

Samoa

National progress report on the implementation of the Hyogo Framework for Action (2009-2011)

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Strategic goals

Area 1

The more effective integration of disaster risk considerations into sustainable development policies, planning and programming at all levels, with a special emphasis on disaster prevention, mitigation, preparedness and vulnerability reduction.

Strategic Goal Statement 2011-2013:

The Strategy for the Development of Samoa (SDS) 2008-2012: Ensuring Sustainable Economic and Social Progress recognises the significance of disasters and their adverse affects on Samoa and its economy. In doing so, the SDS acknowledges Disaster Risk Reduction (DRR) as one of the national development priority areas for achieving the national vision of "Improved Quality of Life for All". This vision will result in the attainment of Samoa's Millennium Development Goals (MDGs) and targets. Relevant strategies include (i) Strengthening disaster risk management through the DMO and DAC, in accordance with the Disaster and Emergency Management Act 2007; (ii) Improve resilience to the adverse impacts of climate change through continuation of work on coastal management and adaptation programs for vulnerable villages and other coastal locations, and through such activities as promotion of energy efficient building designs; (iii) Enforce compliance with the Planning and Urban Management Act 2004 and strengthen the capacity of the Planning and Urban Management Agency to undertake a greater level of community consultation and strategic planning of urban development.

The Disaster and Emergency Act 2007 and the National Disaster Management Plan 2006-2009 supports implementation of the SDS and is guided by an overall aim "to provide for the management of disasters and emergencies in Samoa by effective planning and risk reduction, response and recovery procedures and the promotion of coordination amongst the response agencies..."

Area 2

The development and strengthening of institutions, mechanisms and capacities at all levels, in particular at the community level, that can systematically contribute to building resilience to hazards.

Strategic Goal Statement 2011-2013:

The Disaster and Emergency Management Act 2007 provides for the establishment of the national disaster management structures to oversee the application of the Act and implementation of the NDMP. It also requires response agencies including educational institutions, villages, NGOs and the business community to develop response plans to address their roles and responsibilities during response under the Act and the NDMP, business continuity, recovery from any disaster event as well as the safety and well being of their staff.

Area 3

The systematic incorporation of risk reduction approaches into the design and implementation of emergency preparedness, response and recovery programmes in the reconstruction of affected communities.

Strategic Goal Statement 2011-2013:

The Disaster and Emergency Management Act 2007 requires the implementation of activities to mitigate the impacts of, prepare for, respond to and recover from disasters and emergencies at both national and community level. The NDMP details required DRR and DM activities. With reference to operational arrangements for preparedness, the NDMP necessitates the development and implementation of public awareness programmes at all levels of the country, putting in place an early warning system with a multi-hazard focus, standard operational procedures, response and contingency plans, planning and

implementation of trainings to build and strengthen the capacity of response agencies and all sectors of the community, and having simulations to test relevant components of the national disaster management system.

Priority for action 1

Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.

Priority for action 1: Core indicator 1

National policy and legal framework for disaster risk reduction exists with decentralised responsibilities and capacities at all levels.

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

* Is DRR included in development plans and strategies? Yes

* Yes: National development plan > Strategy for the Development of Samoa 2008-2012 (2008)
http://www.mof.gov.ws/Portals/195/sds_2008_-_2012_-_english.pdf

* Yes: Sector strategies and plans

* Yes: Climate change policy and strategy > National Adaptation Programme of Action: Samoa (2005)
http://preventionweb.net/files/18178_napasamoa.pdf [PDF]

* Yes: Poverty reduction strategy papers

* Yes: Common Country Assessments (CCA)/ UN Development Assistance Framework (UNDAF)

Description:

Within the SDS (2008-2012), DRR is linked to Environmental Sustainability and focuses on the impacts of disasters, climate change and other hazards that affect the environment.

The Disaster and Emergency Management Act 2007 represents a significant achievement for Samoa as the Act clearly indicates a shift from the erstwhile relief oriented approach to a more comprehensive risk management approach. The Act supports a DRM framework which separates governance from management, mainstreams risk reduction to build on organisational strengths and places responsibility with affected communities whilst supporting them with a coordinated multi-agency approach at national level.

Key legislative documents which support DRR include the Lands, Surveys and Environment Act 1989, seeks to safeguard Samoa's biodiversity and is relevant in the context of risk minimisation and response; Planning and Urban Management Act 2004, principal planning law and makes comprehensive provision in relation to sustainable management plans and to development planning assessments; Ministry of Works Act 2002 provides limited powers relating to planning and urban management and comprehensive provision made to building regulations, Agriculture, Forests and Fisheries Ordinance 1959, implications for emergency response and reducing the risk of emergencies arising in relation to conservation, management of the environment and quarantine matters; Ministry of Health Act 2006 makes provisions for the MoH to have primary responsibility for public health in Samoa; Business Licences Act 1998 which has the authority to prohibit certain business activities that could have implication for increasing the risks of disasters; and the Fire and Emergency Services Act 2007 requires

enforcement of fire risk abatement and requires fire hazard monitoring and suppression systems are in place for all building development.

Within the legislative frameworks DRM considerations are addressed at varying levels in the different sector plans, e.g., Health Sector Plan (2007-2015), Water for Life Sector Plan (2008-2010) and Education Sector Plan (2006-2015).

Context & Constraints:

The formal development of the DRR management approach within governance structures at the national level has not been a widespread reality. This has largely been a function of inherited colonial government structures with their inherent line ministries and poor inter-ministerial liaison and collaboration, with a general tendency for government administrations to be inadequately resourced and weak compared to local and traditional governance structures. This has been a persistent constraint that disaster is everybody's business and therefore no one's responsibility.

Whilst legislative support for disaster risk reduction exists in the country, there is a need to strengthen the implementation mechanisms for risk reduction initiatives at all levels through the development of a comprehensive DRR implementation strategy to coordinate DRM capacity development, ensure efficient delivery mechanisms, through effective monitoring and evaluation systems. The existing mechanism for integration of disaster risk reduction considerations into the ongoing development plans need to be strengthened and it is expected with increasing understanding of risk management, improved tools and methodologies for risk reduction will evolve.

Priority for action 1: Core indicator 2

Dedicated and adequate resources are available to implement disaster risk reduction plans and activities at all administrative levels

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Means of verification:

- * Is there a specific allocation of budget for DRR in the national budget?
- * 0 % allocated from national budget
- * 0 USD allocated from overseas development assistance fund
- * 0 USD allocated to hazard proofing sectoral development investments (e.g transport, agriculture, infrastructure)
- * 0 USD allocated to stand alone DRR investments (e.g. DRR institutions, risk assessments, early warning systems)
- * 0 USD allocated to disaster proofing post disaster reconstruction

Description:

A National Tsunami Recovery Plan (NTRP) has been established by the Government of Samoa based on the integrated assessment reports prepared jointly by the GoS and development partners. The plan is coordinated by the Ministry of Finance and a supplementary budget for recovery was approved by

cabinet in December 2009. The recovery plan estimates total needs at US\$108 million with expenditure at approximately US\$26 million per year in the first three years of recovery. The Ministry of Finance confirmed that financing for the recovery effort will be comprised of a mix of resources garnered through multilateral and bilateral grants, loans and restructuring. The plan includes activities already underway and lists priorities for the medium term from 2010-2012. Longer term actions beyond 2012 are to be addressed through ongoing multi-year sector programs.

The NTRP calls for a US\$27.9 million investment in the transport sector in the next three years. Whilst immediate clearance of roads and superficial repair was conducted in October and November 2009, increased heavy transport combined with weakened or damaged seawalls have left vulnerabilities from displaced rocks and potential coastal erosion in exposed sections of the road. The tsunami recovery plan also calls for the upgrading of roads to resettlement areas and provides for prioritized investments in the following order: [i] restoration of existing roads; [ii] restoration of bridges and main routes; [iii] a new road to resettled communities; and [iv] reconstruction of the seawalls.

The annual budget for the Meteorological Division, the MNRE Division DMO is placed, has a budget allocation of approximately 12% of the Government Budget for FY10/11. There are also several individual programmes and projects of different ministries which have inbuilt disaster risk reduction elements and the investments made under these programmes contribute significantly towards reducing disaster risks.

Context & Constraints:

Competing priorities of the government create challenges to mobilise dedicated resources for disaster risk reduction. Also mitigation projects which essentially aim at reducing risks have longer development periods and often face a myriad of operational and implementation obstacles. Increased capacity within the financial and technological support is required to facilitate and support the needs of the Disaster Management Office.

