

Terminal Evaluation of the Increased Political Participation of Women in Samoa (IPPWS) project

Final Report

September 2016

Disclaimer

“This report has been prepared with the financial assistance of UNDP. The views expressed herein are those of the consultant and therefore in no way reflect the official opinion of the United Nations”

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Abbreviations	
ARR	Assistant to the Resident Representative
CBO	Community-based Organisation
CC	Community Conversation
CSO	Civil Society Organisation
EQ	Evaluation Question
GoS	Government of Samoa
MCO	Multi-Country Office
MDG	Millennium Development Goals
MFA	Ministry of Foreign Affairs
MoF	Ministry of Finance
MoWCSD	Ministry of Women, Communities and Social Development
NGO	Non-governmental Organisation
NSA	Non-State Actor
OCLA	Office of the Clerk of the Legislative Assembly
PB	Project Board
ProDoc	Project Document
RR	Resident Representative
SDG	Sustainable Development Goals
SDS	Strategy for the Development of Samoa
ToRs	Terms of Reference
UNDP	United Nations Development Programme
UNOPS	United Nations Office for Projects and Services

UNW	UN Women
VAW	Violence Against Women

EXECUTIVE SUMMARY

Relevance

The Project has been highly relevant to UNDP and UN Women policies and priorities, and is aligned with the overall strategies and outcomes indicated in the UNDP and UN Women plans at regional and country level. The initiative has also been relevant to country policies, being focused – among others – on the implementation of the 2103 constitutional amendments, and to which envisaged actions have provided substantial contributions. The project was mainly designed at UN offices, but has taken into due account contributions from stakeholders. The withdrawal from the IPPWS of the designated implementing authority – the MoWCSD – has somehow deprived it from direct, official links with the government; this has however not impacted on the relevance and effectiveness of IPPWS thanks to the broad range of partners and stakeholders involved and to its intention to target all layers of the Samoan public.. The articulation of the outputs is comprehensive; the repartition of activities under Output 1 among several implementing agencies according to competencies is to be particularly praised. Finally, the project has been fruitfully implemented in cooperation with the UNDP Pacific Centre especially for activities related to parliamentary support.

Efficiency

Project implementation has been smooth, with some minor delays. The management structure was robust and well articulated. The management has been quite exemplary, with optimal control over implementation timing. Reporting arrangements were respected; reporting was timely, very informative and punctual. M&E was conducted in an accurate way and comprised ad hoc activities as well a continuous monitoring of media. Finally, the use of resources has been good, with reasonable unit costs and timely disbursements.

Effectiveness

The expected objectives were achieved in a very satisfactory way despite tight implementation schedule, number of activities and proximity to the parliamentary elections. The project enabled the discussion on women political participation at all levels of the population, and opened the path to openly discuss themes which previously were not commonly treated, such as financial and societal constraints preventing women (and men as well) from access to politics. Women candidates were provided with a rich set of tools and knowledge about parliamentary work, campaigning and other issues; moreover, through participation in media events, they had the opportunity to be in contact with their constituencies. The public at large was offered the chance to learn about the democratic process of elections, to reflect and discuss on the role of women in the political life of the country, and more in general start thinking on the position of women in Samoa. Finally, for

implementing partners working on community outreach, IPPWS was an excellent opportunity to build or consolidate networks at community level and deepen up knowledge of the context.

Sustainability

The project was surely in line with Samoa's policies although very limited support was provided by Government bodies. Many are the reasons for limited political participation of women in the country and more work needs to be carried out. The designated Government partner in the country is the MoWCSD, which is currently elaborating a plan to support among others women participation in the political life.

It is hoped that any further action will take into due consideration the results, tools and knowledge developed in the IPPWS, and that UN agencies will be involved in the design, planning and implementation of next steps, in view of the unique set of resources and expertise available at country and regional level.

1. INTRODUCTION

1.1 BACKGROUND

Samoa is a Pacific island country, with less than 200,000 people residing on two main islands, approximately 3,000 km from New Zealand, and 4 000 km from Australia.

Samoa is a democratic country which became the first Pacific Country to become independent in 1962 and has enjoyed political stability ever since.

Gender aspects are mixed. Samoa has ratified the UN Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) in 1992. The implementation framework for CEDAW defined the gaps mainly in the area of legislation in order to best address the specific needs of women and ensure the elimination of discriminatory practices.

Equal numbers of girls and boys attend primary school, and girls are slightly over-represented in secondary education. Nevertheless, women make up only slightly less than 40% of the paid workforce. Samoan studies found that more than 50% of all women had experienced some form of domestic violence.

Women have equal rights as men under the constitution and statutory law, including under family, labour, property, nationality, and inheritance laws.

A 2013 constitutional amendment requires that parliament include at least five female representatives, starting from the next general election in 2016. If women do not win five parliamentary seats in the next election, the amendment provides for the addition of up to

five seats to the 49 to be filled by the five female candidates who received the highest number of votes.

1.2 SOME DATA ON THE PROJECT

The IPPWS has been conceived as a joint programme based on the expertise, networks and experience of both the United Nations Development Programme (UNDP) and UN Women, in partnership with the governments of Samoa and Australia, and with the support of a number of local partner organisations.

General Outcome:

Increased women's participation in politics through more extensive and effective representation in the Samoa Parliament.

Specific Outcomes:

- i) Increased participation of women as voters in the General Elections in 2016.*
- ii) Increased number of women running as candidates in the 2016 General Elections.*
- iii) Seven (7) women elected as members of Parliament in 2016*

The main structure of the project is recapitulated below.

Areas	Outputs	Activities
1. Facilitating space for discussion and awareness at a community level on the importance of women's participation in politics, gender equality and good governance	Outreach and Advocacy on increased political participation of women	<ul style="list-style-type: none"> a) Ensure that everyone in the community is aware that all matai titled women have the right to contest elections and b) Educate voters on the importance of supporting women candidates
2. Building the capacity of women in parliamentary processes and procedures in preparation for the elections	Working with political parties	<ul style="list-style-type: none"> a) inform the political parties about the implications of the constitutional amendment on party policies. b) Sought commitment of the parties to increase the membership of women within their parties c) Strengthen internal party governance especially to engage more effectively on gender equality

		and women's rights issues.
3. Working with political parties by making information and analysis available as well as strengthening internal governance processes to support women candidates, gender equality and women's rights	Capacity Building for women candidates	
4. Providing post-election mentoring support to all members of parliament on activities including responsive budgeting and the preparation of gender-sensitive legislation	Mentoring and support for MPs on Gender	

The IPPWS is jointly funded by the Australian Government through DFAT, UNDP and UN Women. Implementing partners of the initiative were: MCO, Ministry of Finance and UNDP Pacific Centre, whereas responsible parties were: Ministry of Foreign Affairs and Trade¹; Ministry of Women, Community and Social Development.

The project duration was originally from April 2015 to August 2016; an extension was granted for continuing services until 31 December 2016.

In the Project Document, the Results and Resources Framework provides Output Targets, Indicative Activity Results and the Resources Inputs for each output as follows.

Outputs	# Indicative Activities/Action	Participating Agency	Inputs
1 Education and Outreach on increased political participation of women.	Originally 8 then reduced to 7	UNWomen	US181,700
2 Working with political parties.	3	UNDP	US107,110
3 Capacity building for women candidates	4	UNDP	US95,000
4 Mentoring and support for members of Parliament on	3	UNDP	US97,000

¹ Active at the beginning of the project.

Gender			
Total			USD 480,810

1.3 STRUCTURE OF THE REPORT

The report is structured in accordance with the OECD DAC requirements for evaluations.

The Introduction briefly summarizes the action.

Section 1 contains some background information and provides the basis for report users to understand the logic and assess the merits of the evaluation methodology and understand the applicability of the evaluation results.

Section 2 describes the evaluation scope and objectives and provides an explanation of evaluation criteria and questions.

Section 3 resumes the evaluation approach and methodology, especially related to data sources, data collection procedures and instruments, performance standards, stakeholder engagement, ethical considerations, background information on evaluator, major limitations of the methodology.

In Section 4 – Findings, we discuss main findings in relation to each evaluation criteria.

Section 5 will discuss the main lessons learnt, conclusions and recommendations emerging from the project experience.

2. DESCRIPTION OF THE INTERVENTION

2.1 WHAT IS BEING EVALUATED

The **purpose** of this terminal evaluation is– as understood by the Consultant - to assess the project's outcomes based on the OECD/DAC evaluation criteria. The evaluation provides an opportunity to ensure accountability to partner countries, donors and other key stakeholders. The evaluation will be also useful to provide insights for possible continuation of the actions.

This evaluation will assess progress towards the outcomes, factors affecting them, key UNDP contributions to the expected outcomes.

2.2 LINK OF THE INTERVENTION TO UNDP AND UN WOMEN PRIORITIES

Being a joint exercise, the IPPWS is aligned with both UN and UN Women UNDP strategic priorities, enshrined in related documents.

The project was guided by the United Nations Development Assistance Framework (UNDAF) for the Pacific Region 2013-2017, which provides the legal framework between Government of Samoa and UN agencies). In particular, IPPWS is related to *Outcome 2: Gender Equality, with the aim of fostering gender equality, women's political and economic empowerment and participation, and enhance safety for women and children across the Pacific.*

The ProDoc mentions its link to UNDAF Outcome 2. 1: *National governance systems strengthened to promote accountability, gender equality, inclusiveness and protection.* This sentence however was not found in the above mentioned UNDAF.²

The ProDoc makes explicit references to the links of this project with the UN Joint Gender Programming Framework for Samoa 2015-2017, of which it addresses thematic area (ii) Key partners

The two UN agencies involved were UNDP and UN Women. Support and technical expertise was also provided by the UNDP Suva Office when there was a need to do so.

