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MPDD/CSN/HLAPPD/BPOA.1/2010/11

ENGLISH ONLY

8 January 2010

ECONOMIC AND SOCIAL COMMISSION FOR ASIA AND THE PACIFIC
MINISTRY OF FINANCE, GOVERNMENT OF BANGLADESH

High-level Asia-Pacific Policy Dialogue on the Brussels Programme of Action
for the Least Developed Countries
18-20 January 2010
Dhaka, Bangladesh

DRAFT COUNTRY REVIEW PAPER

Implementation in Asia and the Pacific of the Brussels Programme of Action for the Least Developed Countries for the Decade 2001-2010: progress made, obstacles encountered and the way forward

Samoa

This draft country review paper has been prepared by the Government of Samoa with support from ESCAP to facilitate discussions.

The views expressed in this draft paper do not necessarily reflect those of the United Nations or of the Government of Samoa.

This draft paper has been issued without formal editing.

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I. INTRODUCTION

The Brussels Programme of Action for the Least Developed Countries for the decade 2001-2010 (BPoA), which was endorsed by the General Assembly in its Resolution 55/279, represents a time bound comprehensive poverty reduction strategy with 30 internationally agreed development goals, including those contained in the Millennium Declaration, through seven interlinked commitments, namely: (1) fostering a people-centred policy framework; (2) good governance at the national and international levels; (3) building human and institutional capacities; (4) building productive capacities to make globalization work for the least developed countries; (5) enhancing the role of trade in development; (6) reducing vulnerability and protecting the environment; and (7) mobilizing financial resources. The overarching goal of the program is “to make substantial progress towards halving the proportion of people living in extreme poverty and suffering from hunger by 2015 and promote the sustainable development” of the least developed countries.

Least developed countries are recognized as the most vulnerable members of the international community. Samoa is one of 5 least developed countries in the Pacific sub-region and one of the 14 least developed countries that are also small island developing states.

Samoa shares common features with other island developing countries, such as smallness of size, population and domestic markets and are geographically remote from major economic centres. As a result their economies are narrowly based and are extremely vulnerable to exogenous factors; such features combined adversely affect integration into the regional and global economy. Samoa is scarce in terms of natural resources, has the smallest exclusive economic zone and like its neighbours is highly vulnerable to natural disasters; the likely increase of such is predicted as a result of climate change and sea level rise.

The report reviews:

- (i) The development planning process, including key economic, social political and environmental trends in Samoa, and the constraints which affect progress towards sustainable and inclusive development;
- (ii) The progress and challenges in the implementation of the commitments of the Brussels Programme of Action;
- (iii) The impact of, and policy response to the global economic crisis;
- (iv) Recommendations for action on five broad clusters, reflecting selected Commitments and priorities contained in the Brussels Programme of Action: (1) Reducing poverty and hunger through the promotion of sustainable and inclusive development in the LDCs; (2) Promoting food security through sustainable agriculture; (3) Enhancing the share of LDCs in trade, aid and financial flows; (4) Protecting the environment and reducing the vulnerability in LDCs; and (5) Developing human and institutional capacities to support inclusive and sustainable development of the LDCs.

II KEY ECONOMIC, SOCIAL, POLITICAL AND ENVIRONMENTAL TRENDS AND NATIONAL SUSTAINABLE DEVELOPMENT STRATEGIES

A. Economic development

Samoa has consistently achieved an average growth in GDP of around 4 per cent over the past 6 years, significantly above that for other Pacific island countries, while at the same time population growth has declined. Between 1990 and 2006 the annual GDP growth rate was estimated at just under 5 per cent and by 2006 it had reached USD 5,613 in purchasing parity terms. Growth has been supported through remittances and development aid, which have remained consistently high over the last decade. In recent years there has been a switch from agriculture to higher incomes in urban and tourism based employment. Though the traditional extended family serves as a safety net, there has been a widening of income differentials, with the top 10 per cent absorbing over 30 per cent of income.

Samoa is scheduled for graduation in 2010. As compared to the review in 2006, GNI per capita increased from US\$1,597 to US\$2,240 the fourth highest GNI per capita as reflected in Table 2. Samoa has the highest Human Assets Index (HAI) score among all least developed countries. EVI is likely to increase considerably as Samoa experienced a devastating tsunami in September 2009, which affected about 20 per cent of its population. It will take considerable time for the economic damage to be repaired, in particular that suffered by the agricultural and tourism sectors.

Table 1: GDP Growth rates

2000/ 2001	2001/ 2002	2002/ 2003	2003/ 2004	2004/ 2005	2005/ 2006	2006/ 2007	2007/ 2008	2008/ 2009	2009/ 2010
6.1	7.0	3.1	4.1	6.3	2.2	2.3	5.0	-5.5	-3.0

Source: Government of Samoa, Bureau of Statistics.

Table 2: GNI per capita
(Current US dollars)

Country	2000	2001	2002	2003	2004	2005	2006	2007
Kiribati	1130	1140	1040	1050	1170	1340	1270	1120
Maldives	2140	2140	2200	2370	2580	2580	2970	3190
Samoa	1390	1420	1450	1600	1900	2170	2430	2700
Solomon Islands	690	640	560	560	60	630	680	750
Timor-Leste	-	-	350	350	510	750	950	1510
Tuvalu	1295	1349	1531	1910	2220	2363	2387	2718
Vanuatu	1250	1210	1050	1150	1380	1590	1780	1840

- = not available

Source: ADB Key indicators for Asia and the Pacific 2009, (Manila, ADB, 2009).

B. Social development

The ranking for social development as measured by the Human Development Index showed Samoa increasing its ranking from 101 (2000) to 94 in 2007 out of 182 countries

Samoa has made good progress in achieving its Millennium Development Goals. The population estimated to be living in extreme hardship is on the increase from 17 per cent 1997 to 20 per cent in 2002 and 26 per cent in 2008 based on the measure of basic needs poverty line. A significant number of households are living under difficult conditions and facing real hardship. Urbanization is growing at a rate above national population growth rate which means that there will be challenges associated with maintaining the capacity and level of services to meet the demands of such growth. In this connection the government with the assistance of its development partners has embarked on a pilot program of urban governance management in a selected growing urban residential area.

Samoa has opportunities for growth but is constrained by smallness, remoteness, and limitations in institutional capacity, as well as vulnerability to natural disasters, particularly cyclones and recently in September 2009 earthquakes and a tsunami.

