FA'AVAE I LE ATUA SAMOA

GOVERNMENT OF SAMOA

SAMOA NATIONAL SECURITY POLICY

BUILDING A SECURE AND RESILIENT NATION

MINISTRY OF THE PRIME MINISTER AND CABINET

2018

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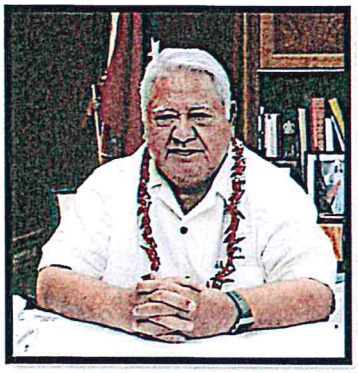
FOREWORD FROM THE HONOURABLE PRIME MINISTER



We are fortunate to live in a country that is peaceful and stable, where extreme hardship is rare, and where we can continue to draw strength and cohesion from our Christian values and traditional ways. Our people enjoy basic freedoms, with strong observance of the rule of law and human rights. Literacy is high and most Samoans have access to a good education. We are a responsible and active player in our region and beyond, and have a close and productive relationship with our development partners.

But at the same time we are vulnerable. Climate change, cyber attacks, transnational crime and other border threats all bring their challenges to our shores. Within our own country we also face the challenges of a small economy, a changing lifestyle, and a need to provide employment for our youth and protect the vulnerable members of our society.

I am delighted that with this first-ever National Security Policy for Samoa we now have a comprehensive plan to provide for the security and well-being of our country.

The overriding vision of the Policy is for a secure and resilient Samoa which:

- safeguards its independence, sovereignty and border integrity;
- is respected internationally, and has productive relationships with trusted partners;
- is peaceful, harmonious and stable, promotes the rights of all, and provides good governance and respect for the rule of law; and
- fosters economic and social development which allows all citizens to enjoy a better quality of life and to reach their full potential.

I welcome the input of so many Samoans to the development of this policy, and encourage all to play their part in making sure our nation is truly safe and resilient.

Tuilaepa Lupesoliai Dr Sailele Malielegaoi

Prime Minister

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CHIEF EXECUTIVE OFFICER'S MESSAGE

Samoa over these last 56 years of independence has traversed boldly through the trials and tests of being a sovereign country. Our survival is attributed to the adoption of good governance principles through legislation, policies and government strategic plans, our political stability, solid community integration, peace and harmony and ultimately our faith in our Lord Jesus Christ. These unique characteristics have shaped our journey as a nation however, the realities of globalization and unfolding of securities issues in this age and time, makes its increasingly crucial for Samoa to adopt a broad strategic approach to address issues that affect its national security. This is what the National Security Policy (NSP) is designed to do.

Central to the formulation of the NSP has been the wide range of consultations conducted throughout the country. In these consultations many areas of security concerns were raised. These included climate change, natural disasters, cyber security, border security, and contagious diseases. These key messages are linked to the existential threats that Samoa, the region, and the world are exposed to, and have helped shape this document.

The NSP calls for shared and collective responsibility of the whole country to work together to ensure our national security. The NSP echoes regional security priorities encapsulated in the narrative of the Blue Pacific Identity and the Pacific Island Leaders commitment to achieving a region of peace, harmony and security, social inclusion and prosperity so that all pacific people can live free, healthy and productive lives.

The most important decisions on national security will continue to be taken by the Prime Minister and Cabinet. They will be advised and supported by a National Security Committee (NSC). The emphasis will be on achieving a robust whole-of-government focus on the most pressing security issues. This National Security Policy provides the platform for a more integrated and comprehensive approach to dealing with issues that are significant to the future of this country. I look forward to contributing, alongside those within and outside government, to the most effective implementation of this important initiative.

God bless Samoa.

Agafili Tomaimano Shem Leo

Chief Executive Officer

A.INTRODUCTION

(1)Purpose of the National Security Policy

1. Security is a fundamental responsibility of any State - to protect the sovereignty of the nation, and the values, well-being and prosperity of its people. National security underpins development and national resilience. A secure nation is more likely to be confident and assured, and better equipped to play a constructive role in its region and beyond.
2. Until now, Samoa has lacked an overarching strategic policy that identifies and prioritizes security challenges, and provides a framework for a coordinated, whole-of-government approach to addressing the most pressing security issues. This National Security Policy (NSP) is intended to fill that gap.
3. The objectives of the NSP are to assist the Government to:
    a) identify and prioritize the national security issues of greatest importance to Samoa, and to focus attention and resources accordingly;
    b) indicate the directions and main steps it will take to safeguard national security;
    c) strengthen whole-of-government measures and systems for addressing national security issues, and to identify the type and quantity of resources that are needed to underpin the policy and compliance with it; and
    d) promote awareness nationally of the NSP, and consultation between the government and people of Samoa on national security policy issues.

(2) What is Security?

4. Traditionally, 'security' has referred to issues such as the protection of national sovereignty, combating transnational crime and other border and territorial infringements, and maintaining public safety.

5. Under the expanded concept of security now widely accepted internationally and adopted in this NSP, security also includes threats such as climate change and national disasters, cyber security, and human security issues which, if not properly addressed, have the potential to cause significant damage to the interests of the nation and the well-being of its people.

6. The NSP focuses on the national security challenges that are most relevant to Samoa's circumstances, and is responsive to Samoa's governance and development context.

(3) Guiding principles

7. This National Security Policy is fully aligned with Samoa's national, regional and international goals and commitments.

8. At the national level, the Policy flows from the responsibility of the State, set out in the Constitution, to uphold the integrity of Samoa, its independence and all of its rights, and to safeguard the fundamental rights of its people.

9. The Policy complements all the aims of the Strategy for the Development of Samoa (SDS) 2016/17 - 2019/20, which has as its vision "An Improved Quality of Life for All".

10. The Policy creates an overarching framework for, but does not duplicate, other security policies and strategies in key government areas.

11. At the regional level, the Policy is aligned with Pacific Islands Forum (PIF) policies, most notably the Framework of Pacific Regionalism, adopted by PIF leaders in 2014. It also fully reflects efforts underway by the PIF to develop a comprehensive regional security declaration - "Biketawa Plus".

12. At the global level, the Policy is aligned with the 2015 UN Sustainable Development Goals (SDGs). The Policy also directly complements the attainment of objectives under the UN-supported Small Islands Developing States Accelerated Modality of Action (SAMOA) Pathway, adopted in Samoa in 2014.

(4) The NSP document

13. The NSP document has four parts.

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a) An introduction and a description of Samoa's international, regional and internal security environment.

b) A concise statement of the Policy, which outlines the Government's position and future direction on the key national security issues relevant to Samoa.

c) An annex which provides background and context to the major security issues and to the enabling environment and Samoa's capabilities.

d) Appendices which include a brief outline of the key government ministries and agencies most relevant to the NSP, and a list of those consulted during the development of the NSP.

14. The Implementation Strategy for the NSP is set out in a separate document and is for official use.

B. SECURITY ENVIRONMENT

(1) Samoa - an active and responsible international player.

15. Samoa faces a complex and uncertain global strategic environment characterized by change that is unprecedented in recent decades in its pace, scale and unpredictability. This environment brings risks and opportunities. While the intense state rivalries of the Cold War have receded, the world of the twenty-first century is experiencing growing threats to the rules-based international order and increasing tensions between major powers. All countries need to be aware of, and be able to respond as best they can, to this fluid and dynamic security environment.

16. The Asia Pacific is undergoing a profound strategic and economic transition. A key interest for countries like Samoa is that the region evolves in an orderly and peaceful fashion.

17. Other trends which are shaping the world are rapid technological developments that are changing the way we work, socialize, communicate, and consume goods and services. Terrorism has become a constant reality in many countries. Climate change, environmental degradation and the increased demand for food, water and energy bring the risk of future political, economic and security disruption.

18. Small Pacific Island countries are no longer protected by their isolation. Samoa is not a part of any military alliance, but it has a strong interest in acting with others to support a rules-based international order. It sees regional and global partnerships and cooperation with trusted friends as essential in this increasingly interconnected world.

19. Samoa has a strong commitment to the United Nations, where it speaks up clearly in support of the rules-based order, peace and disarmament. It is an active supporter of the UN Security Council and its decisions. It has backed this with practical actions. Prominent amongst them has been its leadership of efforts to eliminate the illicit arms trade which has been achieved through its strong support for effective implementation in the region of the 2014 global Arms Trade Treaty (ATT). It has also shown strong support for UN Peacekeeping work, underscored by 17 years of uninterrupted police deployments in missions in Liberia, Sudan, Timor-Leste, South Sudan, and Darfur. And it has been active in the enforcement of sanctions against North Korean-flagged ships.

