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Resilient nations.*

**Final Evaluation**

**of the**

**UNDP Samoa Parliamentary Support Project**

**Prepared by**

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**August 2016**

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**Disclaimer**

The Final Evaluation of the Samoa Parliamentary Support Project (SPSP) has been conducted by Frank Feulner. The evaluation report was developed under the UNDP Samoa Parliamentary Support Project, funded by the Australian Department of Foreign Affairs and Trade (DFAT), and co-funded and implemented by the Parliament of Samoa and the United Nations Development Programme (UNDP). The views expressed in this document are those of the author and do not necessarily represent the views of these institutions.

## Acknowledgements

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The author of the evaluation report would like to thank the Speaker, Members, Clerk and staff of the Parliament of the Independent State of Samoa for their hospitality and the good discussions held in Apia.

The author would also like to thank the Chief Executive Officer of the Ministry of Foreign Affairs and Trade, the Chief Executive Officer of the Ministry of Education, Sports and Culture, and the Assistant Chief Executive Officer of the Women's Division, Ministry of Women, Community and Social Development for their time to meet and discuss the issues surrounding the implementation of the Samoa Parliamentary Support Project.

The author is grateful for the information, insight and assistance provided from the UNDP Multi Country Office in Samoa, the Regional Governance Team Leader of the UNDP Regional Office in Fiji, UN Women in Samoa, and UNFPA in Samoa and Tokelau.

Finally, the author is particularly thankful for the administrative support and the warm hospitality extended to him by the Head of Governance and Poverty Reduction Unit, UNDP MCO Samoa, and the former Project Managers of the Samoa Parliament Support Project.

## Executive Summary

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The “Samoa Parliamentary Support Project” (SPSP) was developed by UNDP at the request of the Speaker of the Parliament of Samoa to UNDP, to implement key recommendations that emanated out of a 2011 Legislative Needs Assessment (LNA). The SPSP is the first institutional strengthening project in Samoa. The project is targeting parliamentary support services, as well as deepening the democratic processes in parliament itself and increasing the level of understanding of Members of Parliament (MPs), including Opposition MPs, about their specific roles and responsibilities as a parliamentarian and holding government account for the delivery of services and the achievement of the Millennium Development Goals (MDGs).

The project has four specific outputs:

*Output 1:* Effective leadership and accountability of Members of Parliament and political parties strengthened;

*Output 2:* Law-making and committee oversight strengthened in support of MDGs achievement;

*Output 3:* Engagement of public and Members of Parliament and Parliament strengthened with special effort made to engage young people and women;

*Output 4:* Efficient, professional and high quality administrative support and services provided to Members of Parliament and other key client groups.

The SPSP implementation period was three years from May 2012 until the end of 2015. The project has been implemented with financial support by the Australian Department of Foreign Affairs and Trade (DFAT) and the Government of Samoa. With implementation of the project coming to an end, an independent and comprehensive final evaluation of its processes and outcomes has been commissioned.

Applying the UN Evaluation Group’s standard for independent project evaluations, the evaluation consultant paid particular attention to the following assessment criteria: *Relevance and Appropriateness; Effectiveness and Cost-efficiency; and Impact and Sustainability.*

### **Findings and observations**

The Project Document includes an elaborate situation analysis to build the rationale for the project. The chapter explains the political context, the organisation of the Legislative Assembly and the state of the political parties in Samoa. The situation analysis draws on the 2011 LNA of the Samoan Parliament commissioned by UNDP. The project rationale identifies the institutional needs of the parliament, for example for more effective and efficient legislation-making and oversight, and capacity constraints by legislators and staff, as the basis for an assistance approach.

Overall, the project has improved parliamentary core functions of law-making, oversight and representation and increased the capacities of MPs and committees. After initial delays in

the first year, project outputs were delivered in an efficient way. Samoans showed commitment to the project and embraced the issues for a more effective and efficient parliament very quickly. Long-term capacity and effectiveness of the parliament has been built, including strengthened capacities of MPs through regular trainings and hardware (computers). Improved capacities and skills among Secretariat staff are clearly noticeable.

Parliamentary processes have improved with the adoption of a strategic Corporate Plan (Secretariat structure, HR management, etc.) and ICT Plan (equipment, software, trainings). Procedures were enhanced through procedural advice received by the Secretariat from Professor Richard Herr, University of Tasmania, and staff of the Australian Federal Parliament sent on attachment to the Parliament of Samoa. The Secretariat structure was reformed with new staff positions created. Committees introduced successful pre-session meetings in 2013. As of 2015, the availability of a Legal Counsel enabled access to legal advice. In addition to this, overall engagement of parliament with the public has increased and access of information on the work of parliament improved.

### **Relevance and Appropriateness**

The Relevance and appropriateness of the project derives from the adequate translation of the needs identified in the 2011 Legislative Needs Assessment and their translation into a sound project document, activities and outcomes. The decision of UNDP to work in the field of parliamentary development in Samoa was appropriate and timely and the SPSP was appropriate in improving the effectiveness and efficiency of the Parliament of Samoa.

### **Effectiveness and Efficiency**

Through the support of the project, the Parliament of Samoa successfully initiated a number of reforms, including the restructuring of the Parliamentary Services and improvement of its capacities (i.e. OCLA Corporate Plan and Outreach Strategy, ICT Strategy). Further, the legislative and oversight work of MPs committees has significantly improved (i.e. pre-sitting sessions). The project objectives were achieved under almost all outputs.

### **Impact and Sustainability**

Although it is challenging to assess the overall impact of the training events provided, there can be little doubt that particular topics, such as training sessions and workshops on legislative roles, committee systems, MP responsibilities, oversight tasks and challenges, etc. have created sustainable long-term benefits for parliament. In addition, the project has produced a number of manuals and supported strategies, all of which will be of long-term benefit to the parliament. The project proved to have a positive impact on the way the parliament is perceived by the population of Samoa, particularly by women and the young.

### **Lessons learnt**

1. When designing a parliamentary support project like SPSP, and identifying a suitable implementation modality, the ownership of the project by parliament (Speaker, Clerk, MPs) is very important. This ownership is key to a successful implementation.

2. The composition and responsibilities of the Project Board must be clear from the onset when planning a new parliamentary support project. Regular Project Board meetings are a sign of ownership of the project by parliament.
3. Successful activity implementation is not only based on sound project management and the mobilisation of expertise, but also due to strong engagement of the parliamentary stakeholders. Political will and commitment play an important role for achieving expected outputs and outcomes.
4. Partnerships of the Samoa Parliamentary Support Project had varying success. Whereas the partnership with the Pacific Parliamentary Partnership (PPP) programme was successful in providing management support in the first year of the project and delivered substantial technical expertise and support through rotational specialists, the partnership with UN sister agencies could have been expanded further to benefit parliamentary committees.
5. The project management and responsibilities of strengthening initiatives have to be clear. It was proven that the responsiveness and flexibility of the selected management structure was important to accommodate the interests of the Office of the Clerk of the Legislative Assembly (OCLA) as beneficiary. Hence, UNDP was able to be flexible on the point of hiring the international Chief Technical Adviser (CTA), which was quite a significant deviation from the way parliamentary projects are usually designed.
6. The periodic reporting on project deliverables has proved to be essential to keep all stakeholders and donors well-informed.
7. The project's risk strategy and risk mediation has been proven to work. However, the risk log in the UNDP Enterprise Resource Planning (ERP) system Atlas was not updated throughout the project implementation period due to the fact that the project team at the OCLA did not have access to Atlas.
8. It has been proven crucial that technical expertise for a parliamentary support project has to be readily available throughout the lifetime of the project – either at the project location in Samoa or at the Regional Office in Fiji.
9. It is important to have dedicated, available full-time technical specialists and staff. In the absence of such specialists at the project level, a coordinator or adviser for activities related to parliament at the UNDP MCO Samoa could have improved partnerships. In 2012, much effort was made by UNDP to have a full-time UNDP project assistant located at the MCO to focus primarily on the SPSP (especially in absence of the regional technical adviser). However, the Project Board did not see the merit of this and vetoed the funds for such a position, which led to additional stresses on the project later on.
10. During implementation of a parliamentary support project, anticipated outcomes and key outputs should continuously be checked for sustainability beyond the lifetime of the project. Although capacity building at legislatures is a long-term commitment, during implementation attention should be given to an exit strategy.

## Recommendations

1. Capacity development among MPs and OCLA staff remains despite the positive outcomes achieved so far by the SPSP.
2. A continuation of the parliamentary information and outreach to constituencies beyond youth and women is encouraged.
3. Support should be provided to further improve the website content and annual report of parliament, i.e. creation of a SOP for uploading to the website of all verbatim plenary recordings within 24 hours after the session, or SOP on the uploading the recordings of committee meetings within 24 hours.
4. Future UNDP support to the Parliament of Samoa should muster the UN family's expertise and experience that are relevant to the portfolios of various parliamentary committees, including from FAO, ILO, UNICEF, UN Women, UNFPA, WHO, etc.
5. South-South cooperation among Pacific parliaments should be further improved. This could be done by establishing a larger parliamentary staff training "hub" in the Pacific region, that is not a physical centre but rather a facility that could be hosted in different Pacific parliaments throughout the year. Such a facility could provide trainings, enable peer learning, strengthen networking, and foster exchange of experiences among parliamentary staff. The new "hub" could have agreements with universities in the region to provide additional legal and management expertise and thereby making staff training an even more sustainable and regional affair.
6. For any future engagement of the Parliament of Samoa by UNDP, an experienced parliamentary coordinator or adviser should be made available, i.e. based at the UNDP MCO Samoa or at the OCLA. This adviser should coordinate any support provided to MPs, committees, and the OCLA based on best practice, and in addition ensure a concerted approach and provision of technical assistance by the UN family.
7. Future support to parliament has to be strategic, inclusive in terms of planning, and focused on results. A suitable implementation modality has to be agreed.
8. Gender equality and SDGs should be more streamlined across activities in any future project design and subsequent implementation.



## 1. Introduction and project description

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The “Samoa Parliamentary Support Project” (SPSP) was designed to strengthen the parliamentary support services and democratic processes of the Parliament of Samoa. It was aimed at building the capacities of staff and increasing the understanding of Members of Parliament (MPs), including both government and opposition members, about their specific roles and responsibilities. Issues included law-making and how to hold Government to account for the delivery of services and development goals, including the achievement of the Millennium Development Goals (MDGs).

