



GOVERNMENT OF SAMOA

Agriculture Sector Plan 2016 – 2020

“...enhancing partnerships to develop and sustain agriculture and fisheries...”

Volume 1: Governance, Institutional and Strategic Frameworks

Foreword



The main occupation for the majority of our people is farming and fishing. The land and the sea bring us our food, income to sustain our livelihoods and goods and services that cement our culture.

While it may be expected that with growth and maturity of our economy the relative share of agriculture's contribution to GDP will decline, as the higher value adding sectors such as industry and services take a bigger share. However, the sector's importance for food security, good nutrition, prosperity and resilience in the face of climate change and associated natural disasters will remain paramount.

Consequently, the sector needs to thrive and grow to sustainably provide food and raw materials for our commerce, tourism and manufacturing industries and to increase our exports. Above all, the agriculture and fisheries sector's productivity needs to rise and the production quality needs to be consistently high to ensure our products are competitive in both domestic and international market places. Hence finding ways to develop smallholder farming and fisheries and to improve the livelihoods of those who work on the land and the sea is a very high priority for the Government.

While a primary objective for most Samoan households with small-scale farms is to produce staple crops and livestock for subsistence, increasing their engagement with the market, by selling at least some of their produce and buying in some of their inputs — tools, seed, fertilizer, veterinary medicines etc. will be necessary to raise farm productivity and incomes. Increased adoption of improved technology embodied in the inputs mentioned above as well as machinery, appropriate-scale irrigation equipment, and technical advice; credit to finance investment and innovation on the farm will all be necessary to sustainably grow agriculture. In return, it is likely that agriculture and fisheries development will create more widespread benefits through additional jobs on farms, in processing industries, retail and the wider economy. It will also mean increased availability and access to high quality domestically produced nutritious food at prices that our people can afford and thus reduce our current heavy demand on imported food products.

I am therefore pleased to present this Agriculture Sector Plan (ASP) 2016-2020 with its purpose to help guide and coordinate coherent actions from the key agencies, service providers and private sector stakeholders working in partnership with the Ministry of Agriculture and Fisheries (MAF) to ensure the sustainable development of a thriving, inclusive, resilient agriculture and fisheries sector.

I hereby pledge the Government's full support for the implementation of the plan and look forward to strengthen our partnerships with all stakeholders to ensure its successful delivery.

Laaulialemalietoa Polataivao Leuatea

Minister for Agriculture and Fisheries

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Acronyms & Abbreviations

ACIAR	Australian Centre for International Agricultural Research	NUS	National University of Samoa
ASCU	Agriculture Sector Coordination Unit	MNRE	Ministry of Natural Resources and Environment
ASP	Agriculture Sector Plan	MOF	Ministry of Finance
ASSC	Agriculture Sector Steering Committee	MOH	Ministry of Health
CCI	Samoa Chamber of Commerce and Industry	MTEF	Medium Term Expenditure Framework
CDC	Cabinet Development Committee	MWCSD	Ministry of Women, Community and Social Development
CEO	Chief Executive Officer	NWCTA	National Working Committee on Trade Agreements
DBS	Development Bank of Samoa	MWTI	Ministry of Works, Transport and Infrastructure
DMO	Disaster Management Office	NCDs	Non Communicable Diseases
EEZ	Exclusive Economic Zone	NGOs	Non-Governmental Organizations
EPC	Electric Power Corporation	SACEP	Samoa Agriculture Competitiveness Enhancement Project
ESP	Energy Sector Plan	SAME	Samoa Association of Manufacturers
ESPO	End of Sector Policy Outcome	SBEC	Small Business Enterprise Centre
FFI	Farmers' Federation Incorporated	SBS	Samoa Bureau of Statistics
FSP	Finance Sector Plan	SDGs	Sustainable Development Goals
GAP	Good Agricultural Practices	SDS	Strategy for the Development of Samoa
GDP	Gross Domestic Product	SFA	Samoa Farmers Association
HACCP	Hazard Analysis Critical Control Point	SIDS	Small Island Developing States
HIES	Household Income and Expenditure Survey	SNPF	Samoa National Provident Fund
HSP	Health Sector Plan	SPO	Strategic Policy Objective
ISO	International Standards Organization	SROS	Scientific Research Organization of Samoa
LTA	Land Transport Authority	STSP	Samoa Tourism Sector Plan
MAF	Ministry of Agriculture and Fisheries	SUNGO	Samoa Umbrella for Nongovernmental Organizations
MCIL	Ministry of Commerce , Industry and Labour	SWA	Samoa Water Authority
MESC	Ministry of Education, Sports and Culture	SWAp	Sector Wide Approach
METI	Matuailoo Environment Inc.	TCIB	Trade, Commerce and Industry Board
MFAT	Ministry of Foreign Affairs and Trade	TCMSP	Trade, Commerce and Manufacturing Sector Plan
NES	National Export Strategy	WG	Working Group
NESP	National Environment Sector Plan	WIBDI	Women in Development Inc.

Executive Summary

The Agriculture Sector Plan (ASP) 2016-2020 provides the framework to guide coherent programs and actions from all key stakeholders to achieve the goal of increased food, nutrition and income security in Samoa. A primary aim of the plan is to strengthen government partnerships, particularly with the private sector, Non-Governmental Organizations (NGOs) and development partners, to leverage agriculture's potential to promote enhanced health, prosperity, job creation and resilience. Successful implementation of the plan will contribute to achieving the national vision of improved quality of life for all and to advancing Samoa's attainment of the global Sustainable Development Goals (SDGs).

The sustained and dedicated pursuit of specific goals is critical to development success. The ASP sets out the goal and strategic direction for agriculture sector development for the period 2016 through 2020. It reaffirms the continued strategic importance of the four policy objective areas pursued under the previous ASP including: strengthening the policy, legislative and regulatory frameworks for sustainable agriculture and fisheries development; improving food security and nutrition and income generating opportunities in rural areas; enabling the private sector to increase the quality, value and competitiveness of agriculture fisheries products in domestic and international markets; and ensuring an environmentally sustainable, climate and disaster resilient sector. Going forward the plan maintains this strategic direction, but introduces some new initiatives and strengthens linkages across the policy outcome areas and sectors supporting agriculture development to deliver a fully integrated strategy.

The indicative total cost to implement the five-year ASP is approximately SAT\$117 million; which compares with the approved estimates for development funding for the agriculture sector for the five financial years 2010/11 to 2014/15 of approximately SAT\$108 million. The cost to deliver End of Sector Plan Outcome (ESPO) 1 (Policy Deepening and Sector Coordination) is approximately SAT\$5 million; to deliver ESPO2 (Improved Food Security and Nutrition through an increased supply and consumption of competitively priced domestically produced food) will require approximately SAT\$57.6 million; to deliver ESPO3 (Enabling the Private Sector) will cost about SAT\$39.6 million; and to deliver ESPO4 (Sustainable Resource Management and Climate and Disaster Resilience) will require just under SAT\$15 million. The cost of implementing the ASP strategic programs will be shared among national budget and development partners and private sector investment.

ESPO 1: Sector coordination improved and investment in food security and inclusive commercial agriculture / fisheries production systems increased

Operating in a multi-institutional and multi-organizational context has proven to be one of the most difficult challenges for implementing the sector-wide approach in agriculture. Going forward additional attention will be focused on strengthening the institutional capacity of the Ministry of Agriculture and Fisheries (MAF) to manage the sector-wide program and to building broad ownership in the Plan. A critical need is to ensure that there is a strong coordination system is in place with adequate government leadership of the sector, therefore the institutional arrangements for sector coordination will be strengthened.

There are many interlocking issues and opportunities across sectors in Samoa. Consequently, there are potential important backward and forward linkages between the ASP and several national sector plans including: Commerce & Manufacturing, Environment, Health, Education, Tourism, Finance, Trade, Water, Transport and Energy. The Community Sector (including Gender), Climate Change and Disaster Management plans also are cross cutting to the ASP. The Samoa Strategy for the Development of Statistics 2011-2021 directly determines the breadth and depth of the evidence base for all sectors planning and monitoring. The ASP supports joint program development, implementation and monitoring to ensure coherent actions to enhance synergies from these linkages and to reduce duplication and policy conflicts. To facilitate this four working groups (WGs) will be formed aligned to the ASP policy objectives. The membership of these WGs will be selected from key agencies (government and other) with particular interests and support roles related to the specific policy outcome area. These four WGs will support the Agriculture Sector Steering Committee (ASSC) in ensuring successful implementation and monitoring of the ASP.

A persistent challenge in planning and for monitoring the agriculture sector has been the lack of a timely supply of relevant accurate agriculture statistics. To ensure continued policy relevance and facilitate policy deepening priority attention will be focused on strengthening agriculture data collection and capacity to analyze agriculture policy issues. The MAF will work closely with the Samoa Bureau of Statistics to strengthen data collection systems, systematization, analysis and reporting. An appropriate level of staff time and financial resources will be devoted to maintenance of good agriculture statistical systems, to provide a strengthened evidence-base for policy decision making, planning and monitoring the ASP.

A systematic configuration of coherent policies, laws and regulations are essential to foster the enabling environment for development of competitive agricultural markets and efficient inclusive value chains which sustain livelihoods and incomes in rural areas. Strengthening the agriculture policy, legislative and regulatory framework to meet both the challenges and opportunities of a more open and competitive global trading environment, adapting to the looming threat of climate change and also providing the right incentives for good nutrition and environmentally sound agriculture development will be essential.

ESPO2: An increased supply and consumption of competitively priced domestically produced food

Family farming forms the core of smallholder agriculture systems in Samoa. A thriving smallholder family farming sector provides the basis for food security, good nutrition and rural livelihoods. Growing this sector will also promote rural development. Therefore, enhancing smallholder productivity, production capacity and related food supply chain quality and reducing post-harvest losses will be critical for protecting and sustaining food security and nutrition in Samoa. Improving access to productive resources, financial services and business skills particularly for women will also be important. Global experience has clearly shown that where women have increased access to income generating opportunities and social decision-making empowerment at community level, household nutrition improves.

Increasing farm production and productivity can improve nutrition in several ways: by boosting fresh food supply for home consumption, by generating income to buy more nutritious food and by reducing

food prices. Improving the availability and access to a lower cost nutritionally superior diet based largely of locally produced foods will be essential to help mitigate the rising level of diet related Non-Communicable Diseases (NCDs) in Samoa.

Over the last four years agriculture research and development activities, with significant support from the Samoa Agriculture Competitiveness Enhancement Project (SACEP), have laid a solid foundation for increased agriculture production and productivity. In the livestock sector, there is considerable potential to raise production and productivity of small animals (pigs, poultry and the recently introduced sheep) to supply domestic markets and raise household incomes in rural areas, that is, to increase commercialization of small scale enterprises within the smallholder sub-sector. This will be facilitated by the provision of greater input supplies (speeding up the multiplication and distribution of improved breeding stock and improved locally available feed) increased veterinary support and targeted husbandry extension activities.

Consolidating the SACEP work to extend and scale up adoption of new technologies, strengthen farm business management skills and producer linkages to sustainable and profitable markets will be pursued under this phase of the ASP. The approach to delivery of extension services, to ensure coverage for small subsistence, semi-commercial and commercial farmers, will be broadened to involve a variety of arrangements of public, NGO and private players with information being made available from a variety of sources including increased use of ICT systems and mobile phone networks. To sustain this work and ensure that enhanced capacity is institutionalized within MAF and partner agencies continued development partners support will be required.

ESPO3: A sustained increase in production, productivity, product quality, value adding and marketing of agriculture and fisheries products

The ASP promotes using the value chain as a reference point for improving coordination and coherence in cross sector policy support, service provision and enabling the business environment. This approach aims to improve the efficiency, performance and competitiveness of priority selected agriculture (and fisheries) commodity chains which have a comparative advantage in domestic or export markets and which inclusively link small producers and small and medium enterprises (SMEs) into profitable value chains. Reinforcing value chains for products based on local and traditional crops, where small-farmers may have some comparative advantage and specialized knowledge (e.g. coconut, taro, cocoa, nonu, kava, banana, breadfruit etc.) will be encouraged under the ASP. Particularly when this can be coupled with promoting geographic origin, branding, organic quality and marketing of niche market products.

Raising the productivity and efficiency of agricultural (and fisheries) value chains is considered vital to achieving the ASP goals. Additionally, directing and supporting market-driven, private sector initiative and action will be necessary to increase the level of private investment together with an increased flow of public finance and technical assistance through stronger public-private partnerships. To facilitate this approach improving private sector organization continues to be a high priority in order to provide a stronger platform for dialogue on policy direction and to strengthen inclusive-decision making processes.

Innovative financing mechanisms to increase investment in upstream processing and agri-business that would serve to “pull” agriculture primary products through the supply chain and provide added value will be sought. Focusing on value chains that support strong backward linkages to smallholder agriculture and the rural areas will create opportunities for significant numbers of small producers to supply inputs for an expanding agri-business sector.

The limited returns from agricultural primary production, long gestation periods before income flows are realised and often lumpy flow of income due to seasonal harvesting, constrain small agriculture producers’ ability to access and service commercial loans. Therefore, it will be vital that the Development Bank of Samoa (DBS) reaffirms its central financing role for the agriculture sector and develops tailor-made financial products to meet the specific needs of agricultural borrowers for each level of development – microfinance, working capital and medium to longer-term capital investments. This will help ensure public investment finance is focused on projects with potentially high development returns, but where risk is the major problem.

ESPO4: Sustainable agricultural and fisheries resource management practices in place and climate resilience and disaster relief efforts strengthened

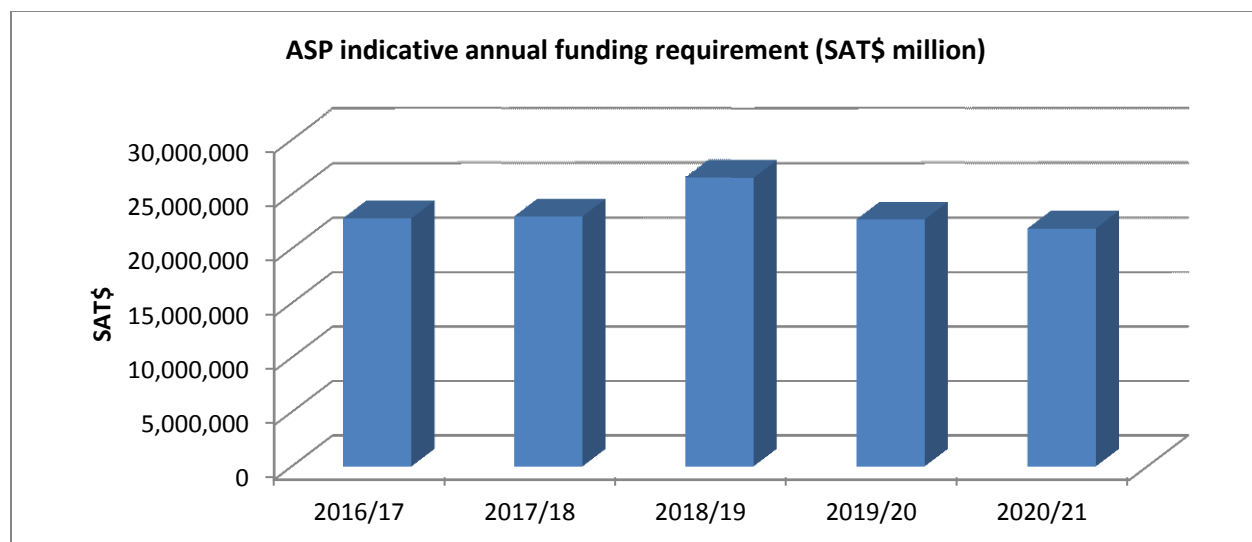
The natural environment is central to food security, livelihoods and agriculture/fisheries export industries. Therefore, sustained growth in the sector is critically dependent on the sustainable management of the natural resource base. Climate change and the potential for increased weather related disasters is undoubtedly the greatest environmental challenge facing Samoa today. Overall ecosystem degradation, already identified as a major threat, will be exacerbated by changing climates. Sustainable management of natural resources is therefore going to be the key to both mitigation of emissions and adaptation in the agricultural sector. Consequently, environmental sustainability, system resilience and preparedness are underlying consideration for implementation of all the policy strategies promulgated in the ASP.

Under the ASP efforts will be made to build capacity at farm household and community level to implement practical adaptation measures to enhance the resilience of families and village communities to climate change and natural disasters. Farming system diversity, integrated pest management, agroforestry and organic farming will be promoted and supported. Greater attention will also be paid to sustainable land use management practices and to matching cropping systems recommendations with land capability assessment information. In the fisheries sector continued efforts will focus on promoting and supporting ecosystem and community-based approaches for sustainable management of inshore and offshore marine resources and robust monitoring, control and enforcement in Samoa’s Exclusive Economic Zone (EEZ).