From an organisational perspective, Samoa falls under the umbrella of UN Women's Fiji Multi-Country Office (MCO) based in Suva. The MCO covers 14 Pacific Island Countries and Territories (PICTs). Its work on gender equality and women's empowerment in the Pacific is carried out through four key programmes:

² The UNDAF consulted by the evaluator states the following: *Outcome 2.1: By 2017, all women and girls, men and boys will contribute to national development and citizenship through opening channels to decision making, improved access to social services, strengthened livelihoods and greater economic security; and, together with children and other vulnerable groups, benefit from strengthened protection systems that respond to and prevent violence against them, in line with international standards.*

- Women's Economic Empowerment;
- Ending Violence Against Women;
- Advancing Gender Justice in the Pacific;
- Increasing Community Resilience through Empowerment of Women to Address Climate Change.³

At the operational level, the project envisaged partnerships between the UN Agencies and a number of implementing partners. Such partnerships included UN Women, Ministry of Women, Community & Social Development working with the following non-Government organisations: Samoa Ala Mai, National Council of Women, Samoa Umbrella of NGOs (SUNGO); The National University of Samoa-Centre of Samoan Studies; Fiona Collins Production, and the Office of the Electoral Commissioner.

For other activities, the IPPWS worked closely with the Office of the Speaker of the Samoa Parliament, the Office of the Clerk of the Legislative Assembly (OCLA), the Office of the Lands and Titles Court and the Ministry of Women, Community and Social Development. Synergies out of these partnerships provided the engine which propelled IPPWS through the 12 months of action and activities from June 2015 to July 2016.

All the above-mentioned entities were partners of the project and have either directly implemented the project, contributed to its implementation, or oversaw its implementation.

2.3 SCOPE

This evaluation will cover the entire period of implementation of the project. The IPPWS programme was designed to begin in April 2015 and to be completed by September 2016. However, in August 2016 a decision was made by the Project Board (PB) to extend the project until December 2016 in order to complete some essential activities, aimed at supporting the sustainability of activities initiated during the course of the project.

2.4 EVALUATION CRITERIA

The criteria used in this evaluation have been provided in the ToRs (i.e. **relevance, efficiency, effectiveness, sustainability**) and refer to the main OECD-DAC criteria with the exclusion of impact, the proper assessment of which is premature at this stage of implementation.

The consultant has paid particular attention to the critical analysis of available data in order to assess the evaluability of specific project components, through the following steps:

- i) Study the project history, design, and operation;

³<http://asiapacific.unwomen.org/en/countries/fiji>

- ii) Determine the project's capacity for data collection, management, and analysis;
- iii) Assess the extent to which the project reached its goals and objectives.

2.5 EVALUATION QUESTIONS

The evaluation questions have been elaborated following the indications provided in the ToRs and the project document. They have been discussed and confirmed with the MCO and UN Women staff during the field mission.

Each key question is presented together with a rationale where the hypotheses to be fulfilled are explained, and sub-questions and corresponding indicators that have been used to answer them are presented. Evaluation criteria, data sources, methods for data collection and analysis are specified for each question including possible limitations and risks concerning data collection and data quality. All this information is included in the **evaluation matrix**, presented under Section 3.4.

3. EVALUATION APPROACH AND METHODOLOGY

The guiding principle in conducting the evaluation exercise has been wherever possible the use of participatory approaches, where relevant stakeholders are involved in the identification of main issues to be evaluated, which will constitute the evaluation *foci*.

The tight timing of the field mission and the unavailability of some stakeholders have to some extent posed a limitation in the implementation of this approach.

3.1 DATA SOURCES

The sources of information utilised for this report have been:

- UNDAF for the Pacific Region 2013-2017;
- Pacific Multi-Country UNDAF Action Plan;
- UN Women regional plans;
- Other UNDP documents;
- Project documents;
- Project outputs;
- National Strategic Development Plans;
- Research and studies;
- Interviews with programme and project stakeholders, partners.

The documents provided have offered the desired information on the degree of relevance of the IPPWS in relation to expected objectives. The project documents provided the background for the consultant's assessment of effectiveness and efficiency of single actions under the project. Reports and other sources of information have provided for an overview and analysis of dynamics and priorities. Interviews with partners have provided additional information for the analysis of effectiveness and sustainability and have given to the consultant relevant information on the overall added value of the project.

The complete list of documents consulted is presented in Annex 6.2.

3.2 SAMPLE AND SAMPLING FRAME

The list of the actions implemented during the period has been provided by the MCO. On this basis, and on the basis of availability of project stakeholders, the attention of the consultant focused on some projects where more source of information was available, both in terms of

documentation and people to be interviewed. The majority of interviews held by the consultant regarded Regional Programme staff and partners of the regional projects.

3.3 DATA COLLECTION PROCEDURES AND INSTRUMENTS

Methods for data collection and analysis

Desk Evaluation

The evaluation consultant analysed the UNDP and UN Women country and regional strategies and policies, and a large number of project documents including technical and financial reports, research reports, and other material produced.

Field visits

The purposes of the field visit were: to include relevant internal UN stakeholders in the evaluation, as seen above; explore stakeholders' commitment and attitudes; verify country' priorities and developments; collect information on the results of the various areas of intervention; assess the outcomes at final beneficiaries' level. To this last purpose the evaluator has NGOs and in some cases end users (women candidates).

During the country visits

, the following methods of data collection have been used.

Semi-structured interviews

Interviews took place with UNDP MCO staff, UN Women staff and with stakeholders. These included: national authorities, implementing partners, civil society organisations (implementing partners and beneficiary organisations), other relevant stakeholders and beneficiaries.

Data analysis

Data for analysis have been triangulated through a mixed methods approach that included desk review, consultation with all main stakeholders, and an independent assessment of development effectiveness. The latest made use of a difference-based approach, to identify expected and unexpected changes. Process tracing was also used, to identify mechanisms of change and the likely contributions of the project to the final results.

3.4 PERFORMANCE STANDARDS AND EVALUATION MATRIX

On the basis of the Evaluation Questions included in the ToRs, the evaluation consultant has elaborated a detailed Evaluation Matrix, including evaluation questions, relevant sub-indicators, and method for collecting data. The following evaluation matrix was used for this exercise.

Key Criteria	Key Questions	Sub Criteria	Sub Questions	Indicators	Stakeholders	Tools
Relevance	<i>The extent to which the activities are suited to the priorities and policies of South Africa and of EU at the time of formulation</i>	Validity	Are the project assumptions still valid?	Project references, country reports, other reports, relevant statistics		Desk review
		Design	Are the project structure and design relevant to the achievement of expected objectives and intended results?	ProDoc, Government reports, project reports, key GoS and UN stakeholders	Key GoS and UN stakeholders, project staff	Desk review, Interviews
	Are we doing the right things?	Alignment	Is the project in line with country's priorities?	GoS strategies, policies, reports, legislative developments; UN reports, media, civil society	Civil society, project staff, GoS and UN stakeholders	Desk review, interviews
Efficiency	<i>Measurement of the outputs in relation to the inputs</i> Are we doing things right?	Organisational Efficiency	Was management adequate to the planning and execution requirements? (Management Arrangements, Work Planning, Finance and co-finance, Project-level monitoring and evaluation systems, Stakeholder Engagement, Reporting, Communications)	Levels of coordination Evidence of decision making, timeliness, programme adjustment and learning Comparison of reports to work plans Evidence of fund disbursement being appropriate to maximise utility	Project Staff, beneficiaries, Project reports, workplans, financial reports and other reports	Desk review, interviews
Effectiveness	<i>The extent to which the Outcome activities attain its objectives</i> Are the things we are doing working?	Achievement of objectives	How did the project contribute to the end-of-project targets?	Development of concerted strategies and policy actions	Key stakeholders, national and UN reports, MDG reports	Desk review, interviews
		Resonance	How the project can further expand its benefits?	Areas where benefits can be still perceived	Key stakeholders, Project staff, GoS reports	Desk review, interviews Focus Groups

		Context	What factors have contributed to achieving or not achieving the intended objectives?	Outcomes for which there is a plausible performance story (mechanisms of change) linking back to the actions of the programme Stakeholder analysis of forces/drivers of change	Analysis of context, project staff, beneficiaries	Interviews, desk review
Sustainability	<i>The benefits of the Programme related activities that are likely to continue after the Project fund has been exhausted</i> Will the changes last?	Capacity development	To what extent have outcomes of IPPWS been embedded in the country's structures?	Evidence of capacity gap analysis of key stakeholders and institutions Evidence of interventions to address self expressed and externally analysed gaps	National authorities Civil society groups	Desk review Interviews Focus Groups
		Ownership	What is the likelihood that the GoS will continue to make use of relevant results?	Existence of required knowledge, skills, and financial flows within national institutions to maintain IPPWS outcomes Evidence of high level political support for target areas Integration of IPPWS outcomes into national planning, budgeting and monitoring systems	UN agencies, other GoS stakeholders	Focus groups Interviews Desk review
			Does the GoS have any plans to continue delivering the stream of benefits and if so are they likely to materialise?	Evidence of active contributions to the implementation of IPPWS activities	GoS stakeholders, CSOs, NGOs	Desk review, interviews

		General	Assessment of: financial, environmental, socio-economic risks for sustainability	Evidence of sustainability measures in the project documents and analysis of their implementation	UNDP, GoS, other key stakeholders	Interviews, desk review
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3.5 STAKEHOLDERS ENGAGEMENT

Approximately 13 relevant stakeholders have been interviewed during the field mission. The planned community visits and focus groups including former candidates could not take place due to previous commitments of the parties. Nevertheless, the consultant could meet some of the main project's stakeholders, namely from the Government, the civil society and from those women candidates who participated in project's activities.