In 2011, UNDP conducted a Legislative Needs Assessment and its findings subsequently led to the design of the SPSP project document, incorporating many of the issues identified in need of support. The SPSP is the first ever parliamentary strengthening project in Samoa.

The expected project outputs are:

**Output 1:** Effective leadership and accountability of Members of Parliament and political parties strengthened.

**Output 2:** Law-making and committee oversight strengthened in support of MDGs achievement.

**Output 3:** Engagement of public and Members of Parliament and Parliament strengthened with special effort made to engage young people and women.

**Output 4:** Efficient, professional and high quality administrative support and services provided to Members of Parliament and other key client groups.

The project aimed to work with MPs directly on Output 1 and 2; and with the Parliamentary Secretariat on Outputs 2, 3 and 4. In its implementation, the project has been guided by the principle of working in partnership with other support providers, like the Australian Federal Parliament and the Tasmanian Parliament through the Pacific Parliamentary Partnership Programme, as well as sister UN agencies. The project further aimed at facilitating South-South experience-sharing within the Pacific.

The SPSP implementation period was three years from May 2012 until the end of 2015. The project has been implemented under the umbrella of the MDGs Acceleration Programme with financial support by the Government of Samoa and the Australian Department of Foreign Affairs and Trade (DFAT). A project mid-term review was conducted in 2013. With implementation of the project coming to an end, an independent and comprehensive final evaluation of its processes and outcomes has been commissioned.

## 2. Scope and purpose of the final evaluation

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During the final evaluation, the evaluator assessed the processes and achievements made during the three years of the SPSP implementation, with a focus on achievements and constraints of the project targets for indicators and outputs as contained in the project document. The assessment was made against the logical Results and Resources Framework (RRF) contained in the project document, the annual work plans and annual progress reports.

In reviewing the implementation of the project, the evaluator looked at the organisation of the activities conducted as well as their impact on the functioning of the Parliament, the building of institutional capacity and parliamentary services, the strengthening of leadership and accountability of MPs, the realisation of law-making and oversight, and the outreach of Parliament in particular to young citizens and women.

In December 2013, the SPSP underwent a mid-term review, resulting in findings and recommendations for the remainder of the project. Considering the United Nations Evaluation Group's (UNEG) Standards for project evaluations, the final evaluation builds on this mid-term review.

For the final evaluation an in-country mission was conducted from 3-10 August 2016, with a presentation of the initial findings to UNDP on 9 August 2016. The detailed findings of the evaluation are presented in the present report. The report further summarizes lessons learnt, and puts forward recommendations to improve the design, implementation and management of any future parliamentary support in Samoa.

To improve such assistance and expertise provided to the Parliament of Samoa, these lessons learnt and recommendations are based upon the desk review, interviews and consultations conducted, and take into account best practices of similar UNDP institutional strengthening projects in the Pacific and beyond, while respecting the specific national context of the Independent State of Samoa

### 3. Criteria and Methodology

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The final evaluation has been conducted in an objective, impartial, open and participatory manner, based on empirically verified evidence that is valid and reliable. As mentioned in the terms of reference, the evaluation consultant paid particular attention to the following criteria when conducting the assessment:

- **Relevance and Appropriateness** – Evaluate the extent to which the project contributions were compatible with the national goals and challenges, and whether the project has been relevant, appropriate and strategic to the mandate, strategy, functions, roles and responsibilities of the Parliament as an institution and to the key actors within that institution.
- **Effectiveness and Cost-efficiency** – Evaluate the extent to which the targets of the Project Document have been achieved with respect to their relative importance. Conduct an assessment of how the project has been managed and how the budget and Annual Work Plans (AWPs) have been converted into results.
- **Impact and Sustainability** – Evaluate the intended or unintended change caused by the project’s interventions, direct or indirect. Assess the project’s contribution to sustainable development of the Parliament. Evaluate the impact of the project on its wider environment and its contribution to the wider sectoral objectives summarized in the project’s overall objectives.

For a list of questions concerning the above-mentioned evaluation criteria, please refer to Annex 3: Review questions. Further, the evaluation consultant assessed how gender issues were implemented as a cross-cutting theme in programming, and if the project gave sufficient attention to promote gender equality and gender-sensitivity. To the extent possible, statistical data on project outputs will be disaggregated by gender.

In order to conduct the final evaluation, the evaluation consultant applied a multi-dimensional methodology.

#### 3.1 Desk review

Through a comprehensive desk-review of the project documentation in the period 2012-2015, the evaluation consultant obtained in-depth knowledge and understanding of the design of the project and activities of the project, which is a critical element to carry out subsequent stages of the evaluation. There were three types of documents for review: (i) the project document with its annual work plans (AWPs) and regular project progress reports; (ii) knowledge products such as concept papers and studies, manuals and handbooks, strategies and guidelines; as well as (iii) activity reports and evaluations by

participants partaking in activities. See Annex 1 for a list of the documents provided by the UNDP Programme team for review.

The desk review also considered the relevant legal framework (Constitution of the Independent State of Samoa) as well as the documents adopted by Parliament, like the Standing Orders of the Parliament of Samoa, the Corporate Plan by the Office of the Clerk of the Legislative Assembly of Samoa (OCLA), among others. Further, the review included external assessments of the Parliament of Samoa and its processes, like the 2011 Samoa Legislative Assembly Needs Assessment, and reports from the Pacific Parliamentary Development Practitioners Meetings.

In addition, conceptual back-ground documents complemented the desk review, including practice notes on parliamentary development such as the “UNDP Strategy Note on Parliamentary Development” (2009), the “EC Reference Document on Engaging with Parliaments Worldwide” (2010), the “IPU Standards for Democratic Parliaments” (2010), and the “IPU Common Principles for Support to Parliaments” (2014).

### **3.2 Structured interviews in Apia**

Based upon the desk review of documents, the evaluation consultant formulated a list of questions for the interviews, enabling gathering comparative information and consistent data on the results of activities, activity appreciation, performance of Parliament, as well as recommended future programmatic approaches.

The evaluator prepared and conducted interviews with the national level stakeholders of the project which included the following:

- Speaker of the Parliament;
- Members of Parliament involved in the project;
- Clerk of the Parliament;
- Management team and OCLA staff involved in the project;
- Technical Specialists and consultants engaged by the project;
- NGO and media representatives;
- Development partners and key donors supporting the Parliament of Samoa (i.e. AusAID/DFAT, Pacific Parliamentary Partnership Programme (PPP), UNDP, UN sister agencies).

Interviews with MPs and OCLA staff were aimed to determine to what extent outputs of the project, such as concept papers, manuals, and guidelines have contributed to anticipated changes in processes and procedures. The evaluator analyzed cases of project interventions

with a sustainable impact, such as support for the creation of the OCLA Corporate Plan 2013-2015, and the mobilisation of a temporary Legal Advisor (Legal Counsel) who worked with the Parliament for one year in 2013. In a similar way, the Communication Strategy for the Parliament that was developed with assistance by the project was analyzed.

Interviews with development partners and key donors supporting the Parliament, as well as with relevant NGOs and media representatives offered useful external perspectives on the performance of the SPSP as well as on project communication and interaction between the project and stakeholders.

Regarding specialists, consultants and service providers, the evaluation consultant interviewed a sample of the sub-contractors (via phone).

In order to assess the progress made by the SPSP, the consultant also interviewed senior members of the UNDP Samoa MCO, the Technical Specialist from the UNDP Pacific Centre (now Pacific Office in Fiji), and the former Project Managers. A specific set of questions was prepared for each of these consultations. Particular attention was given to the management challenges, time/political constraints, causes for delays in recruitments and procurement, the possible remedial actions that were undertaken, and the structural questions on partnerships and management structures emerging from these management challenges. Lessons learnt from the management of other UNDP parliamentary support projects were considered as additional references.

The interview findings informed all issues covered in the final evaluation report, such as fact-finding, opinions on project timeliness and performance, management review of the project activities, efficiency of the implementation and quality of the results, challenges and constraints which confronted the project, as well as lessons learnt and recommendations. A list of interlocutors interviewed in Apia and via phone can be found in Annex 2.

### **3.3 Evaluation and analysis**

Following the review of the project documentation and conducting the interviews with the relevant stakeholders, a thorough and detailed evaluation was undertaken to assess the project in terms of the key questions that were posed for the final evaluation. The main focus of the evaluation and analysis was to connect the project goals and objectives with the project activities, like technical assistance, trainings, and study tours to ascertain the impacts on the capacities to execute the tasks and functions of the parliament, including its elected members, staff and committees.

This evaluation relied primarily on the perspectives of the participants in these events and how they valued the support provided or event in terms of building their capacity and skills to undertake their responsibilities. To this extent, the perspectives of the beneficiaries were

supplemented by review of the documentation, such as reports, training materials, training, and reading of the knowledge products.

### **3.4 Debriefing Note and drafting the Evaluation Report**

Once the evaluation and analysis was completed a comprehensive overview and detailed assessment was made and the evaluator then wrote the evaluation report based on these observations and findings. The evaluation report was drafted with particular attention to the requirements as they were identified and described in the Terms of Reference for the assignment. The drafting of this report provided an opportunity to develop the overall lessons learnt and recommendations that contributed to the making of the final report.

The evaluation consultant prepared a Debriefing Note for the validation meeting with a selected number of key stakeholders of the project. The meeting was held at the end of the in-country mission to Samoa. The objective of the meeting was to obtain comments and opinions on the some of the initial findings of the in-country mission, in order to validate the messages of the final evaluation report and its recommendations.

Once the draft review report was delivered to UNDP, it was made available for comments. Subsequently, the consultant incorporated comments received on the draft. A quality review of the report and English language editing was conducted, before the final report was submitted.

### **3.5 Key limitations**

While following an inclusive approach, the evaluator could not meet with all Members of Parliament and OCLA staff during the limited time of the in-country mission. However, the evaluator believes that the sample of face-to-face meetings and interviews conducted via phone are to an extent representative of the Parliament, both at the level of members and secretariat support staff.

## 4. Findings and observations

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### 4.1 Project Design

This section on project design reviews how far the Project Document provided a sound and workable framework for successful implementation. The review will follow the structure of the project design and uses as point of reference UNDP's template for project documents.