Ensuring national bio-security will also be essential to protecting biodiversity and maintaining productive capacity for food security and to protect plant, animal and human health. Strengthening biosecurity control including quarantine border controls remains a priority, as is developing contingency response capacity for invasive pest (including invasive weeds) and disease incursions.

ASP 2016-2020 Strategic Framework

Vision	A Sustainable Agriculture and Fisheries Sector for Food Security, Health, Prosperity, Job Creation and Resilience			
Theme	enhancing partnerships to develop and sustain agriculture and fisheries....			
Goal	To Increase Food, Nutrition and Income Security			
End of Sector Plan Outcomes (ESPO)				
1) Sector coordination improved and investment in food security and inclusive commercial agriculture/fisheries production systems increased	2) An increased supply and consumption of competitively priced domestically produced food	3) A sustained increase in production, productivity, product quality, value adding and marketing of agriculture and fisheries products	4) Sustainable agricultural and fisheries resource management practices in place and climate resilience and disaster relief efforts strengthened	
Outcome Indicators				
-Public expenditure on Agriculture Sector (including DP funds) as a percentage of Total Expenditure Functions -Monitoring targets for ASP SOs 2-4 ≥70% achieved	-Volume and price index of local food products (crops/livestock/fish) -Share of local food production in top 10 household food purchases	-Ratio of agricultural exports to food imports (value) -trend growth (annual %) in absolute agriculture value added -Value added per worker in the sector -Value of agriculture/fisheries-based exports -Value and volume of selected food imports -Number of households farming and fishing mainly for sale	-Compliance with relevant policies and regulations -value of disaster-related damages and losses in agriculture/fisheries sector -Climate Adaptation Strategy for Agriculture (CASA) finalised and being implemented	
Indicative Funding Requirements				
ESPO1 SAT\$4,974,000	ESPO2 SAT\$57,625,000	ESPO3 SAT\$39,625,000	ESPO4 SAT\$14,582,000	
ASP INDICATIVE 5-YEAR FUNDING REQUIREMENT		SAT\$116,806,000		



Introduction

Background

Agriculture remains a prominent part of Samoa's development agenda – for improving rural livelihoods, ensuring food security and good nutrition, and its contribution to rural incomes. As an important economic sector agriculture provides outputs for the growth of the overall economy. The Strategy for the Development of Samoa (SDS) 2012-2016 emphasizes a commitment to pushing the productive sectors of the economy to revitalize growth and targets the achievement of strategic outcomes including: maintaining macroeconomic stability; re-invigorating agriculture and revitalizing exports; scaling up investment in tourism to promote Samoa as an attractive tourist destination; promoting a healthy and educated Samoa; improving the business environment; strengthening social cohesion and stability; improving infrastructural services; and the sustainable management of natural resources, increased investment in renewable energy sources, and mainstreaming climate change and disaster resilience (see Figure 1).

The agriculture sector's contribution to the SDS is noted largely under Key Outcome 2; however, agriculture (including fisheries) also has an important contribution to revitalizing exports, sustainable tourism development, and ensuring a healthy Samoa and community development. The sector has strong linkages and interdependencies with sustainable access to drinking water, environmental

Figure 1: Agriculture Links to SDS Outcomes

Priority Area 1: Economic Sector	
Key Outcome 1:	Macroeconomic Stability
Key Outcome 2:	Re-invigorate Agriculture
Key Outcome 3:	Revitalized Exports
Key Outcome 4:	Sustainable Tourism
Key Outcome 5:	Enabling Environment for Business Development
Priority Area 2: Social Policies	
Key Outcome 6:	A Healthy Samoa
Key Outcome 7:	Improved Focus on Access to Education, Training and Learning Outcome
Key Outcome 8	Social Cohesion
	○ A safe and stable Samoa ○ Community Development
Priority Area 3: Infrastructure Sector	
Key Outcome 9:	Sustainable Access to Drinking Water and Basic Sanitation
Key Outcome 10	Efficient Safe and Sustainable Transport System and Networks
Key Outcome 11	Universal Access to Reliable and Affordable ICT Services
Key Outcome 12	Sustainable Energy Supply
Environment Sector	
Key Outcome 13	Environmental Sustainability
Key Outcome 14	Climate and Disaster Resilience

Agriculture sector links to SDS outcomes:

- **Contributes towards**
- **Strong linkages/interdependence**
- **Dependent on**



sustainability and climate and disaster resilience. Development of the agriculture sector is also closely linked to macroeconomic stability, an enabling environment for business development, an efficient transport system and good access to education, training and learning outcomes. Furthermore, in a competitive global market environment access to reliable and affordable ICT services is becoming increasingly important to agriculture sector development.

Given the many areas of linkage and interdependence between agriculture sector development and overall national sustainable development, ensuring **policy coherence** — such that policies do not contradict or undermine one another and that as far as possible policies are complementary and create synergies — presents a major challenge for agricultural policy-making. Given limited human and financial resources prioritizing future action is critical and presents a further challenge. In order to overcome these challenges the Ministry of Agriculture and Fisheries (MAF) recognizes that their thinking and action must increasingly be ‘outside the agriculture box’. The Agriculture Sector Plan (ASP) thus aims to provide a framework which directs a more systematic configuration of cross-sectoral public policy and investment over time to achieve sustainable agriculture development.

Intent of this Plan

This plan succeeds the Agriculture Sector Plan (ASP) 2011-2015. It sets the strategic direction and signals priority areas to focus resources (financial and human) for agriculture sector development for the period 2016 through 2020. It provides the framework to guide coherent programs and actions from all key stakeholders to improve food, nutrition and income security in Samoa. A primary aim of the plan is to strengthen government partnerships, particularly with the private sector, Non-Governmental Organizations (NGOs) and development partners, to leverage agriculture’s potential to promote enhanced health, prosperity, job creation and resilience. Successful implementation of the plan will contribute to achieving the national vision of improved quality of life for all and to advancing Samoa’s attainment of the global Sustainable Development Goals (SDGs)¹.

Plan development process

This plan has been developed by MAF under its mandate as the lead agency for the Agriculture Sector. The process for development of the plan has been guided by the Sector Planning Manual for Samoa² and has involved a participatory approach and broad consultation with a wide range of sector stakeholders.

Facilitated by the Agriculture Sector Coordination Unit (ASCU) and the MAF Policy Planning and Communications Division, a policy development team was assembled in November 2015. The team included expertise in agriculture sector development, agri-business development and agriculture policy

¹ Particularly, Goal 2: End hunger, achieve food security and improved nutrition and promote sustainable agriculture; Goal 12: Ensure sustainable consumption and production patterns; Goal 13: Take urgent action to combat climate change and its impacts; Goal 14: Conserve and sustainably use the oceans, seas and marine resources for sustainable development; Goal 15: Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss

² Government of Samoa (2015) Sector Planning Manual For Samoa: 2015 Edition, Ministry of Finance, Economic Policy and Planning Division

and strategic planning. The team was guided by the MAF Executive Management Team and reported to the Agriculture Sector Steering Committee (ASSC).

The plan has involved three phases: (i) a review of the ASP (2011-2015), to gain insight and inputs into the formulation of the new plan, completed in December 2015 with the review report tabled and approved by the ASSC in January 2016; (ii) consultation with over 150 key stakeholders facilitated through five focus group meetings held in Apia and a national consultation workshop held in Salelologa, Savaii, followed by drafting the ASP strategic framework (ASP volume 1) completed in February 2016; (iii) undertaking further consultations with key implementing partners to map out the implementation plan and performance monitoring framework (ASP volume 2), and subsequent preparation and validation of the final ASP document which was completed in March 2016.

Structure of the ASP documents

The ASP 2016-2020 consists of two volumes. Volume 1 provides an overview of the national policy context, a summary of the key findings from the review of the ASP 2011-2015 implementation and the strategic policy framework for the ASP going forward. It also describes the governance and institutional arrangements to implement and coordinate the delivery of the intended multi-sector programs.

ASP Volume 2 contains the detailed costed implementation plan and monitoring framework which provides a clear indication of the roles and responsibilities of lead agencies and potential sources of funding.

Key Findings from the Review of the ASP 2011-2015

The Agriculture Sector Plan 2011–2015 represented an innovative movement towards a better way of reinvigorating the sector. Implementation required a radical change from a sector-centric approach based on delivering projects often in isolation of other related sector activities towards a program-based approach that would clearly define roles and responsibilities and result in an improvement in efficiencies of delivering services. While the ASP made considerable advances in some areas these are not necessarily reflected in high level economic indicators such as the contribution of the sector to the Gross Domestic Product (GDP) and a reduction in the value of imported food.

The macro-economic indicators would suggest that the Plan did not contribute significantly towards economic growth however there are a number of factors which have influenced this. Loans to the sector from both commercial banks and the Development Bank of Samoa (DBS) have fallen relative to other sectors and for the Fisheries sector there has been little or no lending in the last two years of the Plan. There has also been insufficient private sector investment in upstream processing and agri-business that would serve to “pull” agriculture primary products through the supply chain and provide added value.

Going forward continued efforts are needed to provide innovative financing throughout the agriculture value chain. Public sector investments should be used where possible through partnership with the private sector, to build the enabling environment for efficient value chains that support strong backward linkages to smallholder agriculture and the rural areas. In this context, the recently commenced Samoa Agribusiness Support Project will provide financing and business support services to 10–15 agribusinesses and their employees, suppliers, and contractors. This is expected to generate broader opportunities for a wide range of Samoan farmers to supply inputs for new or expanding agribusinesses. The financing component is intended to overcome constraints faced by small and medium-sized enterprises, including limited collateral and capital. The financing component will be complemented by business advisory services.³

The Development Bank of Samoa is the main source of finance for the agriculture sector and together with the Small Business Enterprise Centre (SBEC) participates in a matching grants program and a loan guarantee program which facilitates credit for small scale agriculture projects. However, the DBS has found it generally difficult to reduce lending interest rates given its relatively high costs of capital and high operating costs. A major issue now faced by the DBS is the difficulty in recovering loan funds particularly from tourism sector clients.⁴ However, fiscal constraints and risk capital challenges need to be addressed to ensure DBS can play a larger ‘development’ role in the agriculture sector.

The Goal of the ASP 2011-2015 was to revitalize the agriculture sector to increase the relative contribution to the GDP from 10% to 20% by 2015. With respect to monitoring economic performance in the agriculture sector and its contribution to national sustainable development, it is considered that the sectors ‘relative share of GDP is an inappropriate indicator. While the real value added of the sector could be increasing its relative share could fall due to an increase in performance of other sectors.

³ Asian Development Bank (2015)

⁴ Ministry of Finance (2013) Finance Sector Plan 2013/14-2017/18 Volume 2: Situational Analysis, page 34

In general, as a country's economy matures the relative contribution of the primary sector to GDP declines as the contribution of manufacturing, industry and services sectors increase. As the measurement of national GDP considers that value added contribution from agriculture ends at the farm gate, thus if the primary outputs of the sector become intermediate inputs for local processing/manufacturing (e.g. coconut oil, taro chips) or higher value retailing (e.g. supermarkets) or tourism hospitality (hotels and restaurants) the subsequent value added contribution to GDP is measured for these sectors. As domestic value adding of primary produce is a desirable goal for national GDP growth, it would be reasonable to assume that the goal for these sectors should be to take a larger "relative share" of GDP; whilst continued growth in absolute agriculture output will also be needed to maximize national economic growth.

Furthermore, agriculture's contribution to providing rural livelihoods, food and nutrition security and environmental resilience are not recognized in a singular GDP goal for the ASP. Going forward, the goal should more inclusively reflect these broader dimensions of sustainable development.

Overall, the four sector plan objectives⁵ provide a relevant and an aligned strategic response to the social, political and economic constraints identified during the ASP design phase, and they still broadly remain relevant going forward under the next phase of the plan. However, it will be necessary to fine-tune strategies and activities and adjust the end of sector outcomes, as well as the indicators of success, in order to improve the framework for monitoring and evaluation.

A significant challenge in planning and for monitoring the agriculture sector is the lack of a timely supply of relevant accurate agriculture statistics. A recent in-depth country assessment of the national system of agricultural and rural statistics in Samoa, carried out under the "Global Strategy to Improve Agricultural and Rural Statistics"⁶ noted that this weakness is primarily due to the lack of regular collection and survey activity. This assessment reports that various production and other data (e.g. crop production and yields, input use, livestock counts, impact and climate events etc.) are required regularly, preferably on an annual basis. The lack of available information is further compounded by the fact that some collected data is often not easily accessible.

The assessment further notes that a lack of capacity (both financial and human) within both the Samoa Bureau of Statistics (SBS) and MAF is a major impediment to the maintenance of a sustainable agricultural statistical system centered on annual and biennial data collection activities. Therefore, ensuring adequate financial resources are available to support implementation and maintenance of a sustainable agricultural statistical system will be critical to good policy decision making and management of the ASP. Samoa is a partner country under the Global Strategy to Improve Agricultural Statistics, which presents a real opportunity to garner support to assist both SBS and MAF in building their respective expertise and capacity in identified areas of weakness. Efforts should also be made to

⁵**SPO1:** *To strengthen policy, legal, regulatory and strategic planning framework for sustainable agriculture development.*

SPO2: *To improve self-reliance in food production and nutritional security.*

SPO3: *To enhance private sector capacity in improving productivity, value adding and marketing.*

SPO4: *To ensure sustainable adaptation and management of agriculture resources;*

⁶ Samoa Bureau of Statistics (2014)

further develop and strengthen partnership between SBS and MAF and other potential agencies with agriculture field data collection capacity such as the Ministry of Women, Community and Social Development (MWCSO).

In general MAF Divisions have made satisfactory progress towards delivering relevant activities and outputs supporting the strategic policy objectives of the ASP; and these activities have laid a solid foundation for increased agriculture production and productivity. However, more work is needed to extend and scale up adoption of new technologies, strengthen farm business management skills and producer linkages to sustainable and profitable markets.

In several areas the substantial project support provided under the Samoa Agriculture Competitive Enhancement Project (SACEP) has been a major factor in delivering ASP outputs. Whilst SACEP did not become fully operational until 2013 it has contributed to the achievement of all four sector objectives to varying degrees depending on the implementation stage of individual sub-sector projects. Institutionalizing capacity within MAF should continue to be a high priority during the forthcoming phase of the ASP. The SACEP has strategically aligned a significant volume of development resources with the ASP and the national budget. It will be important to continue efforts to attract additional donor funding and ensure there is good coordination of project funding across the wider agriculture sector that is closely aligned to ASP strategic framework.

A critical challenge under the ASP has been lack of clear direction on how best to incentivize the private sector and direct investments that will result in increases in financial returns to farmers and value adding opportunities. With very few principal commercial producers in the sector this makes industry organization and representation of industry to government difficult, partial and subject to personalization and perceived conflicts of interest. Improving private sector organization continues to be a high priority as this would provide a stronger platform for dialogue on policy direction and strengthen inclusive decision-making processes. It would also help foster opportunities for public-private sector investment partnerships.

To be competitive in domestic and export markets there must be a significant increase in efficiencies in agriculture value chains to bring down production costs and increase product quality. Adopting a “value chain approach” to identify constraints and opportunities in priority commodity value chains would facilitate better targeting and coordination of cross-sector service provision to improve efficiency throughout the chain. It would also help identify key policy, legal and regulatory settings that may need to be adjusted to incentivize private sector investment and inclusive participation of small farmers, particularly women and youth, in sustainable sector development activities.

Delivery of the sector-wide approach

The adoption of a sector-wide approach by agriculture stakeholders is complicated by the essential role that private/non-state actors play in the field of input and service provision, and the sectors inherent dependency on natural resources. Operating in a multi-institutional and multi-organizational context has proven to be one of the most difficult challenges for implementing the ASP. Therefore, strengthening MAF capacity to meet the demands of its new role of coordinating across sectors and partnering with the private sector and civil society is urgently needed.