C. Political development

Samoa has enjoyed political stability for decades and together with its political leadership has been attributed by a Pacific Islands Forum commissioned study to: “A well-managed, multi-level interface between government, church and traditional authorities and obligations has enabled Samoa to work out a coherent and broad-based responses to external and internal challenges. Such a collective capacity to absorb information and develop effective responses on a national basis is rare among nation states, and is the principal reason for Samoa’s remarkable record of stability and progress. The government’s skilful and determined handling of Samoa’s threats and opportunities has been rewarded with a steady economic growth and a reputation for sound economic management—strong selling points for any country in the investment marketplace.”

D. Environmental development:

Samoa has an Economic Vulnerability Index of 64 which is well above the threshold of 42 reflecting its vulnerability to exogenous shocks.

Environmental concerns include the unsustainable exploitation of coastal and deep-sea fisheries, degradation of coastal and marine environments, increasing waste, threats to freshwater resources from poor catchment management or groundwater pollution, loss of biodiversity, the spread of invasive species, degradation of land resources through unsustainable forestry and poor agricultural practices, excessive loss of forest to alternative uses and climate change. Rising temperatures, changes in rainfall, rises in sea level and more frequent, intense tropical cyclones and storm surges are expected to lead to increased flooding of coastal areas, reduced fishery and reef resources, and droughts. In this connection Samoa with the support of its development has embarked on a comprehensive National Adaptation Program that is cross sectoral and involving a wide range of stakeholders in particular, communities.

E. Development planning process

Samoa's planning and budgetary system consists of four major components:

1. **Strategy for the Development of Samoa** which presents an overall vision, national development objectives and a summary of the economic and social policies and strategies that will achieve the objectives. The current **Strategy for the Development of Samoa, 2008-2012: Ensuring Sustainable Economic and Social Progress** presents a vision of an "Improved Quality of Life for All." The achievement of the vision relies on realizing seven national development goals, which in turn requires effective implementation of development strategies in the three priority areas of economic policies, social policies and public sector management and environmental sustainability. The development of the national strategy involves a community wide consultative process

2. **Sector planning** which provide a detailed statement of sector performance, issues and opportunities, and sectoral development objectives, policies and strategies that support the national strategy. These plans provide the framework for the identification of public policy initiatives and projects in the private and public sectors, including the role of government agencies in developing the sector in partnership with other government agencies, churches, the private sector, and other non-government stakeholders. It also provides reliable sector wide information to illustrate the main challenges faced in the implementation of the sector plan.

Designated government agencies are responsible for preparation of Sector Plans through a process of stakeholder consultation and participation. The Ministry of Finance is responsible for ensuring consistency between the Sector Plans and SDS. Sector Plans are approved by the Cabinet Development Committee (CDC). In its role as planning secretariat to the CDC, the Economic Planning and Policy Division of the Ministry of Finance is responsible for monitoring and reporting on the implementation of Sector Plans; but the designated government agencies are also expected to monitor and report on progress

3. **Programme planning** involves the identification, formulation, appraisal, implementation, and monitoring and evaluation of projects which constitute sector programs using a sector wide approach. A sector program is usually defined as a distinct set of activities that will achieve a defined objective over a specific time period. Program planning procedures are detailed in the *Manual on Project Planning and Programming 2009*. Public sector activities are included in the **Public Sector Investment Programme (PSIP)**, which outlines ongoing and pipeline development projects for a three-year period and this is prepared by the Ministry of Finance.

4. **Performance Budgeting** requires line ministries and other government agencies to focus on the goods and services (outputs) they produce, and to justify these in terms of clearly specified medium-term sector policies and strategies including a consideration of likely outcomes.

Samoa's development is outlined in the "Strategy for the Development of Samoa 2008-2012" (SDS) with the overall objective to improve the quality of life for all Samoans. Before that it has had two 3 yearly development strategies with little significant change in development

priorities. The targets of the SDS are: (i) sustained macroeconomic stability; (ii) private sector led economic growth and employment creation; (iii) improved education standards; (iv) improved health standards; (v) community development; (vi) improved governance; and (vii) environmental sustainability and disaster risk reduction.

Since 2004 when sector planning was introduced, 9 of the 15 sector plans have been completed with 4 of the remaining six in various stages of development. Out of the completed sector plans seven have begun implementation of sector programs all over a timeframe of 5-9 years. The sectors involved include water, education, health, law and justice, finance, public administration and energy. Resource allocation is likewise premised on the development of sector programmes.

F. Sustainable development framework

The Mauritius Strategy for Implementation concentrates on the unique development problems of small island developing States and sets out the basic principles and specific actions required at the national, regional and international levels to support their sustainable development, through (i) the integration of economic, social and environmental objectives; and (ii) the wide participation of stakeholders in the development process. These are the same basic principles upon which the Strategy for the development of Samoa is premised among others.

a. Sector budget and medium term perspective

There is continuing dialogue with all development partners on the shift towards budget support with ownership, and leadership by the government. Budget support will contribute to approximately 6 per cent of the total government budget over the next 3 years. The establishment of a Public investment program that is aligned to the national strategy is a means to articulate the priorities over the medium term across all sectors and is likewise in line with the sector strategies to address the challenges therein. All sectors are required to prepare a detailed medium term expenditure framework (MTEF). Where relevant, tariff structures have been introduced in 2009 along with monthly billing and new computerized billing systems particularly for utilities.

b. Sector and donor coordination

Sector and donor coordination is led by the government through Sector Steering Committees which meets on a quarterly basis with representation from Ministries, agencies, civil society and donors. This forum oversees ongoing projects, decides on future investments and provides guidance on policy and coordination issues. Each sector holds Annual Sector Reviews in to assess progress and discuss future plans and challenges. At the national level the government conducts a donors' round table annually. There is operational a centralized system of aid and development cooperation coordination

c. Institutional setting and existing capacities

The institutional framework in the sectors has been established under national leadership. There are core ministries with policy making and regulatory functions while others play implementation roles including civil society groups. Sector steering committees provide the oversight. At national level a Cabinet Development Committee monitors the implementation of the Public Sector Investment Program. Programmes of technical support, institutional reform and

training under the various sector programs have strengthened these institutions. Capacity building is an ongoing process, which will continue under budget support funding.

d. Overall framework for performance monitoring

Sectors have developed comprehensive Performance Monitoring Framework with milestones and outcome/impact indicators to monitor progress. Agreed to indicators are derived from the national monitoring system of the Strategy for the development of Samoa and rely on readily available data drawn from official sources. Performance evaluations take place in the context of the annual reviews of each sector as well as through midterm budget reviews and reviews of the Strategy for the Development of Samoa.