#### 4.1.1 Context and situation analysis

The Project Document includes an elaborate situation analysis to build the rationale for the project. The chapter explains the political context, the organisation of the Legislative Assembly and the state of the political parties in Samoa. The situation analysis draws on the 2011 Legislative Needs Assessment (LNA) of the Samoan Parliament that was commissioned by UNDP. The project rationale identifies the institutional needs and demands by the parliament, for example for more effective and efficient legislation-making and oversight, and capacity constraints by legislators and staff, as the basis for an assistance approach.

Unlike most neighbouring countries in the Pacific, Samoa has established party politics. The major contesting parties are the Human Rights Protection Party (HRPP) and the Tautua Samoa Party (TSP). During the 2011 elections, the HRPP, secured 36 out of the 49 seats available; the opposition TSP gained 13 seats. The LNA identified that with the extended dominance of the governing party and the lack of institutional awareness of parliament as an institution apart from the Executive, the capacity of MPs to conduct their legislative and oversight duties were limited.

In addition, a lack of resources to strengthen the services by the Parliamentary Secretariat meant that parliamentary processes remained underdeveloped. For example, appointments for senior officers were for three years, which is less than the parliament period, and professional development was limited. Further, legal resources for the Legislative Assembly and adequate information services were severely limited. There was no corporate plan to provide strategic guidance to the Secretariat and ICT services remained severely restricted. In addition, the parliament was lacking any public education and outreach strategy and the staff to implement such outreach.

The project is the first large-scale support project to be implemented with the Parliament of Samoa. The Project Document explains that the Federal Parliament in Australia in the past had provided assistance to the Samoa Parliament under the CPA Education Trust Fund, and that as part of the Australia-Pacific Parliament Twinning Programme, the Parliament of Tasmania – with whom the Samoa Parliament is twinned – has engaged with the parliament to identify opportunities for support. The project document argues that parliamentary assistance is an integral part of UNDP's democratic governance assistance worldwide, which helps nations build or renew democratic frameworks. Parliaments play a fundamental role

in establishing the rule of law, protecting human rights, overseeing transparent governance processes, and ensuring national compliance with international obligations<sup>1</sup>.

#### **4.1.2 Project strategies, objectives, and outputs**

The section of the Project Document on project strategies highlights the acceleration of Millennium Development Goals (MDGs) achievement for Samoa. Noting that the rate of achievement was still very low for Samoa and other countries in the Pacific, the Samoa Parliament Strengthening Project was developed under the MDG Acceleration Programme, including the Legislative Needs Assessment of 2011 and the following scoping mission.

As a key implementation principle, the project attempted to integrate efforts to promote MDGs achievement into existing parliamentary processes, and to encourage committees to engage more proactively with development issues. Another principle put forward in the Project Document was that the project should work in partnership with other support providers to maximise sustainability. The Australian Federal Parliament and the Tasmanian Parliament are specifically mentioned, as well as sister UN agencies, such as UNICEF, UNFPA and UN Women.

Further, the Project Document highlights facilitating South-South experience-sharing within the Pacific as an implementation principle, since UNDP has been implementing parliamentary support projects in a number of Pacific states, like Palau, Kiribati, Tuvalu, Tonga and Solomon Islands. According to the Project Document, the project aimed at building capacities both among MPs and within the Parliament Secretariat to ensure sustainability of outcomes. To strengthen the Secretariat, the project supported the initial establishment and recruitment of a number of key positions to be integrated into the parliament operational budget over time.

Finally, the Project Document advocated for implementing the project incrementally and subject to resources. The counterparts at the parliament urged that a number of activities needed to be implemented as a priority, including training for MPs, the development of a Corporate Plan, restructuring of the Secretariat, and development of an ICT strategy. UNDP would continue to mobilise resources over time.

Under the UNDP standard template, this section of the Project Document usually describes the purpose of the project including the expected outcomes, the objectives, outputs and tentative activities. The Project Document under review, after describing the key implementation principles, defines four key outputs. It remains unclear what the expected outcomes are and what the objectives. The Project Document somehow vaguely states that as a long-term goal “this project aims to work with MPs directly, and the Parliamentary Secretariat and to strengthen the capacity of MPs to discharge their leadership duties

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<sup>1</sup> UNDP Parliamentary Development Practice Note, April 2003.



responsively, accountably and in furtherance of national development priorities and the achievement of the MDGs”.

What follows, is a description of the four outputs of the project, including more detailed situation analyses and expected results, which are actually a blend of objectives and activity descriptions. The Project Document does not clearly state the expected outcomes of the project. Ideally, a logical progression should have been established, from expected outcomes, to output targets, to the description of indicative activities, as is the case in other UNDP parliamentary project documents.

#### **4.1.3 Management arrangements**

The project was intended to be executed under UNDP’s Direct Implementation Mechanism (DIM) and implemented by the Parliament Secretariat with the Clerk acting as National Project Director (NPD). A Project Manager/Parliamentary Support Advisor was to be engaged for the entire term of the project, with the authority to run the project on a day-to-day basis and ensuring that the project delivers tangible results in accordance with the RRF and Annual Work Plans.

The Project Document foresaw that a Project Board (PB), chaired by the Speaker of the Parliament, would provide strategic guidance and oversight for the project, reviewing and approving of the Annual Work Plans (AWP), Annual Progress Reports, as well as urgent management decisions of the project. An organogram shows the project organisation structure and the members and composition of the PB. However, there was insufficient detailed information on the Project Board responsibilities in the Project Document. This resulted in the Project Board not only providing important strategic guidance, but also becoming involved in the operational management of the project during implementation.

Project Assurance and Project Support are explained further. An explanation of the Project Support Unit and the roles and responsibilities of the Chief Technical Adviser, Legal Adviser and other project staff – as done in other project documents – is missing.

#### **4.1.4 Monitoring and evaluation arrangements**

In accordance with the standard provisions in UNDP project design, the Project Document outlines the different plans, reports and monitoring instruments to be produced, such as: Annual Work Plan (AWP) and Budget, Quarterly Progress Report (QPR), Issue Log, Risks Log, Lessons Learnt Log, Annual Review Report and Annual Project Review, Regular Audits and End of Project Evaluation.

The Project Document does not mention Study Tour Reports, Activity Reports, Training Evaluation Forms, or Financial Reports. In terms of evaluation, there is no mention of the possibility for a Mid-term Review, although such review took place in 2013.

#### **4.1.5 Results and Resources Framework**

The Results and Resources Framework (RRF) is a comprehensive log frame matrix, outlining the intended outcomes, outputs, baselines, indicators, targets, indicative activities, responsible parties, and inputs. The RRF is based on a UNDP standard template and is the operational guide for project implementation and the basis for drafting Annual Work Plans. The project document includes an RRF.

The evaluator noted a number of challenges with the RRF. It features the four outputs introduced under the Project Strategies chapter of the project document. In the RRF these four outputs are now re-named “Strategic Goals”. Surprisingly, in the RRF column titled “Intended Outputs”, there are no outputs mentioned. The information in this specific column of the RRF includes the required categories, like “Baselines”, “Performance Indicators”, “Outcome Indicators”, and “Sources”. In the respective RRF columns for “Output Targets” and “Indicative Activities”, the targets and activities are formulated clearly and measurable. The link between the activities and how they contribute to the overall activity results has been established.

The RRF provides a succinct overview of deliverables and indicative activity results, which are broadly aligned with the descriptions of the output areas in the main text of the project document. The RRF also provides information in which year the output targets were intended to be implemented. This is in line with practice in project design.

Over the three years of implementation, the mix-up in the project document and RRF between “outputs”, “goals” and “outcomes” resulted in different Annual Work Plan templates. Therefore, the systematic alignment of the Annual Work Plans and the Annual Progress Reports with the RRF and the project document is somewhat compromised.

#### **4.1.6 Risk assessment**

The Risk Log contained in the annex of the project document is an important instrument to assess in advance what could possibly impede implementation, and what risk mitigation measures need to be undertaken. Most UNDP project documents for parliamentary support have detailed Risk Logs. The Risk Log of this project describes three risks: 1) “Existence of funding gaps”; 2) “Delay in recruiting a suitable project manager”; and 3) “Political tensions arising from support to opposition and/or political party support”.

Not mentioned in the Risk Log and crucial considering the situation in Samoa, are the risk of “High turnover of MPs after general elections”; “Changed political will to implement planned project activities”; and “Lack of human resources and technical expertise”. The proposed mitigation responses for the three risks described have been sufficiently specific and helped the project in the first year of implementation to overcome management challenges. In addition to the mitigation measures devised, the role of the Project Board could have been mentioned as well.

## 4.2 Project Implementation

This section of the review report presents a summary of the findings and observations regarding the project implementation made during the course of the evaluation. It relies primarily on the desk review of the project documentation and the interviews conducted with the relevant stakeholders from the parliament. The findings and observations have taken into account the capacity and position of the parliament, given the political context of Samoa. All four Project Outputs (RRF: Strategic Goals) and their respective Activity Areas are addressed in this section, with a list of outputs achieved and descriptions of the actions accomplishing activity results being provided.

### 4.2.1 Output 1: Effective leadership and accountability of Members of Parliament and political parties strengthened.

List of main activities and project highlights:

- “Parliamentary Practice and Procedure Manual 2012” for MPs launched.
- First pre-sitting briefing sessions held for MPs in 2013 and continued in 2014 and 2015.
- Seminar series and workshops under the in-house Staff Development Programme for MPs and OCLA staff.
- As part of the initiative to achieve the MDGs and democratic governance, anti-corruption session for MPs facilitated 2014 by the UNDP Pacific Centre, raising awareness about the UN Convention against Corruption (UNCAC).
- Seminar “Ministers, Minders and Information Management” for MPs.

Output 1 of the project primarily focused on the actors in parliament and their work. To this end, in July 2012, UNDP entered into an agreement with the Pacific Parliamentary Partnership (PPP) Programme for the provision of technical expertise and support to the SPSP. To strengthen the capacities of both MPs and support staff, a seminars series was developed and coordinated by Professor Richard Herr from the University of Tasmania in consultation with the Samoan Legislative Assembly. The seminar series for parliamentarians and staff was delivered over a three-year period from the end of 2012 until 2015, and among others addressed issues, like the integrity of parliament, parliamentary code of conduct, and skills related to a more efficient parliament.