Constraints in identifying government budget allocations for DRR specific activities of other ministries is that there is presently no specific budget line for DRR, moreover many still do not fully understand or properly grasp the concepts of DRR, despite the fact that many agencies are already implementing DRR related projects/activities. This highlights the need for sector-wide awareness of DRR, as well as government possibly considering making it a requirement for all ministries to identify DRR activities within their own ministerial budgets. The upcoming development of the NDMP Implementation Plan will contribute considerably towards rectifying this problem. The Implementation Plan will include a compilation of existing and planned DRM programmes/activities from all sectors, detailing funding sources and amounts.

Priority for action 1: Core indicator 3

Community Participation and decentralisation is ensured through the delegation of authority and resources to local levels

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Means of verification:

* Do local governments have legal responsibility and budget allocations for DRR? Yes

* Yes: Legislation > Internal Affairs Act 1995 (1995) http://www.paclii.org/ws/legis/consol_act/iaa1995159/

* No: Budget allocations for DRR to local government

Description:

The Internal Affairs Act 1995 established the Ministry of Internal Affairs – now part of the Ministry of Women, Community and Social Development (MWCSD) – and makes provision for the recognition and organisation of village authority, which stands as a system of local government throughout Samoa. The functions of the Ministry include assisting village authorities with social, economic projects and village development; to advance local government through the development of village authority. It creates executive committees who consult with village authorities concerning the implementation of government policies/projects, and to assist village authorities. Villages nominate a Sui-o-le-Nuu (Village Mayor), which is appointed by Cabinet upon the advice of the Minister. Government representatives known as Sui-Tamaitai-o-le-Malo (Women's Representative) may also be appointed. The Sui-o-le-Nuu and Sui-Tamaitai-o-le-Malo have extensive functions relating to maintenance of good order in the villages and liaison with government and assist Government in the implementation of its projects.

The NDMP stipulates the role of communities where Village Councils and village organisations, with the support of MWCSD, are responsible for coordinating disaster mitigation and preparedness programmes/activities and for coordinating response activities including initiating community response, information dissemination, shelter management, damage assessment and relief coordination.

The Community-Centred Sustainable Development Programme (CCSDP) focuses on supporting communities in the formulation of Village Sustainable Development Plans (VSDPs). It aims to build the capacity of local systems and stakeholders to effectively manage and sustainably use environmental, natural and cultural resources, through strengthening community social capital, supporting local knowledge/practices in local governance systems, decision making processes and, build community capacity to manage projects. CCSDP has three main components: (1) Local Economic Development; (2) Sustainable Environmental Management; and (3) Social and Cultural Development. Component 2 aims to improve local environmental management by building local capacity to reduce disaster risks; adapt to and minimise the effects of climate change.

Context & Constraints:

It is acknowledged that civil society plays a critical role in ensuring that essential development services and activities reach communities. Despite Government's DRR programme (within CCSDP) and the Community Based Disaster Risk Management (CBDRM) activities of the Samoa Red Cross Society (SRCS), implementation of DRM activities at the community level is hampered by the insufficient numbers of NGOs with the capacity to design, develop, implement and evaluate DRM programmes. Recent consultations have identified that there is an urgent need to assist communities to develop and apply sustainable and realistic disaster mitigation to enable them to take appropriate actions to reduce the risk by themselves and for themselves. The fact that there is presently very few civil society organisations with adequate DRM capacity will, in effect, create a backlog in the implementation of crucial CBDRM programmes.

Priority for action 1: Core indicator 4

A national multi sectoral platform for disaster risk reduction is functioning.

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

- * Are civil society organisations , national planning institutions, key economic and development sector organisations represented in the national platform? No
- * 0 civil society members (specify absolute number)
- * 0 sectoral organisations (specify absolute number)
- * 0 women's organisations participating in national platform (specify absolute number)

Description:

Samoa does not yet have a multi-sectoral National Platform for DRM that brings together stakeholders from government, non-government, private sector and the academia. The Disaster Advisory Committee (DAC) is the apex body that coordinates policy formulation and regulatory roles for all DRM functions. The DAC includes CEOs from government ministries, private sector, NGOs and heads of international/regional organisations and overseas missions.

The DAC is responsible for developing policy and plans, including the NDMP and supporting documents for approval of the National Disaster Council (NDC). The DAC is authorised by the NDMP to approve response agency and community plans and for the implementation of disaster management policy and plans, including hazard and risk assessment, hazard mitigation, education, public information, warning systems and training.

Context & Constraints:

The functional and structural relations between the National Disaster Council and the Disaster Advisory Committee need to be harmonised and strengthened to differentiate and clarify roles.

Another major challenge is ensuring continued commitment from all stakeholders towards disaster risk management and its integration into the development policymaking and planning at all levels. The roles and responsibilities of the individual agencies need to be clarified and assured all member agencies are aware of their roles within the DAC and within their own organisations. In addition, there is a need to strengthen coordination of key DRM activities through the establishment of Working Groups that operate under the umbrella of a National Platform for DRM. There is a general feeling amongst the NGO community that civil society is under-represented on the DAC, through a National Platform with its working groups wider sectoral NGO and public sector representation will be possible.

Priority for action 2

Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.

Priority for action 2: Core indicator 1

National and local risk assessments based on hazard data and vulnerability information are available and include risk assessments for key sectors.

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Means of verification:

* Is there a national multi-hazard risk assessment available to inform planning and development decisions? No

* No: Multi-hazard risk assessment

* 0 % of schools and hospitals assessed

* 0 schools not safe from disasters (specify absolute number)

* No: Gender disaggregated vulnerability and capacity assessments

* No: Agreed national standards for multi hazard risk assessments

Description:

The CIM Plans, lead by the Planning and Urban Management Agency (PUMA) and the DMO of the Ministry of Natural Resources and Environment (MNRE), have been developed and provides baseline information on coastline locations formed the basis of hazard mapping for the CIM Plans. The CIM Plans provide a description of the existing environment; identify and assess the resilience of existing infrastructure against coastal hazards and provide potential solutions and ways to reduce susceptibility to coastal hazards.

Disaster risks and climate change issues are also key components of the risk assessment required for any development consent application. Proponents are required to provide all relevant information including development designs, specifications, site plans and environmental impact assessment to facilitate risk assessment in addition to physical site inspection of any development. This process is provided for under the PUM Act 2004. The development consent process is similar to the Comprehensive Hazard and Risk Management (CHARM) process – the regional risk management guideline; however there is no information which indicates that Samoa has attempted to adopt the latter.

National standards for multi-hazard risk assessments include the national building code as regulated under the Ministry of Works Act 2002, the Environmental Impact Assessment (EIA) process through the EIA regulations 2009 and the NDMP 2006-2009 where the New Zealand/Australian Risk Assessment Standards were used, managing pandemic events in the National Pandemic Plan 2008, fire hazard assessments under the Fire Hazard Plan 2009, invasive species hazard assessments, and the climate change national communication 1st and 2nd.

Cost-benefit analyses for disaster management and disaster risk reduction have been undertaken in

Samoa which involved an economic assessment of flood management options for the lower Vaisigano catchment, Apia, Samoa (2007). Preliminary assessment of volcanic hazards on both islands was conducted in 2006 with the development of a volcanic eruption implementation plan.

Context & Constraints:

Implementation of the CIM Plans is impeded by budgetary constraints and needs to be made a statutory document to ensure compliance. While risk reduction criteria have been incorporated in the regular processes for urban land use and planning and have been introduced through sectoral development policies, they are in its preliminary stages and in most cases needs to be revisited as vulnerability is complex and multifaceted, requiring analysis from social, economic and poverty perspectives, assessment of natural hazards and related vulnerability should be assessed as part of all forms of project appraisal, rather than confined to environmental review alone.

Priority for action 2: Core indicator 2

Systems are in place to monitor, archive and disseminate data on key hazards and vulnerabilities

Level of Progress achieved:

2: Some progress, but without systematic policy and/ or institutional commitment

Means of verification:

- * Are disaster losses systematically reported, monitored and analysed? No
- * No: Disaster loss database
- * No: Reports generated and used in planning

Description:

The system to monitor, store and disseminate hazard and vulnerability data has been available in government ministries, however the format and standards of existing data is not uniform. Monitoring information natural and human-induced hazards and their impacts is not centralised and cost-loss estimates are not systematically collated and analysed, also there is no national disaster information database to assist planners with basic statistics to measure either improvements or setbacks.

Samoa has used expert evaluation methods to combine hazard and vulnerability assessment, where local efforts to produce these studies have been teamed up with international groups that provide technical and financial support and promote capacity building and knowledge transfer. Despite this, very few ministries are making use of the data and information generated from these studies and do not make practical use of the recommendations, signifying the need to strengthen the links between research and practice.

Context & Constraints:

The major challenge being the lack of local capacity and resources in the application of modern technology to develop a comprehensive system for monitoring, archiving data and disseminating information down to the community.