3.6 ETHICAL CONSIDERATIONS

The UN ethical standards in evaluations are based on the UNEG Ethical Guidelines and Code of Conduct⁴. The UNEG guidelines note the importance of ethical conduct for the following reasons:

1. *Responsible use of power*: All those engaged in evaluation processes are responsible for upholding the proper conduct of the evaluation.
2. *Ensuring credibility*: With a fair, impartial and complete assessment, stakeholders are more likely to have faith in the results of a evaluation and to take note of the recommendations.
3. *Responsible use of resources*: Ethical conduct in evaluation increases the chances of acceptance by the parties to the evaluation and therefore the likelihood that the investment in the evaluation will result in improved outcomes.

The evaluation consultant has carefully followed the above mentioned Guidelines.

3.7 BACKGROUND INFORMATION ON EVALUATOR

This exercise was conducted by Ms Donata Maccelli, for a total duration of 20 working days. She was the main responsible for the quality of the deliverables vis-à-vis the UN agencies. The extensive experience of the consultant in complex assignments supported the process for the quality check of each output.

3.8 MAJOR LIMITATIONS OF THE METHODOLOGY

Limitation 1: many stakeholders were absent or busy or had left their posts; there were some difficulties in reaching out staff from different entities who had worked in the project.

⁴UNEG, 'Ethical Guidelines for Evaluation', June 2008.

Mitigation: The consultant conducted an accurate desk research and has to the maximum possible extent conducted interviews with the project staff. This has helped reconstructing major issues and achievements as well as identifying general outcomes and results.

3.9 DATA ANALYSIS

Quantitative Information

1. Budget: The database examined contains the planned budget and the funded budget as per latest data.

3. Funding Sources: Funding sources include bilateral donors and core funding from the UN agencies themselves. The amounts provided by the different sources have been entered.

Qualitative Information

The gathering of qualitative data focused on obtaining an overview of key issues and information needs. The data was acquired through consultations and interviews with key stakeholders and a review of documentation.

Interviews were held with around 20 people that were both staff of national government bodies, staff of the legislative, project implementing bodies, members of the civil society, or engaged in one way or another in project related issues.

The documentation review was relatively comprehensive. At a minimum all project documents made available to the consultant were skimmed through – some were studied in more detail. In addition, Internet searches have been undertaken.

4. FINDINGS

This Chapter is structured in accordance with the OECD DAC requirements for evaluations. In Section 4.1 we discuss the project's design and its relevance to country's priorities. Section 4.2 discusses the project's efficiency, including the conversion of resources (financial and human) into results. Section 4.3 follows with a discussion of effectiveness, in particular the contribution of the results achieved to achieving the objectives (outcomes). Section 4.4 discusses the project's sustainability over time.

4.1 RELEVANCE

Definition: The extent to which the Outcome activities are suited to the priorities and policies of the country at the time of formulation.

Q1. Are the project assumptions still valid?
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The ProDoc – formulated in 2015 – is built on an exhaustive analysis of the cultural and social situation in Samoa and of the main factors hindering equal participation in politics. Being a recent document, there is no doubt that the analysis contained is still valid. The project is in fact the first one of such kind in the country, and largely presents the characteristics of a pilot initiative.

Q2. Are the project structure and design relevant to the achievement of expected objectives and intended results?

Project structure and strategy

The design of the project is accurate and seems to reflect a comprehensive range of issues, correctly based on the background analysis. As a consequence, outputs are balanced and distributed across four relevant areas, embracing all key problems identified.

UNDP and UN Women synergies and previous partnerships have been appropriately identified and exploited in the project. For example, UNDP and UN Women have worked together with other parliamentary organizations to run women's candidate training, following the democratic transitions of many countries as well as in other Small Islands Developing States context such as the Caribbean. Also, the ProDoc mentions that the two agencies dispose of a well-developed global network⁵, including the International Knowledge Network of Women in Politics, to cover women's leadership and candidate training issues.

At national level, the IPPWS foresaw the establishment of appropriate links with other initiatives carried out by UN Women, i.e. the partnership with the Samoa Electoral Commission that led to the production of the Electoral Candidates Handbook to help potential candidates prepare for elections.

As a conclusion, the design of the project has been holistic and has made use to great extent of best available methods, linkages and partnerships. This has undoubtedly contributed to improve the effectiveness of IPPWS.

In terms of inter-agency cooperation, the project has represented a good opportunity to share expertise and has been an example of support to the joint programming Framework.

⁵The ProDoc states among others that *UNDP and UN Women as lead agencies in the project will draw on regional and global expertise and experience as well as partner with other UN agencies that The Centre for Democratic Institutions and the Australian and Pacific Branches of the Commonwealth Women's Parliamentary Groups are also key partners with whom the UN already has a relationship.*

Stakeholders' participation

It has been noted by several interviewees that a more participative approach might have been used in order to increase the relevance and effectiveness of the project. These observations are based on the perception that the project design was conducted mainly by UN specialists, and only limited inputs were requested to local stakeholders. On the other hand, the UNDP MCO and UN Women office state that - although the bulk of the project was an 'office' product – several consultations were held in the country prior to the project approval.

The evaluator is obviously not in the position to assess the veracity of such remarks. In general terms and according to the evaluator's experience, the pursuit of the greater possible extent of participation and sharing is one of the positive peculiarities of the UN system and is rather systematic in project designing. In any case this does not seem to have endangered the relevance and significance of the project.

The project document contained a set of annexes: ToRs for Specialist working with Political Parties, ToRs of the Project Board and of the Project Advisory Group and of the Joint Programme Working Group, ToRs of the JPC, a M&E Framework, a Risk Log (the latter were regularly updated). These annexes facilitated the management of activities.

Q3. Is the project in line with country's priorities?

Government of Samoa strategies

The main reference of the project is to be considered the constitutional amendment of 2013, introducing quotas for women in the Parliament. IPPWS has taken this important development as the starting point to structure the initiative, building around it and posing the basis for an articulated discourse on enhancement of women's political participation.

The ProDoc makes reference to the Gender Programme for Samoa 2013-2018 as main background strategy for the formulation of the project⁶. According to the ProDoc⁷, the programme is focused on four thematic areas: (i) Reduction of the incidence of violence against women and girls; (ii) Advancing gender equality in decision-making and political governance; (iii) Increasing Women's Economic Empowerment; and (iv) Improved women's access to health information and services.

Also, the ProDoc states the links of the project with the Community Development Sector Programme and the National Policy for Women. The latter document mentions a number

⁶ Not available to the evaluator.

⁷ Document not available to the consultant.

of immediate and long term outcomes, of which Outcome 5 is *Increased participation of women in public life and decision making*.

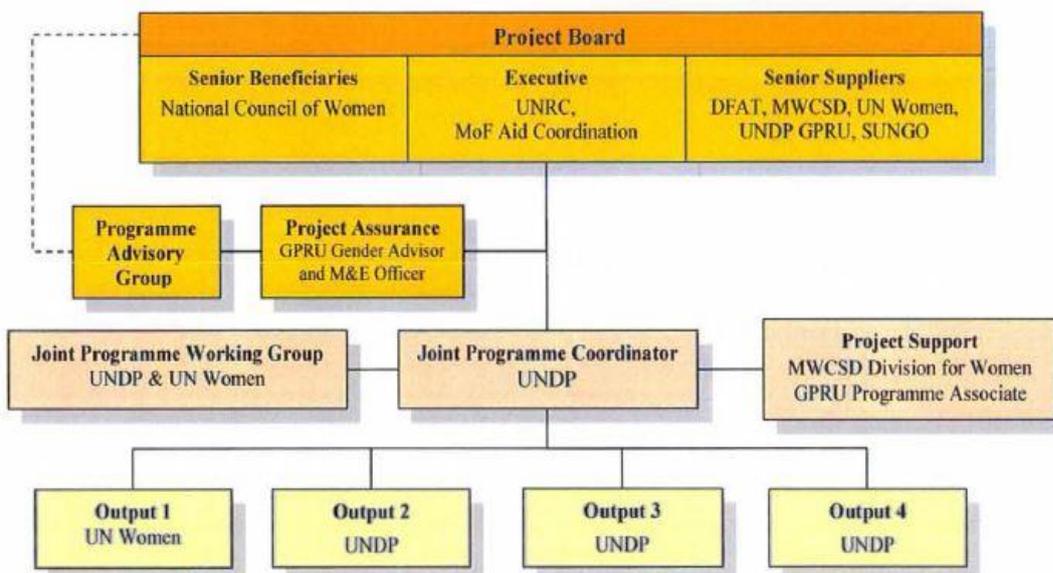
4.2 EFFICIENCY

Definition: Measurement of the outputs in relation to the inputs.

Q4. Was management adequate to the planning and execution requirements? (Management Arrangements, Work Planning, Finance and co-finance, Project-level monitoring and evaluation systems, Stakeholder Engagement, Reporting, Communications)

Management Arrangements

The ProDoc proposes the following management structure.



Governance and oversight of the project were provided by the Project Board which was chaired by the UN-RC/UNDP-RR and included the ACEO Aid Coordination from the Ministry of Finance, the Chief Executive Officer of the Ministry of Women, Community and Social Development, the Deputy Australian High Commissioner, the Head of UN Women, the UN Women Country Programme Coordinator and the Joint Project Coordinator.

It should be noted that – although members of the PB were high ranking personalities and often busy on duty travel or other commitments -the Board met seven times: less than the

expected monthly basis stipulated in the ProDoc, but still satisfactory given the limited budget of the initiative and the busy agenda of the PB members. It is the consultant's opinion that this should be considered as an evidence of the high commitment and interest of stakeholders to the project objectives.

