sports and Culture aims to have achieved a 100% enrolment rate at the primary level by 2015. Also, its ultimate goal is to have 100% of children achieve an education level up to year eight, and that all children 5-14 years old can read and write. These targets place Samoa alongside other developing countries within the target parameters set by the UN. However, achieving this goal must entail embracing education between two-and-a-half to five-year olds. At present there are 123 registered pre-schools in Samoa, all NGOs.

To achieve a 100% enrolment rate by children at the primary level in ten years time, from an average of 84.5% in 2003, is a major undertaking. It will require an approximate increase in annual enrolment of 1.6%, made more difficult because children affected will increasingly be at the margin. Also, achieving the target of all 5-14 year olds being able to read and write by 2015 would require 100% attendance almost immediately. The Ministry, likewise, claims 99.9% of 15-24 year olds can read and write. Based on current enrolment statistics, this cannot be possible, unless some of those involved undertook other forms of reading and writing education, or returned to school at some later stage of their lives.

According to the census of the population conducted in 2001, the 5-14 age group totalled 45,933, of which 43,479 attended school full time, 103 attended school for only some

time, and 2,351 did not attend school at all. Therefore, according to the census, approximately 5.1% of 5-14 year olds never attended school at any time. Not available from the published data is the number of at least five-year-old children that later attended school, say when they became six or seven, or those temporarily not attending.

In addition to achieving the ambitious targets outlined above, the Ministry also recognises that developing a comprehensive pre-school educational system, and integrating it with the primary schooling system, remains a challenge. As well, the Ministry has recently formally commenced a programme that addresses children with special needs. Some of these needs have been addressed by various NGOs for the past two decades. At present, there also exists legislation that mandates education for all. Implementing this legislation would require a host of incentives and disincentives that would compel full attendance.

To achieve its educational targets, the Ministry hopes to work closer in partnership with communities and village school committees. For children with special needs, more government recognition and encouragement is needed for the work of NGOs that are primarily the service providers in these areas. Current development programmes that involve improvements to school buildings and physical facilities, teacher training, and resources enhancements, are designed to assist achieve the Ministry's set targets. However, civil society is of the general view that it would take a more holistic approach, encompassing in particular family development, and enhancing economic resources and opportunities for the relatively not-so-well-off, to achieve the set targets for this Millennium Development Goal.

Promote gender equality and empower women

The main target set by the UN for this MDG is to **“eliminate gender disparity in primary and secondary education preferably by 2005 and to all levels of education no later than 2015”**.

The discussion of school attendance above highlighted the ratios of males and females enrolled at primary school level. For the past three years females in Samoa have consistently been better represented at primary school, one percentage point more than their male counterparts. This may be due to the general perception that boys in adulthood can better fend for themselves, and that there are more manual and other income earning chores for young males, than females.

The disparity, however, becomes even more stark at secondary level. For the immediate past three years, 2001, 2002 and 2003, males enrolled at secondary school level represented 46%, 44% and 48% respectively of all males of secondary school age. Females, on the other hand, represented 55%, 54% and 62% of their secondary school age peers. This trend, if it continues, can eventually result in the reverse of this UN Millennium Development Goal, and that females in Samoa will become increasingly better educated than their male counterparts.

According to the 2001 census of the population 1,044 males and 953 females aged 15-24 years attended the university preparatory year, or some years at post secondary, or post secondary schooling at an educational institute, or at a university. Attendance at universities on its own, however, show a different picture. During 2001, 129 males and 227 females attended university for this age category. Again, this highlights a general attendance rate more favourable to females, in contrast to the perceived gender disparity envisioned by the UN.

Ministry of Education, Sports and Culture figures show both genders in the 15-24 age group have a similar percentage representation that can read and write, at 99.9% each. The census count for this population group in 2001 was 31,929. Ministry figures, therefore, indicate that just 32 people from within this age category could not read and write. Females represent 46.58% of this age group, implying 15 females in the group cannot read and write, again a favourable rating from the point of view of empowering women. The figures also imply a more even enrolment participation in the past that has been changed by unspecified causes.