In most cases, end users have limited knowledge in the application of research/study results and most often lead to information misuse or misinterpretation. In addition, the concrete actions listed in the different studies often times create confusion and presents difficulties for decision-makers as to where to allocate scarce resources. Though many regional/ international agencies have or have acquired funding

to conduct the studies they do not however possess the resources to assist countries to implement the recommended actions.

Priority for action 2: Core indicator 3

Early warning systems are in place for all major hazards, with outreach to communities.

Level of Progress achieved:

2: Some progress, but without systematic policy and/ or institutional commitment

Means of verification:

* Do risk prone communities receive timely and understandable warnings of impending hazard events?

No

* No: Early warnings acted on effectively

* No: Local level preparedness

* No: Communication systems and protocols

* No: Active involvement of media in early warning dissemination

Description:

Alerting response agencies, media and the public is done through radio and TV links around the country and also through direct telephone calls to the response agencies. In addition the NDMP also require the media to give first priority to airing and broadcasting public information relating to a disaster or emergency event. However this system is highly dependent on the populace listening to the broadcasted information and that transmission is still operational as most of these radio and television stations cease broadcasting at midnight. The DMO, in collaboration with the SamoaTel and Digicel utilise the GSM network to alert the public, media and response agencies through SMS texting. However this system has experienced technical problems with line congestion, recipients not receiving warnings in time due to phones turned off, low battery, low and no reception, warning focal point away from their designated locality.

Local level preparedness for tropical cyclones is adequate, but needs improvement in clarifying weather bulletin language and terminology. On the other hand, there is a much larger scope for improvement for fast-onset hazards such as Tsunamis in terms of the community level identification, awareness of evacuation routes and safe sites. Media organisations that are key in disseminating warning have developed response plans to help coordinate issuing of public warnings via radio, TV and newspapers.

A Regional Early Warning Strategy (REWS) aimed at identifying a range of initiatives for early warning for the different hazards facing Pacific countries is being pursued through a number of mechanisms. In May 2009 SOPAC in collaboration with the WMO and the SPREP coordinated and facilitated a Joint Pacific Regional Meeting of Meteorological Service Directors and Disaster Managers. This forum was aimed at strengthening links between key sectors for the enhancement of end-to-end early warning systems.

Context & Constraints:

Through DMO trainings, some villages utilise existing village structure to identify and receive early warning communications. This needs to be built on by encouraging villages to develop warning plans to

provide guidelines to villagers to know what to do and to ensure that future warnings reach every member of the community including those with special needs and vulnerable groups.

Priority for action 2: Core indicator 4

National and local risk assessments take account of regional / trans boundary risks, with a view to regional cooperation on risk reduction.

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Means of verification:

- * Does your country participate in regional or sub-regional DRR programmes or projects? Yes
- * No: Programmes and projects addressing trans-boundary issues
- * Yes: Regional and sub-regional strategies and frameworks
- * Yes: Regional or sub-regional monitoring and reporting mechanisms
- * No: Action plans addressing trans-boundary issues

Description:

Samoa participates and contributes to Disaster Risk Reduction and Disaster Management Framework for Action 2005-2015 and a number of other regional frameworks, declarations and policies including, The Pacific Regional Framework on Climate Change, The Pacific Island Regional Ocean Policy, The Regional Action Plan on Sustainable Water Management, Declaration of the Pacific Health Summit for Sustainable Risk Management, The Pacific Regional Action Plan on HIV/AIDS and the Pacific Regional Framework on Agriculture. Within the Pacific Plan, Initiative 5.1, the Pacific Islands Forum Secretariat (PIFS) is tasked with strengthening of national sustainable development strategies which also include links between national planning and budgetary process and sectoral strategies, including disaster risk management.

Recognising that there are many international and regional development partners supporting member countries in their national development effort, including disaster risk management, SOPAC coordinated the formation of a Pacific Disaster Risk Management Partnership Network. The Network comprises over thirty regional and international organizations, including SOPAC, PIFS, UNDP and World Bank. The main objectives of the Network are to:

- Provide regional support for the development and implementation of Strategic National Action Plans (SNAPs).
- Establish and sustain a regional network of regional assistance and development partners that work in the different fields of disaster risk reduction and disaster management to improve regional cooperation, coordination and collaboration.
- Strengthen the key thematic areas identified in the Pacific Framework for Action 2005 –2015, as endorsed by the Pacific Leaders and in other associated frameworks and strategies.
- Monitor and evaluate national progress against the targets of these national action plans.
- Reduce duplication of efforts and to ensure that assistance is built on the efforts and experiences of each other.

Context & Constraints:

Knowledge and skills transfer processes to national level are weak and remains a major and persistent problem and the onus of addressing this issue remains in the lap of development partners and donors. Challenges still exist in ensuring enhanced articulation and harmonisation of priority areas and programmes between regional frameworks to avoid duplication and to ensure activities are aligned to national priorities.

Priority for action 3

Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.

Priority for action 3: Core indicator 1

Relevant information on disasters is available and accessible at all levels, to all stakeholders (through networks, development of information sharing systems etc)

Level of Progress achieved:

2: Some progress, but without systematic policy and/ or institutional commitment

Means of verification:

* Is there a national disaster information system publicly available? No

* No: Web page of national disaster information system

* No: Established mechanisms for accessing DRR information

Description:

Data on Samoa has been gathered and collated where available for the Pacific Cities Project. This included the incorporation of existing database of roads, physical features and the water reticulation network, a detailed seismic micro zonation of the city and the survey of the structure of all buildings in the greater city area, the assembly of the borehole database, production of a coarse digital terrain model, and aerial photography and survey of control points in preparation for the production of a fine-scale working digital terrain model.

A database of all development in Samoa and community and district infrastructural, environmental, social information of all coastal villages has been developed and is maintained by the Planning and Urban Management Agency (PUMA).

Development is currently underway for a DMO website which will facilitate public access to disaster information.

Context & Constraints:

Considerable work is required to strengthen communications, dialogue and the sharing of information on vulnerability and risk reduction initiatives and responsibilities within and between individual agencies. There persists the problem of information sharing between agencies, such as GIS Layers data, where there is a general lack of interagency cooperation and there is a reluctance to share agency-owned information. Possible options to counter this problem is the development and maintenance of a National Disaster Database to coordinate crucial information and resources for emergency purpose and mandatory requirements need to be attached to ensure ministerial and agency compliance. The DesInventar Methodology which has already been tested in other Pacific island countries may be a suitable tool also for Samoa.

Priority for action 3: Core indicator 2

School curricula , education material and relevant trainings include disaster risk reduction and recovery concepts and practices.

Level of Progress achieved:

2: Some progress, but without systematic policy and/ or institutional commitment

Means of verification:

* Is DRR included in the national educational curriculum? Yes

* Yes: Primary school curriculum

* Yes: Secondary school curriculum

* No: University curriculum

* No: Professional DRR education programmes

Description:

Under the Government of Samoa's Second Infrastructure Asset Management Project (SIAM-2) Project, the Disaster Risk Modules – Teacher's Resource Kit, was developed in an interactive CD and includes seven modules (Be Disaster Safe, Tropical Cyclone, Earthquakes, Floods, Home Safety, Forest Fires and In the Aftermath) which focuses on teaching disaster management, disaster risk reduction, hazard science and hazard safety. The DRM Teacher's Resource Kit targets Pre-school to Secondary level students (K to Year 13) and has been distributed to all schools in Samoa, including government, faith-based and private schools.

The National University of Samoa (NUS) offers a DRM course delivered in collaboration with the University of Hawaii and Japan, but requires further adaptation to cater to the specific needs of Samoa.

Context & Constraints:

The major setback for integrating DRM into schools is that modules has been provided to schools in a CD format, and only 38% of schools have computers which are made available for teaching purposes. The implications to the usability of the CD will impose difficulties in the overall DRM integration process. This problem is also exacerbated by the fact that many teachers possess little or no computer knowledge or skills. This issue is being addressed by the Ministry of Education, Sports and Culture (MESC) who recognise the lack of ITC capacity in schools and which has also been highlighted by MESC's own Multi-media Project. United Nations Educational Scientific and Cultural Organization (UNESCO) will also support the development and integration of disaster management and preparedness in schools and in educational learning resources.

DRM programmes and courses have not been institutionalised into post-secondary education. Current mechanisms for knowledge and skills transference between researchers and end users are weak where currently such knowledge is limited to few individuals. This is a major capacity building gap within Samoa and such mechanisms should be strengthened through the provision of resource support to local education institutions to develop and deliver professional short courses and full-time programmes which cater to the DRM needs of Samoa. Existing post-secondary programmes should also be reviewed for DRM integration.

Priority for action 3: Core indicator 3

Research methods and tools for multi-risk assessments and cost benefit analysis are developed and strengthened.