III. ASSESSMENT OF THE PROGRESS AND CHALLENGES IN THE IMPLEMENTATION OF THE COMMITMENTS OF THE PROGRAMME OF ACTION FOR LDCS FOR THE DECADE 2001-2010

The seven interlinked commitments of the Brussels program of Action are: (1) fostering a people-centred policy framework; (2) good governance at the national and international levels; (3) building human and institutional capacities; (4) building productive capacities to make globalization work for the least developed countries; (5) enhancing the role of trade in development; (6) reducing vulnerability and protecting the environment; and (7) mobilizing financial resources. To achieve the objective of the BPoA of significantly reducing the level of people living in extreme poverty the principle target was set of a growth rate in GDP of at least 7 per cent per annum and an increase in the ratio of investment to GDP to 25 per cent per annum by 2010.

A. Commitment 1: People-centred commitment

Samoa has not been able to attain a 7per cent per annum growth rate throughout the decade except for FY 2001/02 as reflected in Table 1. Similarly it is not on target to achieve the target of increasing the ratio of investment to GDP to 25 per cent per annum.

However, over the last decade Samoa has achieved good economic results. Between 2000 and 2007, real per capita GDP increased by around 4.5 per cent per year and GNI per capita almost doubled, making Samoa one of the best performing countries. The economic growth is reflected in the transition toward service activity, especially commerce and tourism. After the period of growth, the economy of Samoa contracted by more than 3 per cent in 2008 as a result of the impacts of the fuel, food and financial crises. Furthermore areas of Samoa were devastated by a tsunami in September 2009. This will have an adverse effect on the economy in 2009 and 2010; however there are projections that the situation will normalize beyond 2010 and that positive modest growth is expected as the impact of the global recession eases, benefits from continuing economic reforms set in, a substantial Public investment program is implemented and the tourism sector is expanded.

The progress towards reducing poverty and hunger has been slow and is of concern. The level of serious poverty as measured by the proportion of households and population falling below the food poverty line is low at 5 per cent. The level of basic needs poverty is higher as

households struggle to meet the demand for cash to cover the costs of non essential non food basic needs items. The proportion of the population living below basic needs poverty line has deteriorated from 17 per cent in 1997 to 20 per cent in 2002 and 26 per cent in 2008 and the increase is most prevalent in the rural areas and is attributed to the fall in employment at the major manufacturing plant as well as the rising food and fuel prices.

Measurement is complicated by the lack of indices for purchasing power parities. For many island countries the definition of poverty has been problematic. This is closely linked to the problem of capturing the essential caring and sharing and traditional social-safety net structure of the extended family with the high dependence on subsistence fishing and farming as a basis for food security. Samoa is not a classified food deficit country even though it is a net food importer. The growth in the economy has not been especially pro-poor but broad based benefiting everyone equally. To ensure that the country maintains a consolidated basis for food security the government has put more effort to promote food production at village level through a nationwide program known as “Talomua” translated to mean the best harvest of the taro crop. The government’s role is to provide the pest resistant cultivars and the technical support for the village farmers. The government and the church have also introduced cost cutting measures for the general population to be able to meet their social obligations which constitute the major part of their non food basic needs requirements.

Poverty in Samoa does not mean hunger or destitution in the traditional sense of its understanding. Experiencing basic needs poverty means that many households are struggling to meet essential basic living expenses on a daily or weekly basis particularly those that require cash payments. They constantly have to make choices between the competing demands for household expenditure and the limited availability cash incomes to meet that expenditure.

The Household Income Expenditure Surveys now carried out on a regular basis has provided the government with clearer, evidence based indicators of the extent and nature of poverty and hardship in Samoa. It suggests policy issues for further consideration and identifies options to address these challenges. Increased opportunities for employment or economic opportunity in both the rural and urban areas is being encouraged including through the development of the informal sector. A substantial Civil Society Facility has been set up which is co-financed by a number of development partners to assist in the provision of economic and livelihood opportunities for communities targeting the most vulnerable groups.

To assist households weather the impacts of the global recession as well as meet the Millennium Development Goal 3 for achieving universal primary education, the Government with the help of its development partners has established a School fee relief scheme for all primary level students

B. Commitment 2: Good governance at national and international levels

Table 3: Governance indicators
(percentile rank, 0-100)

	Voice and Accountability			Political Stability			Government Effectiveness			Regulatory Quality			Rule of Law			Control of Corruption		
Country	2000	2005	2008	2000	2005	2008	2000	2005	2008	2000	2005	2008	2000	2005	2008	2000	2005	2008
Samoa	69	66	67	88	88	87	66	64	53	53	53	37	71	84	72	57	61	64

Source: World Bank, *Governance Matters 2009*, accessed from http://info.worldbank.org/governance/wgi/mc_countries.asp in November 2009.

1. Political democratic governance

In terms of human rights, Samoa continued implementation of CEDAW and CRC as well as follow up to the recommendations of the UN Committees upon the submission of the periodic reports in 2005 and 2006. It also ratified the statute of the International Criminal Court and had the death penalty abolished in 2004. Legislation reforms are under way including the drafting of a Domestic Violence Bill. An extensive Child Protection program has begun including a community approach to youth offenders which is working well. A Qualitative Review of Systems, Structures, Processes, Programmes and Services for Child Protection were commissioned in 2008.

The government has generally observed and applied measures to ensure fundamental freedoms as guaranteed under the Constitution are not compromised in any way. Public protests have taken place and will continue against government policies that have not been widely accepted. Samoa has a free press, which is allowed to actively present views in opposition to the Government. Government is open to dialogue with civil society.

2. Electoral process and constitutional democracy

A review of the appropriate legislation following a Commission of Inquiry into complaints that came out of the last general election in March to do with cumbersome registration system was completed in 2007 with revised legislation in place. Trial runs of the revised registration system have been completed with positive feedback and the system is being considered for adoption by Fiji. The government of the day encourages the strengthening of bipartisan politics and the development of a healthy Opposition. Minor political parties are organizing themselves into a coalition to challenge the current party in the 2011 elections.