In November 2012, the first ever “Parliamentary Practice and Procedure Manual” was launched at a ceremony. Previously, in May 2012, Peter Banson from the House of Representatives Chamber Research Office visited Samoa to work with the Clerk and staff to

prepare the first draft of the manual. Over several months, the draft was reviewed and revised with input from the Deputy Clerk of the Tasmanian House of Assembly, Peter Bennison. To reflect the success and sustainability of this output and knowledge product, the manual was updated and printed in a second edition in 2016.

A highlight in 2013 was the organisation of the first ever pre-sitting information sessions for MPs. During these sessions in March, June, August, October and December, representatives of government agencies provided briefings to MPs on the details of legislation being introduced into the parliament during the sitting period ahead. The feedback from MPs on the sessions was very positive and the pre-sitting sessions were continued in the following years and have since become a routine practice at the Samoa Legislative Assembly.

The project also supported capacity building for OCLA staff. In 2012, staff members attended an inaugural seminar under the Secretariat Professional Development Seminar Series on the topic of Legislative Roles and Capacity. The evaluation questionnaires revealed the positive impact on learning and understanding of parliamentary roles among staff.

Due to the absence of the planned international Chief Technical Adviser (CTA) who was to have substantial experience in parliamentary systems, several activities initially planned for 2012/13, were deferred to 2013/14. However, thanks to the partnership with PPP and the University of Tasmania's Law Faculty, seminars and expert attachments could be conducted addressing issues like parliamentary law, practices and procedures, and skills for MPs.

For one Activity Result included in the Project Document and RRF under Output 1, namely "MPs supported in their role as political party members", no activities were conducted throughout the lifetime of the project. The OCLA was of the view that this would compromise its impartiality. To include the issue of political party development into a parliamentary strengthening project is indeed uncommon. If political parties work is addressed in such project, this is usually in the form of support to the management of political party groups or party caucuses.

#### **4.2.2 Output 2: Law-making and committee oversight strengthened in support of MDGs achievement.**

Main activities conducted under this output:

- Committee officer undertook a two-week attachment at the Australian Parliament to enhance research skills.
- Parliamentary Legal Counsel recruited in 2015 by UNDP for one year.
- Analytical research, legislative and oversight work of parliamentary select committees improved.

- Standing Orders Review conducted (through independent consultant directly contracted by OCLA), and review report produced to be considered by the Business Committee.
- Design and implementation of a comprehensive parliamentary orientation programme in 2016, using manuals and knowledge developed under the project.

The main focus of Project Output 2 has been on law-making and committee oversight. For this purpose, the recruitment of a Legal Counsel had been one of the priorities of the Speaker and the Clerk. In 2013, a Legal Research Division within the OCLA was created, staffed by two newly recruited law graduates and the intention to build more capacity within the division to provide legal advice to MPs. Due to pending recruitment of a local Parliamentary Counsel through UNDP until 2015, many of the activities under this output initially planned to commence in the first years of the project were deferred.

However, through the agreement with the Pacific Parliamentary Partnership (PPP) this delay of activities under Output 2 could be mediated. As of the first quarter 2013, the Australian Federal Parliament and the Tasmanian State Parliament offered their parliamentary expertise and advice. A team of rotational specialists from these parliaments travelled to Samoa to focus on specific aspects of parliamentary work and parliamentary processes to be updated and strengthened. Each attachment focused on a particular field of parliamentary activity to provide an intensive period of development work.

Under this arrangement, the following advisers came to the Samoa Legislative Assembly for attachments:

<b>Name of Adviser</b>	<b>Title of Adviser</b>	<b>Duration</b>
Mr Jeremy Kennet	Interim Project Manager and Community Outreach Specialist, Australian Parliament, focusing on the development of the community outreach office and strategy for the parliament.	August – October 2012
Mr Robert Eames	Human Resource Specialist, Fivenines Consulting, Victoria, focusing on a human resource assessment report and recommendations for OCLA.	August 2012
Ms Penny Goldfinch	Human Resource Specialist focusing on the restructuring of the parliamentary administration and the development of the parliament's corporate planning and human resource systems, policies and practices.	November 2012 – April 2013
Ms Wendy Geraghty	Human Resource Specialist, Fivenines Consulting, Victoria, preparing a business modelling and re-	December 2012

	design process for OCLA.	
Mr Gerry McNally	Parliamentary Procedure and Practice Specialist, Australian Senate's Committee Office, focusing on a review of parliamentary procedures and processes.	April – June 2013
Mr Stephen Palethorpe	Committee Specialist, Committee Secretary, Australian Parliament, focusing on the development of the committee system.	July – September 2013
Ms Catherine Cornish	Research Specialist, Director, Chamber of Research Office, Australian Parliament, focusing on the development of the research capacity of the parliamentary administration.	2 - 27 September 2013
Ms Julia Morris	Committee Specialist, Committee Secretary, Australian House of Representatives, focusing on the development of the committee system.	8 August - 14 September 2013

After the arrival of the Legal Counsel in 2015, the Speaker, Clerk, and a majority of MPs have sought her advice on a variety of parliamentary matters and legal issues. The work of the Legal Counsel also had a positive impact on the Select Committees, strengthening their analytical research, legislative and oversight work. The committees particularly benefitted from technical advice on the preparation and implementation of committee annual work plans and the development of mechanisms and processes to hold public hearings and secure public input for its legislative and oversight work.

Further, the Legal Counsel provided guidance and comparisons for bills and annual reports against the Strategy for the Development of Samoa 2012-2016, via digests that were already in place before the recruitment of the Legal Counsel.

The Legal Counsel also coordinated and coached skills development trainings for the staff of the Legal and Research Office (LRO) on bill drafting, bill amendment and legal analysis. The technical assistance helped committees and Secretariat staff in the understanding and effective utilisation of the various oversight tools and mechanisms available to the parliament.

In 2015, OCLA directly contracted Professor Richard Herr from the University of Tasmania to conduct a review of the 2011 Standing Orders. Professor Herr produced a review report to be considered by the Business, Standing Orders, House and Electoral Committee. In addition, David Bagnall, senior parliamentary officer from the Parliament of New Zealand further provided analysis to aide with the Standing Orders review. Based on the experts' recommendations and internal parliamentary discussions, the 2016 Standing Orders included a number of positive changes.

#### **4.2.3 Output 3: Engagement of public and Members of Parliament and Parliament strengthened with special effort made to engage young people and women.**

List of main activities conducted:

- New Community and International Relations Office established at the Secretariat.
- Recruitment of a Community Outreach and International Relations Manager (with the salary initially covered by the project).
- Senior staff workshop conducted on a Corporate Plan and Community Outreach Programme.
- Community Outreach Strategy developed.
- Partnership with the Ministry of Women, Community and Social Development to promote the work of parliament through village and community networks.
- Bi-monthly editions of Parliament Newspaper *Palemene* published in Samoan language.
- Video recording and editing equipment purchased to enable the preparation of multi-media community outreach material.
- School Open Week for students to visit Parliament in 2013, 2014 and 2015.
- Youth Parliament organised in 2013.
- Women Parliamentary Forum organised in 2013.

Output 3 of the project focused on parliamentary outreach particularly to young people and women. The establishment of an Outreach Strategy and a training programme were the hallmark in this area.

In October 2012, a Community Outreach and International Relations Manager (formerly Public Engagement Manager) was recruited for one year by the project to develop the Secretariat support for community outreach and international relations. The manager engaged in the development of a business development plan, and two community outreach officers from the Community and International Relations Office received training at the Australian Parliament on the development of community outreach programmes and materials. To continue the capacity development at the Secretariat and the to assist with a preliminary community outreach strategy, a Community Outreach Specialist from the Australian Parliament undertook a three-month placement at the Samoan Legislative Assembly.

With the new Community and International Relations Office established at the Secretariat, a number of outreach initiatives took place, like the printing and distribution of the bi-monthly parliament newspaper *Palemene* in Samoan language and a revamped website

with access to a wider range of information on the work of parliament, including draft bills and Hansard recordings<sup>2</sup>. To reach out to the wider population, the new unit also organised a MP-CSO-media forum in 2014, and a National Youth Parliament session in 2014. Another highlight was the School Open Week for students to visit parliament and see proceedings, including presentations by the OCLA, addresses by the Prime Minister, Leader of the Opposition, Speaker and Deputy Speaker. School Open Weeks took place in 2013, 2014, and 2015.

A Women's Parliamentary Forum was held in October 2013, creating awareness and providing information to potential women candidates in the 2016 general elections<sup>3</sup>. In 2013, an important piece of legislation was passed, stipulating that at least 10 percent of parliamentarians must be women<sup>4</sup>. For the Samoan Legislative Assembly, this translated to at least five women MPs.

#### **4.2.4 Output 4: Efficient, professional and high quality administrative support and services provided to Members of Parliament and other key client groups.**

Project highlights of main activities conducted:

- Recruitment of a local HR Manager (salary initially covered by UNDP, then by the Parliament Secretariat).
- HR assessment for the OCLA conducted in July 2012 by an international consultant and Human Resource Strategic Plan finalised.
- OCLA Corporate Plan 2013-2015 developed and approved.
- Coordinated implementation of an annual training programme for staff.
- Development of an Asset and Infrastructure Management Policy Plan.
- ICT Strategy and design of a website management strategy.
- Recruitment of Information and Communication Technologies (ICT) Manager (salary initially covered by the project, then by the Parliament Secretariat).
- Website overhauled and additional information made accessible, including Hansard.
- Installed server and computer network within three parliament buildings (transitional buildings). Install heavy duty copy machine, scanner and fax.

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<sup>2</sup> For online copies of the newspaper see: <http://www.palemene.ws/new/news-events/newspaper/>

<sup>3</sup> Follow-up initiatives to empower women candidates for the 2016 elections took place under the UNDP-UN Women joint project "Increasing Political Participation of Women in Samoa" (IPPWS). For example, IPPWS organised a mock-parliament session, organised an induction programme for newly-elected women MPs, and established an informal women caucus. For more information see: <https://ippws.wordpress.com/>

<sup>4</sup> The Constitutional Amendment Bill was passed on 25 June 2013.



One of the areas the output focused on was putting in place effective HR systems in the OCLA. This was achieved by the hiring of a local HR Manager in September 2012 and the placement of rotational specialists for capacity development. These specialists conducted a HR assessment, developed working systems and tools, and conducted on the job training by working closely with the newly recruited HR Manager. As an assignment strongly supported by the Speaker and Clerk, a business process remodeling and redesign for the parliament was undertaken, resulting in the completion of the Human Resource Strategic Plan and Corporate Plan in April 2012.