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Means of verification:

- * Is DRR included in the national scientific applied-research agenda/budget? No
- * No: Research outputs, products or studies
- * No: Research programmes and projects
- * No: Studies on the economic costs and benefits of DRR

Description:

Samoa has not fully recognised the benefits of conducting multi-risk assessments, and as such the need to promote and advocate the development and use of such tools needs priority consideration. Government is still hugely reliant on regional/international development agencies to assist in both funding and implementation of multi-risk assessments. Although Samoa receives research/study/analysis products, capacity levels to continue similar work remain low because the focus is normally on the end product rather than the process or the methodologies used to get there. This is where the major multi-risk assessment gap is, Samoa has yet to recognise the need to have local experts and to develop a national multi-risk assessment process which is relevant and applicable to Samoa. There are a number of development partner agencies who Samoa may approach to assist in the development of their own multi-risk assessment process. These agencies have in existence these tools and methodologies and who have conducted such assessments in the pasts, some of which include:

- For hydrological hazards, the Pacific Hydrological Cycle Observing System - 'Pacific HYCOS' Project has an overall objective of attaining a sustainable level of capacity in Pacific Island Countries to be able to assess and monitor the status and trend of Pacific countries' water resources, and to provide the water-related information and hazard warnings needed to support national social and economic development and environmental protection.
- Development of comprehensive hazard and risk management tools for the safeguarding of communities. Post disaster technical assessments, hazard and risk mapping, strengthening information management systems and training in the use of GIS/RS for DRM.
- Economic impact assessment of flood events in Samoa using the 2001 and 2006 events as the baseline for the study, the findings has since been addressed in the Flood Management Plan.

Context & Constraints:

Undoubtedly, the greatest challenge is translating the information and data from these studies and research projects into a format that is comprehensible to planners and other end-users, and requires a mechanism to ensure all research/study information reaches relevant planning and regulatory bodies to further DRR mainstreaming processes. The capacity to carry out cost/benefit analysis is another identified gap and addressing this will contribute to making some progress towards mainstreaming DRR into development investments.

There is also a need to increase the number of research conducted in Samoa, as DRR integration is multi-sectoral and multi-faceted with many of its components requiring further research. This may require Government and development partners to identify potential areas of research studies aligned to National Priorities, and offered to national and regional educational and private sector as research grants.

Priority for action 3: Core indicator 4

Countrywide public awareness strategy exists to stimulate a culture of disaster resilience, with outreach to urban and rural communities.

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

- * Do public education campaigns on DRR reach risk-prone communities? Yes
- * Yes: Public education campaigns.
- * Yes: Training of local government
- * Yes: Availability of information on DRR practices at the community level

Description:

DMO in collaboration with SFESA and AusAID have launched a nation-wide public awareness/education campaign through television informing the public of measures to take in preparing for and responding to cyclones, flooding, earthquakes, tsunami, road and fire safety. The television advertisements are delivered in both the English and Samoan languages and include sign language for the deaf or hearing impaired members of the public. These ads have been well-received by the general public.

Community level awareness is conducted through the DRR and CCSDP workshops and have been incorporated in the various community programmes led by MWCSO, Ministry of Health, Ministry of Agriculture, Samoa Water Authority, MNRE forestry, and energy programmes to name a few. All programmes are well attended by the different social groups that exist within each village (women's committee, youth, etc). Village participation in government programmes is done through the Sui-ole-Malo (Village Mayor) and the Sui-Tamaitai-ole-Malo.

There is however a large group of people who reside on the fringes of the village system, they include ostracised families, households on freehold land (normally within new settlements), and those living in squatter-type settlements (many of which are found in the Apia urban area). Although many are located within villages, they are not active participants in the village system and therefore are not able to access community DRM awareness and education programmes. The MWCSO is addressing this problem by conducting six-monthly assessments under the Aiga Ma Nuu Manuia Project and is the main reason government is now able to identify these families through the assistance of the Sui-Tamaitai-ole-Malo and village mayors. So far this programme has assisted in gaining birth certificates for children so they are able to attend school as well as domestic violence and sexual abuse referrals.

Context & Constraints:

Although many community-targeted programmes call for equal participation of the different social groups, little is known as to the effectiveness of such programmes. Most community programmes do not normally have follow-up action (impact assessments), so it is difficult to assess its impacts on the community as a whole, women and men, youth and children and other vulnerable groups.

The need now is for Samoa to not only maintain and strengthen awareness programmes but also to move on to increased efforts in the DRM implementation. The challenge however exists not only in

resourcing implementation but also ensuring effective and efficient coordination of all DRM programmes at all levels. In addition more needs to be done to evaluate the effectiveness of public awareness strategies for DRM. Integrating DRM considerations into existing community-based programmes will assist in furthering DRR mainstreaming.

The Ministry of Health and the Samoa Red Cross Society need to regularly update the List of Vulnerable Families and include within this list ostracised families, households on freehold land, and squatter settlements. This list needs to include information collected by the MWCSD.

Priority for action 4

Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.

Priority for action 4: Core indicator 1

Disaster risk reduction is an integral objective of environment related policies and plans, including for land use natural resource management and adaptation to climate change.

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Means of verification:

- * Is there a mechanism in place to protect and restore regulatory ecosystem services? (associated with wet lands, mangroves, forests etc) Yes
- * Yes: Protected areas legislation
- * No: Payment for ecosystem services (PES)
- * Yes: Integrated planning (for example coastal zone management)
- * Yes: Environmental impacts assessments (EIAs)
- * Yes: Climate change adaptation projects and programmes

Description:

The Planning and Urban Management Agency is the lead agency in environmental management for new development in Samoa. PUMA is a Division of the Ministry for Natural Resources and Environment (MNRE) that is responsible for administering the Planning and Urban Management Act 2004. Other policies which mainstream disaster risk reduction include the CIM Strategy 2001/2006, Codes of Environmental Practice 2006, Housing Guidelines 2006, EIA Regulation 2007. The level of mainstreaming is still relatively low due to the fact that many of these policies, codes and regulations face the same problem in terms of limited resources and the absence of a mechanism to ensure effective enforcement and compliance.

The Coastal Infrastructure Management (CIM) Strategy 2001/2006 derived 41 District CIM Plans that promote better management of coastal infrastructure and development of greater hazard resilience for Samoan communities; and looks at impacts on infrastructure and community vulnerabilities to coastal hazards – which impacts are exacerbated by Climate Change.

Climate Change Adaptation and Disaster Risk Reduction are linked mostly at the programmatic level, combined national policies and strategies have not been developed, there may be some opportunity with the development of the NDMP Implementation Plan, where existing and potential linkages to CCA is possible.

Context & Constraints:

As the Act and the Regulations are relatively new pieces of legislation and not everyone fully understands the purpose, let alone the need, for the assessment, consultation and approvals that are required as a result of their implementation. The MNRE-PUMA has commenced addressing this

problem through a nation-wide television campaign on the public's requirements for the Development Consent Process. This initiative needs to be extended to include information specifically for the Construction and Utilities Sector.

The CIM Plans consultations need to also include inland infrastructure and communities and be extended to include a range of other hazards, including river/inland flooding, landslides etc.

Whilst Samoa has made great progress to realising sustainable development and achieving the MDGs and targets, such endeavour has been generally made through sectoral approaches. In doing so the competitive demands of different sectors are difficult to manage, and the result is a continued increase in population growth and land use. For Samoa, this demand is now close to exceeding the natural carrying capacity of its islands, especially in the Apia Urban area. Samoa having to address these challenges at this time, whilst recognising that it has limited human and financial resources and does not have the benefits of the economies of scale that larger countries can utilise.

Priority for action 4: Core indicator 2

Social development policies and plans are being implemented to reduce the vulnerability of populations most at risk.

Level of Progress achieved:

2: Some progress, but without systematic policy and/ or institutional commitment

Means of verification:

- * Do social safety nets exist to increase the resilience of risk prone households and communities? -- not complete --
- * No: Crop and property insurance
- * No: Employment guarantee schemes
- * No: Conditional cash transfers
- * No: DRR aligned poverty reduction, welfare policy and programmes
- * No: Microfinance
- * No: Micro insurance

Description:

Community development remains a priority area in the SDS 2008-2012, and is underpinned by promoting good governance in communities, strengthening community economic development and enhancing social development and service provision. Identifying priorities for alleviating hardship, rural communities give special emphasis to: access to credit facilities; support for agricultural development; improved access to basic services infrastructure, particularly water supply; access to quality education; and better roads and market access for identified disadvantaged communities. Improving the resource base of vulnerable households and at-risk communities is a national priority and is being driven by civil society through community based livelihoods programmes.