3. Political governance – rule of law

Concerted efforts focused on capacity building for judiciary and police to ensure performance of core functions in 2006-2008. A Law & Justice sector plan was developed in 2008 with prioritized assistance for the sector. The sector plan includes the consolidation of police core functions, capacity building and institutional strengthening for other sector stakeholders such as the Office of the Ombudsman.

A separate parallel programme for the development of police core functions began in 2008 with the help of the Australian Federal and New Zealand Police. Institutional strengthening for justice and courts administration areas was completed in 2008 with new associated infrastructure.

4. Control of corruption

Samoa is contemplating seeking technical assistance from the ADB/OECD to assist in moving towards adopting international standards against corruption. This would require an anti corruption law and the establishment of institutional operation mechanism(s) in implementing such a law. Samoa is a member of the ADB/OECD Anti-Corruption Initiative. Preventative procedures and mechanisms against corrupt practices have been in place in key Ministries like the Public Service Commission, Chief Auditor, Ombudman's Office and Ministry of Justice. Loans from the multilateral financial institutions as well as bilateral partners now require anti corruption compliance measures particularly in the sector they are engaged in.

5. Government effectiveness

There is continuing institutional strengthening for realigned ministries and new authorities so that there is uniform support for public sector reform across the whole of government and most of these activities are funded through a Public Sector Improvement Facility supported by bilateral partners. A Public Finance Management Reform Program has been adopted and is now under implementation.

Samoa will continue to implement the OECD Global Forum Principles of transparency and effective exchange of information for tax purposes subject to the establishment of a global level playing field, including: (i) Bringing into force exchange of information arrangements with at least 4 OECD or EU Member States or with all OECD or EU Member States that seek to negotiate such arrangements (ii) Legislating to ensure that the authorities in Samoa have powers to obtain and provide upon a valid request in civil and criminal matters information held by any person within Samoa who has possession of, or control of, or the ability to obtain such information (including information held by banks or other financial institutions, information regarding the ownership of companies partnerships or trusts, foundations or other persons or accounting information in relation to these persons) (iii) Legislating to eliminate or immobilize bearer shares and (iv) Legislating to ensure that international companies are required to keep reliable accounting records. The Finance sector has almost completed phase 1 of the Public Finance management reform program and is now looking at starting Phase 2. Samoa has agreed with NZ and Australia to consider signing of the Tax Information Exchange Agreements (TIEA). Samoa also participated at the conference in Mexico where TIEAs were being discussed. Legislation in place include Anti-Money laundering Act, Public Finance Management Act, Companies Act (including regulations) A review of the Investment policy and costs of doing business have been completed and an Investment Committee set up to provide advice to Cabinet on the feasibility of proposed investments. There have also been discussions with the World Bank on their assessment framework for costs of doing business as it appears to be inconsistent with what is used by government

6. Internal stability and global security

There is regular monitoring of possible conflicts between village based systems of governance and those of the courts. The Lands and Titles Court to date continues to deal with such issues whenever they arise. Government has a good record of political stability and has a free and open press and vocal civil society to ensure balance.

7. Social governance

Cabinet recently approved the Policy on Women long after the implementation of Action Plans for CRC and CEDAW. The National AIDS Coordination Committee in consultation with the community developed a Strategic Plan to address challenges of HIV/AIDS and implementation carried out by various stakeholder groups. There has also been an extensive review of Labour Laws given recent membership of ILO in 2005. To ensure equitable access to basic services the Government continues to pursue its policy of 'what is good for urban dwellers is also good for those in the rural areas. This is being supported by the application and monitoring of national standards particularly for utilities such as water as well as ensure effective cost recovery policies and tariffs for such services with special provisions for lower income families.

8. International and regional context

Samoa supports the implementation of the Pacific Plan as well as compliance with conditions of trading arrangements through PICTA/PACER/EPA. It also actively supports the Pacific Aviation Safety Organization, and regional peace keeping initiatives such as RAMSI with personnel and resources. It has also supported through the Forum Economic Ministers meeting (FEMM) process, the development of regional audit services, customs service, statistical services, and regional regulation blueprint. It has yet to accede to the WTO and has had observer status for over a decade.

Involvement in APRM – Has agreed to participate in a Peer review of the development planning process under the Cairns Compact.

On issues of migration the Government is a strong supporter of the EPA process and actively participates on negotiations on labour mobility issues.

9. Quality of partnership

Samoa continues to consolidate open and consultative dialogue through parliamentary debates. The development of the Strategy for Development of Samoa 2008-2012 has been developed following a consultative process with a wide range of stakeholders with extensive participation of the community.

Samoa promotes donor coordination and harmonisation through government-led sector – wide programmes. Government is promoting joint donor programming wherever feasible including harmonised funding in support of the private sector and civil society development.

Government has encouraged and facilitated dialogue and participation of non state actors across many sectors with active involvement in the water, education and health sectors including participation on policy-making steering committees.

C. Commitment 3: Building human and institutional capacities

Strengthening the potential of women, men and children as both agents and beneficiaries of development is one of the major objectives of the Brussels Programme of Action.

Samoa has over 90 per cent enrolment in primary education. The ratios of girls to boys at primary and secondary level do not indicate gender discrimination as Samoa like its Pacific neighbours are committed to improving the quality and expanding access to education for all, as is seen in the adoption of the Forum Basic Education Action Plan in 2001 by the Pacific Islands Forum Education Ministers and endorsement by the Forum Leaders. The school fee relief scheme is anticipated to draw back into the schools the less than 3 per cent of primary age school children that are not attending primary school and supports the Compulsory education Act passed in 2003.

Overall infant and child mortality is on the decline and Samoa, has already achieved the targets that were set in the Brussels Programme of Action, namely an infant mortality rate below 35 and an under five mortality rate below 45 per 1,000 live births by 2015. These are commensurate with other statistics such as achieving a target of 99 per cent of all births attended by trained personnel and community well-children programs delivered through social institutions such as women's health committees at village level.

HIV prevalence rate is rising and so is the momentum for public awareness/education and prevention programs. The use of peer educators among the youth groups using music and drama as well as role models have been instrumental in public acceptance of the disease without stigmatization. There is no malaria in Samoa however there is consideration of a mitigation program in anticipation of the impacts of climate change.