20. Samoa has gained international influence by establishing a record for successfully hosting major events. In 2014 it hosted the landmark Third International Conference on Small Island States (SIDS), the largest international event ever hosted by a small island nation. It hosted the Commonwealth Youth Games in 2017, and will host the Pacific Islands Games in 2019. In 2022 it will host the 53-member Commonwealth Heads of Government Meeting, one of the largest regular gatherings of leaders from around the world.

(2) Samoa - a leading contributor to the region

21. Samoa has a strong interest in a secure, stable and prosperous Pacific Islands region. The small-island states in this large but sparsely populated part of the world, including Samoa, are attracting greater interest from a number of countries outside the region. This seems likely to result in greater competition between them for regional influence.

22. Countries of the region have a number of major challenges in common. These include small formal economies, great distance from major markets and high costs, slow economic growth, resource constraints, climate change and natural disasters, and transnational crime and illegal fishing.

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23. Samoa makes a major contribution to the collaborative efforts of the PICs to address shared challenges and to strengthen regional security. It is a leader, and current chair, of the Pacific Islands Forum, the pre-eminent regional body through which leaders set and address regional priorities.

24. Samoa has a particularly strong voice on climate change, and on the special needs of small island states. It has been a leader in advocating an integrated approach to tackling climate change, conservation, sustainable development, protection of oceans, and peace and security. This was embodied in the theme of the 2017 Pacific Islands Forum, hosted in Apia, of "the Blue Pacific - Our Sea of Islands: Our Security Through Sustainable Development, Management and Conservation".

25. Samoa is a supporter of collective regional efforts to assist regional countries recovers from national crises, and was a strong contributor to the Regional Assistance Mission to Solomon Islands (RAMSI).

26. Samoa hosts five regional bodies in Apia, and was instrumental in establishing the Polynesian Leaders Group in 2011, with the aim of improving cooperation among Polynesian countries.

(3) Samoa - vulnerable but resilient

27. Since independence in 1962, Samoa has been a peaceful country, with no threats to its territorial integrity, and only infrequent major disturbances to law and order. Overall, citizens' rights are well protected and government institutions are transparent and accountable. It has been politically stable for several decades.

28. Serious crime rates are low by global standards, and armed violence is rare. Domestic and gender-based violence however is a continuing major concern, and certain crimes such as drug possession and production - mainly marijuana and "ice" - are on the rise. Recently, there has been an increase in housebreaking and some petty crimes, sometimes fuelled by alcohol. High youth unemployment, accompanied by urban drift, presents a range of growing problems, including the activities of lawless gangs of youths, which is a cause of considerable community concern. Correctional services are addressing problems that include sub-standard prison conditions and crowding, and

recurring escapes by prisoners. Significant improvements are underway, including the construction of a modern prison at Tanumalala.

29. Following two decades of reforms, Samoa's economy is modern and open. Samoa graduated from "Least Developed Country" status to "Developing Country" status in 2014, and is now classified by the World Bank as an "upper-middle income" economy. The IMF recognized in June 2018 that "Samoa's economy shows resilience and continues to perform well." However, Samoa's economy is narrowly-based and in highly susceptible to external shocks. The cost of natural disasters, vulnerability to the global economy, geographic remoteness and the narrow fiscal base, all limit the country's ability to live within its means.

30. Human development and service delivery in key areas such as health and education have improved over the years, with high literacy rates and relatively good access to schooling and health care. In the UNDP's Human Development Index (HDI), Samoa is categorized as a "High Human Development" nation, ranking 105 out of 188 nations (in 2016). However, income inequality levels in Samoa are relatively high by regional standards. While the incidence of extreme hardship is well below small Pacific Islands Country averages and food poverty has declined significantly, around a quarter of the population experiences basic needs poverty, with the incidence highest in Apia.

31. Traditional Samoan values have been preserved, and continue to make a vital contribution to national stability and cohesion. As is to be expected in an increasingly globalised world, striking the right balance between those values, and the requirements of the formal justice sector and of economic development and land use will continue to present challenges.

C. THE POLICY

(1) GOVERNMENT DIRECTIONS

15. The main categories of threat considered most critical to Samoa's contemporary situation are: border security, natural disasters and climate change; cyber security; and two aspects of human security - gender-based violence (GBV) and health security.A

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detailed analysis of these threats is presented in the Annex.

16. The following sets out the directions government proposes to take on these issues:

(a) Border Security

Border security is a fundamental responsibility of the state. Current and emerging threats are growing in complexity. Vulnerabilities need to be identified and eliminated or reduced. One of the principal challenges for Samoa is the availability of resources and their effective use.

Pictured: Nafanua Police Patrol Boat

17. The Government shall:

- Resource key agencies, first an adequate number of well-trained officers, and, second, with sufficient modern equipment to manage the increasingly technical demands of border documentation processes, surveillance, and interoperability with domestic agencies and external partners, and the rapid sharing of information.
- Strengthen the oversight and management of border issues, with emphasis on strong whole-of-government coordination.
- Identify and progressively eliminate any gaps in the institutional framework for border agencies, encompassing policy, legislation, management plans, MoUs with other agencies and operating procedures. Maximize efficiency and effectiveness and minimize duplication between agencies.
- Further strengthen Samoa's already close engagement with regional and international organizations on trans-national crime and other border security issues.
- Strengthen collaboration with American Samoa on trans-national crime and border management more generally.
- Work closely with partners to minimize the risks to Samoa of narcotics trafficking, arms smuggling, money laundering, organized crime and overseas criminal gangs in particular.
- Upgrade the policing of illegal activity in Samoan waters by ships, fishing vessels

and private yachts, maximizing the use of the Patrol Boat and other assets.

- Prioritize completion of maritime boundary negotiations with American Samoa, Tonga, New Zealand and Tokelau.
- Strengthen point-of entry health security and quarantine procedures, including by taking advantage of the facilities at the new terminal of the international airport.
- Seek closer collaboration with sending countries, particularly the USA, on the question of criminal deportees. Work closely with domestic and external stakeholders including regional institutions to achieve better outcomes for Samoa's security, the interests of communities, and the welfare of the deportees.
- Continue to give strong support to international efforts to combat terrorism.

(b)Natural Disasters and Climate Change

18. Samoa is highly vulnerable to natural disasters and to climate change more generally. The economic as well as human consequences can be devastating.

Pacific Island Forum Leaders Meeting held in Samoa 2017

19. The Government shall:

- Prioritize resilience to natural disasters in the government's reform agenda, with emphasis on key infrastructure and health and education facilities.
- Provide robust, well-resourced and well-managed responses to natural disasters, under the updated National Disaster Management Plan 2017-2020.
- Continue to provide strong regional and global leadership on climate change.
- Actively pursue funding from international sources for climate change adaptation and mitigation.
- Require that climate and disaster resilience be mainstreamed and integrated into strategic planning by government agencies and sectors.

(c) Cyber Security

20. Cyber security is a high priority in all countries. In Samoa the arrival of the Tui Samoa submarine cable brings great benefits, but also heightens vulnerabilities.

21. The Government shall:

- Fully support, including through the allocation of adequate resources and the development of a skilled workforce, the timely and effective implementation of the Cyber Security Strategy 2016-2021.
- Provide effective safeguards in the National Broadband Highway to protect government information, and in the proposed electronic National ID System to protect private information.
- Prioritize the rapid establishment of a cyber emergency response team (CERT), and accession to the Budapest Convention on Cyber Crime.
- Strengthen collaboration with regional and international partners to improve cyber security and combat cyber crime.

(d) Human Security

(1) Gender-based violence (GBV)

22. The problem of domestic and gender-based violence more generally has a severe human toll in the Pacific region, including Samoa. It also has a serious impact on development. Despite concerted efforts by government and a range of stakeholders, family violence has reached unacceptable levels.

23. A major study - the National Public Inquiry into Family Violence conducted by the Ombudsman's Office - is due to report to Parliament in 2018.

Source: Samoa Planet –Ongoing Awareness Programs on Gender based Violence

24. The Government shall:

- Use the Ombudsman's report as a catalyst for a high-level whole-of-government examination, led by the Ministry of Women, Community and

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Social Development, of the roles that government agencies, communities, the churches, NGOs and development partners could play together to tackle the issue of GBV.

- Prioritize the establishment of a government agency or mechanism to support the victims of GBV.
- Continue to work closely with regional and development partners to share relevant experiences on enforcement, prosecution, deterrence, public education and victims welfare strategies.

(2) Health Security

25 The incidence of non-communicable diseases (NCDs) has reached crisis point in a number of Pacific Islands nations, including in Samoa, where the incidence of diabetes is particularly high. If not addressed urgently, this problem could, in addition to the high human, financial and productivity costs, significantly impact on living standards and life expectancy in Samoa over the long term. In addition Samoa faces significant challenges to human security from infectious diseases.