Employment statistics, however, show a different picture. According to the 2001 census of those aged 15 and above, 67.5% of males were economically active while only 32.2% of females were so engaged. This is largely explained by the number of females in this age category that declared they were engaged in “housework” or were “housewives”, 31,339 in total, representing 62.2% of the total number of females in this age group. The figures can also be misleading because of the relatively significant level of subsistence activity undertaken by people labelled as domestic workers. It may also reflect the relative ready availability of income earning manual work suited to males. Civil society suggests that the label “domestic duties” and “housewife” as an economic category in the case of Samoa is misleading. Indeed, more and more women are becoming the family’s main income earner, and many more are assuming “matai” titles.

Programmes that provide micro-project financing, in recent years, have provided a range of income-earning opportunities for womenfolk. These programmes have extended economic opportunities to women throughout the country, especially in rural areas. A recent survey also established that 95% of the disabled or people with special needs fell into the local “poverty” category. Thus, to achieve set goals to eliminate gender disparity and move people above the local poverty threshold line, the needs, and opportunities for people with special needs, need to be addressed.

Women in Samoa have always been held in high esteem by traditional society. Nevertheless, there were also areas of segregation based on customary norms, culture and tradition, and on physical and natural attributes, inherited from centuries of coexistence and often based on the distribution of labour within a family and the community. In modern times however, a lady has been on the Cabinet for many years now. Three women are Members of Parliament. Five are also currently Chief Executive Officers of Government Ministries. Many more hold positions as deputy CEOs, as well as responsible positions in the private sector. Most NGOs are led by women, and the

establishment of the SUNGO was spearheaded entirely by women. Achieving gender equality in Samoa is in good standing.

Reduce child mortality

The stated target for this Millennium Development Goal is to “**reduce by two-thirds between 1990 and 2015 the under-five mortality rate**”.

According to the Ministry of Health, during the year 2003 there was recorded a 1.2% death rate for babies born live in Samoa, or a ratio of 12 deaths for every 1,000 births. Comparative figures for previous years from 1990 were not available. However, according to the Demographic and Health Survey, 1999 there were sixteen child mortalities in 1997 and thirty-three in 1998, a significant increase between two years, although not sufficient to provide a meaningful series. Assuming that the course for reducing the child mortality rate is on target, this death rate needs to have been reduced to at most six out of every one thousand births by 2015.

A number of reasons have been given for child mortality in Samoa. These include inattention by the mother to her condition during pregnancy, hard and heavy work by the mother during pregnancy, or that the mother had some serious disease when she was carrying. These include diabetes, hypertension, other organ deficiencies, and those related to an inadequate diet. Poor and inadequate service delivery by the obstetrician or midwife, as well as sub-standard post-natal care, is also considered a contributing factor that needs quality assessment and maintenance.

The baby can also be born with, and be subject to certain ailments and conditions that contribute to early mortality. These include heart diseases, asthma, blood conditions (Hb), diarrhoea, pre-mature birth, malnutrition, use for delivery of un-sterile equipment, not fully developed organs, as well as contributory causes like the habitual early weaning and adoption of babies. Programmes by the Ministry of Health currently address these concerns relating to both mothers and babies. Advisory services through women’s health committees, for example, play a major role in these advocacy programmes.

Although maternity services by community traditional caretakers are increasingly being recognised by the Ministry, and are given basic training by ministry staff, representatives of communities consider that other considerations also impact on this mortality factor. Appropriate education programmes for both expected parents are often necessary. Providing appropriate training for traditional midwives can extend this advisory service, especially to more remote communities. The Ministry has had an active training and advocacy role in this process during the past decade.