While appreciating that proposals submitted to the Cabinet Development Committee (CDC) must include

gender implications and a gender analysis of the proposed project, insufficient information is provided about the attention given to the provisions of the CEDAW Convention in those assessments. Recommendations have been made to ensure that the Convention serves as the framework for assessing the suitability of development projects from a gender perspective and for Samoa to develop adequate capacity from Government to undertake such assessments. Similar recommendations have also been made towards the promotion of gender equality and making it an explicit component of the next SDS, in particular strategies aimed at sustainable development.

Samoa has placed a high priority to education and progress made to the reconstruction of schools destroyed by natural disasters. However there is a concern at the high repetition and dropout rate particularly in primary education. Also noted is that the policy of compulsory but not free access to education prevents some parents from paying school fees and thereby limiting children in their right to education, the persistent problem of unsatisfactory quality of education, overcrowded classrooms, and outdated curricula and also at the lack of vocational training programmes in the national curriculum.

Context & Constraints:

The key challenge to existing community-based livelihoods programmes is ensuring that programme support for these NGOs and CBOs continues and is strengthened to enable wider scope for implementation. Although subsistence agricultural production has declined in recent years, it remains an important source of food security, livelihood and social cohesion; commercial production provides the base income to meet other basic needs.

For both gender and youth concerns, there is a need to ensure there are continued efforts in developing a comprehensive system of collecting disaggregated data which covers all areas of the CEDAW and CRC Conventions paying particular attention to those who are vulnerable including women, children, those with disabilities, those living in poverty and the elderly. There is also a need for Government to use these indicators and data in the formulation of laws, programmes and design policies for the effective implementation of the CEDAW and CRC Conventions.

Priority for action 4: Core indicator 3

Economic and productive sectorial policies and plans have been implemented to reduce the vulnerability of economic activities

Level of Progress achieved:

2: Some progress, but without systematic policy and/ or institutional commitment

Means of verification:

- * Are the costs and benefits of DRR incorporated into the planning of public investment? -- not complete --
- * No: National and sectoral public investment systems incorporating DRR.
- * No: Investments in retrofitting infrastructures including schools and hospitals

Description:

Initiatives here are in line with the Development Consent Process in terms of business development projects.

Presently many existing businesses have not developed business contingency/continuity plans and needs urgent attention. The development of such plans is a prioritised action in many of the sector

plans, including the draft Agriculture Sector Plan is still being developed and although still in draft form highlight DRM considerations, within Policy Objective 3: Ensure sustainable use and management of agriculture resources; DRM strategies include the development and implementation of Emergency Response Plans and simulation exercises, Sustainable Plan and Strategies for Adaptability to Climate Change and Natural Disasters. Also still to be developed under Samoa's National Adaptation Programme for Action (NAPA), is the National Sustainable Tourism Policy (NSTP) which will initiate the establishment of regulatory compliance procedures that prevents and protects the industry from unsafe business practices, developing and promoting climate adapting business strategies, developing awareness raising programs for staff on climate change issues.

In aligning to the SDS's emphasis on sustainable use of resources, other industry and trade related sectors have similar objectives including, forestry and fisheries, etc.

Context & Constraints:

Key constraints to achieving increased resilience to economic activities include, absence of business contingency planning arrangements, risk assessments on existing business establishments, hazard and risk assessments conditional to development consent approval, a general lack of DRM awareness and training in the different industries, fluctuations in commodity markets (demand for improved quality standard, improved phytosanitary standard, drop in world prices for primary agricultural produce and trade barriers) and absence of appropriate legislation and regulations to enforce industry standards and codes.

Contingency plans and scheduled simulations and evaluations, need to be made a component of the development consent process and the reissuing of business licences for all new and existing business development.

Priority for action 4: Core indicator 4

Planning and management of human settlements incorporate disaster risk reduction elements, including enforcement of building codes.

Level of Progress achieved:

1: Minor progress with few signs of forward action in plans or policy

Means of verification:

- * Is there investment to reduce the risk of vulnerable urban settlements? Yes
- * Yes: Investment in drainage infrastructure in flood prone areas
- * No: Slope stabilisation in landslide prone areas
- * Yes: Training of masons on safe construction technology
- * Yes: Provision of safe land for low income households and communities

Description:

Government provides safe land located inland and outside identified hazard zones to low income households. Through the Samoa Land Corporation (SLC) land has been developed in Nu'u, Falelauniu, and Vaitele, this is to also assist in alleviating population settlements in the Apia area. Protection measures include drainage and sanitation project (Savalalo) and river bank protection for rivers and

streams surrounding the greater Apia urban area (Gasegase stream, Sinamoga stream, etc.) For all projects which protect people and infrastructure, there is a need to ensure proper planning mechanisms are in place. The absence of which is either creating new problems or exacerbating existing ones. A planning process which predicts the consequences of the development and encompasses a 'build once' policy (e.g. newly tarsealed roads dug up to lay down water pipes, etc) will help to ensure effective rationalisation of limited national resources.

Context & Constraints:

Existing infrastructural systems need improvement, where coordination mechanisms within all infrastructural building plans to mitigate potential hazards need to be strengthened, as well as improving implementation of building standards. Although a national building code exists, there is currently no valid mechanism to ensure compliance and code enforcement. This process requires decision-making, leadership, time, funding and particularly buy-in from end users in order to set up appropriate machinery and overcome the natural resistance from the construction sector and building owners. This may be assisted in the provision of adequate training and awareness among the engineers, architects, construction companies and local builders, on building standards and requirements and disaster resistant technology and its benefits.

Enforcement of development regulations is especially difficult to monitor with regards to customary lands. About 80% of land in Samoa is customary and while customary tenure guarantees ownership rights to all Samoans, it is often very difficult for development purposes, to get agreement from all different parties involved at any one time. When customary land is affected by any form of development, disputes will invariably arise delaying progress, sometimes for extended periods of time. While knowledge of customary land boundaries is handed down by word of mouth ownership is often uncertain or disputed. Another constraint in terms of relocation (i.e., displaced families following the tsunami) normally occurs when a family does not own land inland or when the head of the extended family denies access to the land, families may be forced to leave the village.

The increasing demand for freehold land would seem to indicate that customary lands are not meeting people's needs.

Priority for action 4: Core indicator 5

Disaster risk reduction measures are integrated into post disaster recovery and rehabilitation processes

Level of Progress achieved:

2: Some progress, but without systematic policy and/ or institutional commitment

Means of verification:

- * Do post-disaster recovery programmes explicitly incorporate and budget for DRR? -- not complete --
- * 0 % of recovery and reconstruction funds assigned to DRR
- * No: Measures taken to address gender based issues in recovery

Description:

Lessons learned from post-disaster reconstruction projects have informed the design of this operation and include recommendations identified in the Post Disaster Needs Assessment (PDNA), specific lessons learned from the Samoa Cyclone Emergency Recovery ICR, as well as best practices in reconstruction. These include:

- The importance of adopting a comprehensive approach to natural hazard risk management, including risk mitigation; the use of well-designed protective seawalls, protection of inland infrastructure, typically worth more than ten times the investment costs of the seawalls themselves; the need to make communities aware of, and willing to view soft protection measures as an alternative to hard structures which can lead to the loss of natural beaches; implementing sustainable practices aimed at nurturing recovery of ecosystems which otherwise can take many years to recover; and the use of private sector contractors who are able to function effectively in rapidly restoring road access.
- Structural investments should be designed to incorporate the natural hazard and climate risks they will face and not merely to previous standards. A drainage engineer is included with the specific objectives of assessing the flood risks and flood management options to safeguard the new road infrastructure. Such drainage designs shall incorporate consideration of longer term climate risks.
- Reallocating resources from existing projects affects the ability to attain long-term development goals and is less effective than specific reconstruction lending.
- Project design should be simple, based on extensive participation by the local communities and beneficiaries, and take into account local implementation capacity. The project takes advantage of the previously established Coastal Infrastructure Management Plans [CIM], which were drafted before the tsunami in close consultation with the communities and which in the affected area already identified the desired mitigation options and locations of infrastructure to be relocated to reduce cyclone and tsunami risks.

Context & Constraints:

A weakness of the tsunami recovery has been the lack of clear mechanisms for the Government and agencies to track progress and impact of emergency and early recovery assistance. Without proper mechanisms in place, there is a risk that programmes are not working effectively and fail to reach the most vulnerable.

Priority for action 4: Core indicator 6

Procedures are in place to assess the disaster risk impacts of major development projects, especially infrastructure.

Level of Progress achieved:

1: Minor progress with few signs of forward action in plans or policy

Means of verification:

* Are the impacts of major development projects on disaster risk assessed? Yes

* No: Assessments of impact of projects such as dams, irrigation schemes, highways, mining, tourist developments etc on disaster risk

* Yes: Impacts of disaster risk taken account in Environment Impact Assessment (EIA)

Description:

In protecting and enhancing the built environment, the main role of the planning system is to set in place the National Environmental Policy Framework [Land, Survey and Environmental Act 1989, National Environmental Management Strategy (NEMS) 1994 and Samoa Development Strategies] and controls [Building Code, PUM Act 2007, EIA Regulation 2007] to guide decision making about new use and development through the Development Consent process. The Development Consent is a legal document that gives permission for a use or development on a particular piece of land in Samoa and the developer must go through development assessment process.