Source: WHO - collective responsibility in combating NCDs

26 The Government:

- Recognizes that responding to the NCD crisis requires a multi-sectoral approach, consistent with that set out in the regional NCD Roadmap which highlights reducing consumption of food and drink directly linked to obesity, diabetes and heart disease; improving the efficiency and impact of the health sector for prevention and early treatment; and strengthening monitoring and evaluation of progress.
- Shall give full whole-of-government support to the new policy on NCDs being developed by government, with the Ministry of Health as the lead agency.
- Recognizes the need for public health vigilance and multi-sectoral partnerships to combat communicable and infectious diseases, and will give strong support to the International Health Regulations 2005 (WHO) framework for preventing the

international spread of disease.

(2) GOVERNMENT COMMITMENTS ON CAPABILITIES

27 The Government recognizes that dealing with national security issues requires a range of capabilities and a conducive enabling environment.

28 The Government shall:

- Review front-line security agencies to ensure they are highly-trained, and well-resourced with a robust and modern technological capacity
- Strengthen collaboration between front-line security agencies through joint exercises and training, improved inter-agency communications systems, and by fostering a strong culture of sharing information.
- Require all agencies to improve the collection, analysis and sharing of data, to assist policy-making and implementation.
- Undertake an audit of relevant policy, plans and legislation with a view to closing any gaps that might hinder the protection of national security.
- Maintain responsible management of the economy, prioritizing income and employment generation, fiscal responsibility and debt management.
- Pursue an active, strong foreign policy in support of Samoa's regional and international interests, and a close and productive relationship with development partners.
- Work closely with communities, churches, civil society, the private sector, and the media, with a view to enhancing the dissemination of timely information on national security issues and the implementation of the NSP.
- Promote good governance and the observance of human rights, recognizing their importance in underpinning national security.

D. IMPLEMENTATION OF THE NATIONAL SECURITY POLICY

29 In the past Samoa has dealt with national security issues through normal cabinet and other government committees and processes. Given the need for a high-level, strategic whole-of-government approach to these important issues, the Government has decided to take a number of steps to upgrade the management of national security issues.

30 These measures are set out in a separate document, the NSP Implementation Strategy (the Strategy).

31 In summary, the Strategy includes:

a) Upgraded government machinery - major decisions on national security will continue to be taken by Cabinet. A new body at CEO level, the National Security Committee, will advise and support Cabinet, and will be the key body at officials' level to identify and manage national security issues;

b)Upgraded reporting by agencies on national security issues, focusing on emerging threats and trends as well as performance of agencies, plus the preparation of a regular public security statement by Government;

c) Measures to improve coordination and lines of communication between front-line agencies in addressing security issues that require an immediate response;

d) A suggested work plan for the first year of operation of the National Security Committee.

E. CONCLUSION

32 In this volatile world, security threats can develop rapidly. We need to be well-equipped and flexible to respond to current and emerging risks. The NSP provides a solid base for this task, and is a living document which will be updated as circumstances change.

33 The Government will give priority to safeguarding the nation and building public awareness of major security issues, and looks forward to working collaboratively with the community and the private sector in this endeavour.

ANNEX:

APPENDIX 1:

MAJOR SECURITY ISSUES AND THE ENABLING ENVIRONMENT- BACKGROUND AND ANALYSIS

Contents

A. MAJOR SECURITY ISSUES

1. Border Security
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   - (ii) Loss of Revenue
   - (iii) Biosecurity Issues
   - (iv) Health Risks
   - (v) Government actions on border security - background
2. Natural Disasters and Climate Change

   Government Responses
3. Cyber Security

   Government Responses
4. Human Security

   A. Gender-based Violence (GBV)

   Government Responses

   B. Non-Communicable Diseases (NCDs)

   Government Responses

B. ENABLING ENVIRONMENT AND CAPABILITIES

1. A highly trained and well-resourced workforce
2. A robust and modern technological capability
3. Strong inter-agency collaboration
4. Effective collection and use of data
5. Up-to-date legal and other frameworks
6. A resilient and stable economy
7. An effective and independent foreign policy
8. Strong collaboration between government and the community

9. Good governance, transparency and accountability and observance of human rights

A. MAJOR SECURITY ISSUES

1. Threats to national security are both external and internal, and are often interconnected. Some are short term requiring an immediate response. Others such as climate change are enduring and call for long-term, well-resourced and coordinated strategic management. The rapidly changing world calls for flexibility in national security policy and planning, with once unknown risks such as cyber-crime growing in importance.
2. With Samoa highly unlikely to face conventional military threats, the types of external issues raised during the consultations in developing this policy tended to focus on other risks such as border integrity and threats linked to global change, such as climate change and cyber security. In addition wide spectrums of issues more specific to Samoa's internal condition were raised, such as domestic violence, non-communicable diseases, youth unemployment, and drug and alcohol abuse.
3. The emphases of the Policy reflect both expert and community concerns about security, and take account of different perspectives.
4. The Policy does not address every conceivable security threat. The threats identified, and set out below, are those considered to be the most relevant and most critical to Samoa's contemporary situation. The main categories of threat are:

- Border security;
- Natural disasters and climate change;
- Cyber security; and
- Human security.

5. The discussion under each of these headings establishes the importance of each of these general threats; outlines manifestations in Samoa; and summarizes steps being taken to address them. The National Security Policy document sets out the direction and parameters that government proposes for action on each of these issues.

1. BORDER SECURITY

6. The fundamental responsibilities of any state are to secure its borders, and to safeguard national land, air, sea and cyber space against current and emerging threats that can arise from transnational crime and illegal fishing, the introduction of diseases and exotic pests, and smuggling and other attempts to evade the payment of taxes and excise. A well-managed border connects a country to the world, and enables it to manage risks while benefitting from the flow of people and goods that are essential to economic and social exchange and prosperity. Security and prosperity depend on robust border policies.

7. Samoa has had relatively open border controls until now. However, significant world-wide increases in the movement of people and goods and the rapid increase in the number and reach of new and more sophisticated external threats mean that border protection will require closer attention than it has received in the past. Vulnerabilities will have to be identified and eliminated or reduced. With increases in tourism and the hosting of further major international events, along with the now completed major upgrade of the international airport and ongoing upgrade of the main port, Samoa will need more resources and skilled personnel on the borders.

8. Managing border security involves a number of government agencies – often in cooperation with commercial aviation and shipping operators - including: Immigration, Customs, Police including its Maritime Wing, Quarantine, Agriculture and Fisheries, Health, the Airport Authority and the Ports Authority. Moreover, most border threats are transnational, and can only be adequately addressed by members of the region working closely together and sharing information, including through regional and international organizations.

9. There is useful collaboration with American Samoa, but given its geographic proximity and risks associated with drug trafficking and other illegal cross-border activities, a stronger relationship would be of mutual benefit.

(i) Transnational Crime and Other Emerging Risks

10. Experience in many countries around the world demonstrates that transnational crime has the potential to undermine political processes, weaken security, harm communities, fuel corruption, inhibit economic development, and impede good governance. With crime becoming increasingly complex and global, there is a need for increased cooperation with partners, to share information and intelligence and to respond collaboratively. Timely intelligence and other advance information are critical to minimize the entry into Samoa of criminals and other unauthorized visitors. A current vulnerability is the paucity of information on incoming aircraft passenger lists.

11. **Organized crime** is on the increase in the Pacific Islands, as criminals seek to exploit the region's vulnerabilities - long and porous maritime borders, patchy law enforcement capabilities, and a geographic location between major sources and destinations of illicit materials, principally narcotics. This growth has taken place despite improved awareness, cooperation and operational responses by law enforcement agencies in the region. Regionally, the main transnational criminal activity has involved narcotics smuggling, illegal fishing, arms smuggling, money laundering, human trafficking, and cyber-crime, increasingly with criminals from outside the region seeking to develop partnerships with Pacific Islanders. Emerging issues are commercial espionage and threats to intellectual property rights.

12. **Narcotics smuggling** - In recent years the Pacific region has increasingly been used for the transshipment of narcotics such as cocaine, heroin and, more recently, methamphetamine ("ice") destined for larger countries in the region, particularly Australia and New Zealand. Samoa, while not a prime target, needs to be vigilant as criminals seek out more vulnerable jurisdictions. Seizures of illicit drugs highlight the risks of "spillover effects" into local markets. While locally-grown cannabis dominates local markets, a number of nations, including Samoa, are reporting a substantial increase in the local availability of "ice", now arguably the highest risk illicit drug in the Pacific Islands nations.