Sometimes it is the lack of family resources to meet these precautionary conditions that result in general neglect. Inadequate transportation means and financial resources, for example, can result in insufficient visits to and consultations with appropriate health specialists. The general improvement of living conditions for all people, therefore, is also

necessary alongside specialised programmes by the Ministry of Health if the set targets for reducing child mortality are to be achieved.

Improve maternal health

This Millennium Development Goal targets reducing **“by two-thirds between 1990 and 2015 the maternal mortality ratio”**.

Health programmes targeting maternal health are closely associated with those for reducing child mortality. Figures were not presented by the speakers at the workshops on this MDG, or available from the resource material available and sourced by this report, and so it was not possible to outline the magnitude of the task needed to reduce by two-thirds maternal mortality as targeted by the UN. A comprehensive programme by the Ministry of Health, however, is claimed to be ongoing addressing this concern.

One aspect of the Ministry’s current efforts to curb maternal mortality and increase maternal health is closer working relationships with “traditional” maternal health deliverers. This has led to more recognition of traditional healers, and the provision of basic training for them in general maternal services. The Ministry has registered eighty-nine such traditional caretakers, and has in place a programme for their further training. During 2002 three-hundred-and-thirty mothers were attended at birth by traditional maternal caretakers, representing 9% of total births in Samoa that year.

Some of the reasons given by health officials and members of the communities for maternal mortality include the need by expecting mothers to recognise the special condition they are in when pregnant. Also, mothers, and the family in general, must be aware of the potential difficulties this condition entail, and how important it is to recognise the value of health and life itself. Some mothers are lost through blood loss, late arrival at the hospital, lapses in the provision of maternal services, and the lack of financial and other resources for the mother to be properly cared for, and sometimes just being neglectful.

General awareness education and training is seen as an important way to address the weaknesses mentioned above. This often requires participation by expecting fathers as well as mothers. Delivering such services requires cooperation between government officials of the Ministry of Health, village communities, and the individuals involved and their families. Awareness and the application of basic preventive and remedial actions such as sticking to a balanced diet, suitable exercise, avoiding heavy work, regular medical checks, and avoiding harmful traditional massages are some of the basics that the Ministry is trying to instil through its educational programmes.

Combat HIV/AIDS, malaria, and other diseases

This Millennium Development Goal proposes to **“have halted by 2015 and have begun to reverse the spread of HIV/AIDS”** and **“have halted by 2015 and begun to reverse the incidence of malaria and other major diseases”**.

The general consensus by the communities and government health representatives at the workshop discussions was that Samoa had some other more pressing health problems than those specifically mentioned for targeting by this MDG. HIV/AIDS, however, was considered a potentially looming health disaster, and was therefore relevant. Other diseases that needed urgent attention in the case of Samoa, though, included hypertension, related heart problems, diabetes, obesity, various cancers, and other lifestyle diseases. Malaria, a major scourge in many tropical developing countries, is not a threat in Samoa.

The official count of those that have been infected with HIV/AIDS in Samoa between 1990 and 2003 is still stated officially as twelve, eight having since died while four are alive and being treated. The cost of treatment medicine alone is estimated at around SAT\$28,800 per case per annum. These four cases are handled by the Ministry of Health, although it is claimed that there may be others who have sought treatment elsewhere themselves. Given this speculation, it is possible, therefore, that more than four HIV/AIDS infected persons may be present in Samoa.

The incidence of the HIV/AIDS menace in Samoa is therefore still relatively minor compared to some other countries. The main cause is still sexual transmission, except for the case of two children who were infected through their mothers. However, another major culprit in the spread of the disease, especially from highly affected to relatively unaffected areas, is travel. Even small atoll countries of the Pacific with significant contingencies of sailors working cargo ships abroad have been targeted in prevention programmes. This can become an increasing concern for Samoa as well, although alcohol has been identified as the major problem thus far in this area.