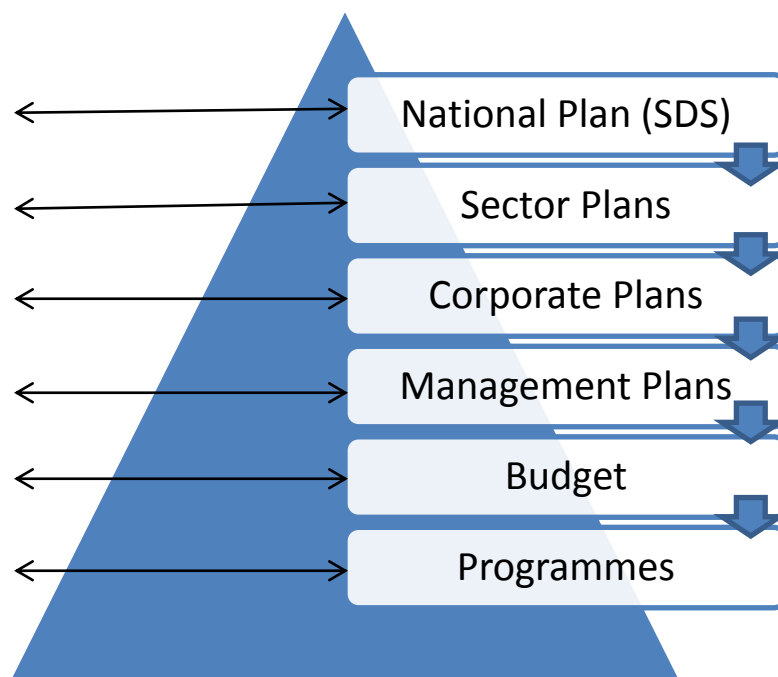
Going forward additional attention needs to focus on strengthening the institutional capacity of MAF to manage the sector-wide program and to building broad ownership in the Plan. In the first instance this will require that a costed implementation plan setting out clear roles and responsibilities is in place together with a manageable monitoring framework. A critical need is to ensure there is a strong coordination system is in place with adequate government leadership of the sector. Therefore the ASCU should be strengthened to provide a more robust secretariat support to the ASSC. The membership of the sub-sector working groups (SWGs) should also be reviewed and altered to reflect better the four sector policy objectives rather than MAF divisions (i.e. crops, livestock, fisheries and quarantine) as currently is the case. For a "sector-wide approach" and to better inform the ASSC and help monitor the output and outcome indicators of the ASP, a working group structure closely aligned to delivering the policy objectives and outcomes would be more efficient. This would enable the right mix of people within the WGs to be assembled in order to discuss issues related to delivering and monitoring specific development outputs and outcomes.

Finally, it must be well understood and accepted that building up sector capacity, strengthening broad ownership and generating economic growth in the agriculture sector will take time. A good course has been plotted and a journey commenced, it is now imperative that all stakeholders ensure that a clear sight is kept on reaching the desired destination.

National Policy Context

The SDS provides the national long-term vision and strategic policy direction for Samoa's sustainable development and provides the guiding policy framework for sector planning. The national strategic action and budget planning hierarchy is depicted in Figure 2.

Figure 2: National Planning Framework

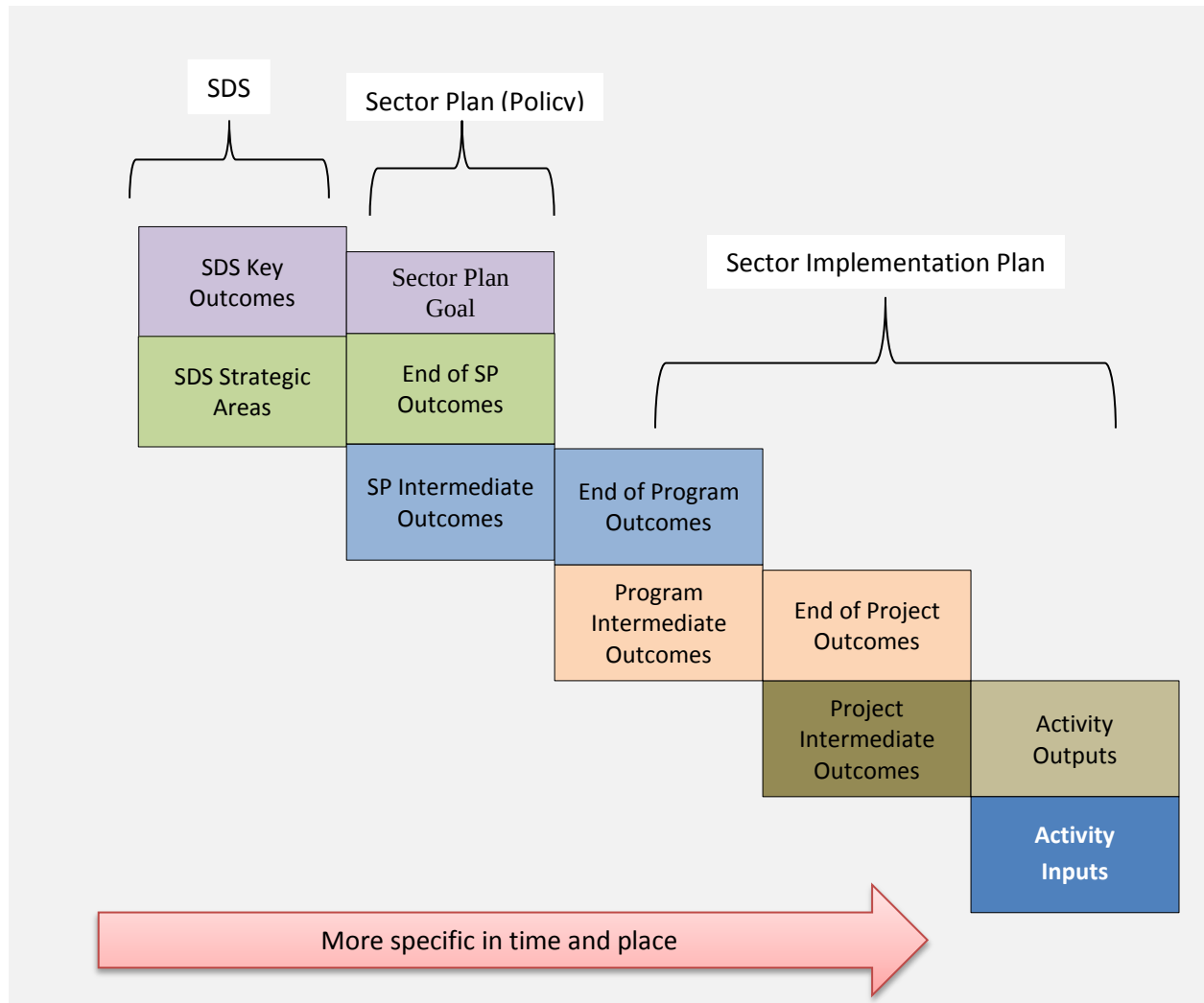


Source: Ministry of Finance Economic Policy and Planning Division

The current SDS (2012-2016) places the Agriculture Sector under Priority Area 1: Economic Sector, with the anticipated Key Outcome 2: Re-invigorate Agriculture. At the time of preparing this ASP the SDS is being reviewed and the new SDS 2016-2020 is being formulated. It is intended that there is a well aligned logical interlocking sequence down through the planning hierarchy as depicted in Figure 3 below, where the End of Sector Plan Outcomes (ESPOs) link directly the SDS Strategic Outcome Areas and the SDS Key Outcome links directly to anticipated achievement of the Sector Plan Goal. The monitoring indicators identified for the Sector Plan Goal and ESPO would then directly inform monitoring of the SDS.

In Figure 3, boxes blocked with the same colour should contain very similar strategic wording. This ASP is being prepared in close consultation with the SDS formulation team from the Ministry of Finance (MOF) to ensure strong alignment down the planning framework.

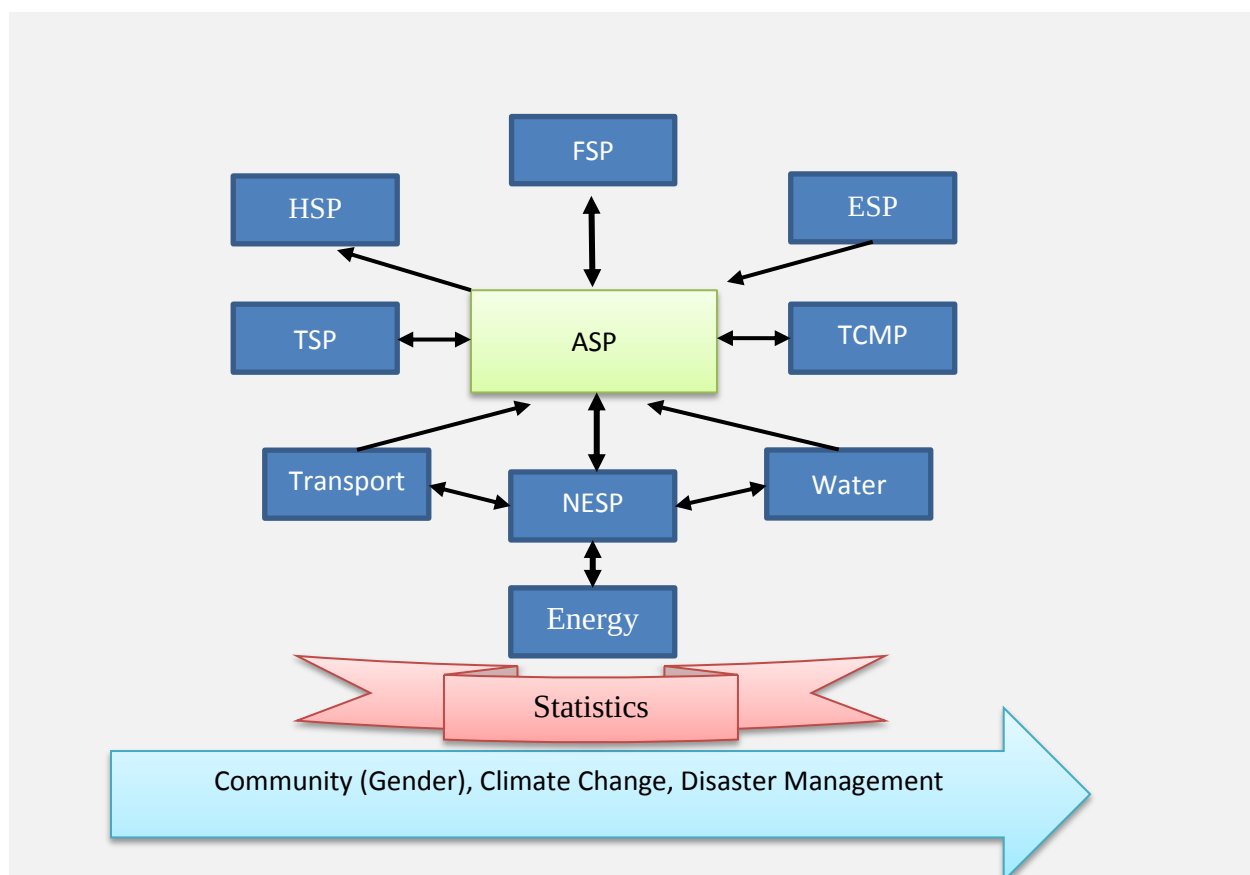
Figure 3: Hierarchy of interlocking logical planning frameworks



Linkages between the ASP and other Sector Plans

No sector program is fully self-contained and there are many interlocking issues and opportunities across sectors in Samoa. Consequently, there are potential important backward and forward linkages between the ASP and several national sector plans including: Finance, Health, Education, Tourism, Trade, Commerce & Manufacturing, Environment, Water, Transport and Energy. The Community Sector (including Gender), Climate Change and Disaster Management plans also are cross cutting to the ASP (see Figure 4). The Samoa Bureau of Statistics Strategy directly determines the breadth and depth of the evidence base for all sectors planning and monitoring. The ASP supports strengthening partnerships to ensure coherent actions to enhance synergies from these linkages and to reduce duplication and policy conflicts.

Figure 4: Linkages between the ASP and other national sector plans



Key policies and plans relevant to ASP design and implementation:

- Finance Sector Plan (FSP) 2013/14-2017/18
- Education Sector Plan (ESP) 2013-2018
- Health Sector Plan (HSP) 2008-2018
- Samoa Tourism Sector Plan (STSP) 2014-2019
- Trade, Commerce and Manufacturing Sector Plan (TCMSP) 2012-2016
- Transport Sector Plan 2014-2019
- Water for Life Sector Plan 2012-2016
- National Environment and Development Sector Plan (NESP) 2013-2016
- Energy Sector Plan 2012-2016
- Samoa Strategy for the Development of Statistics (SSDS) 2011-2020
- Community Sector Plan 2010-2015
- National Adaptation Programme of Action (NAPA) 2005
- Samoa's National Disaster Management Plan 2011-2014
- National Export Strategy (NES) 2008 – 2012
- National Policy for Women 2010-2015
- National Non-Communicable Disease Policy 2010-2015
- Scientific Research Organisation (SROS) Corporate Plan (2014-2018)

Stakeholders and Their Roles in the Agriculture Sector

In line with overarching government policy, the ASP promotes private sector-led agriculture growth and recognizes that the Private Sector - including farmers and fishers (big and small), traders, food vendors, processors, retailers and exporters – are the major sector output generators. The private sector also provides important services to the sector and it is envisaged that private sector operators, where appropriate, will increasingly be involved in service roles.

The main function of the Public Sector is to provide core public goods such as data and information, quarantine services, agriculture research, basic extension, infrastructure (e.g. rural roads, farm feeder roads, water supply etc.) and enforcement of property rights, rules, standards and contracts - although these may be delivered through outsourcing and/or partnership with the private sector and civil society. The public sector also plays a policy/regulatory role vital to creating an enabling environment for ensuring, competitive, inclusive and sustainable private sector enterprise. Public financial institutions including the Development Bank of Samoa (DBS) and Samoa National Provident Fund (SNFP) provide a source of credit for sector enterprise development. The public sector also coordinates the provision of development partner (financial and technical) support which represents a significant investment in the sector.

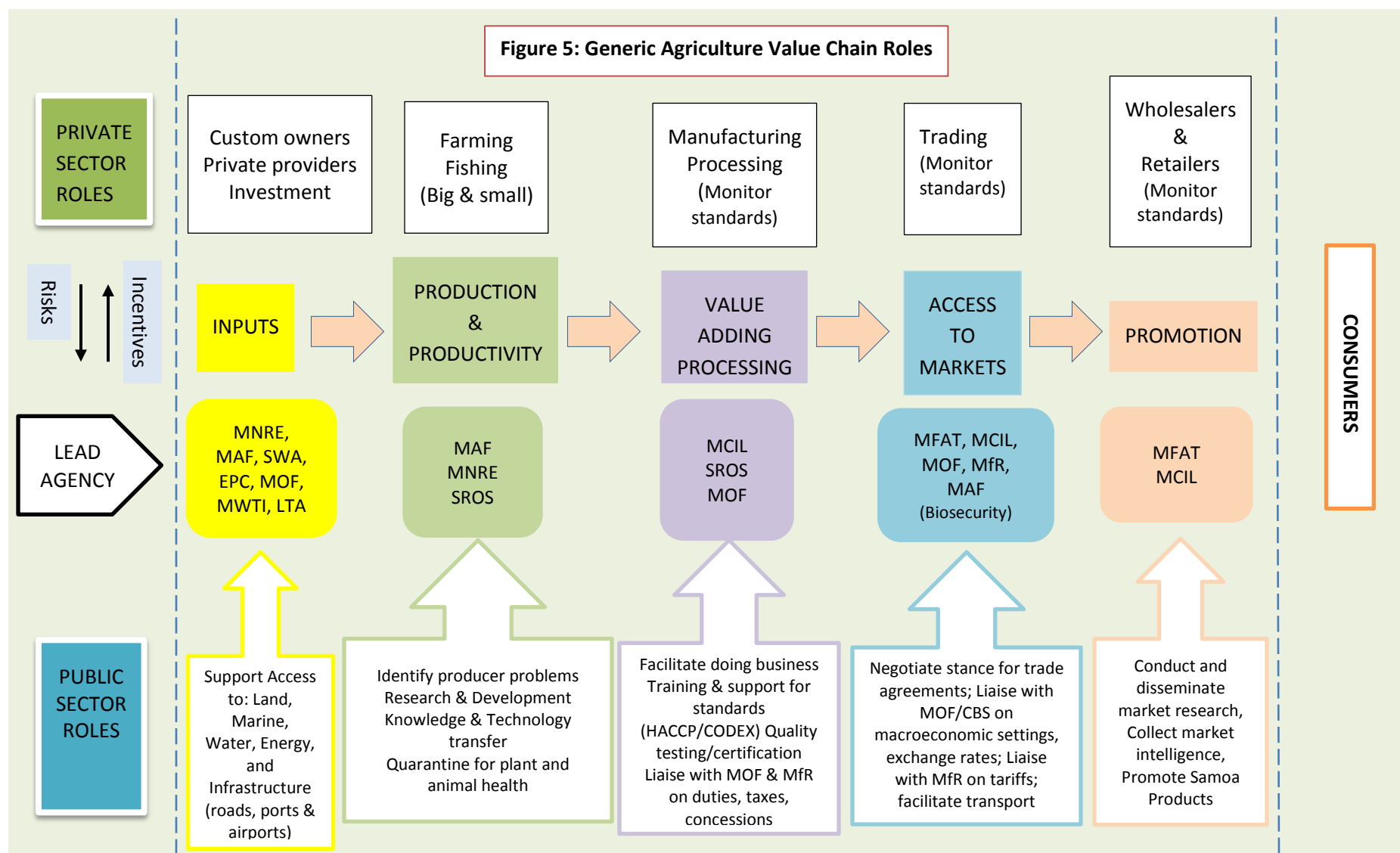
Private Sector organizations [e.g. Farmers' Federation Incorporated (FFI), Samoa Farmers Association (SFA), Samoa Chamber of Commerce and Industry (CCI), and Samoa Association of Manufacturers (SAME)] play important roles by providing a voice in policy formulation to ensure equitable outcomes for their members, and also to provide services to their members including training and business skills development, capacity building to meet quality standards, market research, development and promotion amongst others. The Small Business Enterprise Centre (SBEC) also provides financial and business skills development services to the agriculture sector.