Table 4: Improved drinking water and sanitation

Country	Proportion of the population using improved drinking water sources (per cent)				Proportion of the population using improved sanitation facilities (per cent)			
	2000		2006		2000		2006	
	Urban	Rural	Urban	Rural	Urban	Rural	Urban	Rural
Samoa	92	88	90	87	100	100	100	100

- = not available.

Source: United Nations Statistical Division, Millennium indicators accessed from <http://millenniumindicators.un.org/unsd/mdg/Data.aspx> in November 2009.

Most rural communities have access to potable water and sanitation and waterborne diseases are not a major problem. The European Union is the key donor in the water and sanitation sector and has remained so over the last ten years. The overall objective of EU intervention in the sector is “to alleviate poverty and improve public health”; the main purpose of the intervention is “to ensure community access to water services of a suitable quality and appropriate quantities to meet all reasonable health, environmental and economic development needs”. The term water services encompasses water supplies, sanitation, waste water disposal and flood control actions.

The expected results are (1) Strengthened water sector governance and orientation, (2) Systems established for sustainable management of water resources, (3) Increased access to safe and reliable water supplies, (4) Benefits of other water users maximised, and (5) Improved sanitation, drainage, and wastewater treatment and disposal. The main activities include monitoring and pursuing an outcome focused dialogue at political, strategic and technical level on key areas such as sector policies, the macroeconomic framework and public financial management. Key activities in the sector include construction and upgrade of sanitation, drainage and water systems, and sector wide capacity building.

Regionally, in 2006, Pacific island leaders agreed that addressing water, sanitation and hygiene issues were critical priorities for the region, to be implemented through the Pacific Regional Action Plan on Sustainable Water Management which is also incorporated in the Pacific Plan. The Pacific Regional Action Plan involves developing national strategies, and some donor agencies are helping to put these into action. Recent regional initiatives have also focused on developing regional strategies for waste management, such as the Regional Solid Waste Management Strategy (2005), providing a template for national action strategies, to be developed in harmony with national development plans

1. Lessons learnt

The cooperation between Samoa and the EU has focused on the water and sanitation sector since the 8th EDF. Under the 9th EDF, the EU supported the development of a comprehensive and integrated sector-wide approach, focusing on institutional strengthening, policy development and sector management. The main lessons learnt include the need for: strong Government ownership, mechanisms for cross-Ministry coordination, continuous capacity building and the design of performance measures by the implementing agencies. The Result Oriented Monitoring (ROM) 2008 reinforced the recommendations of the Mid-term review (2008) to further strengthen the policy framework, establish a permanent institutional framework and improve capacity building support.

The programme will complement initiatives of other donors such as the ADB "Samoa Sanitation and Drainage Project". The programme is linked to the "Pacific Regional Action Plan of Sustainable Water Management" and the "Pacific Framework for Action on Drinking Water Quality & Health". The programme will capitalize on regional projects such as the EU funded "Pacific-HYCOS" (2006-2009) and the "IWRM planning programme" (2007-2010), which aim to improve water resource management and policy development.

D. Commitment 4: Building productive capacities to make globalization work for the least developed countries

Many factors contribute to broad-based economic growth and poverty reduction, including provision of low cost, reliable infrastructure services support economic activities. Communities living in rural and remote areas will always have difficulty in attracting the range of services provided in urban areas, and they face higher costs unless they have access to government or donor subsidies.

High transport costs due to long distances, low population densities, low demand for freight, low passenger numbers and poor transport infrastructure, impede the access of the least developed countries to local and international markets. Improving ports, airports and roads are important challenges and more investment in upgrading infrastructure is needed. Samoa has invested significantly in upgrading its social and economic infrastructure, in particular development of ports and shipping services, airport, roading including road safety and bridges construction, communications and coastal protection.

Samoa enjoys a natural advantage over many of its island neighbours when it comes to transport and infrastructure due to its geographical compactness and the recent liberalization of areas such as aviation, telecommunications which have reduced costs and increased efficiency. The reform of fuel distribution in the early nineties means that petrol prices are lower than elsewhere in the region.

Roading infrastructure is already in good condition and connects all the rural areas with the main centres. There is room for improvement of access roads as the government reinvests in agriculture as a priority sector.

Government run domestic shipping has ensured regularity of domestic transport but has precluded private sector engagement in the sector. Sea freight costs to Samoa are expensive and there is a need to seek cost effective alliances with viable international shipping companies to service the country. The establishment of a joint venture between the national carrier and an international airline service, as well as government support for servicing new routes has ensured cost effective air transportation and travel costs.

Opening up the communications sector to competition with effective monitoring through a robust regulatory framework has extended coverage throughout the country, improve the quality of service and helps to lower communication costs within and beyond Samoa. The government has recently made strategic investments in infrastructure to secure and alternative submarine cable which will ensure stable international communication linkages for Samoan e commerce businesses. In 2008, mobile as well as landline telephone coverage combined as a percentage of the total population was as high as 85 per cent per cent in Samoa.

Energy demand is increasing, driven by expansion of the services sector, especially tourism and household demand. Electrification is also essential for access to communication technology. The rapid oil price rise in late 2007 through to mid-2008 highlighted the risks oil dependency poses to island countries. Renewable sources of energy options are being considered seriously to mitigate continuing increases in oil prices. Solar energy and bio-fuels are being used in limited quantities. The household electrification rate is 92 per cent in Samoa

Agriculture is important as a major source of employment and for contributing to food security. The share of the agricultural sector relatively to the Gross Domestic Product (GDP) composition has been shrinking significantly in Samoa.

Table 5: Value added in agriculture, Industry and services

Country	Agriculture		Industry		Services	
	Per cent of total value added		Per cent of total value added		Per cent of total value added	
	2000	2007	2000	2007	2000	2007
Samoa	16.6	12.5	26	27.1	57.4	60.4

Source: ESCAP, Statistical Yearbook for Asia and the Pacific 2008, (Bangkok, ESCAP, 2008).

A significant proportion of the population remains dependent on subsistence fishing and agriculture to supplement their monetary income. Oceanic fishing is important as a source of government revenue, employment, and export earnings, but overfishing is threatening the Pacific's biggest resource.