13. **Illegal fishing -** The Pacific is the world's largest tuna fishery, and illegal, unreported and unregulated (IUU) fishing represents a major threat to the fish stocks of Pacific Island nations. While recorded instances of such illegal activity in Samoa's Exclusive Economic Zone (EEZ) are few, Samoa nevertheless faces a significant challenge in monitoring IUU fishing, as well as other illegal activity in its waters by ships, fishing

vessels, and private yachts.

14. **Motorcycle gangs** - The infiltration of outlaw motorcycle gangs (OMCG), mainly from New Zealand and Australia, is already a concern in several Pacific Islands countries. These gangs are known to be involved in or to have links to organized crime. While still only an emerging threat in Samoa, vigilance will be needed to prevent this problem taking root locally.

15. **Arms smuggling** has been a significant problem in parts of the Pacific, particularly where it has fuelled local conflicts, or in countries where levels of armed violent crime are high. Weapons smuggling into Samoa has been a relatively frequent occurrence, often by Samoans returning from abroad. However it appears that to date these weapons generally have been for personal use only, and the criminal use of firearms remains rare, but firm control over illegal weapons will need to be a priority.

16. **Terrorists** have not established a foothold in the Pacific, but Samoa along with other countries needs to be alert to this possibility, particularly if in the future terrorist groups perceive the region to be a "soft" target. In addition, the hosting of major international events involving world leaders brings special security responsibilities for host governments.

17. **Human trafficking and people smuggling** – The quality and quantity of data on the extent of human trafficking in the Pacific Islands region are limited. Even so, there are sufficient data to indicate that instances of sexual exploitation and the provision of cheap labour in the fishing, logging, and mining sectors are on the rise. There have been relatively few cases of human trafficking and people smuggling in Samoa, but trends in the region indicate this is likely to be an emerging challenge.

18. **Deportees -** There is concern both in government and in communities about criminal deportees sent back to Samoa - some with virtually no advance notice - mainly from the USA, but also from New Zealand and Australia. Many of these deportees have serious criminal records and some have a history of communicable diseases. Arising from this, there is understandable concern in Samoa about the disruptive and damaging effects such returnees could have on Samoan society. Risks and problems of assimilation are exacerbated by language difficulties and limited family or community links.

(ii) Loss of Revenue

19. Evasion of excise and other government duties through smuggling and over- and under-invoicing by importers is a problem in Samoa. While difficult to quantify, it constitutes one of the larger sources of lost government revenue, and is symptomatic of a wider national challenge of compliance in meeting taxation obligations. In addition transfer pricing, already a major problem in parts of the Pacific Islands region, is an emerging risk.

(iii) Biosecurity Issues

20. Samoa's experience with taro leaf blight in 1993, which destroyed its US$4 million taro export business, and with American Fowl Brood which harmed the local honey industry two years ago, has illustrated the importance of robust quarantine controls. More generally, over the years, invasive species have had devastating consequences for agriculture, biodiversity, and the protection of native species. There is also a large impact on disaster resilience and agriculture when, for example, invasive species block waterways and exacerbate flooding, or when invasive species outgrow native species after cyclone damage.

(iv) Health Risks

21. Health issues also present border security risks, with international travel and weak health systems in many countries contributing to the spread of pathogens and vector-borne diseases around the globe. Improved air links, and the prospect of direct flights from new points of origin, particularly in Asia, underline the need for strong health and quarantine security including Point-of-Entry screening, and a strong commitment to comply with International Health Regulations.

22. Pandemics have been a rising security threat world-wide, particularly Ebola, Zika, influenza and H1N1. Although there are a few to no detected cases of these diseases in Samoa, the attack rate and impact of an outbreak in the country would be catastrophic in the small population. This severity was observed in the 1918 influenza pandemic where there were 8,500 deaths (22 per cent of the population) attributable to influenza. A case in 2015 of an individual arriving in Samoa from a declared Ebola

zone demonstrated the need to have border management procedures to handle contingencies, with close coordination required both between agencies in-country, and with relevant international partners.

(v) Government actions on border security - background

23. Samoa has taken a number of steps in recent years to strengthen the handling of border issues. The National Border Committee, which brings together relevant agencies at CEO level, has been rejuvenated, and meets regularly to oversee and address border management issues. Further coordination is provided at the operational level by a number of interagency groups, several of which include representatives of airlines and of shipping companies. Day-to-day collaboration between agencies including the sharing of information is generally good, although on occasions key information does not reach front-line offices quickly enough.

24. Elements of the institutional framework for relevant agencies have undergone review in recent years, encompassing legislation, management plans, and operating procedures. Recent developments have included, for example, the updating of the Immigration Act, as well as the introduction of procedures for managing human trafficking. However there are significant gaps in other areas, and further work remains to be done. Securing sufficient funding for a suitable staffing structure in some agencies can be a challenge, meaning the retention of good staff can be a problem. Several agencies are currently undertaking staffing reviews.

25. Samoa works very closely with regional organizations on border security issues, facilitating exchanges of information and assessments, access to capacity building programs and other professional development opportunities, and the building of regional networks. These include the Pacific Transnational Crime Coordination Centre (PTCCC), the Pacific Immigration Directors Conference (PIDC), the Pacific Islands Legal Officers Network (PILON) - all of which are headquartered in Apia - the Forum Fisheries Agency (FAA) based in Honiara, the Oceania Customs Organization (OCO), based in Suva, and the Pacific Islands Chiefs of Police organization.

26. Samoa has some maritime surveillance capacity stemming from its membership of the

Forum Fisheries Agency and Australia's Pacific Maritime Security Program. The main components of the latter are provision of a Guardian-class patrol boat (the "Nafanua"), integrated aerial surveillance, and enhanced regional cooperation. The Nafanua is scheduled to be replaced soon by a new, upgraded vessel - part of Australia's program to provide 19 replacement patrol vessels regionally. This could provide a good opportunity to examine how to get maximize value from the patrol boat, Samoa's most significant border security asset, in performing security functions in Samoan waters.

27. Terrorism around the world demands concerted international responses, as well as effective and timely sharing of information. Samoa strongly supports relevant UN Security Council resolutions that aim to suppress terrorist activities, including their training, international movement, and financing. Samoan policy and legislation underpin its international obligations to help combat terrorism, as does its participation in relevant Pacific-region security initiatives.

28. Samoa is a committed and active member of a number of international standards bodies associated with tax, money laundering, and terrorism financing, and continues to modernize its legislation, incorporating appropriate protection to meet international standards. Samoa does not appear on any OECD or Financial Action Task Force (FATF) blacklists. Samoa was disappointed to be included in the EU's list of non-cooperative tax jurisdictions. Samoa has maintained an open dialogue with the EU and hopes to find a constructive way forward on this issue.

29. Effective inter-sectoral collaboration between the Ministry of Health, police, quarantine, customs and immigration and other partners responsible for point of entry screening is essential. The completion of the new terminal at the international airport, which includes for the first time a designated area where passengers can be assessed for health risks, provides a good opportunity to strengthen point-of-entry health security procedures. The new terminal has also provided Immigration and Customs with more space, facilitating more efficient screening of passengers and baggage. On infectious diseases, Samoa has adopted the International Health Regulations 2005 (WHO) framework and authority in its port health security procedures.

30. Revenue collection at the border is improving, even though more needs to be done to boost the compliance capacity at points of entry. In 2017/18 better border

management and compliance checks led to a 15% increase in collections by Quarantine Services in 2017/18. A 5% increase was also anticipated in the collection of non-tax revenues by the Ministry of Revenue as a result of stricter enforcement of border compliance monitoring. However improved scanning equipment is important for revenue collection and scanning for illegal goods more generally - the planned new equipment to scan containers at Apia port, will be a significant step forward, while the new scanners at the international airport are already proving valuable.

31. On deportees, Samoa has engaged bilaterally with sending countries and has participated in regional discussions and initiatives, including through PILON. In addition it has developed its own policy for handling deportees, and is developing new legislation addressing the issue. An NGO, the Samoa Returnees Charitable Trust, assists deportees to settle-in on return to Samoa and to start afresh. In addition Samoa is finding it useful to share experiences with other countries on deportee policy, particularly New Zealand. However concerns about deportees are yet to be resolved, and continued efforts are needed with the support of external and domestic stakeholders.

2. NATURAL DISASTERS AND CLIMATE CHANGE

32. Like much of the Pacific Islands region, Samoa is highly prone to repeated natural disasters such as cyclones, floods and tsunamis. In addition to the human toll and widespread damage, natural disasters historically have increased public debt. The statistics are stark. Samoa was hit by seven Category Four or Five cyclones between 1981 and 2016. Tropical Cyclones Ofa in 1990 and Val in 1991 between them caused estimated losses equivalent to four times GDP (World Bank 2015). More recently, in 2012 Tropical Cyclone Evan caused losses of US$210 million, or 30 per cent of GDP, and in 2009 the tsunami which followed a 8.1 magnitude earthquake caused 189 fatalities and destroyed over 20 villages. Expected average annual losses from cyclones and tsunamis are just over one per cent of Samoa's GDP (World Bank's 2016 "Pacific Possible" report). In addition to catastrophic events, Samoa is also affected by smaller-scale natural hazards, including seasonal king tides, and periodic droughts. Indications are that the situation could get worse, with a number of studies

predicting an increase in the intensity of cyclones.