The framework for an effective and efficient Parliament Secretariat was created with the design of the OCLA Corporate Plan 2013-2015. This is the first time that the OCLA has laid out its own vision of transparency, integrity and accountability. The plan is a roadmap for developing further the mission, roles and responsibilities of the OCLA. The subsequent implementation of the plan resulted in an improved Secretariat structure, clearer staff responsibilities, a better understanding of the roles and responsibilities of MPs by staff, and a more streamlined recruitment and regular training of staff in-house and abroad. A number of staff completed workplace attachments with the Australian House of Representatives funded by the PPP. In 2014, 29 OCLA staff passed Unit One (Law 702) of the Parliamentary Law, Practice and Procedure (PLPP) course by the University of Tasmania. The majority of staff in 2015 went on to complete the Second Unit (Law 703) of the course to earn the Grad Cert PLPP.<sup>5</sup>

In addition, under Output 3, the ICT strategy was developed and after recruitment of a Website Officer, the official Parliament of Samoa website ([www.palemene.ws](http://www.palemene.ws)) was revamped and became more user-friendly, with new information on the work of parliament made accessible online. In addition, an e-database was designed and a separate e-learning database was implemented to provide MPs with improved digitalized resources for conducting research. The project under Output 4 also provided infrastructure support in form of a server and computer network for three parliament buildings. In addition, a heavy duty copy machine, scanner and fax were installed at the Secretariat.

### 4.3 Project management

In terms of ensuring the effective implementation of the SPSP, the project management experienced some challenges. According to the Project Document, the Clerk as National Project Director was to be supported by a Project Manager for the day-to-day running of the project, with additional backstopping from UNDP. Whereas OCLA indicated their preference

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<sup>5</sup> It is important to note that the Law 702 unit is delivered under contract to ANZACATT (The Australia and New Zealand Association of Clerks-at-the-Table) for the professional and academic development of the clerks of the 10 Australasian parliaments that make up ANZACATT. Thus, the Samoan parliamentary staff undertook the same academic development as their ANZACATT colleagues. For more information on ANZACATT, see <http://www.anzacatt.org.au/>

for a national Project Manager, UNDP intended to recruit an international Chief Technical Adviser, as routine in other UNDP parliamentary support projects around the world. The international recruitment was rejected by OCLA due to its perceived high cost. OCLA felt that the salary of the CTA would take up too much of the overall budget and suggested that instead the budget should be used to fund additional activities.

UNDP attempted to recruit a UN Volunteer to fill the CTA position, which would have been less costly, but could not identify one. Although UNDP explained the usefulness of an International CTA, the Project Board decided against such recruitment. On the one hand, this decision delayed the recruitment of a Project Manager for the first year; on the other hand, it deprived the project of cutting edge comparative parliamentary knowledge and access to networks on global best practice.

Pending the recruitment of the Project Manager who was not recruited until the second year of the project, the Pacific Parliamentary Partnership (PPP) programme provided interim project management support. This support was delivered by rotational specialists from Australia who came to the Parliament of Samoa for the duration of 3-6 months at a time. Under the PPP, Samoa is twinned with the State Parliament of Tasmania. Through the partnership with the PPP, the project was able to deliver all of its planned activities for 2012 and 2013.

The Project Document in its risk log identified "Delay in recruiting suitable Project Manager" as a risk and suggested as a mitigation measure to "Use the UNDP Pacific Centre to facilitate implementation until PM recruited". However, the Parliamentary Adviser based in at the Pacific Centre had left at the time the SPSP was launched and it took some time until a successor was recruited. After the recruitment of a new Parliamentary Adviser by the Pacific Centre in March 2013, managerial and technical advice was available, which benefitted the effectiveness and efficiency of the project.

The first SPSP Project Manager was recruited in February 2013. Although the PM did not have any parliamentary experience, the PM had project management experience, which was important for the running of the project. After one year, the duties of the PM were integrated into the duties of the HR Manager of OCLA. Overall, the project support team was very lean, including besides the PM only one other support staff.

There was regular communication between the Parliament and UNDP, and Project Board meetings took place on a regular basis. Reporting of the project has been conducted in a comprehensive manner, comprising of Quarterly Progress Reports, Financial Reports, and Annual Progress Reports, and supplemented by some activity reports. The Annual Progress Reports were shared with DFAT as the main donor of the SPSP. Monitoring was conducted through the project Mid-term Review in 2013. The risk log and lessons learnt log was not updated since the design of the Project document due to the fact that the project team at the OCLA did not have access to Atlas.

#### 4.4 Relevance and Appropriateness

The Relevance and appropriateness of the project derives from the adequate translation of the needs identified in the 2011 Legislative Needs Assessment and their translation into a Project Document, activities and outcomes. The decision of UNDP to work in the field of parliamentary development in Samoa was appropriate and timely and the SPSP was appropriate in improving the effectiveness and efficiency of the Parliament of Samoa.

The SPSP was in line with the United Nations Development Assistance Framework (UNDAF) 2008-2012 that was in place as the project was being developed and designed and particularly the UNDAF Outcome 2 on Good Governance and Human Rights that stated that “national and regional governance systems exercise the principles of inclusive good governance, respecting and upholding human rights; and resilient Pacific island communities participate in decision-making at all levels”.

The SPSP was also in line with the UNDP Samoa Country Programme 2008-2012, and specifically with Outcomes 2. which stated that “Samoa demonstrates and upholds the Forum Principles of Good Leadership and Accountability; and Samoa is aware and protects human rights and makes available mechanisms to claim them”, as well as Output 2.1 that stated “Improved capacity of national parliaments and government institutions and systems to enable the efficient and effective performance of oversight, accountability, legislative, representative functions and roles, including improved capacity for equitable representation and participatory democracy through civic and human rights education”.

For being the first ever large-scale parliamentary support project implemented in Samoa, the SPSP has been remarkably successful. This was to no small part due to the commitment and ownership of the project displayed by the Speaker and Clerk. The project objectives have been in line with the needs of the country and the parliament. Despite opportunities for further capacity development and strengthening of the legislature in the future, a strong foundation of sustainable organisation, rules and procedures has been created with assistance of the SPSP.

The project included a strong partnership framework, including the Parliament of Australia, the Parliament of Tasmania, the Pacific Parliamentary Partnership, and UN sister agencies. These partnerships proved to be very appropriate in delivering technical expertise and knowledge to the beneficiaries of the SPSP.

Activities under the SPSP have been very relevant. For example, the seminar series and workshops raised the interest among MPs and staff to learn more about the role of parliament and their contributions. The pre-sitting briefings held to familiarise MPs with bills and issues to be debated in subsequent plenary sessions have been very timely. MPs attending the briefings by government ministries are better prepared for effective and

efficient debate and to conduct effective and efficient scrutiny of government policies and services.

As the mid-term review of the project remarked that the "Secretariat staff through the seminar series and technical assistance received, is now able to clarify their parliamentary support roles and their relationship to each other, understand the value of teamwork in the provision of services to MPs, and acknowledge the importance of impartiality". Staff training was very appropriate and OCLA is now enabled to address all issues included in the Corporate Plan, in order to continue the reform path that it has embarked on.

#### 4.5 Effectiveness and Efficiency

The original project document outlined 4 outputs, 11 activity results and associated activities. A project budget of USD 1,529,525 was outlined in order to implement the project of which DFAT transferred USD 866,700 to UNDP as a lump sum under a Third Party Cost-sharing Agreement<sup>6</sup>. The project received parallel funding from the Pacific Parliamentary Partnership (PPP) programme amounting to USD 175,000; and the Government of Samoa funded USD 120,000 as in-kind contribution.

However, initial commitments totalled USD 1,104,200 and UNDP faced challenges to mobilise the unfunded part of the project budget. With regard to the shortfall, the Government of India initially committed USD 400,000 to the project with UNDP and the Parliament of Samoa to follow-up. However, until the closure of the project, these funds never materialised. In 2015, UNDP offered to add USD 100,000 of its own Targeted Resources Allocated from the Core (TRAC) programme funds to the project, to cover the cost of the Legal Counsel and outstanding activities.

Despite the shortfall in donor resources, and the delay in recruiting a Project Manager, the project did manage to deliver on almost all of its planned activities. After establishing and putting in place the implementing modalities in the first months of the project, the activities commenced with the capacity building programmes for the MPs and OCLA. Project objectives were achieved more effectively not at least through the Letter of Agreement (LOA) between UNDP and PPP to provide technical assistance. With the recruitment of the Project Manager and the availability of the new Parliamentary Adviser from the UNDP Pacific Centre in Suva, the project effectiveness and efficiency significantly improved.

Through the support of the project, the Parliament of Samoa successfully initiated a number of reforms, including the restructuring of the Parliamentary Services and improvement of its capacities (i.e. OCLA Corporate Plan and Outreach Strategy, ICT Strategy). Further, the

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<sup>6</sup> Australian Aid Agreement No. 62198 between UNDP and Australian Aid of 20 March 2012.

legislative and oversight work of MPs committees has significantly improved (i.e. pre-sitting sessions).

The project objectives were achieved under almost all outputs with the exception of the anticipated work on political parties, the integration of MDGs achievement into parliamentary processes, and the facilitation of South-South experience-sharing within the Pacific. Whereas the work on political parties was included under Project Output 1 in the RRF and Annual Work Plans, the indicative activities were never actually implemented (i.e. workshops on the role of political parties in Samoa's parliamentary party democracy; how to develop policies/political party manifestos; outreach to politically marginalised groups, including establishing youth and women wings, and follow-up activities as identified by political parties themselves).

Integrating MDGs achievement into parliamentary party processes was intended to be achieved under Project Output 3 in the RRF and Annual Work Plans. Before the commencement of the Samoa Parliament Support Project, the Speaker of Parliament had instigated the establishment of a Special Parliamentary Committee on MDGs. Also, UN agencies in Samoa had conducted a joint briefing on MDGs for Parliament. However, the ensuing project activities while focusing on law-making and committee processes, including scrutiny of government policies, did not include the achievement MDGs as an explicit issue. For example, there was no capacity building regarding the benefit of Regulatory Impact Assessments (RIA) and Bills Summaries, including identifying how proposed bills support MDGs achievement<sup>7</sup>. Equally, the training module for parliamentary oversight could have included a special focus on government oversight in support of MDGs achievement.