The agricultural sector presents the biggest potential to reduce poverty given that at least two thirds of the population rely on the sector for their livelihood. However the stagnation of the sector over the last decade could threaten food security and the village social structure if declining productivity and poor performance are not addressed. The situation is aggravated by the emerging labour shortages for commercial farming if the rural-urban drift and out migration continue. Despite the adoption of a market oriented approach for the sector, there are key constraints to the translation of such an approach into implementable action that must be addressed such as the lack of knowledge and access to profitable markets. This constraint has been compounded by the growing complexity of trade access arrangements, lack of market research information, a fragmented production base and lack of an organizational structure that would secure markets and consolidate production and marketing linkages. The government is supporting best practices whereby successful non government groups could act as brokers to consolidate small scale producers and vertically integrating production and marketing activities for niche products such as for organic virgin coconut oil.

Governments and development partners are looking to ensure that existing food security initiatives adequately address the present and pending impacts of climate change. The Pacific Adaptation Climate Change Programme (PACC), implemented by the South Pacific Regional Environment Programme (SPREP), has successfully integrated long-term food security initiatives.

Tourism is a growing industry in Samoa and is a key driver for economic growth given the downturn in agriculture and fisheries. Visitor arrivals have registered record growth in the past 5 years and tourism earnings represent up to 20per cent of GDP. There has been a remarkable growth of 206per cent in room capacity as well as increased seat capacity as a result of the PolyBlue joint venture adding more flights from the main centres New Zealand and Australia at competitive prices. Introduction of the Unit Title legislation in 2009 is expected to facilitate the financing packaging of relatively large tourist facilities. Given its strong linkages to other economic sectors such as agriculture, construction and transport, growth in the tourism sector stimulates overall economic growth. Since the sector is labour-intensive, it generates high levels of employment relative to capital invested in developing countries. Such employment tends to be gender-neutral and decentralized, as it employs both women and men in both urban and rural areas. Tourism also accounts for a sizable share of foreign exchange. Important to

continued growth are preserving natural attractions, ensuring law and order, having access to land for related developments, and sustaining growth in air passenger volumes.

E. Commitment 5: Enhancing the role of trade in development

Most island countries face significant trade deficits due to the small size of economies, remoteness, lack of infrastructure, and low levels of foreign direct investment inflows. Their exports are concentrated on a narrow range of products, making their economies particularly vulnerable to external shocks.

There has been a significant decline of commodity exports over recent years due to the drop in fish exports in 2007 down nearly 60 per cent on 2002 figures. The value of imports in contrast has risen by 45 per cent over the same period. As a result a trade deficit has risen by over 55 per cent. Receipts from tourism and remittances compensated for much decline but the current account remains in deficit. The most important structural change in the economy over the past decade has been the decline in the relative importance of subsistence activity in real GDP with agriculture down to 12 per cent of GDP in 2007 as opposed to 25 per cent in the eighties. Samoa's economy is now more service based (67 per cent of GDP) more than merchandise.

Table 6: Current account balance
(per cent of GDP)

Country	2000	2005	2006	2007	2008
Samoa	4.4	-6.6	-10.8	-4.6	-7.8

Source: Samoa Bureau of Statistics.

Much resources and time have been invested in negotiating Samoa's membership and strategic position in a number of trade agreements. Graduation from LDC status will have an adverse impact on access to markets particularly as it has yet to accede to the WTO after many years of observer status. Samoa is actively involved in negotiations for new access to EU markets through EPAs under the Cotonou agreement.

A major challenge for Samoa is how to take advantage of the opportunities presented under the Pacific Island Countries Trade Agreement (PICTA) which aims to create a common market and increase trade within the region as well as the Pacific Agreement on Closer Economic Relations (PACER) with Australia and New Zealand, laying the foundations for a single Pacific market

All least developed countries have duty free access to the European Union for all their products, except arms and ammunition under the "Everything But Arms" (EBA) regulation. Economic Partnership Agreements (EPAs) are a scheme to create a free trade area (FTA) between the European Commission of the European Union and the Group of African, Caribbean and Pacific (ACP) countries. They are a response to criticism that the non-reciprocal and discriminating preferential trade agreements offered by the European Union are incompatible with World Trade Organization rules. Also EPAs will provide special arrangements for least developed countries. As opposed to the other ACP countries, the group of least developed countries will be invited to reject the EPAs and continue trade relations under the EBA regulation. The processes for negotiating trade agreements have not been mapped out clearly so

that stakeholders are fully informed of the benefits and otherwise of such agreements and ensure that they contribute to their formulation.

Trade is a way to reduce poverty and to increase economic growth. At regional level a major policy instrument to promote trade and development in the region is the Pacific Plan that targets measures such as the diversification of exports to boost trade in the Pacific, with a key regional priority being the expansion of markets for goods and integrating trade in services. The Government has commenced a Diagnostic Trade Integration Study in 2008, a first step toward better integrating trade into national economic development plans after gaining membership of the Integrated Framework for Trade in 2006.

F. Commitment 6: Reducing vulnerability and protecting the environment

Although the least developed countries contribute least to global warming, island nations are hardest hit by the adverse effects of climate change owing to high vulnerability and lowest adaptive capacities. The adverse effects of sea level rise present significant risks to the sustainable development of small islands developing states and the long-term effects of climate change may threaten their very existence. Their priorities and needs in the area of climate change are reflected in international documents such as the Mauritius Strategy for Implementation.

Under the United Nations Framework Convention on Climate Change, Samoa prepared its National Adaptation Programme of Action (NAPA) through funding from the Least Developed Countries Fund of the Global Environmental Facility (GEF), established in November 2002, allocated funds to the least developed countries including Samoa to aid in the preparation of their NAPAs. Within the NAPA process, priority climate change adaptation projects were identified that were eligible for GEF funding. Recently, Samoa has attracted additional financing to implement its NAPA from bilateral partners such as Australia and the multilateral financial institutions.

The Regional Framework on Climate Change, Climate Variability and Sea-Level Rise has been endorsed by Forum Leaders in their 2005 Communiqué and is incorporated in the Pacific Plan, which has the following climate change objectives: (i) develop and implement national sustainable development strategies, using appropriate cross-cutting and Pacific relevant indicators; (ii) improve natural resources and environmental management by implementing the Pacific Island Energy Policy and associated strategic action plans to provide affordable and environmentally sound energy for the sustainable development of all Pacific island communities; (iii) develop adaptation and mitigation proposals linked to the Pacific Climate Change Framework 2006-2015 and the Pacific Disaster Risk Reduction and Disaster Management Framework for Action 2006-2015, including public awareness raising, capacity-building and improving governance, risk and vulnerability assessments and considering measures to address population dislocation; and (iv) facilitate international finance for sustainable development, biodiversity and environmental protection and climate change in the Pacific, including through the GEF.