An Advisory Committee composed of three reputable personalities was established *to give technical and contextual guidance and advice to the Project Board and Project Coordinator (ProDoc)*. The Committee was conveyed only once; the exit report comments that *however, members of the Advisory Committee continued to provide input into discussions and consultations that took place at various times*. One member of the Advisory Committee became an Implementation Partner.

For operational purposes, a Management Team was also established, composed of the UNDP- ARR-GPRU, the UN Women Coordinator and the Joint Project Coordinator.

The ProDoc mentioned a Joint Programme Working Group (JPWG) which should have included the UN Resident Coordinator and UNDP and UN Women agency senior staff in Samoa, and Suva-based technical advisors.

The project was managed by a Joint Project Coordinator (JPC), who, according to the ProDoc, had *the authority to manage the project on a day-to-day basis on behalf of the PUNOs, within the constraints laid down by the Board. The Joint Project Coordinator's prime responsibility is to ensure that the project produces the results specified in the project document and in the annual work plans, to the required standard of quality and within the specified constraints of time and cost*. The selection of the JPC was a fortunate option, as the person selected possessed a number of personal and professional skills which have largely contributed to a smooth implementation of the IPPWS project, ensuring dialogue and coordination between the responsible UN agencies and with local stakeholders.

Finally, the Pacific Centre in Fiji was very involved in various issues related to the Initiative, especially in the components related to parliamentary support (outputs 2 and 3), where substantial inputs were provided in planning, preparation of activities and direct involvement in workshops.

All in all the structure was strong enough to guarantee efficient management at all levels – operational, decision-making and strategic guidance.

Timeliness and Timing

During the field phase of this mission, it is noted that one of the challenges most frequently reported by interviewees was the excessive closeness of IPPWS activities to the 2016 elections. These remarks are reasonable. Preparing the ground, conceiving and putting in place awareness actions, train and encourage women – all these are long-term tasks which

can obtain the maximum of impact only if implemented in a multiannual timespan and not simply some months before elections take place.

Time is essential to get the involvement and commitment of women. As the Exit Report comments⁸, *of the 24 women candidates who registered by the last date of registration on the 12th of February 2016, only 15 had declared their intention to run at least six months previously while two had declared two months previously. Seven declared when they registered to contest the elections. The question that arises here is whether there was sufficient time for women to prepare well and ensure success in the elections.*

Interviews post elections showed that the women felt that the time for commitment to run and subsequent preparation is important and most of them did not have that. This must be at least three years before the elections.

The women candidates paid tribute to the usefulness and importance of the training but again timeliness was an issue. While most candidates who attended training tried to implement what was learned, time was still too short in the lead up to elections for the initiatives to be successful.

Wrong timing was also highlighted in the attempted work with the 'political parties'. The idea that parliamentarians would consider training or attending seminars a few months before elections was impractical as all parliamentarians were focused on their campaigns already.

The major lesson from all these is that a programme of this nature and for the purpose of supporting women to run for parliament must start implementation at least three years before the elections.

These comments do not obviously affect the quality of the project itself. The project did surely reach its objectives and achieved its goals to the maximum possible extent, given its timeframe, the country political context (in a pre-election phase) and the abundance of activities (which will be analysed in more detail under Effectiveness).

Finance and co-finance

The ProDoc states that *with the agreement of the Government of Samoa, Australian DFAT will contribute AUD500,000 (equivalent to USD380,228; UN Exchange Rate for March 13, 2015: 1.315 AUD/USD) and UNDP will allocate approximately USD300,000 from its core TRAC resources. The available funding will cover the full duration of the project. UN Women will initially make a USD 1 0,000 contribution plus in-kind support with the possibility of additional financial resources as the project progresses.*

⁸ We will quote the entire paragraph of the report s it is simple and concise, and is a good explanation of the context.

The exit report prepared by the JPC provides excellent information on the final project expenditures, as follows.

a) SUMMARY OF EXPENSES BY OUTPUT BY ACTIVITY- 2015

OUTPUT 1 : OUTREACH AND ADVOCACY ON POLITICAL PARTICIPATION OF WOMEN.			
By Activity	DFAT (USD)	TRAC (USD)	Sub totals
1.1 Design of project communication	95,000	-	
1.2 Design and production of outreach	15,000	-	
1.3 Training of outreach trainers	20,000	-	
1.4 Update and printing of candidates' handbook	5,000	-	
1.5 Roundtable meetings with key stakeholders	20,000	779.54	
1.6 Training for the media on reporting on gender and political participation	20,000	-	
1.7 News stories for newspapers on the political participation of women	15,000	-	
1.9 M&E	148.32	4,753.01	
Total Output 1			195,680.57
OUTPUT 2 WORKING WITH POLITICAL PARTIES			
2.1 Training sessions for political parties	-133.45	7089.16	
2.2 Technical advice for political parties	-	1794.74	
2.3 Materials development for political parties	-	2,692.97	
Total Output 2			11,443.42
OUTPUT 3 CAPACITY BUILDING FOR WOMEN CANDIDATES			
3.1 Research and support for registration	5,420.17	-	
3.2 training programme for women candidates	114.40	-	

3.5 M & E	-	481.07	
Total Output 3			6015.64
OUTPUT 5 ADMIN AND MANAGEMENT			
5 Project Coordinator	-	80,542.14	
5.1 Comms Support	2056.45		
Total Output 5			82598.59
TOTALS	DFAT 197,605.89	TRAC 98,132.63	
		TOTAL FOR 2015	\$295,738.52

b) SUMMARY OF EXPENSES BY OUTPUT BY ACTIVITY- 2016

OUTPUT ONE : OUTREACH AND ADVOCACY			
Activities	DFAT	TRAC	Sub totals
1.9 M & E	1,634.58	319.97	
Total Output 1			1954.55
OUTPUT 2 WORKING WITH POLITICAL PARTIES			
2.1 Training sessions	14,478.81		
2.3 Materials developed	116.26	422.13	
Total Output 2			15017.20
OUTPUT 3 CANDIDATES TRAINING			
3.1 Research & support for registration	5,266.67	-	
3.2 Training for women candidates	6,948.39	-	
3.5 M & E	88.70	266.63	
Total Output 3			12570.39
OUTPUT 4 MENTORING AND SUPPORT FOR MPS ON GENDER			
4.1 Establishment of mentoring and support for new MPs	40,280.04	-	
4.2 Training and research support	2,932.23	-	
Total Output 4			43212.27
OUTPUT 5 ADMIN AND MANAGEMENT			

5 Project Coordinator	14,656.81	28,925.26	
5.1 Communication Support	7,158.33	-	
5.3 Miscellaneous	726.32		
Total Output 5			51466.72
TOTAL EXPENDED IN 2016 contributors	DFAT 94,287.14	TRAC 29,933.99	
Total expended April 2015- August 2016		\$124,221.13	

TOTAL EXPENDED BY THE PROJECT FROM APRIL 2015 TO AUGUST 2016	
DFAT	\$291,893.03
TRAC	\$128,066.62
Grand Total expended 2015-2016	\$419,959.65 US

c) ACTIVITIES TO BE COMPLETED

	DFAT	TRAC	Notes
Terminal Evaluation	23,000		
Audit	8,000		
Design Phase 2 TA	30,000		
Support to SWP Activities (Women's Caucus)	7,000		To be supplemented by UNWomen
Misc	3,000		
Final Payment to JPC	9,000		
Total Activities to be completed	80,000		?
IPPWS GRAND TOTAL a), b), c)			USD 499,959.65

Funding from DFAT was given directly to UNDP, where the portion for output 1 was transferred to UN Women and retained at UNDP for outputs 2 to 4.

Figures show how TRAC funds went essentially to management activities and M&E. It also appears that Output 2 was financed through internal resources, whereas DFAT financial inputs have been not used for this component.

The project spent allocated money wisely and thoroughly. Approximately \$198 K was saved in 2015. A total budget of \$187 k has been allocated to the approved 2016 Work Plan.

Project-level monitoring and evaluation systems

Monitoring and evaluation followed DIM modality guidelines. The project was subjected to UNDP project monitoring and evaluation arrangements, in line with standard guidelines and procedures. A Monitoring and Evaluation Framework was attached to the ProDoc.

Approximately 10% of the total project budget was allocated from UNDP TRAC resources to cover M&E requirements. This amount is reasonable.

Ad hoc monitoring was also developed for specific activities. For example, a very accurate work was carried out on media reporting of IPPWS activities from the beginning of the project. Also, phone surveys were done to collect data on public perceptions of women candidates. Finally, IPPWS ensured that proper attention be given to M&E activities by its implementing partners; in the SUNGO outreach programme, pre and post tests were developed to gauge the views of participants as to the prior knowledge of the focal areas of the workshop before and after the programme. Furthermore, an evaluation exercise was carried out to ensure that participants evaluated the worth of the workshop from its content to the facilities, facilitators and the catering provided.

Reporting and Communications

Reporting has been abundant and of high quality. Monthly reports were prepared by the Joint Programme Coordinator, and were provided to UNDP Management for payment on the contract and to the PB for information. They cover a satisfactory range of issues, from an update on the development of activities to a list of expenditures, presented by activities. In total, twelve reports were prepared in addition to the Exit Report. Four Quarterly Reports were also prepared, as well as Implementation plans. Also, reports on respective activities have been provided by all implementing partners. This is mainly due to the initiative and effort of the JPC, whose efforts are to be highly praised.

Finally, IPPWS made a special presentation to the Advisory Committee of the Pacific Women Leading Pacific Development in April 2016 as part of the Samoa Women Supporting Samoa Development (SWSD).