Civil Society and Non-Governmental organizations [e.g. Samoa Umbrella for Non-Governmental organizations (SUNGO); Women in Business Development Incorporated (WIBDI) and Matuaileoo Environment Inc. (METI)] also have an advocacy role in policy formulation and provide services that support smallholder/village sustainable agriculture development, enterprise development and rural livelihoods.

The Government promotes a **Sector Wide Approach (SWAp)** to development and the national sector planning process includes 14 Sector Plans (SPs) grouped under four Priority Areas of the Strategy for Development of Samoa (SDS): Economic, Social, Infrastructure and Environment. MAF is the lead Ministry/Agency for the Agriculture Sector Plan. However, the responsibilities for providing public goods and services to support agriculture development are spread over several ministries and agencies thus cutting across a number of different sector plans and boundaries of ministry/agency responsibility. In many cases, MAF activities in agriculture make sense only when linked to activities in these other sectors. It is critical therefore, in the context of the ASP, to define the scope of the sector-wide

approach. At the policy/strategic level a more overarching perspective remains important to act as a coordinating tool to overcome fragmentation; while at the implementation level the overarching policy needs to be broken down into mutually supporting and coherent (sector or sub-sector) programs to become workable. Therefore at the program implementation level a very pragmatic approach needs to be put in place. This should recognize what really needs to be done 'together,' and be designed to foster partnerships whilst also strengthening (existing) administrative and management structures. What is of utmost importance, however, is that different support efforts in the sector, whether by government agency, NGOs or donors, do not undermine each other. This is true especially as regards the division of roles and responsibilities between public and the private sector.

The agriculture value chain provides one useful concept to help broadly define roles and responsibilities of the private sector and the lead government support agencies (see Figure 5). This schematic does not intend to be exhaustive or exclusive. It is recognized that close working relationships and partnership between the public agencies, private sector and civil society organizations will be essential to achieving the desired ASP development outcomes. The ultimate role of all these support bodies is to help create the best incentive environment for private sector operators (including small farmers and fishers) and reduce investment risk. In this sense, they should provide the 'oil' to the value chain 'machinery' and thus increase overall efficiency and performance of the value chain. Successful combined efforts should be evident through increased competitiveness of Samoa's products in domestic and export markets.



Key: MNRE – Ministry of Natural Resources & Environment; MAF – Ministry of Agriculture & Fisheries; SWA – Samoa Water Authority; EPC – Electric Power Corporation; MOF – Ministry of Finance; MWTI – Ministry of Works, Transport & Infrastructure; LTA- Land Transport Authority; SROS – Scientific Research Organization Samoa; MCIL – Ministry of Commerce Industry & Labour; MFAT – Ministry of Foreign Affairs & Trade; MfR – Ministry for Revenue

Agriculture Sector Plan Strategic Framework



Sector Strategic Policy Objectives:

1. To ensure a priority focused agriculture sector operating within a stable and coherent enabling policy and legislative framework
2. To ensure an increased stable supply and consumption of domestically produced nutritious food products for both rural and urban communities
3. To enhance private sector capacity in improving production, productivity, product quality, value adding and marketing
4. To strengthen capacities in rural communities, land owners, farmers and fishers to use natural resources in a sustainable way and increase sector resilience to natural disasters and climate change

SPO1: To ensure a priority focused agriculture sector operating within a stable and coherent enabling policy and legislative framework

Sector Plan Outcome 1: Sector coordination improved and investment in food security and inclusive commercial agriculture/fisheries production systems increased

Strategy 1.1: Strengthen the secretariat support to the ASSC to better facilitate the process of coordinating policy deepening, planning, implementation and monitoring to ensure the strategic policy objectives of the ASP are being achieved.

Strategy 1.2: Ensure national budget, including development funds, is allocated and aligned with the ASP strategic objectives and development outcomes.

Strategy 1.3: Ensure lead Ministries and Agencies for the ASP implementation, indicate in their Corporate and Strategic Plans how they will deliver their support to the ASP.

The ASP 2011-2015 laid the foundation for a sector wide (or program-based) approach to planning and implementation of efficient support services and cross-sectoral policy alignment to enable the private sector to lead and invigorate growth in the agriculture (and fisheries) sector. Going forward, as well as continuing improvements in sector performance the sector approach process also needs to be strengthened through building the institutional capacity for sector program management. To ensure strong leadership and better coordination in the planning, implementation and monitoring the Agriculture Sector Coordination Unit (ASCU) will be strengthened to provide a more robust secretariat support to the Agriculture Sector Steering Committee (ASSC).

An efficient and effective cross-sectoral steering committee, with representation from non-state actors and the private sector, is essential to ensure government ministries and other agencies with important roles for supporting the agriculture sector orient their activities in line with the ASP framework. The aim is to strengthen coordination and strategic partnerships to ensure that synergies are maximized and overlap and duplication is minimized.

The ASP framework provides the means for coordination of investments from national budget resources together with all other sources of public funds for the sector development (including development partner funds and technical assistance). The government will also use the ASP framework to facilitate and guide private investments in the sector and strengthen public-private partnerships.

Based on a comprehensive Implementation Plan with costed program action plans a Medium Term Expenditure Framework (MTEF) will aim to capture both expected internal and external resources for the sector and will indicate how these resources will be allocated in pursuit of the agreed policy strategic outcomes. Where gaps in finance for implementation of essential elements of the Plan are recognized, the MOF in close cooperation with MAF will seek to identify and secure additional levels of

Strategy 1.4: Develop and implement a comprehensive agricultural statistics system to monitor implementation of the ASP and better inform government policy and decision-making.

Strategy 1.5: Strengthen the institutional capacity and capability of MAF and partner agencies to implement the ASP

Strategy 1.6: Identify, review and adjust where necessary, the key policies and regulatory frameworks relevant to the agriculture sector to ensure these are aligned and supporting of the ASP SOs to develop a sustainable inclusive and resilient agriculture sector

funding to ensure smooth implementation. The goal will be to see development partner funding for the sector evolve from supporting specific project activities to co-financing the ASP together with the government budget. This should see more effective programs (and projects) with better integration between recurrent and capital expenditures as well as enhanced coherence between development partner and domestic resources.

To ensure continued policy relevance and facilitate policy deepening priority attention will be focused on strengthening agriculture and socio-economic data and capacity to analyze agriculture policy issues. The MAF will work closely with the Samoa Bureau of Statistics to strengthen data collection systems, systematization, analysis and reporting. An appropriate level of staff time and financial resources will be devoted to maintenance of good agriculture statistical systems, to provide a strengthened evidence-base for policy decision making, planning and monitoring the ASP.

Agriculture sector growth will depend on the capacity of a great many players interacting and cooperating together, but weak sector capacity has been identified as a critical constraint limiting sector performance. Therefore, development of sustainable capacity in the sector is essential to successful implementation of the ASP and realization of the anticipated development outcomes. Given MAF's leading role in supporting the sector, a first step will be to assess MAF's capacity (human and financial) and identify needs for delivering the support roles to priority strategic outputs and outcomes in the ASP. Additionally, other key implementing agencies and partners will also need to assess and where necessary build the necessary skills, knowledge, infrastructure and preparedness to deliver their intended roles in implementing the ASP.

Well-implemented policies, laws and regulations are essential to foster the enabling environment for development of competitive agricultural markets and efficient inclusive value chains which sustain livelihoods and incomes in rural areas. Strengthening the agriculture policy, legislative and regulatory framework to meet both the challenges and opportunities of a more open and competitive global trading environment, adapting to the looming threat of climate change and also providing the right incentives for environmentally sound agriculture development will be essential.

Climate change and the potential for increased weather related disasters is undoubtedly the greatest environmental challenge facing Samoa today. Overall ecosystem degradation, already identified as a major threat, will be exacerbated by changing climates. Sustainable management of natural resources is therefore going to be the key to both mitigation of emissions and adaptation in the agricultural sector. Consequently, environmental sustainability, system resilience and preparedness are underlying consideration for implementation of all the policy strategies promulgated in the ASP.

Managing the interdependent goals of economic growth, social development and environmental protection will require coherent policies and institutions that are not independent and fragmented, but rather institutions that are willing to coordinate and integrate economic, social and environmental objectives at each level of policy development and decision-making.

Table 1: SP01 Outcomes and Indicators

Outcome Statement	Indicator(s)
End of Sector Plan Outcome (ESPO)	
ESPO1: Sector coordination improved and investment in food security and inclusive commercial agriculture / fisheries production systems increased	- Public expenditure on Agriculture Sector (including development partner funds) as a percentage of Total Expenditure Functions - Monitoring targets for SOs 2- 4 ≥70% achieved
Intermediate Outcomes	
1.1: A well-coordinated and implemented ASP	- An effective ASSC and secretariat operating - Regular, timely ASSC meetings and reports prepared
1.2: The ASP strategic programs are adequately resourced for successful implementation	- Alignment of budget and development partner funds with ASP SOs
1.3: A coordinated multi-sector delivery of the support to ASP outputs and outcomes	- Key Lead Agency Plans include relevant strategies/ actions/ budgets
1.4: A strengthened evidence-base for policy decision making, planning and monitoring the ASP	- A regular supply of timely, quality agriculture and food statistics that meet the need of users - Percent of agricultural statistics publications issued according to the agricultural statistics publication calendar
1.5: The MAF and relevant partner agencies have an appropriate capacity to fulfill their roles in implementing the ASP	- Knowledge, skills and preparedness of staff in relevant ASP implementing agencies improved
1.6: The key policies and regulatory frameworks relevant to the agriculture sector are aligned and supporting of the ASP SOs including environmental sustainability, system resilience and preparedness	- A sector-wide perspective adopted in assessing existing policy and legislative instruments supported by an analysis of the impact of current policy along important value chains - policies and regulatory frameworks in place that support inclusive, gender sensitive sustainable development and climate and disaster resilient agriculture and fisheries systems

SPO2: To ensure an increased stable supply and consumption of domestically produced nutritious food products for both rural and urban communities

Sector Plan Outcome 2: An increased supply and consumption of competitively priced domestically produced food

Family farming forms the core of smallholder agriculture systems in Samoa. A thriving smallholder family farming sector provides the basis for food security, good nutrition and rural livelihoods. Growing this sector will also promote rural development. Therefore, enhancing smallholder productivity, production capacity and related food supply chain quality and competitiveness will be critical for protecting and sustaining food security and nutrition in Samoa.

Strategy 2.1: Strengthen research and extension services to support an inclusive, sustainable increase in production and productivity of village/smallholder agriculture and fish farming.

Strategy 2.2: Promote and support efficient demand-driven domestic food supply and marketing chains.

Strategy 2.3: Enhance food quality (safety and nutritional value) throughout the domestic food chain.

Strategy 2.4: Increase agriculture income generating opportunities for women and youth.

Strategy 2.5: Strengthen partnerships between MAF, MOH, MESC, MWCSO and farmer organizations to conduct advocacy, awareness and training programs on production and consumption of nutritious local foods

Increasing farm productivity can improve nutrition in several ways: by boosting fresh food supply for home consumption, by generating income to buy more nutritious food and by reducing food prices. However, to achieve these desired food security and nutrition outcomes will require adequate public and private investment in smallholder agriculture, food marketing and the food value chain.

Small farmers face a significant challenge to increase productivity (land and labor). Therefore, continued attention needs to be focused on improved crop varieties, agronomic management, maintenance of soil nutrients, pests and weed control and disease management for long-term sustainable yields. Practices and technologies must also seriously consider environmental sustainability and labour productivity, recognizing that return-to-effort is a key motivational factor for small farmers in Samoa. Whilst international best practice is established in regions of the world, more attention needs to be focused on adaptive research and appropriate technology development and transfer in the Samoan context.

Where possible, reinforcing market chains for products based on local and traditional nutritious food crops where small-farmers have specialized knowledge will be encouraged. These products strengthen resilience and reduce risk for small farmers because they can flexibly shift between production for home consumption and the market depending on opportunity. Building on traditional crops and systems would also promote inclusive development with strong linkages to rural communities. Improvement of domestic market infrastructure, local value-added processing, and development of regional markets for

a diversity of (organically grown) traditional crops builds on and supports the desirable aspects of village agricultural systems.

In the livestock sector, there is considerable potential to raise production and productivity of small animals (pigs, poultry and the recently introduced sheep) to supply domestic markets and raise household incomes in rural areas, that is, to increase commercialization of small scale enterprises within the smallholder sub-sector. This requires provision of greater input supplies (speeding up the multiplication and distribution of improved breeding stock and improved locally available feed) increased veterinary support and targeted husbandry extension activities.

Inshore fisheries, whilst important for food security in rural areas, have restricted potential for increased production due mainly to the limited areas within the reef and vulnerability to exploitive fishing practices. With some commodities already overfished increasing fish supplies, particularly to urban areas, is likely to rely more on landings of tuna and the further development of aquaculture.

A major challenge facing Samoa, along with other countries in the region and around the globe, is the rising level of diet related Non-Communicable Diseases (NCDs). Samoa's heavy reliance on imported food - with a 60 percent increase in food imports between 2005 and 2014 – has seen a changing pattern in diets, with increased consumption of processed, high calorie, high sodium and low nutrient content foods, coupled with a relatively low consumption of fruits and vegetables; this diet presents an increased level of risk for NCDs. Recent 2014 data indicates that NCDs are responsible for 75-80 percent of disability and deaths in Samoa. Indeed, the prevalence of diabetes within the 25-64 age groups rose from 22.3 percent in 2002 to 45.8 percent in 2013. A government priority therefore is to strengthen the linkages and synergies between agriculture policy and health, education and trade policy. A key responsibility under the ASP is to improve the availability and access to a lower cost nutritionally superior diet based largely of locally produced foods.

Whilst availability and price will be major factors influencing food consumption decisions, increased attention will also need to be paid to awareness, education and advocacy for good dietary practices to improve nutrition and health. This will be particularly important for children and adolescents so that good eating patterns are reinforced early in life. Local procurement for school feeding programs could present a potential opportunity to provide more diverse foods to children, including those that are unprocessed, fresh and healthy; it would also provide the opportunity to benefit smallholder farmers and producers by generating a relatively large stable, structured, and predictable demand for their products.

Global experience has clearly shown that where women have increased access to income generating opportunities and social decision-making empowerment at community level, household nutrition improves. Among agriculture projects that have improved nutrition, women's active involvement has been a consistent element. The ASP will therefore promote opportunity for increased income earning by women and youth and their empowerment in decision-making processes.

The MAF remains committed to strengthening partnerships with the Ministry of Health (MOH), the Ministry of Education, Sports and Culture (MESC) and the Ministry of Women, Community and Social

Development (MWCSO) to conduct advocacy, awareness and training programs on sustainable production and consumption of nutritious local foods and to use agriculture as one of the platforms for delivery of messaging on nutrition knowledge and practices.

Table 2: SPO2 Outcomes and Indicators

Outcome Statement	Indicator(s)
End of Sector Plan Outcome (ESPO)	
ESPO2: An increased supply and consumption of competitively priced domestically produced food.	- Volume and price index of local food products (crops/livestock/fish) - Share of local food products in top 10 household food purchases
Intermediate Outcomes	
2.1: Increased farm production and productivity from adoption of improved sustainable and resilient farming practices and technologies	- Budget resources for research and extension services - Areas planted & production of key food commodities - Yield/factor input for key food commodities - Number of fish farms and volume of production
2.2: Increase in household commercial agriculture and fisheries activity together with an increased household income from agriculture and fisheries activities	- Share of households with agricultural activity mainly for sale - Proportion of income usually derived from agriculture & main purpose of fishing
2.3: Improved food quality throughout the domestic food chain	- Number of farms using GAP - Estimated post-harvest losses/wastage in priority food chains
2.4: Increased agriculture income and employment generating opportunities for women and youth	- Gender and age disaggregated data on employment/commercial activity in agriculture
2.5: Increased community awareness and understanding on production and consumption of local nutritious food	- range of nutritious fruits and vegetables available on farms and in domestic markets - dietary diversity score

SPO3: To enhance private sector capacity in improving production, productivity, product quality, value adding and marketing

Sector Plan Outcome 3: A sustained increase in production, productivity, product quality, value adding and marketing of agriculture and fisheries products

Strategy 3.1: Promote and support a value chain approach to improve efficiencies in prioritized agriculture and fisheries value chains.