South-South experience-sharing within the Pacific had been mentioned in the Project Document as a key implementation principle. During project implementation, it did not feature under the work plans or activities. A reason for this has been the weak capacity in the Pacific for South-South cooperation to take place. For example, Fiji was just coming back after seven years without a parliament, and a number of other parliaments in the Pacific were being assisted by parliamentary support projects, like the Solomon Islands, Tonga, Palau, Kiribati and Tuvalu. In this context Samoa was fairly stable. Therefore, experience-sharing within the Pacific did not take place at this time and most experiences brought into the Samoa Parliament came from Parliaments in Australia and New Zealand. Considering the progresses among parliaments in the Pacific in recent time, South-South experience-sharing could take place in the future.

Despite initial challenges, regarding the management modality of the project, the intended results could not necessarily have been achieved at a similar level of quantity and quality and at a lower cost. Under the DIM modality used for this project, a Letter of Agreement

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<sup>7</sup> According to information from OCLA, since 2013, RIA training and digests for bills were done separate to the project under an arrangement with Scope Global (formerly AYAD) where OCLA requested three times Australian volunteers.

(LOA) was signed between UNDP and PPP as the responsible party to provide expertise for the implementation of the project. To sign a LOA is a common modality used by UNDP for obtaining the services of a responsible party to implement certain project activities. The LOA with PPP led to achievement of almost all project outputs and activities. All project decisions were made by the Project Board and although effectiveness and efficiency initially suffered from a confusion of the execution modalities by Project Board members and OCLA, the commitment and political will of the beneficiaries also contributed to the implementation and success of the project.

#### 4.6 Impact and Sustainability

Within the scope of this evaluation, it has been challenging to assess the overall impact and sustainability of the SPSP. Much of the focus of SPSP was on providing training and technical advice to MPs and OCLA. The positive impact and sustainability of such training and technical advice is difficult to evaluate at this stage and will become clearer over time.

It is fair to say that parliament has benefitted from SPSP and that the capacity of the Secretariat is now higher than in 2011. This was also confirmed by the current Speaker who used to be Speaker from 1996 to 2006. A number of activities, like the OCLA Corporate Plan that lead to the restructuring of the Secretariat and to human resource and recruitment standards, have a long-term sustainable impact. In addition, the 2016 revisions of the Standing Orders as well as the principles on parliamentary communication and outreach have been positively influenced by the technical advice provided by the project. With regard to the Standing Orders, several changes have served to further advance the recommendations of the Legislative Needs Assessment. Amongst these are the changes to:<sup>8</sup>

<b>Standing Order</b>	<b>Positive Impact</b>
S.O. 32 regarding the Adjournment	This has drawn attention to, and clarified, the opportunity on every sitting day for private Members to raise important public matters for the consideration of the Assembly under the agenda item “urgent public matters” on the Order Paper.
S.O. 35 regarding the Order Paper	This should promote timely awareness and certainty amongst Members to prepare for the business before the Assembly.
S.O. 41 regarding the electronic circulation of parliamentary papers	Publication of the Report in electronic form on the parliamentary website will help to pave the way for more timely public awareness of the work of the Assembly.
S.O. 44 and 45 regarding the order of business of the Assembly	These changes help to meet some of the critical issues identified in the LNA. Underscoring the opportunities on the Order Paper and clarifying the procedures for using these opportunities should help to strengthen private Members in scrutinising the Executive and representing their constituents. The challenge may be now to

<sup>8</sup> The evaluator is grateful to Professor Richard Herr who provided the information on the 2016 Standing Order revisions and highlighted their positive impact on key parliamentary functions.

	educate private Members to use these opportunities effectively.
S.O. 61 regarding questions	This has the real potential to usefully strengthen the intended effects of the changes to S.O. 44 and 45.
S.O. 62 regarding statements	These changes have the likely effect of greater Executive accountability through the Assembly both in content and in timeliness.
S.O. 169-78 regarding Committee rationalisation	The stated intention for these changes serves to implement the LNA recommendation that the difficulties in scheduling and staffing committee meetings be addressed, in part, by reducing the number of committees.

Overall, capacity of the Secretariat is higher, but the capacity of most MPs to legislate, oversee and represent has not increased substantially since the 2016 elections that saw a turnover of around 50 percent of the elected members. However, it is very encouraging to see that after the 2016 elections, parliament organised an induction training for newly-elected members and that material used during the induction was created with support of the SPSP project and fully-funded by the IPPWS project.

In terms of the infrastructure and operation, the parliament will continue to benefit from the investment by the project in ICT hardware and software. This also includes the capacities of ICT Manager and Officers that received skills trainings. Two of the new staff positions – the Community Outreach and International Relations Manager and the ICT Manager – were successfully transferred to the OCLA. The same has been happening with the position of the Information Systems Manager.

Although it is challenging to assess the overall impact of the training events provided and expert placements conducted, there can be little doubt that particular topics, such as training sessions and workshops on legislative roles, committee systems, MP responsibilities, oversight tasks and challenges, etc. have created sustainable long-term benefits for parliament. In addition, the project has produced a number of manuals and supported a number of strategies, all of which will be of long-term benefit to the parliament.

The project proved to have a positive impact on the way the parliament is perceived by the population of Samoa, particularly by women and the young. The Public Education and Outreach Programme has been described as successful. Parliament has reached out to a wider audience through the improved website and usage of social media such as Facebook. Media representatives acknowledged the improved access to parliamentary proceedings and draft bills, but also mentioned that more consistency in the timely posting of material on the parliament website is needed. Further, the bi-monthly parliament newspaper is a laudable initiative, but language should be simplified for a wider audience, and laws and parliamentary decisions should not merely be reprinted in the paper but also commented and explained.

## 5. Lessons learnt and recommendations

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### 5.1 Lessons learnt

After reviewing project documentation and evaluating the outcome of the SPSP, the evaluator noted a number of areas where lessons can be learned:

1. When designing a parliamentary support project like SPSP, and identifying a suitable implementation modality, the ownership of the project by parliament (Speaker, Clerk, MPs) is very important. This ownership is key to a successful implementation.
2. The composition and responsibilities of the Project Board must be clear from the onset when planning a new parliamentary support project. Regular Project Board meetings are a sign of ownership of the project by parliament.
3. Successful activity implementation is not only based on sound project management and the mobilisation of expertise, but also due to strong engagement of the parliamentary stakeholders. Political will and commitment play an important role for achieving expected outputs and outcomes.
4. Partnerships of the Samoa Parliamentary Support Project had varying success:
  - *Partnership with the Pacific Parliamentary Partnership (PPP) programme:*
    - It was successful in providing management support in the first year of the project;
    - It was successful in providing support through the temporary placements of international specialists;
    - It was successful in providing technical assistance by parliamentary specialists;
    - It was successful in implementing a seminar series for MPs and Secretariat staff (i.e. on Law and integrity of Parliament; Developing parliamentary committee skills; Financial Oversight).
  - *Partnership with UN sister agencies:*
    - The UN Team in Samoa brings together a number of agencies dealing with policy areas relevant to the work of parliamentary committees, including FAO, ILO, UNICEF, UN Women, UNFPA, WHO, etc. However, beyond a joint UNCT session with parliamentarians which introduced the MPs to the MDGs for the first time, the UNDP Samoa Parliamentary Support Project had almost no relationship with any of these agencies.
    - Parliamentary committees could benefit substantially from policy support through UN in-house expertise and knowledge.
    - Parliamentary support projects can function as knowledge and cooperation centers for other UNDP projects and other UN agencies that plan to engage with the political leadership and with parliament in order to progress in their area of work.



5. The project management and responsibilities of strengthening initiatives have to be clear. It was proven that the responsiveness and flexibility of the selected management structure was important to accommodate the interests of the OCLA as beneficiary. Hence, UNDP was able to be flexible on the point of hiring the international CTA, which was quite a significant deviation from the way parliamentary projects are usually designed.
6. The periodic reporting on project deliverables has proved to be essential to keep all stakeholders and donors well-informed.
7. The project's risk strategy and risk mediation has been proven to work. However, the risk log in the UNDP Enterprise Resource Planning (ERP) system Atlas was not updated throughout the project implementation period due to the fact that the project team at the OCLA did not have access to Atlas.
8. It has been proven crucial that technical expertise for a parliamentary support project has to be readily available throughout the lifetime of the project – either at the project location in Samoa or at the Regional Office in Fiji.
9. It is important to have dedicated, available full-time technical specialists and staff. In the absence of such specialists at the project level, a coordinator or adviser for activities related to parliament at the UNDP MCO Samoa could have improved partnerships. In 2012, much effort was made by UNDP to have a full-time UNDP project assistant located at the MCO to focus primarily on the SPSP (especially in absence of the regional technical adviser). However, the Project Board did not see the merit of this and vetoed the funds for such a position, which led to additional stresses on the project later on.
10. During implementation of a parliamentary support project, anticipated outcomes and key outputs should continuously be checked for sustainability beyond the lifetime of the project. Although capacity building at legislatures is a long-term commitment, during implementation attention should be given to an exit strategy.

## 5.2 Recommendations

1. Continue capacity building among MPs and OCLA staff given the positive outcomes achieved so far.
2. A continuation of the parliamentary information and outreach to constituencies beyond youth and women is encouraged.
3. Support should be provided to further improve the website content and annual report of parliament, i.e. creation of a SOP for uploading to the website of all verbatim plenary recordings within 24 hours after the session, or SOP on the uploading the recordings of committee meetings within 24 hours.
4. Future UNDP support to the Parliament of Samoa should muster the UN family's expertise and experience that are relevant to the portfolios of parliamentary committees, including from FAO, ILO, UNICEF, UN Women, UNFPA, WHO, etc.
5. South-South cooperation among Pacific parliaments should be further improved. This could be done by establishing a larger parliamentary staff training "hub" in the Pacific region, that is not a physical centre but rather a facility that could be hosted in different Pacific parliaments throughout the year. Such a facility could provide trainings, enable peer learning, strengthen networking, and foster exchange of experiences among parliamentary staff. The new "hub" could have agreements with universities in the region to provide additional legal and management expertise and thereby making staff training an even more sustainable and regional affair.
6. For any future engagement of the Parliament of Samoa by UNDP, an experienced parliamentary coordinator or adviser should be available, i.e. based at the UNDP MCO Samoa or at the OCLA. This adviser should coordinate any support provided to MPs, committees, and the OCLA based on best practice, and in addition ensure a concerted approach and provision of technical assistance by the UN family.
7. Future support to parliament has to be strategic, inclusive in terms of planning, and focused on results. A suitable implementation modality has to be agreed.
8. Gender equality and SDGs should be more streamlined across activities in any future project design and subsequent implementation.