Conclusions

As a conclusion, the project's efficiency has to be considered highly satisfactory. Management has been excellent and capable to coordinate the provision of an important amount of deliverables within a limited timeframe. Fund disbursements seem to have been smooth and regular; unit costs seem reasonable. Reporting has been timely and satisfactory in quality and quantity of information provided. Experts provided for implementation of project activities have generally been considered of good quality and their inputs were positively assessed.

4.3 EFFECTIVENESS

The following section will analyse the extent to which the Outcome activities attain their objectives.

Q5. How did the project contribute to the end-of-project targets?

The following table briefly resumes the expected results of the IPPWS.

The table below recapitulates activities and sub-activities for each output.

EXPECTED PROJECT OUTCOME: Increased women's participation in politics through more extensive and effective representation in the parliament		
OUTPUT 1: OUTREACH AND ADVOCACY ON POLITICAL PARTICIPATION OF WOMEN	Activity Result 1.1 Project Design	Action 1.1.1 Design of a project communication strategy Action 1.1.2 Design and production of outreach materials
	Activity Result 2; Education Awareness	Action 1.2.1 Training for the outreach of trainers
	Activity Result 3: Outreach and Communication Tools	Action 1.3.1 Update and printing of candidates Handbook
		Action 1.3.2 Roundtable Meetings with key stakeholders to discuss women's leadership and the impact of the constitutional amendment Action 1.3.4 Grassroots and community based outreach campaigns.
OUTPUT 2: WORKING WITH POLITICAL PARTIES	Activity Result 2.1 Well informed female candidates and political parties.	Action 2.1.1 Training sessions for political parties on implications of conditional amendment and its impact.
		Action 2.1.2 Technical advice to

		political parties to proactively identify and support women candidates and membership within their parties.
		Action 2.1.3 Materials developed for political parties to engage more with gender equality and women's rights issues.
OUTPUT 3 CAPACITY BUILDING FOR WOMEN CANDIDATES	Activity Result 3.1 Women's capacity to run for elections increased	Action 3.1.1 Research and support for registration of eligible women candidates
		Action 3.1.2 Training programme for women candidates.
		Action 3.1.3 Mock parliament for women
		Action 3.1.4 Technical advice and south-south/triangular cooperation exchange, including women's parliamentary forum
OUTPUT 4 MENTORING AND SUPPORT FOR MPS ON GENDER	Activity Result 4: Women are supported and mentored	Action 4.1.1 Establishment of mentoring and south-south/triangular cooperation scheme for women MPs in Samoa
		Action 4.1.2 Training and research support services provided for women MPs.

Expected Output 1

Output 1 – managed by UN Women - was the most intensive component of the project, in terms of resources spent and number of activities. Besides activities directly implemented by the agency, UN Women selected six main Implementing Partners (IPs), namely the National Council of Women (US\$ 29,000); SUNGO (US\$30,000); Samoa Ala Mai (US\$19,700); Centre of Samoan Studies-National University of Samoa (US\$20,000); Fiona Collins Productions (US\$15,000); Office of the Electoral Commissioner (US\$20,000). IPs were chosen accordingly to their specialisations. This was a fortunate decision, as their diversity and variety of working modalities allowed for a very broad coverage of the theme and for optimal outreach, from grassroots level to urban targets.

Much of this success was reportedly due to a well formulated communication strategy(activity 1.1.1), which included a workplan and was developed around two main objectives (increase awareness of the public about 'women in parliament' issues, and increase visibility of the project itself). A Communication Strategy Committee was

established at the start of the project and reportedly continued to liaise and met regularly throughout the life of the project⁹.

The strategy identified the need for directly involving media in order to maximize outreach. The project actually developed several activities (1.1.2) aimed at reaching out the target population through TV programmes and radio talk back shows, where the audience could participate in the discussion and freely express opinions.

The implementation of the strategy actually produced good results: greater and more incisive local newspapers reporting on IPPWS; increased volume of press articles and radio shows. The IPPWS successfully made use of social media such as Facebook, Twitter and Instagram, and achieved audiences in other areas of the region (information about the project was broadcast in Radio Pacific Beat in Australia and Radio New Zealand). Project reports of the period confirm that there was a general awareness about the programme, better understanding of the Constitutional Amendment and improved exposure of the women candidates. *Anecdotally people are talking about the programme and they understand that the women are making a greater bid to enter parliament in the 2016 Elections*¹⁰.

Although there are no precise data about the number of listeners, radio talk back shows – aired from September 2015 to 1st March 2016 – seemed to be particularly effective. Firstly, they provided a space for women candidates to gain exposure and present themselves to their constituencies. Also, they provided the Office of the Electoral Commission with the opportunity to publicise voter registration and explain the 2013 Constitutional Amendments. One of the results the shows contributed to – given the broad audience of the shows – has been that 15,000 new voters have been registered, 5000 more than anticipated.

Real change of mind-set and attitudes could be recorded by tracing some of the listeners who had called in the first period of the show broadcast and who – after some weeks of listening to the show – called back to spontaneously express their different perceptions about women in politics.

The Radio Drama, adapted to Samoa context, was broadcast in two phases, the first one in September 2015 and the second one in January/February 2016, prior to Elections. All designated funds have been paid to the writer/director.

NUS-CSS TV panel discussions. As part of the IPPWS Advocacy, Education and Outreach component, the NUS-CCS was tasked with production and airing of four TV panels to

⁹ JPC Exit Report.

¹⁰ IPPWS 3rd Quarterly Report, October-December 2015.

inform the public about the 2016 General Elections, the 2013 Constitutional Amendment towards gender equality in politics and especially the outcomes of the NUS-CSS research on the barriers to women who would like to engage in a political career.

A number of events were also organised to promote awareness and recognition of the role of women in politics. One of the most successful is to be considered the International Women's Day celebration of 8 March 2016, where IPPWS teamed up with the Pacific leadership Programme to host a dinner to celebrate International Women's Day and the outcomes of the General Elections.

The theme chosen for the night was "Celebrating Women in Politics" and it was an occasion to bring together all the 24 women who ran in the 2016 Elections as well as those who ran in the 2006 and 2011 Elections to share experiences and encourage each other to keep their aspirations alive for future elections. The event was also a debriefing for the women candidates so as to keep their aspirations alive and encourage them to keep going and continue their efforts towards the next elections in 2021. Reportedly, numerous testimonies in the papers and social media attested the success of this event.

Output 1 included training for journalists and reporters in the mainstream media in Samoa to enable them to report sensitively and actively about gender related issues and women in politics in particular. Attendance of professional journalists to the training events was seemingly disappointing, while students participated with interest. Media awards were also planned to recognise excellence in journalism when writing about the general elections and the increasing the political participation of women.

Training in the use of social media was also provided for NGOs to support their work and some of the women candidates to help their campaigns on the use of social media.

Activities directed at community outreach were implemented by SUNGO and the National Council of Women. The IPPWS did not prescribe how the outreach programme should be conducted or executed; the intention was that each partner NGO would build and utilise its own strategies for outreach, based on their experience and working practices.

UN Women have paid considerable attention to the accurate preparation of these activities. Prior to their actual launch, the capacity of the two NGOs to deliver appropriate outreach programmes was correctly examined and analysed to ascertain the pre-requisites (i.e. meeting on 11th August between the SUNGO Interim President, SUNGO CEO, UN Women and JPC; the main concern of UNDP and UN Women was that the Director was newly appointed). Also, training of trainers was provided in August 2016 by UN Women specialists on Community Outreach and Advocacy.

NCW implemented IPPWS activities in conjunction with the programme ‘Women Leading the End of Violence against Women’, as per its commitment to Samoa Women Shaping Development Programme managed by the Ministry of Women, Community & Social Development. The action was based on the TLM (traditional learning methods) methodology and took place from August 2015 at the village of VaegaSatupaiteain Savaii to December 2015 at the village of Faleula Upolu. According to the report, 41 villages participated in the programme. Key messages delivered with regard to IPPWS were, reportedly:

It is time that there are more Women in parliament. As they are the home makers, therefore they can lead the country as they understand the need of the country.

The world has seen women become Prime Ministers and these countries are the better, why not Samoa.

Methods included presentations, group work on songs, poems, *faleaitu* (a sort of comedy), dance, and finally performance to villagers. An estimated number of 19,850 people were reached out through this process.

As for SUNGO, it is an umbrella organisation with about 150 affiliates which are NGOs and CBOs. Outreach activities were implemented after the ToT; each of the trainers took this training out to her/his assigned villages of the 50 villages covered by SUNGO in their programmes. Fifteen 1-day Outreach Workshops were conducted, of which six in Savaii and nine in Upolu. Along with the SUNGO team of facilitators, representatives from the Office of the Electoral Commissioner also assisted in the delivery of the workshops, particularly in the areas of Voters Education and changes in the Constitution and Electoral Law. The number of people reached was reportedly more than 500.¹¹

Reports show that the programmes produced significant positive results in terms of increased information and awareness on issues such as right to vote, women’s political participation and eligibility to become MPs.

Expected Output 2

Activities under this output – which saw an important contribution from the UNDP Suva Office, from where two specialists collaborated with MCO Samoa on planning and implementation - started in August 2015 with the first political parties workshop, in which IPPWS partnered with the Office of the Electoral Commissioner to explain the constitutional amendments. A second workshop – completed with the launching of the Handbook for Gender Equality – was planned in December 2015. Out of the 30 participants

¹¹ SUNGO IPPWS Report.

only three men members of Samoan political parties attended – a disappointing result, which in any case did not prevent the implementation of the event.