Natural disasters threatening the countries include earthquakes, tsunamis, volcanic activity, landslides, cyclones and flooding. Samoa experienced a devastating tsunami in

September 2009, which affected about 20 per cent of its population and left more than 140 people dead. It will take considerable time for the economic damage to be repaired, particularly that suffered by the agricultural and tourism sectors. Despite the physical destruction and loss of life, inflows of international aid minimized the effect of the tsunami on economic growth. The Recovery Plan in first two years of implementation will be fully financed from new and additional financing, predominantly grants, from the international community. The Pacific Disaster Risk Reduction and Disaster Management Framework for Action 2006-2015 emphasizes the need for improved disaster risk management practices and policies to enhance efforts for sustainable development.

There is growing attention to intensifying the implementation of adaptation and mitigation measures to respond to the threats posed by climate change. Supported by the South Pacific Regional Environment Programme and the Pacific Islands Applied Geoscience Commission (SOPAC), efforts continue to focus on both policy and implementation, with a strong emphasis on mainstreaming climate change into national development planning in areas such as disaster risk reduction and management. The aftermath of the tsunami has further highlighted the importance of these issues as well as the adoption of the principle of 'building back better' to ensure resilience in the future.

G. Commitment 7: Mobilizing financial resources

The Pacific subregion has been characterized as having the highest ODA per capita due to the vulnerability of their economies. Effective public finance, including taxation, is essential for financing development. However, the tax base in the least developed countries remains too narrow, and tax collection institutions and policies too weak, to generate adequate public revenues. As a result, domestic resource mobilization remains a challenge for many of the least developed countries which rely heavily on ODA.

External assistance continues to play a major role in the socioeconomic development of Samoa averaging over 10 per cent of GDP over the last twenty years. The impacts of the tsunami have attracted additional levels of financing for recovery activities and the expected level of ODA received is likely to increase to 18 per cent of GDP for 2009. Mobilisation of finances through aid requires a robust policy framework and management strategy that guarantees leadership and ownership by the country. Samoa has developed this over the last 10 years and has been able to generate a genuine partnership arrangement with its development partners that is based on its national strategy and tailored to national capacities and the use of government systems and procedures. In this way can there be achievement of aid effectiveness as defined under the Paris declaration which Samoa became party to in 2006. In 2010, Samoa will undertake a national evaluation of the Paris declaration and its compliance with the Pacific Cairns Compact.

Table 7: ODA received
(per cent of GNI)

Country	2000	2002	2004	2006	2007	2008	2009
Samoa	11.81	14.66	8.7	11.21	7.8	11.43	12

Remittances continue to be a major source of external income and currently accounts for 27 per cent of GDP. They will continue to provide the most stable source of balance of payment inflows and the continued stability of remittances will serve as a buffer against external shocks.

Table 8: Remittances inflows
(per cent of GDP)

Country	2000	2001	2002	2003	2004	2005	2006	2007	2008
Samoa	19.4	18.8	17.2	14.1	23.3	25.9	24	22.8	25.2

Attracting FDI is not easy due to the high cost of doing business in many countries. Growth in FDI is possible only when investors can expect a stable macroeconomic environment as well as rule of law.

There is a need to continue to improve the climate for investment, notably through improved efficient and reliable economic infrastructure, competitive and transparent pricing of public services, regulatory frameworks and reducing the costs of doing business

IV. IMPACT OF GLOBAL FINANCIAL AND ECONOMIC CRISIS ON LDCs AND POLICY RESPONSES

With the initial global fuel and food crises, the global financial crisis and the subsequent global economic crisis (GEC), the seven least developed countries covered in this report performed least well in 2008 but less so in 2009. The degree of the impact on individual countries depends on the level of their economic integration within the global economy and the structure of their economies. The impact of the global economic crises are being transmitted through, declining revenues from reduced volumes of commodity exports, declining tourism receipts and falling remittances

Samoa was still dealing with the impacts of the sharp increase in food and fuel prices in 2007 and 2008 when the recession hit. The high global petroleum and food prices of 2008 pushed inflation to an average of almost 10 per cent. The decline in international commodity prices towards the end of 2008 as a consequence of the recession has lowered inflation forecasts for the island states to an average of 5 per cent for 2009.

Table 9. Inflation
(per cent per year)

Country	2000	2005	2006	2007	2008	2009	2010
Samoa	1.1	1.9	3.8	6.1	11.5	5.5	3.2

Source: Samoa Bureau of Statistics.

Even in the first quarter of 2009, tourism and remittances receipts were holding well. There was abundant liquidity not commensurate with the level of borrowing even after the application of monetary policies to reduce interest rates.

Tourism continues to support economic growth in Samoa even after destruction of 6 per cent of the sector infrastructure during the tsunami. However, the increasing dependence on visitors and revenue earnings from tourism increases vulnerability to global economic shocks. The challenge is to increase the diversification of the economy. Tourism appears to be stable even with the global downturn.

Private inflows are often seen as a more robust source of income for Samoa than other financial flows such as foreign direct investment. As these remittances mostly originate in developed countries, the economic downturn and rising unemployment in developed countries will have a negative impact on private remittances flows to developing countries in 2009 and most likely beyond. Samoa, with a GDP ratio of remittance inflow of 27 per cent in 2008, is particularly exposed to falling remittances. Since the recession, areas of Samoa were devastated by a tsunami in September 2009. This event has made the economic situation so much worse and it is likely that there will be a considerable increase in funds sent home to families from Samoans temporarily or permanently working overseas. Remittances to Samoa continued to grow in the first two quarters of 2009. In 2007, New Zealand launched its Recognized Seasonal Employer (RSE) scheme for temporary employment of migrant workers in seasonal activities, particularly fruit picking. Samoa was one of the first pilot countries for the scheme. Overall, the scheme worked well and the workers returned home with relatively large amounts of savings. The success of these schemes has been overshadowed by the fact that implementation has coincided with the crisis and the downturn in work opportunities in Australia and New Zealand.