33. The changing weather patterns giving rise to these increases in natural disasters are widely attributed to climate change, which is of grave global and regional concern. Pacific Island leaders recognize climate change as the biggest threat facing the region, with serious implications for sustainable development and the environment". Notably, the Pacific Islands Forum now has a single, integrated regional framework for climate change and disaster relief management - a global first - the 2016 Framework for the Resilient Development of the Pacific.

34. Samoa is highly vulnerable to the impact of climate change, with nearly 80 per cent of the population and much of the nation's infrastructure within a kilometer of the coast, often on very low-lying land. The effects of climate change on the environment and livelihoods can be far-reaching, including dislocation of coastal communities, increasing pressure on available cultivable land, impact on port facilities and tourism and other commercial enterprises. Food security increasingly is being compromised. Fishing and tourism-related livelihoods are vulnerable to the effects of coral bleaching, which can affect lagoon ecology, local fish stocks, and tourist attractions.

Government Responses

35. Samoa speaks up strongly in global and regional forums on climate change, particularly as a champion of small island states. At the 2014 UN Climate Change Summit, the Prime Minister spoke forcefully of the political, social and economic implications that climate change has for peace and security. The implementation of the SAMOA Pathway - agreed during the Small Island Developing States summit (SIDS) in Samoa in 2015 – provides for an integrated approach among member countries to meeting the Paris Agreement commitments on climate change and the 2030 Agenda Sustainable Development Goals.

36. Samoa has also played an important role internationally in highlighting the nexus between oceans and climate change, partly through its sponsorship of the "Blue Pacific" identity, which was endorsed by leaders at the Pacific Islands Forum hosted by Samoa in 2017.

37. Samoa hosts the pre-eminent regional organization on environmental matters, the Secretariat of the Pacific Regional Environmental program (SPREP). And it is a

partner in the Pacific Climate Change Centre - now under construction at the SPREP complex in Apia – which is likely to play an important role in enhancing awareness of the complexities of climate change.

38. The strengthening of disaster management and climate change resilience are given particular emphasis in the SDS. With the support of development partners, and within an overarching National Policy on Climate Change and the National Environment and Development Sector Plan, Samoa is implementing a solid program of infrastructure and other measures to mitigate and adapt to climate change. These include an increased use of renewable energy and reduction in its dependence on fossil fuel. Samoa has a multi-pronged strategy for building resilience, which includes rebuilding reserves and fiscal policy buffers. Samoa has also been successful in accessing global funds made available under the Paris Agreement, - for example, US$57 million from the Green Climate Fund for flood management.

39. Samoa's national disaster management response capability has developed substantially since the 1990s, and is well-coordinated, rapid and effective, guided by the comprehensive and up-to-date National Disaster Management Plan 2017-2020.

40. Based on the most reliable forecasts of long-term climate change trends, the future investment by Samoa in resilient infrastructure and other measures to mitigate and adapt to climate change will need to be substantial, as envisaged in current plans. Designs for new buildings, bridges, roads and other public infrastructure will need to take into account not just previous flood levels, but anticipate future levels. Mainstreaming adaptation and resilience across all ministerial planning and building codes is important. There is much to be done with limited funds. Government budgets are tight and will remain so. Accordingly, careful strategic planning and access to international climate finance will be critical if the cost of climate change projects are not to crowd out human development and other infrastructure funding.

3. CYBER SECURITY

41. The exponential growth in the use of ICT technology globally and the associated risks mean that all countries now need to give high priority to cyber security - to protect critical infrastructure, to combat cybercrime, and to guard against the inappropriate

use of social media. Global networking information systems make it easier for state and non-state actors to compromise national security and to target individuals and businesses.

42. The importance of cyber security is widely recognized, as shown most recently by the agreement by Commonwealth leaders at the London CHOGM in April 2018 to undertake national cyber risk assessments by 2020, to strengthen national cyber security strategies, and implement plans.

43. In the Pacific Islands region, with the rapid increase in digital connectivity and access to mobile phones, the cyber security challenge is heightened by the relatively limited capacity of small countries to respond to cyber threats.

44. Awareness of these issues is growing steadily in Samoa. There is increasing recognition of the need to safeguard major IT systems in government and the private sector, and to protect the community more broadly. There is a need to protect the National Broadband Highway, the government network linking offices throughout the country. Similarly, it will be important to protect personal information with the proposed electronic national ID system.

45. The needs are exemplified by instances of ATM fraud, or 'card skimming'; online fraud by overseas-based criminals soliciting large sums of cash from members of the public; and the lure of instant fortunes from highly unstable and often dubious crypto-currencies. The Central Bank has had to issue a number of warnings to the public to avoid various get-rich-quick scams.

46. Misuse of social media has also become a major concern, particularly at community level, with youth vulnerable to on-line pornography and cyber bullying. Another danger of social media is the spreading of anonymous, false and malicious information, which not only harms individuals but in extreme cases can have the potential to undermine confidence in government institutions. A further issue is the security of sensitive information, including border control documentation such as passports, and also personal data such as credit records and employment history.

47. The recent arrival of the Tui-Samoa submarine cable will undoubtedly bring great benefits to Samoa through substantially enhanced IT capability. Along with the benefits, however, the increased capacity brings with it greater vulnerability to cyber-

attacks, and a more urgent need for robust cyber security.

Government Responses

48. Samoa's Cyber Security Strategy 2016-2021 provides the framework for the future safeguarding of the nation against cyber threats. The implementation of the strategy is underway, a lengthy and resource-intensive task which includes the review of legislation, upgrading of capacity and safeguards, skills training and public awareness campaigns, and close coordination with the private sector. Important objectives are the establishment of a Cyber Emergency Response Team (CERT), and accession to the Budapest Convention on Cybercrime.

49. Given the globalised nature of cyber threats, cooperation internationally and regionally is particularly important. Samoa increasingly is participating in these efforts to address cyber challenges, and is benefitting from capacity development opportunities provided by bilateral and multilateral development partners. At the regional level, Samoa participates in several programs including PacSON (the Pacific Cyber Security Operational Network), which is developing a network of cyber security experts across the region; the Pacific Islands Law Officers' Network (PILON)'s Cybercrime Working Group; and Cyber Safety Pasifika, a cybercrime awareness and education program. Future membership of the Budapest Convention, once Samoa is able to meet the Convention requirements, will also bring with it significant capacity development opportunities.

50. Until key elements of the Cyber Security Strategy are put in place, Samoa's vulnerabilities on cyber issues will increase - timely and effective implementation of the strategy therefore is a high priority.

4. HUMAN SECURITY

51. Pacific Island Forum leaders have long recognized the importance of human security for communities, families and individuals. A principal objective of the 2104 Framework for Pacific Regionalism is **"security** that ensures stable and safe human, environmental and political conditions for **all".**

52. Human security is a broad concept, potentially covering many issues, but two stand out in Samoa as serious risks that, if not properly addressed, have the potential to have major national social and economic impact. They are gender-based violence and non-communicable diseases.

A. Gender-Based Violence (GBV)

53. In addition to the psychological toll on individual lives, insecurity from fear of crime, conflict and violence – particularly domestic violence – has a serious impact on development. The problem is severe in the Pacific region generally, and in Samoa. According to a 2017 UN Women report, the level of violence against women and girls in the region is amongst the highest in the world, with two thirds of women and girls affected.

54. While the data are insufficient and somewhat unreliable, there is no doubt about the scale of the problem and the trends in Samoa. The 2006 Family Health and Safety Study found that nearly half of all women surveyed between the ages of 15 and 49 reported experiencing physical and/or emotional and/or sexual violence from their intimate partner. As that report noted, apart from the effects of domestic abuse on women's health, there are multiple other effects, which can include financial cost, irregular attendance at work, low productivity, unwanted pregnancies, vulnerability to diseases, and acute and chronic mental illness. A more recent survey, The Family Safety Survey 2017, found that violence against women had risen from 46% in 2000 to 60% in 2017.

55. As in many other countries, gender-based violence has its roots in deeper social attitudes and traditions. As outlined in the 2015 Ombudsman's 'State of Human Rights Report', the current near-epidemic rate of violence against women is a form of discrimination caused by the systemic low status of women in Samoan society and their exclusion from decision-making processes.