Output 2 was surely the most challenging component of the IPPWS project. There have been several reflections in the UN offices on the causes of what can be called a failure. Reasons seem to be numerous: the existence of a deeply rooted fear by men politicians to support women candidates for parliament; a general apathy towards the notion of women equality with men (the latter is a comment of the only woman MP who attended the events, who also stated that when the 2013 constitutional amendment was approved most men MP were not in favour of it). Also, a fully-fledged political party system is still developing in the country, whose political life is dominated by the ruling party, with very limited impact of the opposition and practical absence of political dialogue. For this reason it has been commented that the emphasis might have been more appropriately placed on working with parliamentarians as men, rather than as members of political parties.

In any case, the disappointing results of this component point out severe gaps in terms of responsiveness and commitment. Much is still to be done in this area to sensitise men and to change their mind sets as politicians about the involvement of women in Parliament.

Expected Output 3

Activities for Outputs 3 started in August 15 with preparatory work carried out by a former parliamentarian from Canada. Again, the planning of the component was conducted in cooperation with the Suva Office which disposed of quality resources in the field of parliamentary support. The first training event was carried out in October 2015 and saw the participation of 15 candidates. Training events continued in November and December.

Feedback from the training showed that the candidates found the training very useful and practical in providing suggestions about campaigning, approaching voters, roles of candidates in the campaign.

Also, during discussions the candidates identified a specific need for training members of campaign committees. This activity was rapidly organised and conducted for 38 persons. This can be considered an evidence of the flexibility and rapid adaptation of the IPPWS to beneficiaries' needs.

Another useful modality to work with candidates was the one-to-one consultations, providing candidates with the opportunity to discuss with a parliamentary specialist various issues and campaign plans. Seven one-to-one consultations were held in November-December 2015 and have been positively assessed by participants.

In December, a two-day workshop for women candidates on Parliamentary procedures was held to enable women candidates to learn about certain aspects of parliamentary procedures. The workshop hosted a presentation on the National Budget by the Ministry of Finance ACEO in charge of the budget, as well as a presentation on the Parliamentary Standing Orders, conducted by a Parliamentary Counsel.

Finally, the participation of women candidates to the Prayer Meeting and Parliamentary Session on 15th December - organised by IPPWS - has been assessed as an invaluable opportunity for the women candidates to observe parliamentary proceedings.

Activity 3.1.1 Research and Compilation of all the Registered Women Matai. The activity should have been executed by a consultant; however, after discussions with the CEO of the Ministry of Justice and Courts Administration, it was decided that the Courts Officers would work on this work. The registry was finalised and is now available for consultations.

Expected Output 4

Regarding support to newly elected MPs, activities started immediately after elections with an Induction Programme for the new parliament from 15 to 17 March. The programme focused on the UN Sustainable Development Goals and included four presentations by the UN and four by Ministry CEOs who will be implementing the SDGs¹².

Retreat for Women MPs. The retreat saw the participation of several panellists, namely three female MPs from New Zealand, one MP from Fiji and 2 MPs from Australia. The event enabled participants to be exposed to the experience of colleagues from overseas and represented an opportunity to deliver key messages, such as the importance for women MPs to support each other, even if they are from different parties; to explore non-traditional roles for women in the work of parliament; to ensure that current women MPs mentor and support the next generation of women MPs.

A Study trip for women MPs to travel to Australia to observe Parliaments in Canberra and in Hobart, Tasmania was organised. Eight MPs participated, including six newly elected men MPs, since only two women were elected for the first time. Given this, it was decided to use the trip not only to learn about gender issues and how the Australian Parliaments mainstreamed all gender interests, but also to generally learn about the work of the Australian parliaments. It is interesting to note that, after the trip, one of the

¹² Reportedly, the MPs responses to each presentation varied and there were many negative comments on the presentation on SDG 5 "Achieve gender equality and empower all women and girls". This witnesses once again the persistence of stereotype-driven attitudes.

women participants was chosen to chair the Parliamentary Finance Committee – the first time for a woman in Samoa.¹³

In the second half of 2016, work also started on reflections on the results of the IPPWS and on the future of the project and next necessary actions. This work envisaged among others the preparation of concept papers aimed at framing the future steps. In particular, an Option Paper was prepared on lessons learned and identification of existing gaps and needs; a concept paper on support to women's caucus; ToRs for the next IPPWS phase.

Regarding the establishment of a Women's Caucus, in July 2016 a meeting was held with UNDP, UN Women and the five newly elected women MPs to discuss the idea. The meeting was facilitated by a UNDP Parliamentary Specialist from the Suva Office. Although the concept of a caucus was welcomed, the women MPs agreed that the first step should have been the establishment of an informal group first, which was called SWP - Samoa Women Parliamentarians. Following on that, the Project Board took the decision to support the establishment of the SWP, and additional activities were planned and added to the IPPWS workplan, to be implemented by the end of December 2016. It was also decided that in order to support the SWP, some funding amounting at USD 7,000 be secured from the current budget, to be supplemented by additional funding from UN Women.

Visibility

In terms of visibility, the exit report comments: *IPPWS became quite visible and for about eight months, the whole country was disseminated with a lot of information and many discussions were carried out to talk about women running for parliament.* In other words the IPPWS visibility policy was a success, if considering the internal targets and indicators of the project.

It has been commented that – given the sensitivity of the issue – a more discreet approach would have been beneficial for UN agencies, to avoid the risk of confusion between technical and political tasks (these latter obviously do not fall under UN agencies' agenda). All in all, this danger was avoided. Full neutrality was granted and there were no negative comments from media, government or other stakeholders about the correctness of IPPWS outcomes.

In this regard, UN agencies have been perhaps the most severe judges of themselves, for instance when a member of one of the IPs decided – disregarding previous commitments

¹³ The same woman MP, in a phone conversation with the JPC, paid tribute to the opportunity provided by IPPWS to enable her to have the study tour in Australia and over and above enabled a boost to her confidence and ability to lead. She has also linked up with an experienced woman MP in the Tasmania Parliament as her mentor. (JPC Milestone Report, July 2016).

taken with UN Women – to run for elections. Although this event put the UN agencies involved in IPPWS in a rather uncomfortable position, this is to be considered merely as an unexpected negative outcome, which falls out of the control of the project and may be considered an inevitable risk in any initiatives dealing with political participation issues.

Q6. Were the chosen implementation mechanisms and instruments of IPPWS conducive for achieving the expected results?

Implementation mechanisms

The project was directly implemented (DIM) by the UNDP under a Joint Programme, with UNDP and UN Women as a Participating Organization (PUNO). All aspects of the project complied with UNDP and UN Women Guidelines for DIM. Although the original idea was to appoint the Chief Executive officer (CEO) of the Ministry of Women, Community and Social Development as focal point of the initiative, it was decided that a multiple partner approach with key Ministries, MWCSO, Office of Legislation, Electrate Office, Ministry of Finance and NGOs for different activities would be more relevant and in this way, the project would complement national efforts on the ground. The main question in this respect seems therefore to be whether the operational ‘independence’ of IPPWS has had any effect on the project in terms of effectiveness. Theoretically, donor-funded projects achieve more impact when they are linked to State policies and implemented through sound mechanisms, involving official beneficiaries and local coordinating entities. This has not happened with IPPWS. Some Government interviewees have actually commented that the project was a sort of isolated and disconnected initiative, lacking a referral point in the Government; but this was a decision of the MoWCSO and certainly not of the two UN agencies. The MWCSO was a member of the IPPWS Board and its involvement was also through a joint managing partnership for NCW who had worked in 41 villages. The MWCSO played an active monitoring role in for all 41 villages. Including the coordination and implementing role of the MWCSO Government Liaison officers (Sui Tamaitai) in these 41 villages. By doing so, the project was able to fill in the gap originated by the lack of an institutional counterpart: as seen in the previous paragraphs, all project activities have been thoroughly discussed with interested parties in order to correspond to the maximum extent to local needs; numerous partners were involved in the implementation of initiatives; local networks were largely utilised to ensure adherence of activities to the country social context. It is therefore the consultant’s opinion that the actual implementation modality of IPPWS, although not completely in line with best practices, has not affected the substance and significance of it and has not had relevant negative effects on the achievement of project’s objectives.

Also, the project made use of positive experiences and practices accumulated in the region. As an example, the idea of radio drama series come from a 10 episodes radio drama series

Comment [u1]

on women's political participation in the Pacific, developed by UN Women some time ago and called "A time to stand". The drama was adapted to the Samoan context and taped in Samoa by local actors.

Q7. How the project can further expand its benefits?

Despite its tight implementation deadlines, the high intensity of its activities and further constraints due to the approaching of elections, the project seems to have stimulated and promoted change of mind-sets and produced relevant knowledge tools.

One of the results of IPPWS has been that its activities enabled a deeper reflection on key issues affecting the positioning of women in the Samoan society, including an analysis of the barriers – conscious or unconscious – to women’s political participation.

Thanks to a well-designed project structure, embracing all possible stakeholders, and to a well concerted communication strategy, this re-thinking process did not affect only the country’s political elite groups, but was extended to the whole population through media and community outreach actions.

The IPPWS has also developed a set of knowledge tools: documentaries (i.e. E teSilafia episodes of all who were involved in the outreach and advocacy work of IPPWS and their perceptions of impact of their work); three television panels discussing the impact of the law and culture on elections, the impact of advocacy on the knowledge and perceptions of the voting public, the efficacies of women in parliament and the youth perceptions of election; a documentary on Mock Parliament; a large number of training modules for women candidates. Those materials can still be used as a reference basis for further programmes and initiatives, or in specialised trainings; as usual, whether they will be used or not will depend upon the commitment and willingness of stakeholders (in IPPWS case most likely the Parliament).

All these outcomes should be preserved and strengthened. It is obvious – as observed in above paragraphs – that only continuous efforts can ensure durable benefits. In this sense, the Government commitment to pursue this process will be of paramount importance.