Workshop discussants were at a quandary over aspects of the administration of HIV/AIDS programmes. For example, it is often the case that the “rights” of the person infected to confidentiality and a hidden identity, is strenuously protected. However, it was also claimed that this can and has resulted in the spread of the disease elsewhere, when irresponsible carriers have passed on the HIV virus. Likewise, the cost of treatment is phenomenal, and comes mainly out of the public purse. Some views expressed favoured greater public awareness of these cases.

The Ministry of Health has had for some time ongoing programmes aimed at reducing the incidence of many of the non-communicable diseases mentioned above. It has been claimed recently, for example, that two out of every ten people in Samoa may be diabetic. Epidemiological extrapolations also indicate a high and growing incidence of other lifestyle illnesses such as hypertension and related heart diseases including stroke, asthma, diabetes and obesity. Comprehensive health programmes continue to combat

these trends, but because they are rooted in the way people live, it continues to be an uphill struggle.

Current government programmes target the control of growth in the incidence of non-communicable diseases – mostly the result of introduced lifestyles. In addition to those mentioned above, rubella, meningitis, measles, and the increase in mental disorders are considered in need of more attention. A number of NGOs in the country contribute to these programmes, including women's health committees and associations at the village level, counselling services, as well as partnerships between rural-based organs and government-sponsored services.

Ensure environmental sustainability

The main target under this Millennium Development Goal is to **“integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources”**. A second target is to **“halve by 2015 the proportion of people without sustainable access to safe drinking water and basic sanitation”**, and a third, **“by 2020 to have achieved a significant improvement in the lives of at least 100 million slum dwellers”**.

The Government has progressively over the past fifteen years built up its official institution responsible for safeguarding the environment, initially the Lands, Surveys and Environment Department, now renamed the Ministry of Natural Resources and Environment. Over the same period, there has also been a community response to environmental degradation, with civil society responding with their own non-governmental organisations addressing concerns about the environment.

Deforestation continues to be a major concern. Most major electric energy generation had targeted the country's major wetlands and water catchment areas. Yet again, there are current official plans to extend this exploitation from Upolu to Savaii, with the only remaining major water catchment area in the country still free from electricity application finally being pursued. Commercial logging and agriculture expansion also continue to contribute to the reduction in forest cover. Occasionally, forest fires, cyclones, and in places the spread of invasive species, also provide threats to the ability of forests to regenerate.

The 1998 EIA regulations have yet to be formally approved by Cabinet. This has continued to tint the real and genuine thrust of government policies concerning sustainable development and the environment. The current land for logging concessions granted commercial loggers will run out soon. Because forest plantations developed by the government under its reforestation programme have been handed back to the communities, it is imperative that the capacity of communities to manage their forest resources, especially given the impending next round of arrangements with commercial loggers, need priority attention.

The Ministry of Natural Resources and Environment developed in 2001 “**a comprehensive strategy for the conservation and sustainable use of Samoa’s biological diversity**”, and it is claimed that “**an integrated and organised approach to addressing biodiversity issues is in place**”. This is essential to achieving the targets set by this Millennium Development Goal. Nevertheless, it is also necessary, in addition to having such a strategy to also have the will and the means to implement it. Communities feel that the Ministry needs to work closer with non-governmental organisations and the wider community in implementing this strategy.

The energy and water sectors in Samoa, which contribute to environmental concerns in many ways, continue to be one of the fast-growing local industries. For example, they represented 2.5% of GDP in 1995, 2.8% in 1998, and 3.4% in 2002, and accounting for growth during that seven-year period of 36%, an average of 5.14% per annum. Petroleum consumption, on its own, grew from approximately 43.1 million litres in 1989 to about 71.2 million litres in 1998, representing an increase of 65.2% over that ten-year period.

The dramatic increases sustained by the economy’s sectors mentioned above, in reality, are due in part to their initially low base. As well, in the case of electricity and water, these coincided with extensions to these services to cover most of the country, both urban and rural. The former traditional sources of energy, woodfuel and coconut residues, are also estimated to have declined drastically over the past few years with increasing monetisation of the economy and a significant decline in purely subsistence activities.