## Annex 1: List of documents reviewed

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### SPSP Project Documentation

- UNDP Pacific Centre Fiji: “Samoa Legislative Assembly Legislative Needs Assessment” 24 March 2011.
- UNDP MCO Samoa: “Samoa Parliamentary Support Project”, Project Document, approved in May 2012.
- UNDP MCO Samoa: “Samoa Parliamentary Support Project”, Annual Work Plans for 2012-13, 2013-14, 2014-15, 2015-16.
- UNDP MCO Samoa: “Samoa Parliamentary Support Project”, Annual Progress Reports for 2012, 2013, 2014, 2015.
- UNDP MCO Samoa: “Samoa Parliamentary Support Project”, Quarterly Progress Reports for Q1/Q4 2013, Q1/Q2/Q4 2014, Q1/Q2 2015.
- UNDP MCO Samoa: “Samoa Parliamentary Support Project”, Minutes of the Project Board Meetings.
- IPU: “Mid-term Evaluation report on the UNDP Samoa Parliamentary Support Project 2012-2015, December 2013.
- UNDP Pacific Office Fiji: “Pacific Parliamentary Development Practitioners Meeting”, Meeting Report, 10 March 2014.

### Knowledge Products

- OCLA: “Legislative Assembly of Samoa”, Info sheet, August 2014.
- OCLA: “Legislation”, Info sheet, August 2014.
- OCLA: “Parliamentary Committees”, Info sheet, August 2014.
- OCLA: “Parliamentary Words and Expressions”, Info sheet, August 2014.
- OCLA: “Parliamentary Debate”, Info sheet, August 2014.
- Legislative Assembly of Samoa: “Parliamentary Practice and Procedure Manual 2012”.
- Teleiai Lalotoa S. Mulitalo: “Concept Paper for Parliamentary Legal Advisor to the Parliament of Samoa”, 26 March 2015.

### Activity Reports

- Pacific Parliamentary Partnerships (PPP): “Report of activities for Samoa in 2012-13”.
- SPSP: “Feedback on MP workshop 11 March 2013”.
- SPSP: “Secretariat Seminar Series 12 and 12 March 2013”, Evaluation Summary.

- SPSP: “Primary School Parliamentary Programme 2014”, Result of Participants’ Satisfaction Questionnaire, 2014.
- SPSP: “Summary of the first seminar of the seminar series 26-28 November 2012”.
- SPSP: “Civil Society Parliamentary Programme”, 20 November 2014.
- SPSP: “Parliamentary Youth Programme”, 20-22 October 2014.
- SPSP: “Women’s Parliamentary Programme – Savaii”, Evaluation Analysis, 8 Dec. 2014.
- SPSP: “Women’s Parliamentary Programme – Upolu”, Evaluation Analysis, 10 Dec. 2014.
- SPSP: “Women’s Parliamentary Programme – Savaii”, Evaluation Analysis, 16-17 December 2014.

### **Background documents**

- Independent State of Samoa: Constitution of the Independent State of Samoa, 2016.
- Parliament of Samoa: “Standing Orders of the Parliament of Samoa”, 2016.
- Parliament of Samoa: “Report of the Business, Standing Order, House and Electoral Committee on the Standing Orders Review”, 26 January 2016.
- OCLA: “Corporate Plan 2012-2015”.
- UNDP: “Handbook on Planning, Monitoring and Evaluating for Development Results”, New York, 2009.
- UNDP: “Evaluation Office: Guidelines for Outcome Evaluators”, Monitoring and Evaluation Companion Series No. 1., New York, 2002.
- UNDP: “Outcome-Level Evaluation”, A companion Guide to the Handbook on Planning Monitoring and Evaluating for Development Results for Programme Units and Evaluators, New York, December 2011.
- UNDP: “Strategy Note on Parliamentary Development”, New York, 2009.
- EC: “Reference Document on Engaging with Parliaments Worldwide”, 2010.
- IPU: “Standards for Democratic Parliaments”, 2010.
- IPU: “Common Principles for Support to Parliaments”, 2014.

## Annex 2: List of people interviewed

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### UN Agencies and Programme Staff

- Lizbeth Cullity, Resident Representative, UNDP MCO Samoa
- Naoko Takasu, acting Deputy Resident Representative, UNDP MCO Samoa
- Georgina Bonin, ARR/Head of Governance and Poverty Reduction Unit, UNDP MCO Samoa
- Dyfan Jones, Regional Governance Team Leader, UNDP Regional Office in Fiji (by phone)
- La- Toya Lee, Programme Analyst, UNFPA Samoa and Tokelau
- Suisala Mele Maulaivao, National Coordinator, UN Women
- Gatoloai Tili Afamasaga, Project Coordinator, Increasing the Political Participation of Women in Samoa (IPPWS) Project, UN Women

### Parliament

- Hon. Toleafoa Faafisi, Speaker of Parliament
- Hon. Gatoloaifaana Amataga Alesana Gidlow, former member of the SPSP Project Board

### Project Team and Parliament Secretariat

- Valasi Iosefa, OCLA staff, former SPSP National Project Manager
- Ulu Bismarck Crawley, former SPSP National Project Manager

### Government

- Peseta Noumea Simi, CEO, Ministry of Foreign Affairs and Trade, formerly at Ministry of Finance and government counterpart for the SPSP Project
- Lita Lui, ACEO, Aid Coordination and Debt Management Division, Ministry of Finance
- Louisa Apelu, ACEO, Women's Division, Ministry of Women, Community and Social Development
- Dr. Karaline Afamasaga-Fuatai, CEO, Ministry of Education, Sports and Culture

### Programme Consultants

- Andres Lomp, Communications and Public Engagement Manager, Parliament of Victoria & former PPP Coordinator (by phone)
- Richard Herr, Academic Coordinator, Parliamentary Law, Practice and Procedure Course, Faculty of Law, University of Tasmania (by phone)

### **Development Partners and key Donors**

- Rosemary McKay, Counsellor Development, DFAT
- Bob Ale, DFAT

### **NGOs and Media Representatives**

- Lemalu Nele Leilua, Samoa ala Mai
- Lesa Keni Mataafa, Editor, Samoa Observer Newspaper

## Annex 3: Review questions

Evaluation item	Questions
<b>Relevance</b>	<p>Necessity</p> <ul style="list-style-type: none"> <li>• Were the Project objectives in line with the needs of the country and target Parliament’s committees?</li> </ul> <p>Priority</p> <ul style="list-style-type: none"> <li>• Is the Project consistent with the development policy of the Independent State of Samoa?</li> <li>• Is the Project consistent with UNDP’s mandate and Country Action Plan?</li> </ul> <p>Problems and needs</p> <ul style="list-style-type: none"> <li>• Did the nature of needs originally identify change?</li> <li>• Have the objectives been updated in order to adapt to changes in the context?</li> <li>• Did the Project assess local absorption and implementation capacity?</li> <li>• What is the quality of preparatory activities undertaken, such as policy assessments, sector reviews and political analysis?</li> <li>• Were risks adequately assessed?</li> </ul>
<b>Effectiveness</b>	<p>Achievement of purpose</p> <ul style="list-style-type: none"> <li>• Was input conducted as planned? (compared with planned values)</li> <li>• Was output produced as planned? (compared with expected results)</li> <li>• Were Project objectives achieved?</li> <li>• To what extent did actual results match the performance targets set out initially?</li> <li>• To what extent did beneficiaries benefit from Project services?</li> <li>• To what extent have institutional reforms been implemented?</li> </ul> <p>Ways of achieving results</p> <ul style="list-style-type: none"> <li>• To what extent could the intended results have been achieved at a higher level of quantity/quality by changing responsiveness of Project management, monitoring of risks and external factors?</li> <li>• Were there any problems in the Project management system (monitoring system, decision-making process, communication</li> </ul>

	mechanisms, institutional arrangements within the Project)?
<b>Efficiency</b>	<p>Sound management</p> <ul style="list-style-type: none"> <li>• To what extent could intended results have been achieved at a similar level of quantity/quality and at a lower cost by changing monitoring, through a timely response to implementation problems?</li> <li>• Do the results justify the invested cost? Was it not possible to achieve more with same amount of funds?</li> <li>• Does the achievement of the Project objectives justify the invested cost?</li> </ul>
<b>Impact</b>	<p>Prospects for the achievement of the overall objective</p> <ul style="list-style-type: none"> <li>• Looking at the input and output performance and at the activity status, are there prospects that the overall objective will be produced as an effect of the Project?</li> <li>• Are there prospects that the achievement of the overall objective will have an impact on the development plan of the country?</li> </ul> <p>Ripple effects</p> <ul style="list-style-type: none"> <li>• Were there any positive or negative impacts beside the overall objective: influence on the establishment of policies and on the preparation of laws, systems or standards? Influence on social and cultural aspects such as gender and poverty?</li> </ul>
<b>Sustainability</b>	<ul style="list-style-type: none"> <li>• Will new policies and practices continue after the UNDP assistance has been completed?</li> <li>• Are the relevant regulations and legal systems prepared or are there plans for their preparation?</li> <li>• Is there sufficient organisational and human capacity to implement activities to produce effects even after the assistance has ended?</li> <li>• Considering the above aspects as a whole, is the sustainability high or low?</li> </ul>