All development activities are also required to seek approval for building permit and undergo fire risk assessments. Major development projects must also provide an environmental impact assessment report include stated mitigation measures to reduce the impact of any hazard and or risk to the surrounding environment (neighbouring lands and families, and locations nearby) and country as whole, as stipulated in the EIA Regulation 2007.

Context & Constraints:

The absence of an effective mechanism to ensure compliance and code enforcement will continue to root this indicator at level 1, because without this unsafe practices will continue to undermine DRR efforts. Stakeholder and political commitment is crucial and requires immediate attention.

Priority for action 5

Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.

Priority for action 5: Core indicator 1

Strong policy, technical and institutional capacities and mechanisms for disaster risk management, with a disaster risk reduction perspective are in place.

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Means of verification:

- * Are there national programmes or policies to make schools and health facilities safe in emergencies? No
- * No: Policies and programmes for school and hospital safety
- * No: Training and mock drills in school and hospitals for emergency preparedness

Description:

National plans and some sector strategy plans refer specifically to the need to develop response plans to guide management, response and coordination of hazards. The Disaster Management Office provides guidance in the preparation of Response Plans for businesses and individual agencies. Within the Response Plans, agencies are required to identify critical services that need to continue in spite of the disaster event and the identification of critical facilities and resources to enable them to carry out their functions under the NDMP and in providing critical services. Resources may include back-up server, emergency power supply, alternative location, staffing reserves, etc.

More specifically, completed and planned activities are as follows:

- National Hazard Plans for flooding, volcanic eruption and earthquake
- Seismicity risk assessment and awareness programme with updated seismic map, updated building code including seismic design and increased awareness.
- Building the capacity of the media through trainings on various hazards to enable them to provide accurate and timely public information and warnings and developing their response plan to ensure service continuity during and after any disaster event.
- As part of the development of the CIM Plans, DRM workshops were conducted in all coastal villages to strengthen the villages' understanding of hazards, the different risk reduction measures to take to mitigate existing and future risks and to gather information regarding village capabilities and vulnerabilities for disaster planning at the national level.
- The development of DRM resources for all primary and secondary schools in Samoa.
- Implementation of a tsunami inundation modelling and mapping for high risk sites.
- Development of signages to identify evacuation routes and sites for all coastal villages, including wind directions.
- Review of the current early warning system for tsunami.

Context & Constraints:

Contingency plans and scheduled simulations and evaluations, need to be made a component of the approval process for large scale developments. In addition, Samoa needs to develop a framework for the monitoring and compliance of disaster management plans. Discussions have been held with PUMA to include disaster plans as an additional condition for approval, for example, the tsunami affected beach

fales are required to submit disaster management plans through the Samoa Hotels Association as part of the tsunami recovery assistance. DMO recognises that there is still much DRM work needed for the tourism industry, awareness and implementation of appropriate DRM programmes needs to be further promoted within the industry itself.

Despite the number of activities conducted to improve DRM integration in Samoa, there is an equal number of problems in terms of activity sustainability and effectiveness. First and foremost is that activities are conducted on an ad hoc basis with strategic, long-term institutional capacity development replaced by programmes dictated by funding availability and Samoa's needs at the time. Also many of the villages are left with village plans that detail mitigation measures without resources to implement these measures, many of the systems developed do not have proper M&E attached, making it difficult to monitor the systems effectiveness, DRM resources for schools are targeted mainly for students and does not include building the capacity of schools to develop disaster plans, simulations and safety review of school buildings.

These problems and a host of others will continue to increase if an appropriate long-term national DRM strategy is not developed, resourced, implemented and regularly monitored. The progress of the proposed DRM strategy should also be monitored against the HFA/RFA as well as the MDGs and targets and included in the next SDS.

Priority for action 5: Core indicator 2

Disaster preparedness plans and contingency plans are in place at all administrative levels, and regular training drills and rehearsals are held to test and develop disaster response programmes.

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Means of verification:

- * Are the contingency plans, procedures and resources in place to deal with a major disaster? Yes
- * No: Contingency plans with gender sensitivities
- * Yes: Operations and communications centre
- * Yes: Search and rescue teams
- * Yes: Stockpiles of relief supplies
- * Yes: Shelters
- * Yes: Secure medical facilities
- * No: Dedicated provision for women in relief, shelter and emergency medical facilities

Description:

Some response agencies have developed response agency plans. However, there is not any relevant data available as to whether or not these existing plans have been simulated or tested. Conducting simulations to test agency response plans is not included in their annual work plans. It must be pointed out that the NDMP is still a recently developed planning document and has required agencies to take on

either completely new roles or to re-examine older roles to ensure they comply with the requirements of the NDMP. There has been an increase in the number of agency response plans since the NDMP inception and as agencies understanding of DRM improves, the more effective they will be in their roles and responsibilities under the NDMP.

Response and relief systems are in place and include the establishment and operations of the NEOC, the establishment of the Volunteer Emergency Response Team (VERT), stockpiles of relief supplies with SRCS and other humanitarian organisations prepositioned containers and DMO arrangements with local wholesalers, designated evacuations sites and shelters identified by villages, etc.

Context & Constraints:

The major challenge is the lack of capacities at the local level to devise and implement contingency planning. There is an urgent need for all agencies and communities to organise simulation exercises to test and refine coordination mechanisms and procedures, more specifically to review coordination and identify roles, challenges and linkages among government and stakeholders. This process may be assisted in the development of a manual to guide all ministries, NGOs, regional/international development agencies and communities during a disaster response event

An effective monitoring and evaluation system is not in place. In addition to this, incorporating relevant human rights and gender indicators into a monitoring and evaluation framework should also be considered to ensure that the target beneficiaries include the most vulnerable sections of the affected population.

Priority for action 5: Core indicator 3

Financial reserves and contingency mechanisms are in place to support effective response and recovery when required.

Level of Progress achieved:

2: Some progress, but without systematic policy and/ or institutional commitment

Means of verification:

- * Are financial arrangements in place to deal with major disaster? Yes
- * Yes: National contingency funds
- * No: Catastrophe insurance facilities
- * No: Catastrophe bonds

Description:

There is a designated emergency fund available to cover expenditure during times of disaster or emergency. About 3% of the total budget has been set aside for unforeseen circumstances, which is made immediately available for disaster events. Although agencies are expected to cover the costs of their own disaster response activities, the response costs are reimbursed by government through supplementary budget or through the DMO's access to the unforeseen fund.

Some financial assistance is provided to the public and business enterprises in responding to and recovering from disasters, which include:

- The Samoa National Provident Fund (SNPF) is a compulsory savings scheme for employees, and

compliance is enforced under the Samoa National Provident Fund Amendment Act 2009. Contributions to SNPF are made by employers on behalf of their employees and is 10% of the employee's gross salary (5% from the employee + 5% from the employer). Members are able to loan up to 45% of their contribution.

- Death claims made under SNPF and Samoa Life Assurance Corporation (SLAC) have waived requirements and ACC have increased compensation.
- SBEC guarantees 80% of business loans and after a disaster event loan balances are paid off. Central Bank and Development Bank of Samoa subsidise 46% of interest rates.

Other policies are being developed which include government financial institutions submission on the proposed allocation for DAC in the CBS Budget to be used to subsidise loans in times of disaster, reduce interest rates for loans for a specified period and for the payment of small business outstanding debt balance for those affected by disasters.

Context & Constraints:

The main challenge is the absence of clear regulations that govern budget allocations for disaster management and risk reduction at the national and local levels.

The losses involved in major disasters pose a serious concern and challenge to government, policymakers and a wide range of private sector specialists, including insurers. These events have reinforced the recognition that risks associated with large-scale disasters have the potential for inflicting considerable damage to the vital systems and infrastructures which Samoa societies and economies depend upon. The fundamental question in this regard is whether the insurance industries alone can continue to cope with such large amounts of losses at very short notice.