Conclusions

The following table – extracted from the JPC Exit Report – summarizes IPPWS’s achievements vs. expected results, measured against indicators.

Indicators	Baseline	Expected Achievements	Actual Achievements
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1. Increase in Number of women candidates running in the national elections	8 in 2011	20 in 2016 / 24 in 2016	24 in 2016
2. Increase in the Number of votes given to women candidates	4,500 in 2011 elections	13,000 in 2016 elections / 5310 votes cast for women in 2016	5,308 votes cast for women
3. Increase in the Percentage of women in national parliament	6.1% (3 out of 49) in 2011	14% (7 out of 49) in 2016 / 10% (5 out of 50 in 2016)	10% (5 out of 50) in 2016
4 Increase in the number of women who register in the 2016 Elections	48,195 females registered for the 2011 Elections	Actual figure yet to come from OEC	55.695 females registered for the 2016 Elections

The target of indicator 1 - 7 women elected to office – was perhaps set with superficiality. It did not take into consideration that the involvement of women in the political life of a country is a long term process, whose constraints are deeply linked to the country's historic, economic and social contexts.

In this respect, the IPPWS project has carried out a significant work, besides its activities. It has initiated a process of reflection on the country's nature and identity starting from the specific issue of political participation of women; it has stimulated deeper understanding of constraining factors; it has favoured greater awareness and produced food for thought at all layers of the population.

Moreover, the fact that four women were elected was an improvement of 100%, compared to two in 2011. There was also an increase of women candidates of 200% from 8 in 2011 to 24 in 2016. At the end of 2015 at least 19 women had publicly declared their intention to run for the March 2016 General Elections. Some of these women stated that the political training that they had attended had impacted on their final decisions to run in the elections. According to the Acting Electoral Commissioner, the IPPWS had some influence on this result as it was the only other large-scale programme at the time addressing voter education alongside the Electoral Commission.

As a conclusion, the effectiveness of the project has been high. Most of the expected objectives have been achieved despite the challenging timing and the proximity of political elections. Envisaged actions have produced quality results in terms of better knowledge, awareness and openness of authorities, politicians and the population at large to discuss and accept issues of more inclusive approaches in politics. Finally and perhaps more importantly, the project has offered the opportunity to discuss issues which still constitute barriers to women in politics and which previously were considered difficult to be dealt in open debates. These can be of financial nature (such as mandatory contributions to communities), or societal nature (such as the need to be matai to have access, or the exclusion of women from Matai status in several communities). It is hoped that the debate will continue and produce further changes in the democratic life of Samoa.

4.4 SUSTAINABILITY

Definition: The benefits of the project related activities that are likely to continue after the Project fund has been exhausted

Sustainability issues were dealt with some certain superficiality in the ProDoc, which states that *the IPPWS has a finite lifespan and does not envisage continuing any activities beyond those outlined and agreed to in this project document. However, both UN Women and UNDP will draw on their Pacific and global experience to build the capacity of SUNGO and other partners through training and mentoring to continue to carry out a similar programme of support for women running for parliament in elections post-2016.*

In reality, as seen in the previous section, the implementation of the project was a learning exercise not only among stakeholders and beneficiaries but also at UN agencies' level. It was noted that the IPPWS had stimulated a process that needed much more work to produce real, durable results. In particular, needs were identified for continuation of the activities; for an institutional approach; and for a more focused approach.¹⁴

A long way forward

Many studies have examined the reasons of the underrepresentation of women in Parliament in Samoa, which is way below the international target for women Parliamentarians, despite the fact that women outclass men in holding top management positions in Government and are doing extremely well academically. The Samoa's Non-Government Organizations Shadow Report prepared by PPSEAWA (2004) for the UN Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) Committee meeting in 2004 stated that political parties in Samoa do not have any gender

¹⁴ Option papers, 2016.

sensitivity manifesto or voluntary quota for women candidates. Their manifestos neither encourage nor support women who wish to contest in the general elections because they will have to contest on the same grounds as men.

IPPWS has produced a lot of knowledge on the issue of women political participation, and it will be important to start from it for the development of national policies and future projects. Samoa still values traditional customs and practices when it comes to electing leaders; a study conducted by NUS under the project identified many barriers of that nature, that prevent women from aspiring to enter parliament. It was noted that many of these barriers are cultural, such as women not being allowed to hold matai titles in 16 villages; women that are allowed to hold matai titles, but cannot sit in their village councils; or the stereotype according to which women should sit at home.

Also, the lack of responsiveness of men to many of the project activities – especially under Output 2 - is an evidence of deeply rooted prejudices preventing women from political engagement.

Such cultural beliefs are not easily changed and would require consistent and indefatigable effort to change, directed especially to the young generations.

Q8. To what extent have outcomes of IPPWS been embedded in the country's structures?

Regarding Samoa's commitment to women's political participation, some of the objectives of the IPPWS were already enshrined in country's policies. For example, the National Policy for Women 2010-2015, under Policy Outcome 5: *Increased participation of women in public life and decision making*, mentions the following Policy Objectives:

1. *To foster and strengthen an enabling environment to promote women's role in leadership and decision making.*
2. *Promotion of women in leadership through the maintenance of a database of potential women leaders.*
3. *Strengthened efforts for the removal of obstacles to female participation in politics.*
4. *Advocating an equal representation of men and women on public bodies.*

Policy Objective 3 is of particular interest for the issues dealt in the project; it is not clear however whether concrete steps are being undertaken to achieve it.

For some of the project's implementing agencies, the project was an excellent opportunity to build or consolidate networks with communities. This observation was made by SUNGO in its final report, where it is stated that *future engagement with these villages and districts will be a much simpler and easier exercise*. Most likely this observation can be extended to the National Council for Women and in general to all implementing partners, which

benefited from direct work with the target groups in terms of strengthened connections, links, and knowledge.

Q9. Does the GoS have any plans to continue delivering the stream of benefits and if so are they likely to materialize?

The answer to this question seems mixed. Already in 2010, the Ministry's Draft National Policy for Women 2010 highlighted the issue of women's underrepresentation in Parliament as one of its main objectives needing urgent priority and attention, not only from the Government of Samoa but from the people as well. It does not seem, however, that actions have been taken since then (unless they were the advocate of the 2013 constitutional amendments).

The latest Strategy for the Development of Samoa (SDS) 2012-2016 *Boosting productivity for sustainable development* does not make any references to the needs for tackling issues affecting women's life in the country, if not for a quote on ongoing commitments or the MoWCSD in the implementation of the national action plans for Women and Children, in alignment with outstanding commitments under the CEDAW and with the Convention on the Right of the Child (CRC).

The Government entity responsible for women's issues – the MoWCSD – seems to have kept the project at due distance. The Ministry did not even participate in community outreach activities, where its presence might have been key to add credibility and institutional profile to the initiative¹⁵.

The Ministry is currently developing a gender strategy where actions – mainly community-based, as reported¹⁶ - are foreseen to boost political participation of women. This will seemingly include the use of tools and methodologies utilised in the IPPWS, such as the community conversations and other traditional methods adopted in the community outreach component of IPPWS.

In any case, it would be advisable that the rich material and knowledge developed in the IPPWS be adequately studied, analysed and utilised for devising new actions. This should equally concern national bodies and the international donors' community.

IPPWS has in fact constituted an excellent example of a project built in a robust and inclusive way, which has not left behind any of the relevant actors, and has been able to

¹⁵ In its report, SUNGO complained about this absence as the MoWCSD possesses relevant tools and networks in working with communities.

¹⁶ The document was in progress at the time of the evaluation.

speak to all layers of the Samoan society, from politicians to members of communities, adapting its language and messages to target groups.

It has helped not only the Samoan population, but also the UN group and the donors' community to better analyse the societal contexts behind the dynamics affecting political participation in the country. It has helped recognising those objective limitations preventing from a more open and free access to political life, not only for Samoan women but for men as well.

Finally, it is to be noted the positive and efficient cooperation among UNDP MCO and UN Women in Samoa, and between the UN agencies in Samoa and the UN Suva Office. All together, these agencies have provided excellent specialists and experts ad mentors, and have offered high quality tools, expertise and methodologies which undoubtedly will have to be utilised in future actions.

5. CONCLUSIONS, LESSONS LEARNT AND RECOMMENDATIONS

5.1 GENERAL REMARKS

A long way forward

Many studies have examined the reasons of the underrepresentation of women in Parliament in Samoa, which is way below the international target for women Parliamentarians, despite the fact that women outclass men in holding top management positions in Government and are doing extremely well academically. In 2004, the Samoa's Non-Government Organizations Shadow Report prepared for the UN Convention on the CEDAW Committee meeting stated that political parties in Samoa do not have any gender sensitivity manifesto or voluntary quota for women candidates. Their manifestos neither encourage nor support women who wish to contest in the general elections, because they will have to contest on the same grounds as men.

Years later, Samoa still values traditional customs and practices when it comes to electing leaders. IPPWS has produced considerable knowledge on the issue of women political participation, and it will be important to start from it for the development of national policies and future projects. A study conducted by NUS under the project identified many barriers that prevent women from aspiring to enter parliament. It was concluded that many of these barriers are cultural, such as women not being allowed to hold matai titles in 16 villages; women that are allowed to hold matai titles, but cannot sit in their village councils; or the stereotype according to which women should sit at home.

Also, the lack of responsiveness of men to many of the project activities – especially under Output 2 - is an evidence of deeply rooted prejudices preventing women from political engagement.

Such cultural beliefs are not easily changed and would require consistent and indefatigable effort to change, especially directed to the young generations.

5.2 MAIN FINDINGS

The table below provides a concise recapitulation of the answers to evaluation questions.