Government Responses

56. Samoa has taken a number of steps to address GBV, with government agencies, communities and churches, and the Samoan Victims Support Group and other NGOs all contributing.

57. At the international and regional level, Samoa has ratified the Convention on the Elimination of all Forms of Discrimination against Women and Girls (CEDAW) in 1992, and is part of the Pacific Partnership to End Violence against Women and Girls, which runs from 2018 to 2022. The Samoan Attorney General chairs a Working Group in the Pacific Islands Legal Officers' Network (PILON) to improve the witness protection system in domestic violence cases.

58. National initiatives have included the Domestic Violence/Family Safety Act (FSA) 2013, updated in 2017, which provides for greater protection for families. The Crimes Ordinance 1961 Act was updated in 2009 to include new offences and stronger penalties for sexual and gender-based violence offences against women and children. The Domestic Violence Unit of the Police works closely with NGOs, focusing on abuse. The National Task Force to End Domestic Violence, established under the Law and Justice Sector with the Ministry of Women, Community and Social Development as the lead agency, takes anintegrated approach to addressing the issue, while Samoa's Gender Policy and National Plan for the Advancement of Women underlines a commitment to combat gender-based violence, specifically a more proactive government role in GBV prevention and victim protection and treatment.

59. Despite these efforts, family violence has reached unacceptable levels. A major study - the National Public Inquiry into Family Violence conducted by the Ombudsman's Office - was commissioned in 2016, and is due to report to Parliament in 2018.

B. Health Security

60. The World Bank's "Pacific Possible" report in 2017 identified two key risks that could significantly impact on growth and living standards in the Pacific over the medium to long term. The first risk identified was the non-communicable disease (NCD) crisis, which is affecting the lives of many Pacific Islanders (the second was climate change and natural disasters). The report identified unhealthy diets as the greatest risk factor for cardio vascular disease and diabetes-induced deaths, the two leading NCDs, and noted that the top seven most obese countries in the world are in the Pacific.

61. In Samoa, over 40% of deaths are attributable to NCDs, principally diabetes, coronary heart disease and strokes. While it is difficult to pinpoint statistics which have general acceptance, the overall picture for Samoa on diabetes is particularly alarming. The

"Pacific Possible" report estimates that as many as one in four Samoans may now suffer from some form of diabetes, which accounts for around fifteen percent of all deaths. It also reported that, even though physical activity of Samoans has increased in recent years, obesity continues to rise - with an estimated 54 % of the total population affected - that is more than four times the global average of 13%.

62. Apart from the cost to individuals in terms of suffering and life expectancy, and other social costs, there is a considerable cost to productivity and to the public purse. As a 2017 World Health Organization/Institute of Health Policy study found, NCDs, particularly diabetes and cardiovascular disease, account for 55% of total medical spending in Samoa (and are a major driver of costly overseas medical referrals, which benefits only a small proportion of the population). As the study identified, Samoa needs to substantially increase spending on essential NCD interventions.

63. The "Pacific Possible" report noted that the economic burden of NCDs is expected to increase significantly. Based on current trends, projections indicate that GDP in Pacific Islands countries could be between 5 and 9 per cent less by 2040 if the NCD crisis continues unabated. In addition NCD mortality will potentially reduce the labour force in the region by 9 to 30% in the same period.

64. In addition to NCDs, Samoa faces significant challenges to human security from communicable infectious diseases. Epidemics of re-emerging infectious diseases are on the rise (including lymphatic filiarsis, Chlamydia, syphilis, tuberculosis and leptospirosis) due to lapses in primary care and lack of prioritization of these diseases.

Government Responses

65. Responding to the NCD crisis requires urgent action, and, with many factors driving the rise in NCDs, a multi sectoral approach to prevention is essential. At the regional level, there is a comprehensive set of measures outlined in the NCD Road Map, jointly prepared by the Secretariat of the Pacific Community and several other development partners in 2014.

66. In Samoa, the Ministry of Health has led a comprehensive approach involving different arms of government together with communities, and government has legislated to discourage harmful habits - for example, by increasing excise on sugary drinks. In his budget speech in May 2018 the Minister of Finance said the Government's review of

the health sector had identified the growing incidence of NCDs as the most significant threat to the health of the people of Samoa, which was a critical issue now and into the future. He said the Government would continue to address this, including through an increased focus on making primary health care more accessible.

67. A new policy on NCDs is being developed by government, with the Ministry of Health as the lead agency. Given the human and economic consequences at stake, this initiative merits strong whole-of-government support.

68. On infectious and communicable diseases, Samoa has a multi-pronged approach which includes public health information campaigns and vaccination strategies, and works closely with development partners.

C. ENABLING ENVIRONMENT AND CAPABILITIES

69. National security threats are constantly evolving and will present an increasingly complex set of challenges. The task of preparing for and dealing with these challenges requires a coherent set of enabling conditions. The Government is committed to maintaining and further developing the following capabilities in relation to the management of national security risks:

(1) A highly trained and well-resourced workforce

70. A frequently heard comment in Samoa is that, to the extent there are shortcomings in government service delivery, the cause is not so much a lack of strategic and other plans, but rather poor implementation, a major cause of which is resource constraints.

71. The 2016 UNODC report on transnational crime in the Pacific found that a large number of states and their personnel lacked adequate knowledge, skills and capacity to carry out their duties effectively. Strong capacities are important both to identify and counter transnational criminal activities, and to engage in cross-border cooperation efforts at the regional and international levels, especially at maritime borders, seaports and airports. To do their jobs, Samoa's frontline agencies, which are responsible for dealing with multiple security challenges, must be equipped with the requisite training, skills and qualifications.

72. Adequate and fair remuneration levels and coherent career paths provide a strong incentive for trained and qualified personnel to update their skills and to perform at a professional level. They also make personnel less susceptible to temptations such as bribery that allow organized crime to infiltrate and gain a grip on front-line agencies, as seen in many countries.

(2) A robust and modern technological capacity

73. Staff of frontline services including immigration, quarantine, police, and customs needs access to up-to-date technological surveillance and preventative systems such as X-Ray machines, anti-cybercrime protection software and technology, as well as health diagnostic and quarantine facilities to perform their roles. Protecting Samoa's financial sector and public and private online data will also require up-to-date systems that will help them to keep ahead of rapidly evolving threats.

(3) Strong inter-agency collaboration and sharing of information

74. The changing and complex nature of many security threats and multiple crosscutting issues require a whole of government response, with more fluid inter-agency collaboration. Combating drug trafficking, for example, usually involves cooperation between police, customs, immigration, health and quarantine agencies, and potentially others - for example the police maritime wing, or the postal service which may encounter attempts at concealment through the mail. Collaboration with other stakeholders is also vital, including for example the development of MOUs between government bodies and the private sector to enhance information sharing for national security purposes.

75. There are various ways to strengthening this collaboration, such as joint exercises and training, and improved communications systems between personnel from different agencies. Most importantly, leaders should foster and reward a culture of sharing information and working closely with other agencies.

(4) Effective collection and use of data

76. As many potential threats are often gradual or emerging, such as NCDs and crime levels, there is a need for regular monitoring and surveillance, involving longitudinal data and cyclical surveys and reporting. Data can support policymaking, help relevant

agencies adopt appropriate strategies and know where to allocate adequate resources to make early, effective, interventions.

77. The lack of good quality data is a widespread problem in the Pacific Islands region, whether it relates to crime, socio-economic issues and livelihoods, the economy, or to climate change. UNODC has noted that the significant gaps in data and information are a fundamental problem in developing effective and evidence-based responses to trans-national organized crime in the Pacific. In a similar vein, the Forum Economic Ministers Meeting (FEMM) in April 2018 underlined the need for member countries to devote more resources to build statistical and reporting capacity for evidence-based economic policy and analysis.

78. In Samoa, the police and some other government agencies are making good progress in upgrading data, but overall there are major shortcomings. The challenge in the socioeconomic sphere was outlined in the landmark 2015 State of Human Rights Report by the Ombudsman's Office which said that the collection, analysis and dissemination of comprehensive data disaggregated by sex, age, village, disability, socio-economic background etc. must become regular practice in Samoa. Samoa is doing relatively well however in the quality of its economic data, with the IMF noting in June 2018 that Samoa is one of the most advanced nations in the Pacific in this regard.

(5) Up-to-date legal and other frameworks

79. The unpredictable, evolving and multi-level nature of many issues necessitates a robust and responsive legal framework. New or emerging trends in trans-national organized crime, such as drug trafficking or cybercrime, require new legal responses to close any potential loopholes – weak or outdated legislation limits the ability of the police and legal system to prosecute and deter future offending. For effective common responses to security challenges in the region, Samoa's legal codes should conform to international norms and standards and be consistent with other countries in the region.