The Samoa Water Authority was formally established in 1993. A number of major water improvement programmes were implemented prior to the establishment of the authority and since. These included a rural water supply project funded through the European Union, maintaining freshwater quality at the community level projects funded through the International Waters Programme, a water metering project, a water-chlorination scheme for the greater Apia water supply, as well as others that have generally improved the quality and availability of water to most parts of the country. Civil societies have also been active in some villages develop clean community water supply systems.

However, cyclone damage, and continuing land clearance, are major threats to the ability of water catchment areas to hold water, as well as affecting the ability of remaining rivers to provide quality water. Sustaining the ability of catchment areas to provide adequate quality water will increasingly be a challenge with growing population pressures on both water use and agricultural land for development.

One of the targets set by the UN for this MDG is to achieve a significant improvement in the lives of “slum dwellers”. The indicator does not strictly apply to Samoa. However, it is considered that extending an enabling environment to those sectors of the population with special needs is locally applicable. This may require, for example, revising public buildings construction and design codes, and common services such as special parking spaces.

Develop a global partnership for development

This Millennium Development Goal sets out a number of targets for measuring progress. These are:

- (i) Develop further an open rule-based, predictable, non-discriminatory trading and financial system, including a commitment to good governance, development and poverty reduction – both nationally and internationally**
- (ii) Address the special needs of the least developed countries, including tariff and quota free access for least developed countries' exports; enhanced programme of debt relief for HIPC and cancellation of bilateral debt; and more generous CDA for countries committed to poverty reduction**
- (iii) Address special needs of landlocked countries and small island developing states (through the programme of Action for the Sustainable Development of Small Island Developing States and the outcome of the twenty-second special session of the General Assembly)**
- (iv) Deal comprehensively with the debt problems of the developing countries through national and international measures in order to make debt sustainable in the long term**
- (v) In co-operation with pharmaceutical companies, provide access to affordable, essential drugs in developing countries**
- (vi) In co-operation with the private sector, make available the benefits of new technologies, especially information and communications**

Like some of the other goals and targets discussed above, these measuring guidelines have varying application and relevance to Samoa. Others, however, are necessarily mostly government driven, and involve international relations and coordination and cooperation with other governments and international agencies. Some, though, have specific relevance to local situations, such as the relationship between local government agencies and civil society.

Developing an open and rule-based and predictable non-discriminatory trading and financial system has been the objective of government reforms involving the financial sector over the past decade. Important reforms have been made to the local financial environment, and the functions and regulatory apparatus of the Central Bank of Samoa have been seriously enhanced. Likewise, regulatory responsibilities relating to international financial transactions and transfers have been developed in cooperation with similar financial institutions internationally. Locally, its supervisory functions in relation to the operations of local commercial banks have been stepped up.

Serious attention has also been paid to the subject of good governance, especially within the government and the public sector in general. Numerous workshops, and attendance at such training programmes overseas, has been the norm over the past five years. A major institutional strengthening programme has also been in place for some years, aimed at improving the effectiveness and efficiency of the public sector. These programmes have been expensive, and their effectiveness difficult to measure. Only where actual service

delivery has been delegated to a non-government implementing agency has the results been readily measurable.

Civil society is also generally of the view that more transparency, and independent representation, at corporate board level, is necessary to ensure good governance. For example, because government companies, corporations and agencies are government owned, appointments to their boards of directors, and to steering and advisory committees, are typically made at the political level. In some cases, this process does not lend itself well to the expression of an independent viewpoint and availability of technical competence needed at this level by the client corporation.

Many of the UN-suggested measures to address the special needs of least developed countries are not strictly applicable to the case of Samoa, mainly because of the country's placement at the margin of those states labelled LDCs. Discussed under the section above on Samoa's economic situation, the country's official overseas indebtedness is regarded to be in fair shape. Official development assistance has also consistently been of significant volume relative to its GDP and population. And the country continues to benefit immensely from the generosity of its people overseas.