Criteria	Low				High
Relevance					
Efficiency					
Effectiveness					
Sustainability					

Relevance

The Project has been highly relevant to UNDP and UN Women policies and priorities, and is aligned with the overall strategies and outcomes indicated in the UNDP and UN Women plans at regional and country level. The initiative has also been relevant to country policies, being focused – among others – on the implementation of the 2103 constitutional amendments, to which envisaged actions have provided substantial contributions. The project was mainly designed at UN offices, but has taken into due account contributions from stakeholders. The withdrawal from the IPPWS of the designated implementing authority – the MoWCSD – has somehow deprived it from direct, official links with the government; this has however not impacted on the relevance and effectiveness of IPPWS thanks to the broad range of partners and stakeholders involved and to its intention to target all layers of the Samoan public. The articulation of the outputs is comprehensive; the repartition of activities under Output 1 among several implementing agencies according to competencies is to be particularly praised. Finally, the project has been fruitfully implemented in cooperation with the UNDP Pacific Centre especially for activities related to parliamentary support.

Efficiency

Project implementation has been smooth, with some minor delays. The management structure was robust and well articulated. The management has been quite exemplary, with optimal control over implementation timing. Reporting arrangements were respected;

reporting was timely, very informative and punctual. M&E was conducted in an accurate way and comprised ad hoc activities as well a continuous monitoring of media. Finally, the use of resources has been good, with reasonable unit costs and timely disbursements.

Effectiveness

The expected objectives were achieved in a very satisfactory way despite tight implementation schedule, number of activities and proximity to the parliamentary elections. The project enabled the discussion on women political participation at all levels of the population, and opened the path to openly discuss themes which previously were not commonly treated, such as financial and societal constraints preventing women (and men as well) from access to politics. Women candidates were provided with a rich set of tools and knowledge about parliamentary work, campaigning and other issues; moreover, through participation in media events, they had the opportunity to be in contact with their constituencies. The public at large was offered the chance to learn about the democratic process of elections, to reflect and discuss on the role of women in the political life of the country, and more in general start thinking on the position of women in Samoa. Finally, for implementing partners working on community outreach, IPPWS was an excellent opportunity to build or consolidate networks at community level and deepen up knowledge of the context.

Sustainability

The project was surely in line with Samoa's policies although very limited support was provided by Government bodies. Many are the reasons for limited political participation of women in the country and more work needs to be carried out. The designated Government partner in the country is the MoWCSD, which is currently elaborating a plan to support among others women participation in the political life.

It is hoped that any further action will take into due consideration the results, tools and knowledge developed in the IPPWS, and that UN agencies will be involved in the design, planning and implementation of next steps, in view of the unique set of resources and expertise available at country and regional level.

5.3 CONCLUSIONS

1. The project has effectively stimulated and improved the discourse around women's participation in politics through open and articulated dialogue and free of prejudices discussion, targeting all levels of Samoa population.

2. It has helped understanding the deep roots of women marginalisation and exclusion from political participation, thus opening the path to more specific and long-term actions.
3. The project was a learning process and has equally provided benefits to beneficiaries, implementing agencies and UN group itself, the latter becoming more aware of the obstacles hindering women political participation and of the need for long-term actions.
4. Continuity is required in order to take advantage of results and outputs developed under the project. These achievements need to be consolidated through further cooperation.
5. The young generations need to be at the centre of future activities, which should be extended to the level of schools (i.e. through civic education modules encouraging equal access to political life).
6. The involvement of UNDP and UN Women will be crucial in future initiatives undertaken at Government level or by donors, in order to continue benefiting from the rich resources of UN in terms of skills, methodology, knowledge.

5.4 LINKING CONCLUSIONS WITH RECOMMENDATIONS

Conclusions/Lessons Learnt	Recommendations	To whom?
The project has effectively stimulated and improved the discourse around women’s participation in politics through open and articulated dialogue and free of prejudices discussion, targeting all levels of Samoa population.	No need for recommendations	
It has helped understanding the deep roots of women marginalisation and exclusion from political participation, thus opening the path to more specific and long-term actions.	No need for recommendations	

Conclusions/Lessons Learnt	Recommendations	To whom?
<p>The project was a learning process and has equally provided benefits to beneficiaries, implementing agencies and UN group itself, the latter becoming more aware of the obstacles hindering women political participation and of the need for long-term actions.</p>	<p>No need for recommendations</p>	
<p>Continuity is required in order to take advantage of results and outputs developed under the project. These achievements need to be consolidated through further cooperation.</p>	<p>Continue activities on PPW with specific focus on long term perspectives</p>	<p>UNDP MCO, PC, UN Women</p>
<p>The young generations need to be at the centre of future activities, which should be extended to the level of schools (i.e. through civic education modules encouraging equal access to political life).</p>	<p>Focus on youth; devise initiatives oriented at encouraging equal access to politics starting from schools.</p>	<p>GoS, UN Women, UNDP, donors' community</p>
<p>The involvement of UNDP and UN Women will be crucial in future initiatives undertaken at Government level or by donors, in order to continue benefiting from the rich resources of UN in terms of skills, methodology, knowledge.</p>	<p>Involve the UN group in future initiatives regarding women political participation and in general GEWE.</p>	<p>Donors' community, GoS</p>

6. LIST OF ANNEXES

Annex 1 Literature and Documentation consulted

Annex 2 List of Meetings

Annex 3 Presentation held on 8th September 2016

ANNEX 1. LITERATURE AND DOCUMENTATION CONSULTED

Available documents
UNDP/UN Women strategic documents
Pacific UNDAF, 2013-2017
Pacific UNDP Sub-Regional Development Programme(SRPD), 2013-2017
Samoa UNDAF Action Plan, 2013-2017
UNDAF Action Plan Matrices, 2013-2017
UNDP Strategic Plan, 2014-2017
UN Women Annual Report 2015
National strategies and policies
NATIONAL POLICY FOR WOMEN OF SAMOA 2010 - 2015
Samoa Development Strategy 2012-2016
Project-related documents
IPPWS Project Document
Budget allocations, expenditures
Project Board meeting notes
Quarterly reports
Monthly Milestone reports
Special Report for the IPPWS Board- May 2016
JPC exit report
IPPWS Communication Strategy
GTA Handover note
Samoa Ala Mai BTI Acquittal Report
SANGO final report
NCW final report
Report on political parties workshop
Several reports prepared by consultants on specific training activities
Mock parliament report
Handbook on political parties

ANNEX 2. LIST OF MEETINGS

Day- Date	Time	Persons met/Organisation details	Vnues
Monday, 29/8/16		Arrive Apia (evening)	Sheraton Hotel
Inception Phase			
Tuesday, 30/8/16	11am	Introductory briefing session with UNDP RR/UNRC, Ms. Lizbeth Cullity	UNRC’s office
	1:30pm	Document review	Sheraton Hotel
	2pm	LUNCH	Sheraton Hotel
	3:30pm-5pm	Document review	Sheraton Hotel
Field Phase			Sheraton Hotel
Wednesday 31/8/16	9-9:45am	Document review	Sheraton Hotel
	10am	Peseta Ms. Noumea Simi, CEO, MFAT	Level 3, Government Building, Apia
	12pm	Fuimapuao Ms Beth Onesemo CEO, MWCSO and Louisa Apelu, ACEO	MWCSO Building Sogi
	1:30pm	LUNCH	
	2pm	Introductory briefing session with Ms. Rosemary McKay, Development Counsel, DFAT, and Ms. RoniceraFuimaono, Program Manager – Governance (Gender, CSSP, Law & Justice)	Australian High Commission, Mulivai
	3pm	Briefing session with Suisala Mele Maualaivao, UN Women National Coordinator+ Ms. Dora Fanene, IPPWS Programme Assistant	UN Women
	tbc	Skype Call: Mr. Dyfan Jones	Regional Governance Team Leader, UNDP MCO, Suva, Fiji
		Document review, UNDP MCO	
Thursday, 1/9/16	9:45am	LemaluNeleLeilua, Samoa Ala Mai	2 nd Floor, ACE Building, Taufusi
	11am – 1:30pm	Meeting with Mrs Georgina Bonin, ARR-GPRU	UNDP MCO
	1:30pm	LUNCH	
	2:15pm	Deputy Prime Minister, Hon. Fiamemaatafa	5 th Floor, Government Building, Apia
	3-5pm	Inception Report writing	
Friday, 2/9/16	9:30am	Submission of Inception Report to UNDP RR/UNRC	Discussed with Acting DRR./ARR-GPRU & accepted.

	10am	Mrs... and Mr Andrew... , National Council of Women	Sheraton hotel
	1:30pm	LUNCH	
	4pm	Ms. LitaLui, ACEO, Aid Coordination & Debt Management Dvn MOF	MOF, level 3, Central Bank Building, Matafele
Final Phase			
Monday, 5/9/16	11am – 3pm	WAMM conference	Government Building
Tuesday, 6/9/16	11am - 6pm	Document review	
Wednesday, 7/9/16	8am	Meeting with General Elections Campaigner, Tolepai Ms. Mara Coffin-Hunter	
	10am	Meeting with Suisala Mele Maualaivao, UN Women National Coordinator+ Ms. Dora Fanene, IPPWS Programme Assistant	UN Women
	12pm	Meeting with Hon. LeaupepeToleafoaTaimaionoFaafisi, Speaker of the Parliament	Office of the Speaker of the Parliament
Thursday, 8/9/16	2:30pm	Debrief UNDP RR/UNRC, Acting DRR, ARR=GPRU, UNWomen NC, and Dora Fanene	UNDP MCO confirmed

ANNEX 3. PRESENTATION HELD AT MCO, 8 SEPTEMBER 2016



Presentation eval
IPPWS sep 2016.pptx