Priority for action 5: Core indicator 4

Procedures are in place to exchange relevant information during hazard events and disasters, and to undertake post-event reviews

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Means of verification:

* Has an agreed method and procedure been adopted to assess damage, loss and needs when disasters occur? No

* No: Damage and loss assessment methodologies and capacities available

* No: Post disaster need assessment methodologies

* No: Post disaster needs assessment methodologies include guidance on gender aspects

* No: Identified and trained human resources

Description:

Debriefing exercise following the 2009 Tsunami event involved a number of international/regional/national stakeholders including DAC, IASC (UN cluster system), and other response agencies. Lessons learned were discussed, agreed upon and recommended actions are now being addressed in the review of the NDMP and will be incorporated in revised NDMP and the

development of its implementation plan. Numerous assessments had been conducted during this period including an assessment coordinated by UNESCO and MNRE on behalf of government and undertaken by the Samoa International Tsunami Survey Team (ITST), the Samoa Tsunami Displacement Study conducted by government with support from OHCHR to monitor displaced persons; damage assessment led by MNRE in collaboration with the DAC Damage Assessment and Shelter Reconstruction Committee; response agencies' assessments which was coordinated within their own networks. From these assessments and studies, reports were prepared to assist in the preparation of the agencies' recovery budget, development of recovery plans and also to help prioritize areas where immediate focus is needed.

Context & Constraints:

There are currently no policies, regulations, guidelines that harmonise and standardise all forms of disaster information, procedures and compliance by all government ministries and other relevant stakeholders. In addition to developing the required standards, Samoa needs to build disaster information systems that are accessible and that community specific information reaches the affected population.

Post-disaster needs assessments provides an opportunity for mainstreaming the DRM agenda where the assessments reports which give economic evidence of the impact of natural disasters on various sectors of the economy along with recommendations for institutionalising DRR into national strategies.

Drivers of Progress

a) Multi-hazard integrated approach to disaster risk reduction and development

Levels of Reliance:

No/ little reliance: no acknowledgement of the issue in policy or practice; or, there is some acknowledgement but nothing/ little done to address it

Do studies/ reports/ atlases on multi-hazard analyses exist in the country/ for the sub region?:

Yes

If yes, are these being applied to development planning/ informing policy?:

No

Description (Please provide evidence of where, how and who):

Samoa has yet to recognise the need to have local experts and to develop a national multi-risk assessment process which is relevant and applicable to Samoa. Also, commitment to a multi-hazard approach is impeded by the lack of effective knowledge management mechanisms and communication protocols to ensure requested technical assistance through studies, surveys and relevant research is provided to government and relevant end users in such a way that it is understood by all and influences key strategic documents.

The following studies have produced hazard action plans and maps:

- The development of the CIM Plans for all coastal villages in Samoa focused on coastal hazards such as flooding, storm surge, coastal erosion and tsunami.
- The Government of Australia in collaboration with SOPAC National Capacity Assessment: Tsunami Warning and Mitigation Systems project activities culminated in the development of the Samoa's National Tsunami Plan (2006), revised in 2008. The NTCA report also provides recommendations on how to improve mitigation systems for other high priority natural hazards.

The above also provides examples of existing multi-risk assessment methods which Samoa is able to access to possibly look at developing its own. Resourcing the implementation of the above plans and the risk consideration or implications for national development planning remains an on-going issue.

b) Gender perspectives on risk reduction and recovery adopted and institutionalized

Levels of Reliance:

Partial/ some reliance: Full acknowledgement of the issue; strategy/ framework for action developed to address it; application still not fully implemented across policy and practice; complete buy in not achieved from key stakeholders.

Description (Please provide evidence of where, how and who):

The National Policy for Women of Samoa 2007-2017 aims to expand opportunities for women and ensure progress is made in implementing the CEDAW Convention; while the National Policy for Children 2007-2017 outlines the planned direction for the care, protection and development of children in line with the Convention on the Rights of the Child. Both policies will be implemented by MWCSD in collaboration with the Ministry of Health, Ministry of Justice and Courts Administration, and the Ministry of Education. Relevant areas covered in the policy are health, particularly in regard to mental health, hygiene and sanitation, vector borne diseases; the environment, particularly in regard to household water security, pollution and chemical hazards.

Samoa needs to further the integration of gender issues in disaster risk reduction at all levels from

women and women's groups increased participation in the formulation of DRR policies to implementation. Projects such as the CCSDP initiative which supports villages in the formulation of Village Sustainable Development Plans is rooted in achieving the MDGs by 2015 with a focus on marginalised groups and also includes cross-cutting issues such as gender.

Mainstreaming gender into DRR and recovery will be substantially aided by gender-segregated data collection and analysis, gender-sensitive indicators at national and community level to be used in national communication and DRR projects, ensuring that capacity building, education and training are gender-sensitised and enhance women's access to and participation in DRR and climate change adaptation strategies and developmental activities.

c) Capacities for risk reduction and recovery identified and strengthened

Levels of Reliance:

Partial/ some reliance: Full acknowledgement of the issue; strategy/ framework for action developed to address it; application still not fully implemented across policy and practice; complete buy in not achieved from key stakeholders.

Description (Please provide evidence of where, how and who):

Samoa's national disaster risk reduction framework including relevant sector plans have focused strategies for capacity building, including the identification of capacity needs. The major challenge is resourcing capacity building initiatives.

However, efforts from development partners to transfer existing technical and scientific knowledge to high-risk countries, like Samoa, have often been confronted with a wide range of obstacles such as a lack of technological absorption capacity, limited institutional capacity, insufficient qualified staff and absence of linkages and networks to successfully implement the programs concerned.

Furthermore, as disaster vulnerability in Samoa is strongly determined by developmental and socio-economic processes, more research on risk, vulnerability and capacity issues is urgently required. Overall, disaster risk management expertise in Samoa is often scattered amongst different disciplines and sectors, networking between disaster risk management professionals is limited, while financial, material and human resources allocated by government and donors to disaster risk reduction research is largely insufficient. Many of the DRM capacity building initiatives will be coordinated and implemented within the NDMP Implementation Plan.

d) Human security and social equity approaches integrated into disaster risk reduction and recovery activities

Levels of Reliance:

Significant and ongoing reliance: significant ongoing efforts to actualize commitments with coherent strategy in place; identified and engaged stakeholders.

Description (Please provide evidence of where, how and who):

While Government has acknowledged a general rise in the level of human development, there are still concerns over the inequality of income distribution, hardship amongst vulnerable groups, lack of formal employment/income-generating opportunities (esp. school leavers), limitations in access to quality education, prevalence of non-communicable diseases, and emerging social problems. Some of the measures Government is taking to alleviate social concerns through Private Sector Development include:

Threshold for tax free income raised from SAT\$10,000 to SAT\$12,000 and subsequent income tax brackets adjusted. Improving compliance with VAGST and efficiency of VAGST refund process

addressed under the Institutional Strengthening Programme for the Inland Revenue Division (IRD). Cabinet appointed task force consisting of community; churches and ministries (MOF, AGO, MJCA, MNRE and MWCSO) will draw on results from a broad review of the economic use of customary land. Other areas include exploring alternative fuel sources, and encouraging private power generation and the possible partnership with private sector to carry out non-core functions. Increased access to metered and treated water under the EU funded Water Sector Support Program (WASSP), development of new water resources legislation and sanitation drainage and waste water projects to ensure environmental and health benefits. Promoting investment, market access and research and tax and tariff reviews are continuing.

Tourism development strategies on (1) refocusing the marketing strategy – STA website, participation in trade fairs; (2) developing infrastructure – enhancing international air transport, increased room capacity; and (3) developing human resources – Diploma in Tourism and Hospitality (NUS and APTC), continuous public awareness and strengthening planning and marketing capacity. Strategies to enhance agricultural growth fall into three categories (1) enhancing food security – increased root crops production by supplying high quality planting materials from ministry's nurseries, revitalising traditional crops; (2) promoting commercial investment in crop production, fisheries, forestry and livestock development; and (3) strengthening MAF.

e) Engagement and partnerships with non-governmental actors; civil society, private sector, amongst others, have been fostered at all levels

Levels of Reliance:

Partial/ some reliance: Full acknowledgement of the issue; strategy/ framework for action developed to address it; application still not fully implemented across policy and practice; complete buy in not achieved from key stakeholders.

Description (Please provide evidence of where, how and who):

Establishing and maintaining strong partnerships requires concerted effort from all sides, inequality exists in the distribution of resources where resource/budget allocation remains predominantly at the national level for the development of relevant DRR policies and the implementation of subsequent plans. Coordination of DRR funding needs to be filtered down to all levels to ensure appropriate DRR measures reach vulnerable communities.

Although there are no formal partnership arrangements with NGOs, CBOs and private sector, partnerships exist at the programme level. A multi-agency approach is utilised in the delivery of village level DRM programmes, where relevant government, NGO and private sector organisations are invited to take part in facilitating CBDRM programmes. DMO is also asked to assist in the delivery of community based activities of other ministries and agencies; this is a widely accepted method of programme delivery in Samoa. Direct partnerships are also established with villages, e.g., in the development of the CIM Plans which is finalised only by approval of the village. This however does not automatically guarantee village commitment. Government representatives in the village (Sui ole Malo and the Sui Tamaitai ole Malo) are paid public servants and continuation of duty allowances is dependent of the representatives ensuring that they fulfil their roles, which includes ensuring the implementation of government-led or government-assisted programmes.

f) Contextual Drivers of Progress

Levels of Reliance:

Partial/ some reliance: Full acknowledgement of the issue; strategy/ framework for action developed to address it; application still not fully implemented across policy and practice; complete buy in not achieved from key stakeholders.