Strategy 3.2: Give high priority to the development of robust domestic supply chains to strengthen forward economic linkages with other domestic sectors (e.g. tourism, commerce, processing/manufacturing).

Strategy 3.3: Improve agricultural export trade by focusing on products for which Samoa has a comparative advantage such as organically certifiable products and other niche differentiated products that improve market access and in some cases provide price premiums to growers.

Strategy 3.4: Increase investment in focused adaptive research and development to support prioritized competitive agricultural and fisheries value chains and enterprises

A wider participation in regional and international trade agreements is increasing global competition in agriculture trade. Therefore, Samoa needs to explore every avenue to increase its competitiveness with currently imported products on domestic markets and its market share in export markets. To do this, improving the organization and efficiency of prioritized commodity value chains will be essential. The goal must be to reduce production costs along the value chain⁷ whilst also increasing product quality.

Given the immovable constraints of small size and distance from international markets a strong focus on the domestic market is warranted. Strengthening the forward economic linkages with tourism hospitality, processing/manufacturing and retail sectors will support domestic value adding, inclusive income and employment opportunities and national GDP growth.

Reinforcing value chains for products based on local and traditional crops, where small-farmers may have some comparative advantage and specialized knowledge (e.g. coconut, taro, cocoa, nonu, kava, banana, breadfruit etc.) will be encouraged under the ASP. Particularly when this can be coupled with promoting geographic origin, branding and marketing of niche market products. Whilst there is justified strong interest in developing organics, it should be understood that organic farming is a set of principles and practices for ecologically sustainable agriculture which are much aligned with traditional farming approaches already existent in Samoa; whereas certified organics is an agribusiness which requires all the rigors of any modern commercial farming supply chain including: economies of scale, consistency in quantity and quality of supply, and a profit motive where the “bottom line” is

⁷ Value chains encapsulate the sequence of steps, flows, investments, actors, and interrelationships that characterize and drive the process from production to delivery of a product to the market.

Strategy 3.5: Improve the delivery of extension services to farmers and fishers through a variety of arrangements of public, NGO and private sector providers.

Strategy 3.6: Promote and facilitate the strengthening of producer groups and farmer organization.

Strategy 3.7: Foster the development of innovative and smoothly functioning sustainable systems of finance which provide for: Credit and savings facilities to smallholders; Credit for working capital for traders and exporters; Finance for capital investments for agro-processors and agri-business.

Strategy 3.8: Strengthen public-private partnerships particularly for agriculture and fisheries value chain infrastructure investments.

Strategy 3.9: Build capacity in business management skills for commercial farmers/agri-business – including a business mentoring program.

Strategy 3.10: Support demand-driven agriculture training and skills programs – apprenticeships and agriculture skills accreditation schemes

the ultimate measure of success. It is these business characteristics of certified organics, as with other commercial enterprise development in Samoa that continues to pose the biggest challenge within the country's socio-cultural and geographical context.

MAF will strengthen partnership with MCIL, WIBDI, SBEC, Samoa Association of Manufacturers and Exporters (SAME) and the Chamber of Commerce and Industry (CCI) to facilitate, support and enable the private sector producers and agri-business enterprises increase their opportunities, efficiencies and business skills to ensure competitive economically viable and profitable certified organic and other niche value chains where Samoa has a comparative advantage.

MAF will continue to play an appropriate support role to help facilitate development of national standards that are compliant with industry needs and multilateral trade agreements and facilitate access to higher value markets. A priority focus will be on plant and animal health status and protection, food safety through development of Good Agricultural Practices (GAP), Good Hygienic Practices (GHP) and post-harvest handling and storage. Development of quality assurance and certification are also important marketing tools and building capacity both to meet and monitor quality standards (e.g. organic, fair trade, GAP, HACCP, OIE etc.) will be important. Experience has demonstrated that private sector industries should have the primary responsibility for setting standards and monitoring compliance whereas government will facilitate legislation and regulations where appropriate. The public sector also has an important role to assist the private sector gain technical capacity to achieve standards.

Focused adaptive research coupled with an effective extension service to the agriculture sector remains vital to achieving the overall sector goals. A more strategic program-based approach to agricultural research nested within the wider agriculture sector approach will be encouraged. The research direction and priorities should stem from an analysis of viable market opportunities and challenges. Under a broadly owned research strategy partnerships

will be forged and strengthened between MAF, SROS, National University of Samoa (NUS) and regional and international partners including University of the South Pacific (USP), Secretariat of the Pacific Community (SPC) and the Australian Centre for International Agricultural Research (ACIAR).

Improving the delivery and reach of extension services to meet the needs of small farmers and commercial operators remains a significant challenge. Successful mechanisms for knowledge delivery are likely to increasingly involve a variety of arrangements of public and private players with varying combinations of financing (who pays) and provision (who does) and with information being made available from a variety of sources. MAF's capacity to manage and coordinate within a pluralistic extension approach will need to be enhanced. Working with and building the capacity of producer groups and farmer organization will also be important to help connect small farmers to markets and improve their bargaining position. Producer organization helps to capture economies of scale, reduce transaction costs, deal with market risks and thus can enable smallholders to become more competitive players.

Improved access to finance, at interest rates competitive with those enjoyed by farmers in neighboring regions, is essential to attract sufficient private investment to improve agriculture production and processing efficiencies. Innovative institutional and contractual reforms, such as the introduction of contract farming schemes and nucleus estate arrangements that efficiently and effectively provide forward linkages between small farmers and domestic and export marketing activities, have to be explored. Strong partnerships can be promoted among private and public entities, and local organizations, particularly to finance value chain infrastructure. At the same time, such partnerships can offer improved opportunities for efficient financial services that would improve access to credit for production and other business ventures.

Global experience has shown that financing agriculture is more effective, and hence less risky, when it is part of a broader package that combines both financial and non-financial services to the farmers with the objective of building business management skills, improving yields and quality through access to better inputs and extension.

The ASP recognizes the need for a full package of policy, service and financial support directed at market-oriented farmers and agro-entrepreneurs. The ageing of participants in the sector and the low level of new entrants highlights the need to make agriculture more competitive and profitable and thus an attractive choice for income generation for younger farmers. But this will also require increased attention and investment in agriculture training and skills programs including apprenticeships and agriculture skills accreditation schemes.

Table 3: SP03 Outcomes and Indicators

Outcome Statement	Indicator(s)
End of Sector Plan Outcome (ESPO)	
ESPO3: A sustained increase in production, productivity, product quality, value adding and marketing of agriculture and fisheries products	-Ratio of agricultural exports to food imports (value) - Trend growth (annual %) in agriculture and fisheries value added - value added per worker in the sector⁸ - Value of agriculture (fisheries)-based exports - Value and volume of selected food imports - Number of household farming and fishing mainly for sale
Intermediate Outcomes	
3.1: Improved efficiencies in the priority agriculture and fisheries value chains	- Benchmarked competitiveness of priority value chains
3.2: Increased value share of agriculture and fisheries products used by tourism, commerce and manufacturing sectors	- Share of value of local agriculture (and fisheries) intermediate inputs in Tourism, Manufacturing and Commerce sectors' value added
3.3: Increased value of niche quality certified agricultural and fisheries product exports	- Value of quality certified agriculture and fisheries exports (e.g. organic, fair trade, GAP, HACCP, ISO etc.) - Number of certified organic farms and enterprises - Area of land under certified organic farming - Compliance with relevant standards
3.4: A priority focused adaptive research and development program being implemented	- Broadly owned research strategy in place and being implemented - Level of investment for adaptive agriculture & fisheries research
3.5: Improved delivery of extension services to farmers and fishers through a variety of arrangements of public, NGO and private providers	- A strategy for the delivery of a pluralistic extension approach -Client level of satisfaction with provision of extension services
3.6: Producer groups and farmer organization strengthened	- Number of paid-up members of registered farmers' organizations - Members satisfaction with FO's services
3.7: Increased lending and investments in the agriculture and fisheries sector	- Lending to the agriculture and fisheries sector - Interest rates for agriculture and fisheries credit
3.8: Improved value chain infrastructure through strengthened public-private partnerships	- Number, type and value of infrastructures through a public-private partnership
3.9: Business management skills for commercial farmers/agri-business strengthened	- Profitability of agricultural and agribusiness enterprises
3.10: Increased availability and access to agriculture training and skills programs – apprenticeships and agriculture skills accreditation schemes	- Number of appropriate training programs available - Number of students & graduates - Number of trained personnel in agriculture employment/enterprise

⁸ Agricultural value added per worker in the sector provides a proxy of the sector's productivity

SPO4: To strengthen capacities in rural communities, land owners, farmers and fishers to use natural resources in a sustainable way and increase sector resilience to natural disasters and climate change

Sector Policy Outcome 4: Sustainable agricultural and fisheries resource management practices in place and climate resilience and disaster relief efforts strengthened

Strategy 4.1: Strengthen capability, resourcing and effectiveness of extension providers (including NGOs and private sector providers) to promote sustainable resource management practices in agriculture and fisheries in close cooperation with MNRE, landowners and community within the framework of the National Environment Sector Plan (NESP).

Strategy 4.2: Strengthen the management of agricultural chemicals to ensure safe use, storage and disposal to protect people's health and the environment.

Strategy 4.3 Strengthen the capacity and resilience of farmers, fishers to prepare and recover from climate threats and disasters affecting agriculture and rural livelihoods

The competing demands on the environment and differentiated impacts of climate change must be assessed and taken into consideration when formulating strategies to sustainably grow the agriculture sector. Poor land use practices, increasing demands on limited water resources, overfishing, intensified cropping, deforestation and land degradation, make the sustainable management of the natural resource base critical to food security and agricultural productivity.

The continued appropriate and well-managed use of trees in agricultural systems can serve as an effective component of sustainable economic development and environmental protection in Samoa. Agroforestry practices can diversify farm outputs, improve productivity and reduce inputs, while mitigating some of the environmental damage caused by the past processes of deforestation and the removal of trees from the landscape. Agroforestry can also be a useful land management approach in buffer zones to Protected Areas of conservation and watersheds. It is also a land management practice that has much to offer in terms of nutrient cycling and ecosystem services required in organic farming. With climate change high on the government's agenda agroforestry warrants a high profile in the ASP.

Under the ASP efforts will be made to build capacity at farm household and community level to implement practical adaptation measures to enhance the resilience of families and village communities to climate change and natural disasters. Farming system diversity, integrated pest management and organic farming will be promoted and supported.

Guided by the National Environment Sector Plan (NESP) and a Disaster Risk Management Strategy for Agriculture, MAF will continue to play a strong partnership role with the MNRE to integrate climate change and disaster risk reduction into ASP activities. Greater attention will

also be paid to sustainable land use management practices and to matching cropping systems recommendations with land capability assessment information.

Strategy 4.4: Promote and support ecosystem and community-based approaches for sustainable management of inshore and offshore marine resources.

Strategy 4.5: Ensure a well-functioning biosecurity service to ensure adequate levels of management and control of spread of endemically occurring pests and diseases and protection of Samoa's plant and animal health status from establishment and spread of introduced exotic pests and diseases.

The Fishery Division has led the establishment of marine reserve and protected areas that has had both positive environmental impact and improved amenity benefits for the tourism industry. Established reserve areas range in size from 15,000 to 175,000 square metres and many include ecologically important mangrove and sea grass environments, and hence important breeding grounds for fish stocks. The reserves are also helping replenish adjacent fishing areas through reproduction and migration. Increase in fish and other marine resources benefit both subsistence fishers and tourism. However there is also a need to develop alternative sources of food fish and income earning opportunities in coastal areas where inshore conservation is being practiced and aquaculture should offer some opportunities. With a small Exclusive Economic Zone (EEZ) and pressure on coastal fisheries sustainable catch practices and an ecosystem approach to fisheries management using best available scientific information will continue to be practiced.

Ensuring national bio-security is also essential to protecting biodiversity and maintaining productive capacity for food security and to protect plant, animal and human health. Strengthening biosecurity control including quarantine border controls remains a priority, as is developing contingency response plans for invasive pest (including invasive weeds) and disease incursions.

Table 4: SP04 Outcomes and Indicators

Outcome Statement	Indicator(s)
End of Sector Plan Outcome (ESPO)	
ESPO4: Sustainable agricultural and fisheries resource management practices in place and climate resilience and disaster relief efforts strengthened	- Compliance with relevant policies and regulations - Value of disaster-related damages and losses in food and agriculture sectors -Climate Adaptation Strategy for Agriculture (CASA) finalized and being implemented
Intermediate Outcomes	
4.1: Increased adoption by communities and landowners of sustainable resource management practices in agriculture and fisheries	- number of targeted communities implementing conservation farming practices -Area of land under sustainable farm management - Number of community fisheries management plans in place and being implemented -number and area of fishery 'no catch' reserves - Health of reefs, fisheries stock and marine environments
4.2: Safe management of agricultural chemicals practiced, monitored and controlled	-recorded incidence of environmental pollution/contamination/damage from agricultural chemicals
4.3: Strengthened capacity and resilience of farmers and fishers to address climate threats and disasters affecting agriculture and rural livelihoods	-Continuity of food supply in domestic markets -value of crop /livestock/fisheries disaster related damages and losses
4.4: Sustainable management of fisheries resources and control of fishing practices strengthened	-Compliance with fisheries management plans
4.5: A well-functioning biosecurity service ensuring adequate levels of management and control of spread of endemically occurring pests and diseases and protection of Samoa's plant and animal health status from establishment and spread of introduced exotic pests and diseases	- Incidence of foreign pest, disease and invasive species incursions - Geographical spread of exotic pests (including invasive weeds) and diseases

Institutional Setting for Sector (Wide) Plan Implementation

Administratively, responsibilities for providing the public goods and services to support agriculture are spread over several ministries and agencies of which the ministry of agriculture is only one. Therefore, successful implementation of the ASP will require bringing together multiple agencies and groups that are intended to work in concert; strong leadership and effective coordination will be fundamental to success.

The institutional framework for implementing and supporting the ASP is complex and fragmented with a range of government departments, corporate bodies, private sector and NGOs all having important roles to play (see Figure 6 below).

The lead agency for the sector is:

1. Ministry of Agriculture and Fisheries (MAF) with its six divisions;
 - Corporate Services Division
 - Policy, Planning and Communications Division (houses the Sector Coordination Unit)
 - Crops Division
 - Livestock Division
 - Fisheries Division
 - Quarantine Division

Other Key partner government Ministries and Agencies for Implementing the ASP include:

2. Ministry of Natural Resources and Environment (MNRE)
3. Ministry of Commerce, Industry and Labour (MCIL)
4. Ministry of Foreign Affairs and Trade (MFAT) -Trade Division
5. Scientific Research Organization of Samoa (SROS)
6. The Ministry of Health (MOH) -NCDs & Nutrition
7. The Ministry of Education, Sports and Culture (MESC) – Curriculum & school feeding
8. The Ministry of Women, Community and Social Development - and *Sui o le Nu'u & Sui o Tina*

Several other government Ministries/Agencies provide important policy, planning, coordination, data, finance and other support services which are essential to the efficient implementation of the ASP; these include:

9. The Ministry of Finance (MOF)
10. The Samoa Bureau of Statistics (SBS)
11. The Development Bank of Samoa (DBS)

Several NGOs and private sector organizations are also important implementing partners including: Women in Business Development Inc. (WIBDI); Matuaileoo Environment Inc. (METI); Samoa Farmers and Fishers Federation/ Associations; Samoa Association of Manufacturers (SAME); Samoa Chamber of Commerce & Industry (CCI); and the Small Business Enterprise Centre (SBEC).

Three important committees: the National Working Committee on Trade Agreements (NWCTA) hosted by MFAT; the Trade, Commerce and Industry Board (TCIB) and the National Codex Committee both hosted by MCIL, provide forums for broad stakeholder (including private sector) dialogue on policy issues directly related to agriculture sector development.

The four strategic policy outcome areas in the ASP have potential linkages points with other Ministry/Agency policies and plans where good coordination is needed to ensure that coherent complimentary actions and synergies are fostered. Table 5 below identifies some key linkage points between the ASP and other agencies' plans.