Market access, on the other hand, is an area needing development. Touted as the means to economic growth, Samoa instead has been facing stiff opposition in Europe to its exports of ava. Neighbouring markets like Australia and New Zealand have stringent conditions for imports of various fruits, especially those demanded by the Pacific Island communities in these countries. In the case of these two countries, bilateral assistance in the form of technical and other services to help Samoa overcome these trade restrictions would be appropriate. In the case of the EU, it would have been in the spirit of the Doha agreements to provide assistance to establish finally the efficacy of claims for and against the use of ava.

Opportunities for opening up employment avenues for youth remain a major challenge for Samoa given its youthful population and restrictive local opportunities for employment creation. Import tariff reductions introduced to open up the economy has already had an impact on local manufacturers. Reduced duty rates has benefited consumers through cheaper imports. However, it requires applying major structural readjustment to the operations of local businesses that produce similar goods. The policy has materially shifted incentives towards construction and service industries such as tourism-related activities, and repair and maintenance services.

At the multilateral level, the opportunity for Samoans to migrate to developed countries like Australia and New Zealand, will remain a real potential for extending opportunities for job creation. This is nothing new or extraordinary, because these two countries have had a free flow of their labour forces between their borders for many years. An arrangement along these lines for Pacific Island Countries might have been considered under the recently negotiated PICTA and PACER agreements under the auspices of the Forum Secretariat. Likewise, there is potential to extending arrangements like the one under which Samoan sailors and other personnel are employed.

Because of the size of the local private sector, and also that of the public sector relative to industrial operations overseas, opportunities for negotiating arrangements for the cheap supply of medicinal are limited, although opportunities exist, especially through arrangements with larger developing countries, and especially concerning generic medicine. The concern again, however, is one that is not so profound for Samoa given its current needs and state of its economy. Niches, nevertheless, exist for irregular arrangements with overseas manufacturers, suppliers and philanthropist organisations that facilitate and service such needs from time to time.

Extending the availability of modern technologies, especially those associated with information and communications, received major strides in recent years with the availability of telephone services to most areas of Samoa. Telephone lines, especially, have been significantly extended. Cellular phone coverage, however, has remained static for some years, and needs to expand manifold to reach most of the country. The use of personal computers has also grown impressively in recent years, including access to the internet. This includes their availability within schools around the country, and also their proliferation among users such as church ministers throughout Samoa.

Radio broadcasts and services have also improved immensely in recent years. Government two years ago established a new government-owned broadcasting corporation, incorporating the previously separate entities that provided radio and television services. The government-owned radio services that broadcasts on the medium band, is received throughout the country, while television has just a few locations isolated by geographical barriers to reach. A private sector operator also provides a range of radio services through four FM channels, although coverage is not nationwide due to geographical barriers to transmission. A local “cable” television service is also available, with a second cable/radio-transmitted provider being proposed.

4. Role of international development agencies, Government and NGOs

Bilateral and international development agencies have an important ongoing role to play in the development, and the achievement of the Millennium Development Goals, in Samoa. The level of official development assistance, and the volume of development finance procured under softer than commercial terms, have continued to play major and pivotal roles resourcing basic infrastructure and long-term development projects in the country. Because of the low local savings rate, and also the dearth of opportunities to earn surplus income from exports and other economic activities, this situation is expected to persist long into the future.

Government’s approach to the implementation of various social development and service functions in the country has also been undergoing some noticeable changes over the past decade. A number of service delivery agencies have been corporatised, with others commercialised. Some ministries have been relegated a more regulatory role, with the delivery of related public services consigned to commercial enterprises. The results have

been positive, and there should be encouragement to do more of the same, targeting other ministries. In addition to strictly profit-oriented entities, however, there are numerous public services, especially those with more of a social nature, that can be effectively and efficiently delivered through non-governmental civil societies and organisations.