80. Much good work has been done in Samoa to update national pans, policies, and legislation. However, and significant gaps remain. Government will therefore undertake an audit of policy and legislation.

(6) A resilient and stable economy.

81. A healthy economy is pivotal to maintaining social cohesion by providing equitable economic and employment opportunities as well as providing quality social services to all citizens. A strong economy provides the means for building resilience to unpredictable external shocks, such as natural disasters or global financial crises, and for recovery. It is also essential to the provision of adequate resources to agencies that have major responsibilities for national security, such as border agencies.

82. Prudent fiscal management is essential to this. Deficits must be manageable, transparent, and low enough to create fiscal space to respond to shocks, while leaving adequate funding for development priorities. The Samoa Development Strategy (SDS) aims to restrict the fiscal deficit to no more than 2% of GDP and the public debt level to no more than 55%. The Government is committed to fiscal responsibility, and has made strengthening of debt management a priority, with the debt management strategy anchored on a target of 50% of GDP (which is just above the current level). It has also implemented a fiscal rule that any new financing must at a minimum have a concessional component of 35%. Nevertheless the IMF (Article iv consultations in the first half of 2018) considers Samoa remains at high risk of external debt distress, and has called for reduction of public debt to a more sustainable level.

(7) An effective and independent foreign policy and strong engagement with key external partners.

83. In many different ways, Samoa has punched above its weight, and continues to do so – in terms of its voice in regional and international affairs; and in terms of the leadership it has shown on a number of issues central to its interests. A network of diplomatic missions abroad (New York, Brussels, Canberra, Wellington, Auckland, Beijing, Tokyo) amplifies that voice and plays an important role in defending and promoting Samoa's interest internationally.

84. Samoa's relationship with its development partners is critical, with development cooperation accounting for a significant proportion of Samoa's GDP. In addition to project aid and loans, Samoa also receives regular budget support. Principal bilateral development partners are Australia, New Zealand, China, Japan, the European Union and the United States. Multilateral development partners include the World Bank, the

ADB, and UNDP and a range of other United Nations organizations such as the WHO, the FAO, the ILO and UNESCO.

85. Government works hard to put development assistance to the best possible uses so as to build a more sustainable and resilient economy in line with national and regional priorities. It therefore targets assistance carefully and does everything it can to optimize its effectiveness and efficiency.

86. Under the Framework for Pacific Regionalism, Samoa has committed to a set of legally binding common rules, standards and institutions to foster regional integration and cooperation on common objectives of economic growth, sustainable development, governance and security.

87. Samoa is a strong supporter of efforts underway by the PIF to develop a comprehensive regional security declaration - "Biketawa Plus" - that is likely to be put to the Forum Leaders Meeting in Nauru later in 2018. The proposed declaration will embrace an expanded concept of security including human and environmental security. Among other things, "Biketawa Plus" is likely to recognize that Forum members are the principal security partners in determining the region's security priorities and action, and to commit to greater and more frequent consultation between members on regional security issues. It is also likely to support development by members of national security strategies and aligning them across the region, recognizing that strengthened national security makes a significant contribution to broader security and stability in the Pacific.

88. Samoa has committed to a number of international treaties and conventions to make the world safer, more secure, and better-governed. These obligations are reflected in national policy and legislation.

(8) Strong collaboration between government and the community

89. The erosion of traditional values is a widespread concern in Pacific Island countries. In Samoa, however, the fa'asamoa continues to be a fundamental national strength, and debate focuses more on the balance between traditional ways, and the requirements of a modern economy and system of justice. There have been instances, for example, of courts ruling against certain types of punishment meted out to individuals by village councils. As noted in the Ombudsman's report on human rights, 'over the decades the

Property of the Government of Samoa: Ministry of the Prime Minister & Cabinet

authority of village councils has played a vital role in maintaining and preserving peace, harmony, security and stability through customary law and traditions ..the weaving together of fa'asamoa and human rights principles will make a stronger and more harmonious society.'

90. Pacific Island Forum members have consistently placed high value on cooperation between government, civil society, faith-based organizations, the private sector, and communities to address the threats to human security. Frequent and open communication between these groups and government is vital, and enables citizens, vulnerable groups and their organizations to participate in the preparation of reforms, laws and processes that directly affect their lives and security. In Samoa, communities including village councils, church and youth groups, and women's committees contribute to matters of national and local importance. Village councils are empowered by the Village Fono Act (1990) to make and administer by-laws for the regulation of village activities and to punish those who break them.

91. The number of NGOs in Samoa has increased in recent years, with most focusing on issues such health, environment, domestic violence, poverty and livelihood.

92. Awareness campaigns through social media, television and radio and in schools and universities also perform a vital role in tackling issues such as public safety, drug and alcohol abuse, domestic violence, public health risks, and disaster management

(9) Good governance, transparency and accountability, and observance of human rights

93. National security and good governance are interdependent. Essential ingredients of good governance include a culture of accountability and transparency, separation of powers and the observance of fundamental human rights. To a large degree, Samoa's international reputation hinges on the ways in which it deals with human rights and human development, as well as issues such as terrorism financing, money laundering, and the probity of off-shore finance centres.

94. Samoa has relatively robust governance systems in place, with an independent judiciary, parliament, and strong accountability institutions such as the Auditor General's office and the Ombudsman's office, which now includes the National Human Rights Institute.

95. Samoa is committed to the protection of human rights. Following the Second Universal Periodic Review of Samoa in 2017 under the auspices of the UN Human Rights Council, Samoa will strengthen internal mechanisms and institutions to allow it to meet its obligations under human rights treaties and obligations. In 2017, a Human Rights Council expert group visited Samoa to examine the state of women's rights, the first time a Pacific Islands country had opened its doors to this body.

96. The media and civil society have important roles to play in educating the community and policy makers on issues of concern, maintaining policy scrutiny, and promoting responsible and responsive government. Samoa ranks relatively highly in global surveys of press freedom.

APPENDIX 2

KEY GOVERNMENT MINISTRIES AND AGENCIES

Below are the key Government ministries and agencies most relevant to the NSP, with a brief description of their role in relation to national security.

Ministry of Prime Minister and Cabinet (MPMC)

Provides overall coordination of policy development and plays a key role in shaping Samoa's responses to emerging issues. Chairs the National Border Committee (NBC), a CEO-level mechanism which coordinates all matters relating to Samoa's borders. Will chair the new National Security Committee, which will replace the NBC. The Ministry also supervises the Immigration Service and the Transnational Crime Unit (see below).

Police Service

The Police Service's key role in enforcement, crime prevention, investigation and intelligence gathering and putting together briefs of evidence for prosecutions means that it is involved in a wide range of matters relating to national security, whether they relate to infringements at the border or security incidents more generally.

The Maritime Wing of the Police Service is responsible for the operation of Samoa's patrol boat, the Nafanua, which is tasked with patrolling Samoa's waters.

Transnational Crime Unit (TCU)

The Transnational Crime Unit, which administratively is part of MPMC, is a composite body drawing personnel from the Police Service and border agencies including Immigration and Customs. It plays the central role in gathering and disseminating intelligence relating to all forms of transnational crime.

The TCU is one of 19 TCUs in Pacific Islands Countries which work closely with the Pacific Transnational Crime Coordination Centre (PTCCC).

Immigration Service

The Immigration Service, under the oversight of the Ministry of Prime Minister and Cabinet, is the key agency for managing Samoa's borders and determining the status of non-citizens in Samoa, including screening arrivals to and from Samoa for potential criminal or health risks. It also has the primary role in managing issues such as the repatriation and removal of non-citizens.

Attorney General's Office

The Attorney General's Office is responsible for the provision of legal advice to the government, the administration of the justice system, and for upholding Samoa's human rights laws and commitments. It is responsible for the prosecution service, which works with the Central Investigation Department (CID) of the police. It also reviews and drafts legislation.

The Attorney General's Office works closely with the Pacific Islands Law Officers Network (PILON), which provides a forum for addressing law and justice issues common to the Pacific Islands countries. The PILON Secretariat is located in Apia in the Attorney General's Office.

Ministry of Foreign Affairs and Trade (MFAT)

MFAT is responsible for Samoa's bilateral and multilateral relationships, engagements and commitments, as well as its relationship with the United National and other international organizations.

In the case of border or other crimes and incidents involving foreign nationals, MFAT has a role in liaison with the country or countries involved. It also has responsibilities in relation to Samoa's reporting and compliance obligations for international treaties, conventions and other commitments.

Samoan Customs Service

The Customs Service has a front-line presence at Samoa's airports, seaports and national post office, and plays a key role in detecting the arrival of illegal goods at the border, such as narcotics and weapons, as well as smuggled goods. The Customs Service is part of the Ministry of Revenue, and is responsible for collection of revenue at the border on dutiable goods.