Table 5: Key linkage points between the ASP and other agencies' plans

ASP Strategic Policy Objective	ASP Linkages to Ministry and Agency Plans/Key Activities	
	Ministry/Agency	Plan Objective(s)
SPO1: To ensure a priority focused agriculture sector operating within a stable and coherent enabling policy and legislative framework Strategies - Policy coordination and improve plan implementation - Strengthen agriculture statistical systems - Budget alignment - Build Institutional capacity for plan implementation - Ensure a coherent, aligned policy framework	MOF (Finance Sector Plan 2013/14-2017/18 Vol. 1)	1. Improve planning and performance monitoring (Ministries will be required to develop sector-level medium-term strategies (4-5 years) and prioritized plans based on SDS) 2. Improving relevance, accuracy and timeliness of all data and statistics for policy making, monitoring and evaluation. 3. Improve predictability and control in budget management and execution. 4. Implement Aid Policy (Development Cooperation Policy: Promoting AID Effectiveness) and preferred aid modalities such as budget support 5. Development of relevant and effective institutional and policy frameworks for a competitive and stable external position.
	MCIL/Trade (Trade, Commerce and Manufacturing Plan (2016-2012)	1. Strengthen sector policy, legal, regulatory and strategic planning frameworks and processes
	SBS (Samoa Strategy for the Development of Statistics 2011-2020)	1. Relevant, reliable, and accessible sector statistics 2. The Ministry of Agriculture and Fisheries, working in partnership with SBS, to: Develop and expand use of both Agriculture and Fisheries Statistics to meet needs of sector plans. Re-introduce regular Agriculture surveys
	MWSCD (Community Sector Plan 2010-2015)	1. Data availability including baseline for monitoring progress in community development. 2. Strengthened linkages and networking within the sector and across other sectors.
SPO2: To ensure an increased stable supply and consumption of domestically produced nutritious food products at both village and urban levels Strategies - Strengthen research and extension services to support an inclusive, sustainable increase in production and productivity of village/small holder agriculture and fish farming. - Promote and support efficient demand-driven domestic food supply and marketing chains.	MOH (Health Sector Plan 2008-2018; National Non-Communicable Disease Policy 2010-2015)	1. To strengthen health promotion and primordial prevention. 2. Strengthened strategic linkages with other sectors and sector partners. 3. Enhancement of Health, Promoting Schools' initiatives. 4. Advocacy to promote healthy foods and physical activity supported by national strategies to bring about change. 5. Health nutrition programs implemented on all islands. 6. Partnerships for health strengthened (e.g. MESC, MOH, MAF, NGOs, NHS, GPs) 7. Seeking new opportunities and co-benefits for work with these sectors (e.g. introduction of new fruits and vegetables for agriculture).

- Enhance food quality (safety and nutritional value) throughout the domestic food chain. - Increase agriculture income generating opportunities for women and youth. - Strengthen partnership between MAF, MOH, MESC, and MWCSO and FOs to conduct advocacy, awareness and training programs on production and consumption of nutritious local foods.	MWCSO (Community Sector Plan 2010-2015)	- Strengthen social protection and poverty alleviation programs for communities - Enhanced support for Youth Economic Development Initiatives. - Ongoing micro credit schemes supported with village based mentoring to enhance small business development and income generating activities in communities in association with existing institutions with the capacity to implement these programs. - Continue Skills Building programs on livelihood initiatives. - Promotion of and support for village based economic development building on the strengths of communities.
	MCIL/Trade (Trade, Commerce and Manufacturing Plan (2016-2012))	Enhance the effectiveness of market mechanisms and growth of commercial activities and create a level playing field for all in the domestic market.
SPO3: <i>To enhance private sector capacity in improving production, productivity, product quality, value adding and marketing</i> Strategies - Strengthen domestic supply chains to foster forward economic linkages with other sectors - Adopt value chain approach - Focus on trade in niche products (e.g. organic) - Enhance product quality to meet market access requirements - Focused adaptive research on priority value chains - Pluralistic approach to extension service provision - Strengthen producer groups - Development of innovative and smoothly functioning sustainable systems of finance (credit) - Strengthen public-private partnerships. - Build capacity in business management skills - Support demand-driven agriculture training and skills programs	MOF (Finance Sector Plan 2013/14-2017/18 Vol. 1)	- Review exchange rate and interest rate policies and market interventions to minimize impacts of rising fuel prices and imported food products and domestic price movements so as to promote investment. - Restructure DBS to focus on providing credit to SMEs and to improve key sectors such as agriculture. - Explore Public-Private Partnerships opportunities where appropriate.
	MCIL/Trade (Trade, Commerce and Manufacturing Plan (2016-2012))	- Enhance sectoral linkages, domestic market integration and partnerships among private businesses across economic sectors and geographic locations - Enhance linkages and spillovers among productive sectors - Adopt a cluster and value chain development approach to boost value addition and enhance sectoral linkages - Assist private sector in developing effective marketing and branding strategies "Escape the scale trap and compete based on marketing, quality and branding rather than on quantity and price" by capitalizing on Samoa's existing and created comparative advantage and competitiveness in niche products with high domestic value-added, targeting niche and upscale markets through branding efforts. - Enhance the linkages between trade policies and initiatives and other sectoral policies and initiatives, particularly productive sub-sectors (e.g. agriculture, fishery, manufacturing and tourism). - Enhance private sectors access to finance, technical assistance, technology transfer, foreign investment and partnerships and markets (foreign and domestic) - Explore further and prioritize Private Public Partnerships modalities - Enhance partnerships with the education and training sector to enable it to better cater to the demand from the productive sector for a Samoan workforce equipped with the needed skills and knowledge

	DBS (Annual Report 2015)	1. To provide credit financing to viable and sustainable projects in all sectors of the economy to enhance economic developments
	SROS (Corporate Plan 2014-2018)	1. To undertake scientific and technical research with the primary aim of adding value to local resources and services 2. To develop functional prototypes of products and processes based on scientific and technical research for the local or overseas markets 3. Advancing scientific research and technological developments in priority areas such as food production, food processing and alternative energy sources that are renewable 4. Develop postharvest technology for at least two crops to facilitate the revival of agricultural produce and products (e.g. taro, breadfruit, cocoa, coconut). 5. Encourage primary production of feedstocks relevant to processing needs. 6. Support livestock sub-sector of Agriculture sector on research into animal feed formulation using locally available resources 7. Support fisheries sub-sector of Agriculture sector on establishment of a small scale fish cannery. 8. Continue development of technologies and processes utilizing locally available resources (products and services).
SPO4: <i>To enhance capacities in rural communities, land owners, farmers and fishers to use natural resources in a sustainable way and increase sector resilience to natural disasters and climate change</i> Strategies: • Strengthen capability, resourcing and effectiveness of extension service providers to promote sustainable resource management practices in agriculture and fisheries • Promote environmentally friendly and 'climate smart' production and farming systems, including integrated crop management, agroforestry and organic farming • Promote and support ecosystem and community-based approaches for sustainable management of coastal and inshore marine resources • Ensure a well-functioning	MOF (Finance Sector Plan 2013/14-2017/18 Vol. 1)	1. Strengthen access to emergency financing facilities
	MWSCD (Community Sector Plan 2010-2015)	1. Address the impacts of climate change and ensuring community preparedness in the context of disaster risk reduction, disaster management and strong community resilience.
	MNRE (NESP 2013-2016)	1. To implement strategies for protecting key environment resources such as forests land, water and fisheries. 2. To strengthen policy, regulatory, financial and strategic planning and management framework for environmental sustainability and disaster resilience. 3. Strengthen national capacity for environmental management; coordinate the NESP implementation, environmental monitoring and assessment. 4. To implement habitat/ecosystem-based strategies to support climate change adaptation and mitigation. 5. Identify innovative ways to adapt to the impact of climate change. 6. Strengthen integrated land use planning amongst the key national stakeholders: MNRE, MAF, MWCSO, and infrastructure services. 7. Create Secure and Effective Marine Protected Areas (MPAs). 8. Reduce Other Pressures on Coastal habitats – - Support and encourage the consumption of alternative sources of protein to fish and marine fauna. - Support environmentally sustainable traditional fishing practices

biosecurity service to ensure adequate levels of management and control of endemically occurring pests and diseases and spread of introduced exotic pests and diseases

9. Promote the conservation, sustainable management and equitable sharing of marine and ocean resources.
10. Strengthen watershed conservation and management
11. Strengthen collaboration with Ministry of Agriculture & Fisheries / Fisheries Division

Sector plan management, coordination and support arrangements

The oversight responsibility for the implementation, monitoring and evaluation of the Agriculture Sector Plan rests with the Agriculture Sector Steering Committee (ASSC). The membership of the ASSC during the implementation phase 2011-2015 included 12 key stakeholders. Going forward for the period 2016-2020 the 12 member composition will be retained with only minor adjustments (see Figure 7 below).

At the first meeting of the new ASSC the members will nominate from within its membership and elect by majority vote, the Chairperson for the Committee. The Chairperson elected will hold this position for one year, after which time a new election will be held; the same person may be re-elected to the Chair.

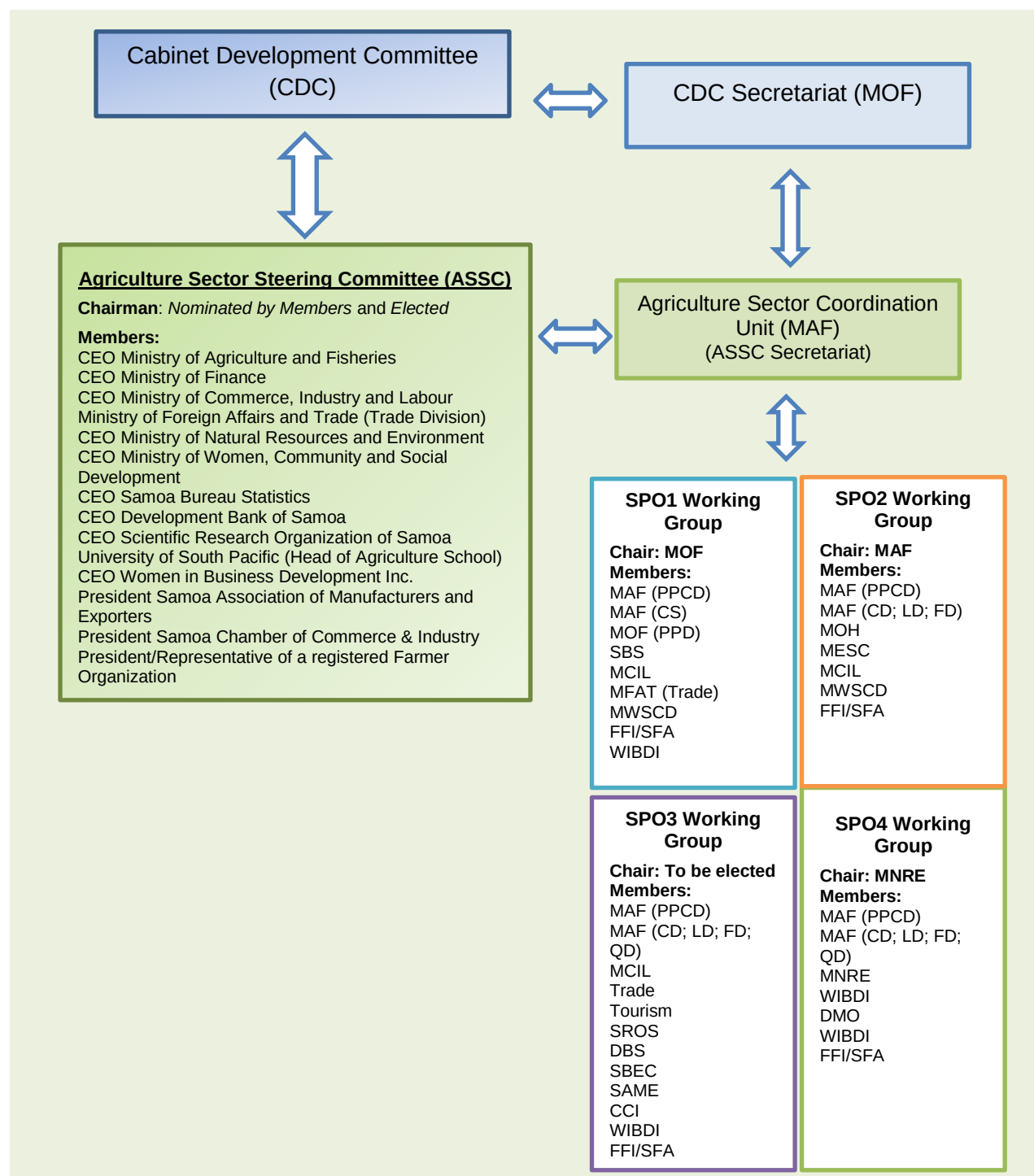
The ASSC will meet quarterly to:

- Review progress reports from the Agriculture Sector Coordination Unit (ASCU) secretariat and/or the ASP (4) Working Groups (WGs).
- Advise on policy issues, problems and constraints raised by the ASCU secretariat and / or WGs.
- Review recommendations from external consultants engaged by the ASSC.
- Commission an annual review and terminal evaluation of the ASP.
- Approve amendments and future phases of the ASP.
- Provide guidance and support to the ASCU and WGs to achieve the ASP key development objectives and outcomes.
- Determine additional ASP related tasks to be undertaken by the ASCU secretariat, WGs or individual sector agencies on its behalf.
- Assist in mobilizing additional resources for ASP implementation as required.

At the technical and operational level four Working Groups (WGs) will be formed focused on each of the ASP Strategic Policy Objectives (SPO). The membership of these WGs will be selected from key agencies (government and other) with particular interests and support roles related to the SPO (see Figure 7). These four WGs will be responsible for the successful implementation and monitoring of the ASP. To ensure that appropriate expertise and capacity is in the WGs, the CEOs of the agencies involved will nominate an appropriate staff member to attend meetings according to the needs of the meeting agenda. These working groups will meet at least every two months and will:

- ◇ Define relevant actions and maintain work-plans and schedules for implementation of the ASP.
- ◇ Ensure that relevant strategies and actions are included in implementing partner agencies' plans.
- ◇ Oversee the work of consultants.
- ◇ Organize training workshops as required.
- ◇ Monitor progress by implementing agencies and advise on action to overcome problems.
- ◇ Collect data to monitor performance of the ASP and prepare monitoring reports for the ASSC to review.
- ◇ Analyze policy issues and prepare policy papers and policy briefs for ASSC to review.
- ◇ Disseminate information on the ASP to all stakeholders.

Figure 7: Institutional Structure for Governance and Coordination of the Agriculture Sector Plan (ASP)



Notes: SPO1 Working Group: ASP Governance and Policy Framework; SPO2: Food and Nutrition Security; SPO3: Enabling Private Sector Production, Productivity, Quality, Value adding, Marketing; SPO4 Sustainability, Resilience, Climate Change and Disaster Management. Working Group members attending specific meetings would depend on the meeting agenda for discussion.

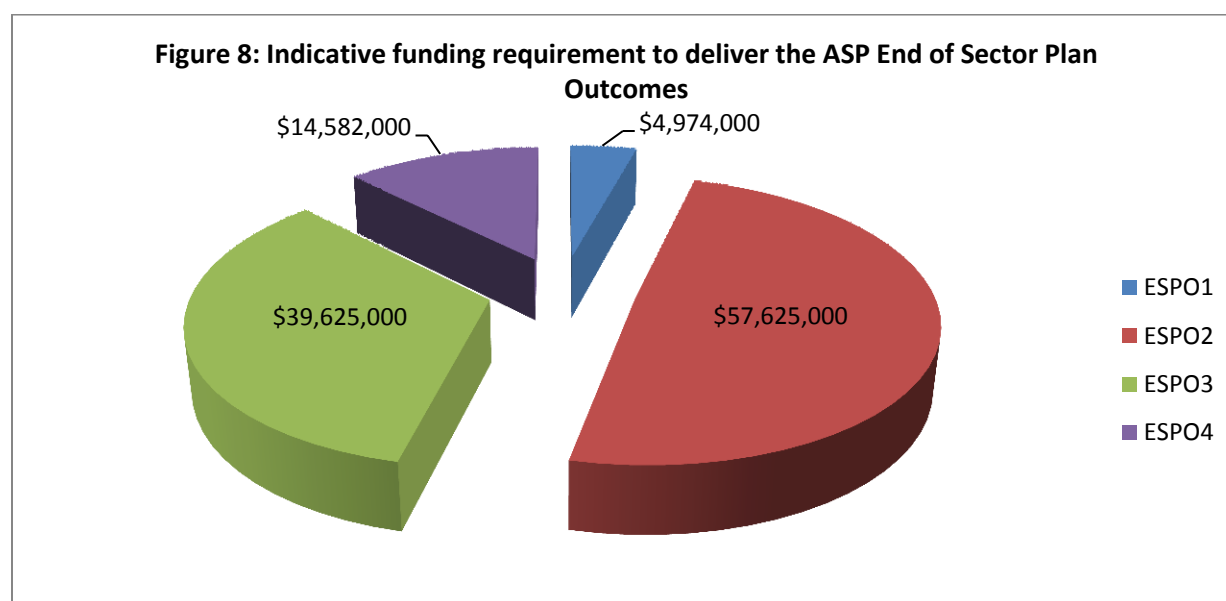
Due to the many actors involved, both within and outside government, coordination of the ASP implementation will be very time-consuming and labour intensive which needs to be recognized and appropriately resources. Accordingly, the ASSC and WGs will be serviced and supported by a strengthened ASP Coordination Unit located in the MAF Policy Planning and Communication Division. The Coordination Unit will act as secretariat for the ASSC and the WGs and organize the Committee and Group meetings; prepare the agendas, meeting minutes and reports as required. Under the guidance of the ASSC and with the support of the WGs, the Coordination Unit will prepare a sector communication plan to ensure that all stakeholders are provided with a regular and timely flow of information on progress in the activities being implemented under the ASP, thus ensuring full awareness and continued support for the ASP programs.