Samoa has requested credit facilities from the MFIs to meet budget deficits. Falling revenues were offset by a general budget cost across the board, which in the case of the social sectors were offset by increased development budgets so as to guarantee that such services were not compromised in any way.

V. CONCLUSION AND THE WAY FORWARD

A number of issues have emerged recently which might hamper progress attained in the implementation of the commitments of the Brussels Programme of Action. Amongst these issues are: Climate change, the food and fuel price crises and the global economic crisis and in the case of Samoa impacts of the tsunami.

A. Reducing poverty and hunger through the promotion of sustainable and inclusive development

LDCs and development partners foster economic development and promote opportunities for broad-based growth by developing effective policy and practical responses to the global economic crisis with the objective of building sustained economic resilience, including through: safeguarding macro-economic stability; protecting core services; targeted support for the vulnerable; boosting national competitiveness and strengthened development coordination.

LDCs and development partners provide greater support to tourism, the largest economic driver, and, in particular: accelerate development of emerging geographic and niche markets; improve access to destinations by air and sea and continue to build the capacity of small and medium service providers to cater to current and emerging international markets and generate employment opportunities.

B. Promoting food security through sustainable agriculture

LDC's and development partners continue efforts to better ensure food security across the country and, in particular, expediting efforts to improve food standards and quality and support agriculture, aquaculture and fisheries, through reinvestment in the sectors and promotion of organic production.

Currently, food security and climate change have disconnected policy agendas. Careful consideration must be given to the impact of climate change on food security, and building the resilience of the agriculture, fisheries and forestry sectors to safeguard food security in a time of multiple crises and risks. There is a need to continue to mainstream food security into adaptation initiatives. Reviewing policy is necessary to determine where it is necessary to mainstream food security into regional and national climate change adaptation and disaster risk reduction initiative.

C. Enhancing the share of LDCs in trade, aid and financial flows

Aid should be determined by economic, social and environmental concerns and directed to addressing fundamental causes of poverty. Any aid policy framework for any LDC should insist on the principle of providing assistance in the form of grants and where there is the ability to incur financial obligations, be able to set a realistic level of debt sustainability.

Agreements to be reached with development partners to ensure that the partner country's national strategy be the basis of cooperation as only in that way can there be promotion of national ownership. Independent monitoring and evaluation of aid performance at the level of the recipient country should be considered usually through an internal review group and that development partners be also encouraged to carry out reviews of aid policies and procedures at headquarters.

Through a formalized process for donor coordination that is government led, continue its dialogue with development partners on issues such as grant composition of aid, tied aid and financing of recurrent costs to bring about improvements in these areas. Donors should consider budget support as the main long-term strategy to assist these countries and indicate their long-term commitment to assist these countries. Samoa is emerging as leading this process in the Pacific subregion only after it has undertaken reform measures in the area of Public Finance management.

Samoa to foster greater international and intra-regional trade opportunities by proceeding with the implementation of key regional trade agreements and, in particular, working to allow for the freer movement of goods and services. While the current Trade and Investment policy statements are premised on the mission and vision of the national strategy, they do not specifically identify how the recommended strategies would address the reduction of poverty or

lessen the negative impact of economic integration on the disadvantaged sectors of the population.

There is a need to address issues that hinder the movement of goods and services through expediting fit-for-purpose solutions in the transport sector and, in particular improving and developing necessary infrastructure.

In association with its development partners, Samoa is to strengthen the ability of the private sector to participate competitively in an integrated economy through the necessary enabling environments and support mechanisms. Broad-based, sustainable private sector-led growth is essential to achieving faster development progress and building resilience against future similar shocks, including through micro-economic reform, economic diversification in areas of economic opportunity and comparative advantage, trade facilitation in goods and services, improved financial services including micro-finance and investment.

D. Protecting the environment and reducing the vulnerability in LDCs

In association with development partners Samoa is to:

- develop appropriate responses to support adaptation and mitigation measures and better coordination of Disaster Risk Management-Climate Change Adaptation (DRM-CCA), and furthering regional and international efforts and research to support national action in combating climate change;
- coordinate national efforts towards a consolidated regional stance in the completion and early implementation of the outcomes of the December 2009 Copenhagen meetings;
- enhance the resilience of ecological systems and associated biodiversity and provide ecosystem services with a focus on the impacts of climate change in line with the Year of Biodiversity in 2010;
- strengthen data collection and analysis for improved climatic monitoring and preparedness through integrated whole-system approaches;
- consider building scientific capacity nationally and across the region through strategic partnerships with bodies such as the Inter-governmental Panel on Climate Change, and an expansion in scientific education and training programmes;
- continue implementation of multilateral environmental agreements Samoa is party to. It has also mainstreamed EIA procedures and regulations and provides support for community efforts in managing their environments. A Civil Society Support Fund for community developments across all sectors is under design and will be operational in 2009/2010 FY.

E. Developing human and institutional capacities to support inclusive and sustainable development

In close collaboration with its development partners Samoa is to:

- enhance efforts to better understand health determinants and build the sector's governance institutions and ability to respond pro-actively to current and emerging health needs using a sector wide approach;
- improve equitable access to opportunities afforded through stronger education systems at all levels, in particular to be able to achieve universal primary education by 2015 using a sector wide approach;
- support the implementation of measures, existing commitments and programmes aimed at increasing awareness of and addressing the causes and consequences of sexual and gender-based violence and developing legislation to criminalize gender-based violence in all forms;
- implement commitment to sustainable and appropriate collection and compilation of statistics; information management; and records-keeping, to ensure the development and implementation of better-informed national policy through the proposed institutional strengthening of the Statistical Bureau and the development of its Statistics development Plan;
- continue to implement the under the framework of the BPoA, the integration of the MDGs into the national strategy clearly articulating the mutual obligations of the LDCs themselves and their development partners to achieve MDGs by 2015 as well as the Mauritius Strategy for the Further Implementation of the Programme of Action for the Sustainable Development of Small Island Developing States;
- continue to provide technical assistance to strengthen monitoring frameworks for sustainable development strategies, and coordinating a policy action matrix that all development partners can accept as preconditions for budget support, developing and ensure a Public release of a communications and engagement strategy that explains and provides for effective feedback from the private sector and civil society on key policy actions;
- secure greater commitment and ownership of the national sustainable development strategies.

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