Description (Please provide evidence of where, how and who):

The strength of Samoan communities is its culture and its strong internal organisation and community member's adherence to the protocols of the village structure. The structure is uniform throughout all 362 villages in Samoa where the Village councils (fono) are made up of the matai or chief of a village, approximately 20% of the matai are women. The village mayor (pulenu'u) is elected by the village council for a period of three years, and the village fono is required to establish executive committees and land boards. The council leaders are chairpersons directly elected and are remunerated in accordance with levels set by Government. Other structures that exist within the village include the Women's Committee (the wives of matai), the Aualuma, wives of untitled men and unmarried women and girls and the Aumaga, untitled and unmarried men and boys.

While communities have some understanding of the Government and its role in disaster management and disaster risk reduction, they have a marked preference for their own local leaders taking on more responsibilities pre and post disasters. The village council, the apex body within each village who ensure participation from each family in the village, and are normally the reason why community based programmes is well attended.

Utilising the DRM implementation status of communities and their existing village social structures in terms of an institutionalised mechanism to mainstream disaster risk reduction into village development planning processes, as an additional driver will assist Samoa to achieve community level targets. The success of any community based programme relies very much on the level of cohesion and harmony within each village. Should this weaken or disintegrate in any way (e.g. following a disaster event) will in essence impede DRM mainstreaming efforts. Observing and respecting the village protocols is critical when implementing DRM activities in villages.

Future outlook

Area 1

The more effective integration of disaster risk considerations into sustainable development policies, planning and programming at all levels, with a special emphasis on disaster prevention, mitigation, preparedness and vulnerability reduction.

Overall Challenges:

A national DRM implementation strategy has not been developed and as such activities and programmes are conducted on an ad hoc basis.

Competing priorities of the national government create challenges to mobilise dedicated resources for disaster risk reduction.

Resourcing implementation and ensuring effective and efficient coordination of all DRM programmes at all levels.

The absence of clear regulations that govern disaster budget at the national and local levels.

Future Outlook Statement:

Political advocacy for recognising economic value of DRR and need for improved integration of sectoral policies, plans and programmes.

Development of a comprehensive, long-term disaster risk management strategy, which incorporates individual sectoral strategies, embraces principles of mainstreaming and replete with meaningful monitoring and evaluation indicators that are based on the already existing progress review framework of the HFA and RFA.

Strengthen collaboration between the climate change adaptation and disaster risk reduction in communities via institutional, policy and research coordination and consideration of implications given to the development of joint strategies and institutional mechanisms such as a National Platform for DRM, to integrate the two issues into national planning process, strategies and budgets.

Improve clarity around the current level of expenditure on disaster risk reduction by developing a system that can track allocations for disaster risk reduction and the establishment of dedicated funding to support sustained risk reduction initiatives. Government to also review the Unforeseen Funds based on its usage during the Tsunami response and early recovery.

Adequate funding required ensuring that disaster risk concerns are sufficiently considered during project appraisal, particularly at the initial feasibility stage when there is the most flexibility to deal with disaster risk adequately and cost-effectively.

Appraisal procedures amended and modified to include vulnerability of social, economic and poverty perspectives and assessment of natural hazards and related vulnerability be assessed as part of all forms of project appraisal, rather than confined to environmental review only.

Incorporating relevant human rights and gender indicators into a monitoring and evaluation framework should also be considered to ensure that the target beneficiaries include the most vulnerable sections of the affected population.

Area 2

The development and strengthening of institutions, mechanisms and capacities at all levels, in particular at the community level, that can systematically contribute to building resilience to hazards.

Overall Challenges:

Resilience of economic activities is weak due to the absence of business continuity plans, a general lack of DRM awareness and training, and absence of appropriate regulations to enforce industry standards and codes.

The absence of an effective mechanism to ensure compliance and code enforcement will continually undermine and hamper Samoa's development efforts.

Lack of capacities at the local level to devise and implement contingency planning and simulation exercises.

There are no policies, regulations, guidelines that harmonise/standardise all forms of disaster information, procedures and compliance by all government ministries and other relevant stakeholders.

Lack of local capacity and resources in the application of modern technology to develop a comprehensive system for monitoring, archiving data and disseminating information down to the community.

Knowledge and skills transfer to national level is weak and remains a major and persistent problem and needs to be addressed by regional development partners and donors.

Considerable work is required to strengthen communications, dialogue and the sharing of information on vulnerability and risk reduction initiatives and responsibilities within and between individual agencies.

DRM programmes and courses have not been institutionalised into post-secondary education.

Translating information and data from studies and research projects into a format that is comprehensible to planners and other end-users is a major challenge.

Very few NGOs have the capacity to design, develop, implement and evaluate DRM programmes and will create a backlog in the implementation of CBDRM programmes.

The functional and structural relations between the National Disaster Council and the Disaster Advisory Committee need to be harmonised and strengthened to differentiate and clarify roles, as well as strengthening coordination of key DRM activities.

Risk reduction criteria needs to be include social, economic and poverty perspectives, and assessed as part of all forms of project appraisal, rather than confined to environmental review alone.

Future Outlook Statement:

Build capacity to enforce complex regulatory regime, e.g. development consent process; sustainable management plans; and condition enforcement thereafter, emphasising benefits of compliance.

Harmonise and strengthen functional and structural relations between the NDC and DAC. NDMP activities better coordinated in working groups that are under the umbrella of a multi-stakeholder National Platform for DRM.

Strengthen coordination and capacity of civil society in CBDRM delivery to assist in the implementation of the NDMP. Increased participation by civil society will be aided considerably by their inclusion in the

different DAC Working Groups and National Platform for DRM.

Strengthen flow of information among the stakeholders, through the development of a series of guidelines for the DRR training and capacity building programmes for effective DRM.

Development of a centralized national disaster. The DesInventar methodology which has already been tested in other Pacific island country would provide a useful tool.

Support provided to the National University of Samoa (NUS) in establishing a diploma/degree course in DRM. Institutionalizing technical DRR training would also ensure application of modern technology is improved and relevant to the needs of Samoa.

Government and development partners to identify potential areas of research studies aligned to National Priorities.

Develop multi-risk assessment process/methodology based on existing models and adapted to the needs of Samoa.

Develop procedures for systematic learning from disasters and ensure all research/study information reaches relevant planning and regulatory bodies to further DRR mainstreaming processes.

Contingency plans and scheduled simulations and evaluations, need to be made a component of the development consent process and the reissuing of business licenses for all new and existing business development.

Development of an Emergency Response Manual to guide all relevant agencies during a disaster response event and to improve posts-disaster assessment procedures and practice.

Area 3

The systematic incorporation of risk reduction approaches into the design and implementation of emergency preparedness, response and recovery programmes in the reconstruction of affected communities.

Overall Challenges:

There is a need to build disaster information systems that are accessible and that community specific information reaches the affected population.

Existing infrastructural systems need improvement, where coordination mechanisms exists within all infrastructural building plans to mitigate potential hazards need to be strengthened, as well as improving implementation of building standards.

A weakness of the tsunami recovery has been the lack of clear mechanisms for the Government and agencies to track progress and impact of emergency and early recovery assistance. Without proper mechanisms in place, there is a risk that programmes are not working effectively and fail to reach the most vulnerable.

There are no effective monitoring and evaluation system for disaster response, recovery and mitigation, to measure the effectiveness and impact of existing systems and procedures.

There is a need to build disaster information systems that are accessible and that community specific information reaches the affected population.

Future Outlook Statement:

Development of effective monitoring and evaluation systems is an urgent priority. In addition, development of indicators for monitoring and evaluation of disaster risk reduction initiatives that are based on the already existing progress review framework of the HFA and RFA at both the national and community levels, including indicators for DRR aspects of broader development initiatives. Specific gender, human rights, children, disabilities and the aged indicators need to be included, where applicable, in all M&E systems.

Include in the National Disaster Database crucial information and resources for emergency purpose and mandatory requirements need to be attached to ensure ministerial and agency compliance

Continue and strengthen support to existing livelihood programmes at the community level and that programme support for these NGOs and CBOs are extended to enable a wider scope for implementation. These programmes are important to improving the resource base of vulnerable households and affected communities.

Explore the feasibility of establishing a Central Planning Committee for Infrastructure and Utilities, to be incorporated under the MNRE to coordinate development planning decisions and activities on existing and new development/settlements and the promotion of compliance to building standards/codes.

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