Implementation and Financing of the ASP

Whilst the ASP strategic framework (presented in ASP Volume 1) captures the 'big picture', the implementation of strategic actions will be broken down into more manageable, mutually supporting priority programs and projects designed to deliver the four end of sector outcomes (detailed in ASP Volume 2). The implementation plans will unpack each intervention strategy under the four development outcomes into broad-based activities, activity delivery timeframe, responsibility for carrying out each activity, and the expected outputs following successful delivery of the activity. This detailed implementation plan will facilitate coordination of the multi-sector policy strategic actions.

An important component of the implementation plan will be phasing of program and project activities. It is recognized that not all required activities can be implemented immediately and simultaneously. While some priority actions can be implemented in the short-term, others may require further development, advocacy, preliminary research or a pilot phase.

The indicative total cost to implement the five-year ASP is approximately SAT\$117 million; which



compares with the approved estimates for development funding for the agriculture sector for the five financial years 2010/11 to 2014/15 of approximately SAT\$108 million.

The cost to deliver ESPO1 (Policy Deepening and Sector Coordination) is approximately SAT\$5 million; to deliver ESPO2 (Food and Nutrition Security) will require SAT\$57.6 million; to deliver ESPO3 (Enabling the Private Sector) will cost about SAT\$39.7 million; and to deliver ESPO4 (Sustainable Resource Management and Climate and Disaster Resilience) will require just under SAT\$15 million (Figure 8).

The cost of implementing the ASP strategic programs will be shared among national budget and development partners and private sector investment. In some cases Public support may be provided by donors directly to the private sector, especially when support via government encounters capacity constraints. However, where donors support private actors directly, this should be non-distorting and aligned with the sector policy and reflected in government's books⁹ for compatibility purposes and to allow a comprehensive overview of all public expenditure.

The sector approach aims for a comprehensive budget that includes all resources available to the sector (including aid) and all expenditures made in the sector (capital and recurrent). Developing a medium-term (income) and expenditure framework (MTEF) will ensure that actions are prioritized against a realistic estimate of government and external resources. It will also facilitate alignment of donor resources with the ASP policy priorities. As new funding initiatives occur over time and are costed the MTEF for the sector will be updated.

Monitoring and Evaluation

An effective and affordable monitoring and evaluation (M&E) system will be essential to ensure that strategic directions are achieving the desired end of sector plan outcomes and impact. This will require initially that there is sufficient baseline data in place¹⁰, and subsequently, systematic data collection on relevant indicators. Good monitoring will allow appropriate adjustments to the plan framework as implementation unfolds.

Currently there are data limitations for monitoring policy outcomes and a first priority will therefore be to establish baselines for a minimum set of core indicators that need to be measured. Where possible these indicators should be common to other relevant national policy and planning frameworks, particularly the SDS. It will then be important to ensure the relevant data is collected in any future agriculture and community surveys, Agriculture Census, Agriculture (crops, livestock and fisheries) Surveys, Household Income and Expenditure Surveys (HIES), Demographic Health Surveys (DHS), nutritional surveys, and Population Census. Under the ASP SPO1, a strategy to strengthen the agricultural statistical system will be implemented which will help to improve the quality and timeliness of relevant data for monitoring the ASP.

Whilst at the policy level, outcome indicators may show whether the policy is right; at the program level, indicators need to yield enough information for day-to-day management of the sector program and its

⁹ Budget estimates, forward estimates and accountability statements

¹⁰ ASP Annex 1 provides currently available data for setting some of the baselines

budget and thus show whether the program does what it should. At the goal and end of sector plan outcome (ESPO) levels the M&E framework in Table 6 identifies a minimum set of core indicators that should be tracked. At the strategy/ activity output levels the indicators, data and targets are established at a more disaggregated level (see monitoring framework in ASP Volume 2). Gender, age and geographical disaggregation will help to facilitate monitoring of impacts on vulnerable communities and groups.

The ASCU under the leadership of the ASSC and in close cooperation with the four WGs and the SBS will be responsible for establishing the M&E framework and preparing regular six monthly ASP implementation monitoring reports. The ASP will be reviewed annually with the Annual Review Report being tabled to the ASSC for approval no later than end of February of the subsequent year. An independent evaluation of the ASP will be undertaken before the end of the final year of implementation.

Good reporting on results will provide policy managers and stakeholders the opportunity to reflect on what has and what has not worked and feed these lessons into future planning. The Plan will be updated after the completion of the evaluation.

Table 6: M&E Matrix for ASP Policy Goal and End of Sector Outcomes

Development Outcome	Indicator(s)	Baseline Latest year	Target 2020	Source	Frequency for collection
Sector Plan Goal					
Increased food, nutrition and income security	-Food production index	To be established		Agriculture Survey	Annual
	-Food produced by households for home consumption (% of food consumed)	National Ave 2008 = 28.4%	≥30%	HIES	5 year
	-share of households reporting agriculture and fisheries activities mainly for sale	2009 = 3%	≥10%	Agriculture Survey	5 year
	- Proportion of households below Basic Needs Poverty Line	National Ave 2008 = 19.1%	reduced	HIES	5 year
End of Sector Plan Outcomes					
ESPO1: Sector coordination improved and investment in food security and inclusive commercial agriculture / fisheries production systems increased	-Public expenditure on Agriculture Sector as % of Total Expenditure by Function	2014/15 = 3.3%	≥4%	SBS Government Finance Statistics	Yearly 5 year average
	-Achievement in monitoring targets for SOs 2- 4		≥70%	ASP Monitoring Reports	Yearly
ESPO2: An increased supply and consumption of competitively priced domestically produced food.	- Volume and price index of local food products (crops/livestock/fish)	See Tables Annex1	Vol increased by ≥20% from 2014 level; prices stable or reduced	SBS Market Survey Reports SBS Statistical Abstract; SBS CPI	Yearly 5 year
	-CPI food (domestic vs imported)	2013			5 year
	- Share of local food products in top 10 household food purchases (# & value) ¹	# = 4; value = 24.7% of hshd. expenditure		HIES	5 year
ESPO3: A sustained increase in production, productivity, product quality, value adding and marketing of agriculture and fisheries products	-ratio of agricultural exports to food imports	2013 = 0.058	0.125	CBS & SBS Trade Statistics	Yearly
	- Trend growth (annual %) in agriculture and fisheries value added (market prices)	2008-2014 Ag. = -4% Fish. = +1.6%	Increased growth	+ve SBS National Accounts	5 year average
	-agriculture value added per worker in sector	2011=SAT\$ 4,108	increase	Population Census & NAs	5 year
	- Value of agriculture (fisheries)-based exports	2013- SAT\$ 12.6 m	SAT\$35 m Reduced	SBS Trade Statistics SBS Trade Statistics	Yearly and 5 year trend
	-Value and volume of selected food imports	See Tables Annex 1			Yearly and 5 year trend
	- Number of household farming and fishing mainly for sale	2009 = 3%	≥10%	Agriculture Census/ Population Census	As available
ESPO4: Sustainable agricultural and fisheries resource management practices in place and climate resilience and disaster relief efforts strengthened	- Compliance with relevant policies and regulations				
	- Value of disaster-related damages and losses in food and agriculture sectors			DMO/MOF Reports	Each disaster event; & 5 year average

¹ See Table 11: Average Samoa household food basket, in Annex 1

Annex 1: Data (trends) for ASP monitoring baselines

Table 7: Agricultural Household Activity (% households), 1989, 1999, 2009

	1989	1999	2009
Non agricultural	28	20	16
Minor agricultural	2	8	15
Subsistence (purely home consumption)	19	30	34
Mainly home consumption	47	37	31
Mainly for sale	5	5	3

Source: SBS Agriculture Census

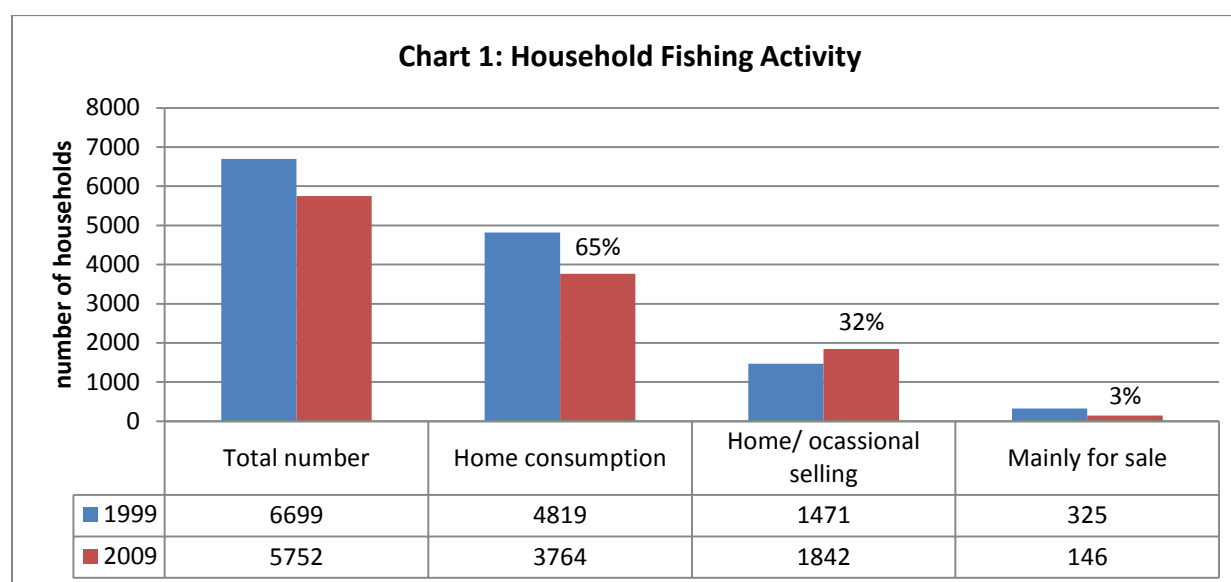


Table 8: Proportion of HH and Population with weekly Per Capita Expenditure less than Basic Needs Poverty Line

	Households		Population	
	2002	2008	2002	2008
%				
National Average	19.1	20.1	22.9	26.9
Apia Urban Area	20.1	17.2	25.9	24.4
North-West Upolu	23.8	19.4	29.5	26.8
Rest of Upolu	13.4	20.5	15.1	26.6
Savaii	17.6	21.9	19.1	28.8

Source: SBS (2010) Analysis of the 2008 HIES

Table 9: Government Expenditures on Agriculture (SAT\$ million)

	2012/13	2013/14	2014/15	% of Total for 2014/15
Agriculture	10	8.4	18.2	3%
Fisheries	1.8	1.8	1.9	0.3%
Ag & Fish	11.8	10.2	20.1	3.3%
Total Expenditure by Function	560.3	654.1	610.1	100%

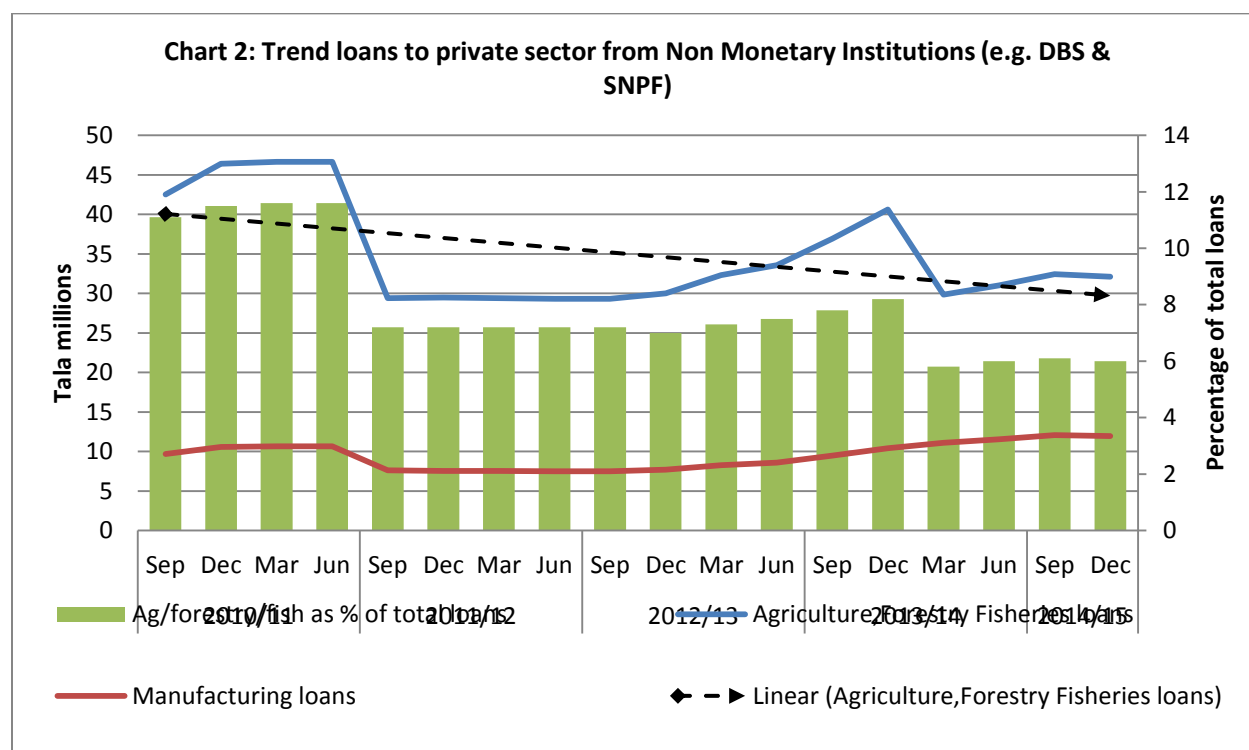
Source: SBS Government Finance Statistics Reports

Table 10: Value Added (contribution to GDP Tala '000s) at Market Prices 2008-2014

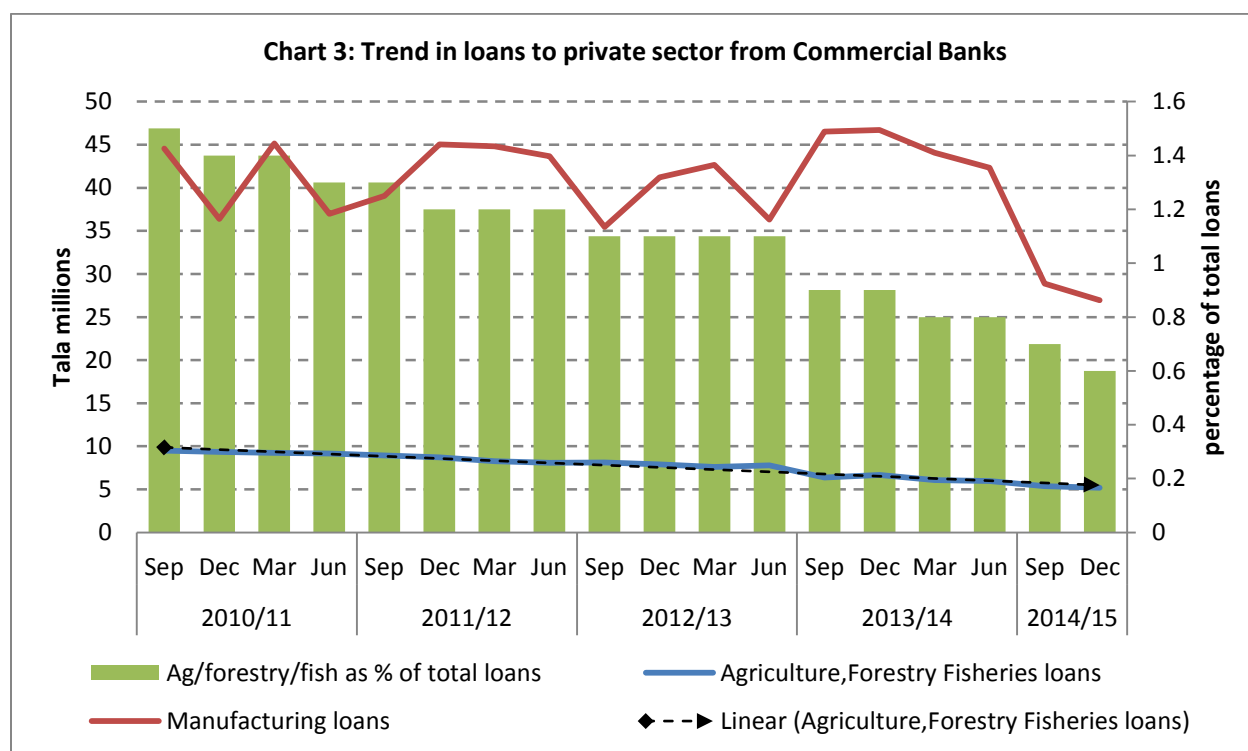
Industry	2008	2009	2010	2011	2012	2013	2014	Trend growth ¹
Agriculture	142,027	147,019	124,297	127,048	128,605	140,920	122,151	-0.4
Fisheries	33,951	30,518	30,898	52,470	44,982	40,360	57,467	+1.6

Source: Samoa Bureau of Statistics

¹Note: The trend growth is the log-linear trend growth in quarterly values March 2007 to Dec 2013



Source: CBS Quarterly Reports



Source: CBS Quarterly Reports

Domestic Market Supply

Table 11: Quantity Supplied (in Pounds), 2010 - 2014

PRODUCE	2010	2011	2012	2013	2014
Taro	8,422	7,357	9,224	20,919	15,435
Banana	6,349	5,991	3,575	2,527	5,147
Taro Palagi	484	492	140	147	165
Taamu	10,042	6,356	1,776	3,792	1,711
Coconut	9,964	12,940	8,986	13,110	15,708
Breadfruit	608	582	446	463	326
Yam	415	535	359	217	258
Head Cabbage	1,531	2,511	1,574	1,493	1,761
Tomatoes	300	476	285	320	523
Chinese Cabbage	720	760	698	300	270
Cucumber	978	796	732	766	1,101
Pumpkin	7,508	7,074	6,966	11,213	12,602

Source: Samoa Bureau of Statistics

Note: Average of monthly Quantity Supply.