## Annex 4: Terms of References

<b>TERMS OF REFERENCE FOR THE SPSP – Project Terminal Evaluation</b>	
<b>A. Project Title:</b>	<b>Samoa Parliamentary Support Project (SPSP)</b>
<b>B. Project Description or Context and Background:</b>	<p>The Samoa Parliamentary Support Project (SPSP) was developed at the request of the Speaker of the Samoa Parliament to UNDP to implement key recommendations that emanated out of a Legislative Needs Assessment that was carried out by UNDP on the Parliamentary system in Samoa in February 2011. The SPSP is the first institutional strengthening project targeting parliamentary support services as well as deepening the democratic processes in Parliament itself and increasing the level of understanding of Members of Parliament, including Opposition MPs, about their specific roles and responsibilities of a Parliamentarian and holding the Government to account for the delivery of development goals and achievement of the Millennium Development Goals (MDGs). There are 4 specific outputs as follow:</p> <ol style="list-style-type: none"><li><i>1. Output 1: Effective leadership and accountability of Members of Parliament and political parties strengthened.</i></li><li><i>2. Output 2: Law-making and committee oversight strengthened in support of MDGs achievement.</i></li><li><i>3. Output 3: Engagement of public and Members of Parliament and Parliament strengthened with special effort made to engage young people and women.</i></li><li><i>4. Output 4: Efficient, professional and high quality administrative support and services provided to Members of Parliament and other key client groups.</i></li></ol> <p><b>Key operating principles which the UNDP is using in implementing this project include:</b></p> <ul style="list-style-type: none"><li>• Integrating efforts to promote MDGs achievement into existing parliamentary processes</li><li>• Working in partnership with other support providers to maximise eventual sustainability. To that end, the Project has been developed based on feedback not only from in-country parliamentary stakeholders, but also from existing parliamentary support partners notably the Australian Federal Parliament and the Tasmanian Parliament, as well as UN Agencies</li><li>• Facilitating South-South experience-sharing within the Pacific and outside as appropriate</li><li>• Implementing the Project incrementally, starting with high priority activities, even as resources mobilisation activity continue.</li></ul>
<b>C. Scope of Work:</b>	<ul style="list-style-type: none"><li>• In order to accomplish the above objectives, the consultant will:</li><li>• Undertake a briefing with the UNDP Resident Representative at the UNDP Multi-Country Office in Samoa and the UNDP Pacific Office Governance Team Leader/ Parliamentary Specialist in Fiji prior to commencement of the evaluation process through a teleconference call;</li><li>• Carefully review the independent evaluation conducted by the International Parliamentary Union (IPU) in 2013 and in particular the implementation of key recommendations and their impact to date;</li><li>• Undertake a literature review, considering in particular, relevant documentation and credible sources (a list, including some reading materials, will be forwarded to successful consultant prior to in-country visits);</li></ul>

- Review the implemented SPSP activities;
- Review any other relevant documents, including, Parliament Corporate plan, government policy documents, national development plans, relevant academic papers, and the projects' annual and quarterly progress reports.
- In developing the Terminal Evaluation report, consult with key national and international stakeholders, including:
  - Staff in the UNDP Multi-Country Office (MCO) based in Samoa;
  - Acting SPSP Project Manager;
  - Clerk and relevant staff from the Office of the Clerk of Legislative Assembly (OCLA);
  - Former Speaker (now Minister of the Ministry of Agriculture and Fisheries (MAF), Government Building, Apia);
  - Relevant Members of Parliament, in particular those that served as SPSP Project Board Members (noting that General Elections took place on 4th March 2016 and some MPs may have not been re-elected to office);
  - Pacific Parliamentary Partnerships (PPP) (By phone / Skype)
  - Australian Department of Foreign Affairs & Trade (DFAT)
  - Civil society representatives and media;
  - Women representatives or groups in Samoa;
  - Any other relevant donors or key stakeholders.

At the end of the in-country visit the consultant is expected to meet and present the initial results with key findings with the UNDP, and Acting SPSP Project Manager and relevant stakeholders from the OCLA.

In writing the project Terminal Evaluation report, the consultant should pay particular attention to the following criteria:

**Project Management and Design**

- Understanding the findings and recommendations that emanated from the IPU mid-term evaluation of the SPSP in 2013, determine whether the SPSP Project Management arrangements have been appropriate at implementation and strategic level? To what extent did the design of the project help in achieving its own goals? Were the context, problems, needs and priorities well analysed while designing the project? Were there clear objectives and a clear strategy in the project document? Were there clear baselines indicators and/or benchmarks for performance? Was the process of project design sufficiently participatory? Was there any impact of the process?

**Relevance and Appropriateness:**

- Is the project relevant, appropriate and strategic to national goals and challenges? Is the project relevant, appropriate and strategic to the mandate, strategy, functions, roles, and responsibilities of the Parliament as an institution and to the key actors within that institution? Is the project relevant, appropriate and strategic to UNDP mandate?

**Efficiency and Effectiveness:**

- Have the actions taken to achieve the outputs and outcomes been effective and efficient? What have been the lessons learned, failures/lost opportunities? What might have been done better or differently? How has the project dealt with risks? Have the outputs been effectively achieved and in a timely manner? Have the available resources been utilized in the best way possible? How did the project deal with political constraints during the implementation period?

**Impact and Sustainability:**

- Will the outputs/outcomes achieved thus far lead to benefits over the next 2 years and beyond the life of the existing project? Have the actions and results of the project been owned by the

local partners and stakeholders? Has capacity (individuals, institution, systems) been built through the actions of the project? What has been the level of contribution of the project management arrangements to national ownership of the set objectives, results, and outputs? Have the modes of deliveries of the outputs been appropriate in order to promote national ownership and sustainability of the results achieved? Evaluate the impact of the project on its wider environment and its contribution to the wider sectoral objectives summarized in the projects' overall objectives.

**D. Expected Outcomes and Deliverables:**

- Planning note including a reference to the desk-based review of background documents, the suggested evaluation methodology and the main conclusions from briefings & discussions by telephone with relevant key stakeholders.
- Debriefing note of the mission to Samoa, including relevant information about interviews and observations, and main feedback from the initial findings presentation given to the UNDP Resident Representative.
- Preliminary draft of Terminal Evaluation report drafted, submitted for review and feedback and validated by UNDP MCO.
- Final Terminal Evaluation Report addressing received feedback and validated by UNDP MCO

**E. Institutional Arrangement:**

**Resources Provided**

- The consultant will be provided administrative support from the MCO in terms of a confirmed schedule of meetings and other reasonable logistical support when/where required.
- All necessary project related documents including Project Board meeting reports; key output documents and reports; financial reports; MOUs and agreements; quarterly and annual progress reports; etc.

**Management and Coordination Arrangements**

- The consultant will have the overall responsibility for the design and implementation of the evaluation, writing of the report and timely submission of the deliverables, including the inception report, preliminary drafts and the final version;
- The consultant will refer to the UNDP Pacific Officer Governance Team Leader/ Parliamentary Specialist, who shall exercise technical oversight throughout the duration of the consultancy engagement, and to the Assistant Resident Representative – Governance and Poverty Reduction Unit in the UNDP Samoa MCO;

Copies of all work will be delivered to the UNDP Samoa MCO and UNDP Pacific Office in electronic format. Reports produced and recommendations are the property of UNDP and cannot be reproduced without permission of same.

**F. Duration of the Work:**

The assignment will be for 20 working days spread over from 13 June – 8 July 2016.

**G. Duty Station:**

The consultant will be home-based with at least 1 mission to Samoa

**H. Competencies:**

**Corporate Competencies:**

- Demonstrates commitment to the Government of Samoa mission, vision and values as

highlighted In its national development plan, *Strategy for the Development to Samoa 2012-16*;

- Displays cultural, gender, religion, race, nationality and age sensitivity and adaptability

**Functional Competencies:**

*Knowledge Management and Learning*

- Shares knowledge and experience
- Actively works towards continuing personal learning, acts on learning plan and applies newly acquired skills

*Development and Operational Effectiveness*

- Ability to perform a variety of specialized tasks related to administrative supports, including project data management support, reporting, and logistics for project implementation.
- Ability to provide input to business processes re-engineering, implementation of new system, including new IT based systems

*Leadership and Self-Management*

- Focuses on result for the client and responds positively to feedback
- Consistently approaches work with energy and a positive, constructive attitude
- Remains calm, in control and good humoured even under pressure
- Demonstrates openness to change and ability to manage complexities
- Good inter-personal and teamwork skills, networking aptitude, ability to work in multicultural environment

**Qualifications of the Successful Contractor:**

**Evaluation criteria: 70% Technical, 30% financial combined weight:**

Technical Evaluation Criteria (based on the information provided in the CV and the relevant documents must be submitted as evidence to support possession of below required criteria:

- Postgraduate qualification in political science, development studies, law, legislative studies, public administration or related field; 20%
- At least 10 years of relevant experience in parliamentary work at senior level with previous experience engaging with parliamentary development projects desirable; 25%
- Proven experience in undertaking evaluation projects; 20%
- Global experience in engaging with parliamentary development is highly desirable; 20%
- Excellent interpersonal and cross-cultural communication skills; and ability to meet tight deadlines; 10%
- Excellent English written and communication skills; 5%

**Scope of Bid Price & Schedule of Payments:**

Deliverable	Weighting % and Expected Due Dates of Deliverables	AMOUNT IN USD TO BE PAID AFTER CERTIFICATION BY UNDP OF SATISFACTORY PERFORMANCE OF DELIVERABLES
Upon approval and certification by UNDP of the Inception Report:	20%	xx

Planning note including a reference to the desk-based review of background documents, the suggested evaluation methodology and the main conclusions from briefings & discussions by telephone with relevant key stakeholders		
Upon approval and certification by UNDP of the Report: Debriefing note of the mission to Samoa, including relevant information about interviews and observations, and main feedback from the initial findings presentation given to the UNDP MCO .	10%	Xxxx
Upon approval and certification by UNDP of the Report: Preliminary draft of evaluation report drafted, submitted for review and feedback, and validated by UNDP MCO.	50%	Xxxx
Upon approval and certification by UNDP of the Report: Final Terminal Evaluation Report addressing received feedback and validated by UNDP MCO	20%	Xxxx

**Recommended Presentation of Proposal:**

Given below is the recommended format for submitting your proposal. The following headings with the required details are important. Please use the template available (Letter of Offer to complete financial proposal).

P11s with a proposed methodology addressing the elements mentioned under deliverables must be submitted by **7 June 2016** electronically via email: [procurement.ws@undp.org](mailto:procurement.ws@undp.org). Incomplete applications will not be considered and only candidates for whom there is further interest will be contacted. Proposals must include:

- **P11 – Template attached;**
- **3 professional references most recent;**
- **A brief methodology** on how you will approach and conduct the work;
- **Financial Proposal** specifying the daily rate and other expenses, if any;
- **Letter of interest and availability specifying the available date to start and other details.**

Queries about the consultancy can be directed to the UNDP Procurement Unit [procurement.ws@undp.org](mailto:procurement.ws@undp.org).