The formal arrangements for facilitating the identification and acquisition of financial resources for developmental programmes necessarily has to be coordinated through the Government. This allows for a proper watch and tally of total resources availed to the country, especially from bilateral and international governmental sources. Nevertheless, given the growing sphere of responsibilities and programmes tasked to various civil societies with appropriate competence, it must follow that, just like the overhaul needed when the functions of some key ministries were relegated to commercial interests, some of these primarily social functions - projects that can suitably be implemented by some NGOs - should be reviewed with a view to better smoothly facilitate the flow and timely utilisation of resources, and the effective and efficient delivery of related services.

The partnership between international development agencies, government and civil society in Samoa is based on very firm grounds. Many of the Government's service delivery is traditionally based on customary and social norms. Like its partnership with business, there are opportunities for NGOs and the Government to also further strengthen their relationship. A major step has been made with the designation of a member of the Cabinet as the Minister for NGOs, the Prime Minister himself. Better defining and formalising this relationship, and partnership, will result in enhancing effective communication and efficient service delivery.

The community view is that there are also opportunities for greater participation by NGOs at the governance level. Although members of civil society are routinely recruited to various specialised government task forces it is considered that such representation can be extended to the board of directors and advisory and standing committees of a number of government corporations and ministries. Access, for example, to ad hoc government resources like income from gambling licences, is one avenue for closer collaboration between Civil Society and the Government in resourcing and delivering related social services.

5. Summary of main recommendations

MDG 1 : It is recommended that more recognition and acknowledgement of the existence of “poverty of opportunities” is afforded in official government policy formulation and implementation so that the effect of development programmes aimed at alleviating these conditions are better targeted.

It is further suggested that the use of economic indicators like GDP per capita can distort the actual situation of many special groups in the population, such as those with special needs, and that such indicators should be coupled with on-the-ground surveys.

MDG 2 : The conduct of preschools and other “pre-education” and non-formal activities are mostly undertaken by NGOs. Without these civil society services the goal of achieving literacy for all within the age group 5-14 years will not be achievable. It is recommended that more recognition and assistance be given to these pioneering activities.

MDG 3 : The common use of the label “housewife” and “domestic duties” applied to womenfolk distorts the important and significant social and economic contribution made by women. It is recommended that the description of “women” as used for economic categorisation be reviewed, and that a more representative and impartial label be developed that suits the local situation.

MDG 4 : Health programmes have been in place for some time aimed at reducing child mortality. It is recommended that greater accountability and transparency, in terms of service quality promotion and control, and in related professional education and training, be made a priority. Enhancing partnerships with traditional and NGO service delivery agents should be further enhanced.

MDG 5 : The existing programme that provides training by health officials to traditional midwives should be expanded and enhanced. Expansion should include training in other related aspects of health care other than aspects restricted to “normal” midwifery functions. Such an enhanced training programme would be more effective at the rural level if delivered in association with NGOs involved at that level, such as women’s committees. As well, with increasing urbanisation, similar services may be necessary newly densely populated urban communities.

MDG 6 : Because malaria is not prevalent in Samoa, it is recommended that health advocacy programmes should target more non-communicable diseases, including mental disorders, that are on the rise in the country. Instruction and awareness programmes to combat HIV/AIDS must continue.

MDG 7 : The longstanding issues of conservation and development continue to be controversial in Samoa. It is recommended that more transparency is necessary, and that the independent evaluation and review of development projects with potential adverse long-term impacts on the environment, should be encouraged. Approving and implementing EIA regulations drafted some years back is an urgent need. Outsourcing government functions, especially so as to facilitate local community inputs, will contribute to sustainable development.

MDG 8 : It is recommended that the Government review and establish guidelines and routine procedures that steer relationships between the Government and NGOs. This may involve an enhanced role for SUNGO, as well as policy and procedural processes in relationships with the Minister for NGOs. Such a review need also include policy and procedures with respect to the UN and other donor governments and agencies.