Table 12: Weighted Average Price per Pound (in Tala), 2010 - 2014

PRODUCE	2010	2011	2012	2013	2014
Taro	1.05	1.16	1.19	0.87	0.70
Banana	0.45	0.44	0.51	0.64	0.35
Taro Palagi	0.76	0.82	1.22	1.24	1.07
Taamu	1.10	1.29	1.73	1.49	1.28
Coconut	0.23	0.25	0.28	0.36	0.31
Breadfruit	0.41	0.37	0.38	0.62	0.45
Yam	1.34	1.30	1.41	1.56	1.49
Head Cabbage	2.86	2.17	2.32	2.47	2.46
Tomatoes	4.55	3.54	3.80	4.61	4.28
Chinese Cabbage	2.27	2.06	2.13	1.94	2.04
Cucumber	1.49	1.49	1.41	1.39	1.39
Pumpkin	1.00	1.14	1.10	1.18	1.19

Source: Samoa Bureau of Statistics

Note: Average of Monthly Prices.

Table 13: Volume Index (2010 = 100), 2010 - 2014

PRODUCE	2010	2011	2012	2013	2014
Taro	100.00	87	110	248	183
Banana	100.00	94	56	40	81
Taro Palagi	100.00	102	29	30	34
Taamu	100.00	63	18	38	17
Coconut	100.00	130	90	132	158
Breadfruit	100.00	96	73	76	54
Yam	100.00	129	87	52	62
Head Cabbage	100.00	164	103	98	115
Tomatoes	100.00	159	95	107	174
Chinese Cabbage	100.00	106	97	42	38
Cucumber	100.00	81	75	78	113
Pumpkin	100.00	94	93	149	168

Source: Samoa Bureau of Statistics

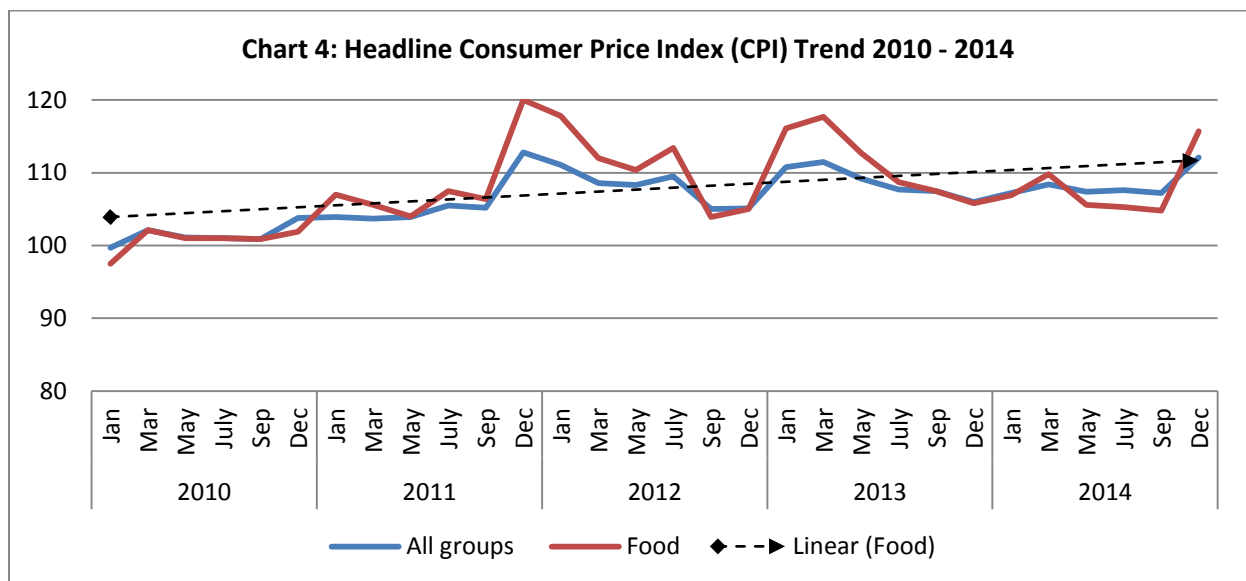
Note: Average of monthly Volume Index.

Table 14: Price Index (2010 = 100), 2010 - 2014

PRODUCE	2010	2011	2012	2013	2014
Taro	100.00	110	114	83	67
Banana	100.00	98	113	143	78
Taro Palagi	100.00	107	160	163	140
Taamu	100.00	117	158	135	116
Coconut	100.00	109	123	159	136
Breadfruit	100.00	90	92	151	109
Yam	100.00	97	105	117	111
Head Cabbage	100.00	76	81	86	86
Tomatoes	100.00	78	84	101	94
Chinese Cabbage	100.00	91	94	85	90
Cucumber	100.00	101	95	94	94
Pumpkin	100.00	114	110	118	119

Source: Samoa Bureau of Statistics

Note: Average of monthly Prices.



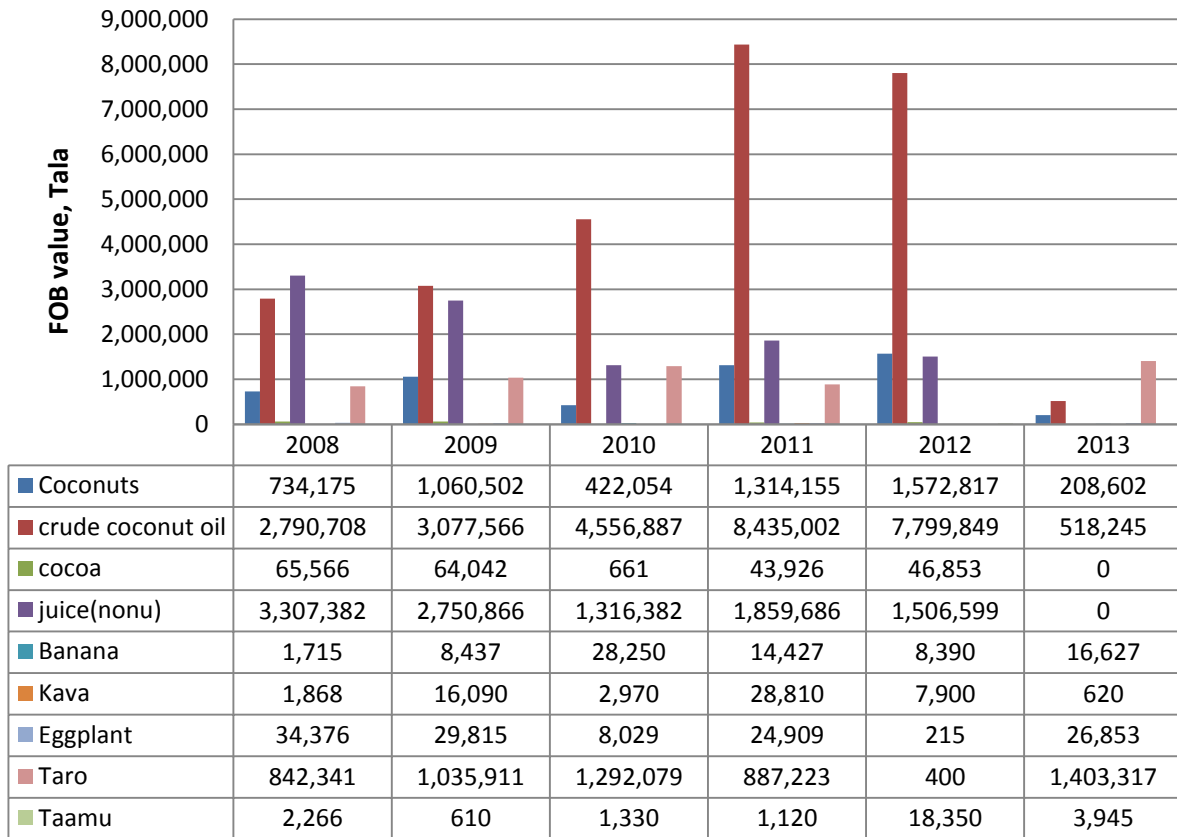
Source: SBS

Table 15: Average Samoan Household Food Basket (share of expenditures)

Food Item	Share of Expenditure
TALO	11.7%
CHICKEN PIECES	9.2%
FISH	5.6%
CANNED MACKEREL	4.7%
RICE	4.6%
BANANA	4.5%
SUGAR BROWN	3.7%
COCONUTS (POPO)	2.9%
BREAD NORMAL	2.8%
INSTANT NOODLES	2.1%
CHICKEN QUARTERS	1.9%
GIANT TARO (TAAMU)	1.9%
COOKED LOCAL PORK	1.9%
CANNED BEEF - OTHERS	1.4%
BUTTER	1.4%
BISCUITS - COOKIES	1.2%
TURKEY WINGS	1.1%
ICE CREAM	1.1%
COCOA - LOCAL	1.1%
SOFT DRINKS (COKE, ETC)	1.0%
COOKING OIL	1.0%
MILK – DEVONDALE	0.9%
FLOUR – PLAIN	0.9%
EGGS	0.8%
CABBAGE – CHINESE	0.8%
MUTTON FLAPS	0.7%
BREADFRUIT	0.7%
SAUSAGES – BEEF	0.7%
PUMPKIN	0.7%
TABLE SALT	0.3%
TOTAL	73.0%

Source: Martyn et al. 2015; based on 2013 HIES data

Chart 5: Trend in Agricultural Exports 2008 - 2013



Source of data: Customs Office

Chart 6: Trend in Aggregate Fish and Agriculture Exports 2008-2013

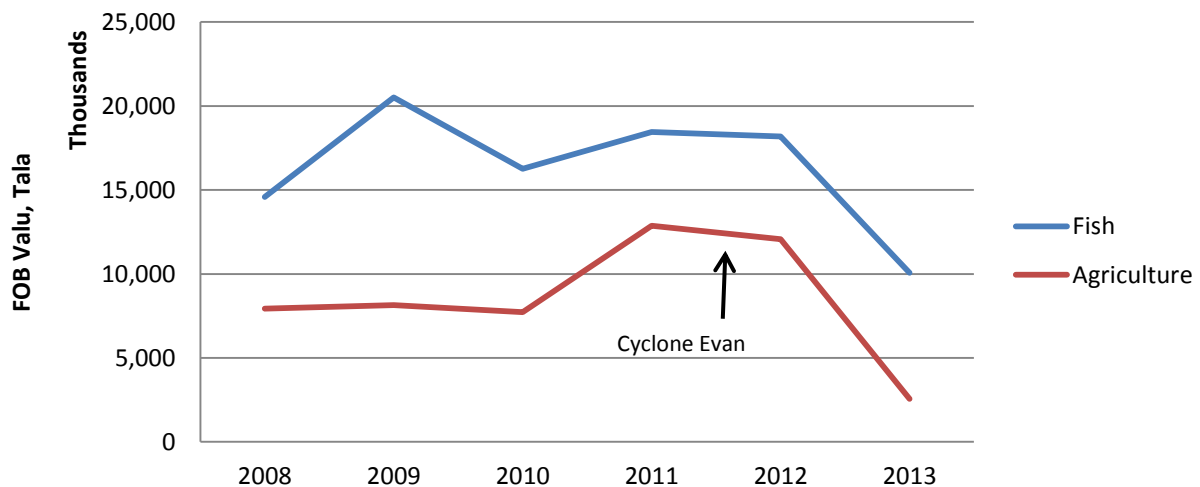


Table 16: Selected Vegetable Imports (kg volume & CIF Tala value)

Tomatoes					
	2010	2011	2012	2013	2014
Volume	32,787	14,515	10,139	23,060	39,036
CIF Value	170,881	94,275	134,889	207,495	241,576
Onions					
	2010	2011	2012	2013	2014
Volume	793,370	830,271	871,692	1,023,308	985,866
CIF Value	1,587,954	1,750,262	1,245,704	1,947,496	1,658,464
carrots					
	2010	2011	2012	2013	2014
Volume	165,161	219,383	250,018	274,192	238,889
CIF Value	442,135	536,216	574,362	586,407	656,085
capsicum					
	2010	2011	2012	2013	2014
Volume	10,251	12,739	14,020	21,173	22,314
CIF Value	57,709	58,485	64,327	87,485	60,659
Potatoes					
	2010	2011	2012	2013	2014
Volume	55,442	59,939	64,693	57,261	31,848
CIF Value	416,992	473,978	433,040	503,995	363,905
Lettuce (caution data may include head cabbages)					
	2010	2011	2012	2013	2014
Volume		209,791	210,923	242,011	158,563
CIF Value	683,793	589,511	608,793	844,545	817,769
Total Vegetable imports					
	2010	2011	2012	2013	2014
Volume	1,843,213	1,781,939	1,953,530	2,262,975	2,030,547
Value	4,655,663	4,631,287	4,165,968	5,445,600	4,965,051

Source: SBS Trade Statistics

Table 17: Selected Meat Imports 2008-2014 (kg volume and CIF Tala value)

	Bovine		Pork		Sheep		Chicken	
	Quantity	CIF Value	Quantity	CIF Value	Quantity	CIF Value	Quantity	CIF Value
2008	250,722	1,465,800	511,779	2,531,419	2,829,842	15,526,468	10,500,523	30,312,666
2009	464,904	2,854,832	192,453	769,218	2,332,337	15,575,431	10,210,399	29,314,460
2010	540,649	3,766,949	268,008	1,227,162	1,545,819	12,359,586	13,989,076	34,392,252
2011		5,779,633		1,301,688		8,691,823		40,501,210
2012	482,292	3,544,427	273,877	1,045,888	1,189,211	9,415,988	13,739,439	46,177,250
2013	346,008	4,725,458		1,184,625	755,738	9,613,083		45,825,560
2014		5,416,224		1,513,090		7,548,498		45,875,871

Table 18: Food Group Imports 2005-2014

Year	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
	Tala '000s									
Live animals and animal products	48,749	46,276	56,897	62,684	60,360	62,899	67,259	70,881	71,652	74,919
Vegetable products	20,789	22,762	26,695	32,864	33,616	28,859	31,080	32,241	34,728	34,066
Prepared food stuffs; beverages and tobacco	46,501	55,201	61,809	67,232	66,821	67,377	77,803	79,909	83,431	80,276
Sub-total	120,022	127,872	148,999	169,468	165,387	164,683	179,474	186,201	192,687	192,314
Total Imports	507,712	607,812	593,640	659,187	558,779	694,603	739,050	706,922	752,837	795,660
Food; beverages & tobacco as % of Total imports	24%	21%	25%	26%	30%	24%	24%	26%	26%	24%

Source: SBS Trade Statistics

Annex 2: List of Documents Consulted

ADB (2015) Summary Review and Assessment Report of the Special Project Facilitator on: TA 7387 (41173-012)-SAM: Promoting Economic Use of Customary Land, Phase II; TA 8481 (46512-001)-SAM: Promoting Economic Use of Customary Land, Phase III; Grant 0392 (46436-002)-SAM: Samoa Agri-Business Support Project, Asian Development Bank, March 2015

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Martyn T, Yi D, Fiti L (2015) Identifying the household factors, and food items, most important to nutrition in Samoa

MOE (2013) Education Sector Plan 2013-2018

MOF (2007) Strategy for the Development of Samoa 2008-2012

MOF (2012) Strategy for the Development of Samoa 2012-2017

MOF (2012) Energy Sector Plan 2012-2016

MOF (2013) Finance Sector Plan 2013/14-2017/18 Volumes 1 & 2

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