Samoan Quarantine Service (SQS)

The Quarantine Service, under the oversight of the Ministry of Agriculture and Fisheries (MAF), plays a key role in preventing the introduction and spread of unwanted agricultural pests and diseases. It is also responsible for regulating the importation and use of pesticides. The Quarantine Service has a full-time presence at key entry points for people and cargo, as well as the national post office.

The Samoa Airport Authority (SAA)

This government corporation is a key parts of Samoa's border security architecture, and is responsible for security of the facilities at Samoa's airports. The Ministry of Works, Transport and Infrastructure (MWTI) is the regulator of SAA.

The Samoa Ports Authority (SPA)

This government corporation is a key parts of Samoa's border security architecture, and is responsible for security of the facilities at Samoa's ports. The Ministry of Works, Transport and Infrastructure (MWTI) is the regulator of SPA.

Ministry of Health (MoH)

The Ministry of Health has responsibility for regulating the health sector, and providing the government with advice on strategy, administration, and policy and planning for health services. The National Surveillance and International Health Regulations Division provides public health surveillance services both on a national and international level, and is responsible for global disease outbreaks and for overseeing the response to imminent outbreaks of infectious diseases.

National Health Service (NHS)

The NHS is the main government provider of health services for Samoa, and operates all the hospitals and health centres.

Ministry of Communication and Information Technology (MCIT)

MCIT is the key agency responsible for cyber security, and convenes the National ICT Steering Committee (NICT). The NICT is tasked with leading the coordination and the implementation of the cyber security strategy and its implementation. MCIT works closely with the Samoan Police Service and the Transnational Crime Unit, as well as the Central Bank and International Finance Authority. The key Sectoral Policies are the National

Cybersecurity Strategy 2016-2021 and the Communications Sector Plan 2017/18.

Ministry of Women, Community and Social Development (MWCSD)

MWCSD is the lead ministry for combating gender based violence (GBV). The task of preventing and dealing with GBV entails a multi-sectoral approach, with the Ministry of Justice and the National Police Service also key agencies. The Crime Prevention Task Force and the PILON Sexual Gender Based Violence Working Group, which operate within the Law and Justice Sector, have also been tasked with combating GBV. Key sectoral policies are the National Policy for Gender Equality 2016-2020, the Law and Justice Sector Plan 2016-2020, and the Crime Prevention Operating Strategy 2016-2020.

More generally, MWCSD plays a key role on community security issues within the framework of the Law and Justice Sector, along with the Ministry of Justice and Courts Administration, the Attorney General's Office, the Police Service, and the Prisons and Corrections Service.

The Ministry of Natural Resources & Environment (MNRE)

The MNRE is the lead agency on combating climate change, environmental protection and conservation, although responsibility is spread across all sectors. Key Sectoral Policies are the Environment and Development Sector Plan 2013-2016 and the Biodiversity Strategy and Action Plan 2015 – 2020.

NATURAL DISASTERS AND EMERGENCIES

The key roles, responsibilities and reporting lines in the case of an emergency are set out in the National Disaster Management Plan 2017-2020, in accordance with section 9 of the Disaster and Emergency Management Act 2007.

The power of the Prime Minister to declare a state of emergency in the case of war, external aggression, internal disturbance or natural catastrophe is set out in Part X, section 105 the Samoan Constitution. The key bodies are as follows:

National Disaster Council (NDC)

The National Disaster Council is the key body responsible for national disasters and emergencies such as floods, cyclones or chemical spills. The Prime Minister, as Chairperson of the NDC, has control of the disaster situation. The role of the NDC during

disaster response is to provide strategic direction and decision-making as required.

The operational decision making and co-ordination of response activities remains the responsibility of the response agencies, under the leadership and co-ordination of the Chairperson of the Disaster Advisory Committee, DAC, with technical support from the Disaster Management Office. The lead agency is the Ministry of Natural Resources and Environment (MNRE).

APPENDIX 3

List of consultations

1. Asian Development Bank
2. Attorney General
3. Audit Office of Samoa
4. Central Bank of Samoa
5. Community Consultations Savaii (Village Mayors, Community representatives)
6. Community Consultations Upolu (Village Mayors, Community representatives)
7. Customs (Ministry for Revenue)
8. Development Bank of Samoa
9. Electric Power Corporation
10. Food and Agriculture Organization
11. Immigration (Ministry of the Prime Minister & Cabinet)
12. International Labor Organization
13. Land Transport Authority
14. Legislative Assembly
15. Ministry for Public Enterprises
16. Ministry of Agriculture and Fisheries
17. Ministry of Commerce, Industry and Labour
18. Ministry of Communication, Information and Technology
19. Ministry of Education, Sports and Culture
20. Ministry of Finance
21. Ministry of Foreign Affairs and Trade
22. Ministry of Health
23. Ministry of Justice & Courts Administration
24. Ministry of Natural Resources and Environment
25. Ministry of Women and Social Development
26. Ministry of Works, Transport and Infrastructure
27. National Border Committee Members
28. National Disaster Management Office
29. National Health Service

30. National University of Samoa
31. Oceania Customs Organization
32. Pacific Immigration Directors Conference
33. Pacific Islands Forum Secretariat
34. Pacific Islands Law Officers Network
35. Pacific Transnational Crime Co-ordination Centre
36. Police Commissioner (Ministry of Police)
37. Public Service Commission
38. Quarantine (Ministry of Agriculture and Fisheries)
39. Samoa Airport Authority
40. Samoa Airways
41. Samoa Australia Police Partnership
42. Samoa Chamber of Commerce
43. Samoa Council of Churches
44. Samoa Farmers Association
45. Samoa Fire and Emergency Services Authority
46. Samoa Housing Corporation
47. Samoa International Finance Authority
48. Samoa Land Corporation
49. Samoa Maritime Security Advisor
50. Samoa Police Service
51. Samoa Ports Authority
52. Samoa Post Office
53. Samoa Prisons and Corrections Services
54. Samoa Qualifications Authority
55. Samoa Shipping Corporation
56. Samoa Shipping Service
57. Samoa Umbrella of Non-Government Organizations
58. Samoa Victim Support Group
59. Samoa Water Authority
60. Secretariat of the Pacific Regional Environment Program
61. Transnational Crime Unit, ICA & Immigration Samoa
62. United Nations Development Program

63. United Nations Office on Drugs and Crime
64. Unit Trust of Samoa
65. University of the South Pacific
66. World Bank Office in Samoa
67. World Health Organization

APPENDIX 4

Acronyms

Acronyms	Name in Full
ADB	Asian Development Bank
AG	Attorney General's Office
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
CERT	Computer Emergency Response Team
DAC	The Disaster Advisory Committee
DFAT	(Australian) Department of Foreign Affairs and Trade
DMO	Disaster Management Office
FAO	Food and Agricultural Organisation
FFA	Pacific Islands Forum Fisheries Agency
GBV	Gender Based Violence
GDP	Gross Domestic Product
ILO	International Labour Organisation
MAF	Ministry of Agriculture and Fisheries
MCIL	Ministry of Commerce, Industry and Labour
MCIT	Ministry of Communication, Information and Technology
MFAT	Ministry of Foreign Affairs and Trade
MFR	Ministry for Revenue
MJCA	Ministry of Justice and Courts Administration
MNRE	Ministry of Natural Resources and Environment
MOF	Ministry of Finance
MOH	Ministry of Health
MOP	Ministry of Police
MPMC	Ministry of the Prime Minister and Cabinet
MWCSD	Ministry of Women, Community and Social Development
MWTI	Ministry of Works, Transport and Infrastructure
NBC	National Border Committee
NDC	National Disaster Council
NHS	National Health Services
NSC	National Security Committee
NUS	National University of Samoa

OCO	Oceania Customs Organisation
OMCG	Outlaw Motorcycle Gangs
OOTR	Office of the Regulator
PaCSON	Pacific Cyber Security Operational Network
PICs	Pacific Islands Countries
PICP	Pacific Island Chiefs of Police
PIDC	Pacific Immigration Directors' Conference
PIF	Pacific Islands Forum
PILON	Pacific Islands Law Officers' Network.
PSC	Public Service Commission
PTCCC	Pacific Transnational Crime Coordination Centre
SBS	Samoa Bureau of Statistics
SDG	Sustainable Development Goals
SDS	Strategy for the Development of Samoa
SFESA	Samoa Fire and Emergency Services Authority
SLRC	Samoa Law Reform Commission
SPA	Samoa Ports Authority
SPREP	Secretariat of the Pacific Regional Environment Programme
TCU	Transnational Crime Unit
TOC	Transnational Organised Crime
UNDP	United Nations Development Programme
UNODC	United Nations Office on Drugs and Crime
WHO	World Health Organisation