

A wide-angle photograph of a lush, green mountain range in Samoa. The mountains are covered in dense tropical forest. In the foreground, there is a body of water, possibly a lagoon or bay, with a dark, rocky shoreline. The sky is a clear, vibrant blue with a few wispy white clouds. The overall scene is bright and sunny.

SAMOA STRATEGIC EVALUATION: PHASE 1

Final Report

CONTACT OFFICE
Level 26, 150 Lonsdale Street
Melbourne VIC
3000

CONTACT
Brad Bowman
Project Director
JID

DATE
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Table of Contents

1.	Evaluation background and purpose	1
1.1	Background	1
1.2	Purpose of the evaluation	1
1.3	Purpose of the report	1
2.	Context and scope of the evaluation	2
2.1	Country context	2
2.2	Programme focus	2
2.3	Funding period	3
3.	Evaluation criteria and questions	6
3.1	Evaluation criteria	6
3.2	Key evaluation questions (KEQs)	7
4.	Available evaluative information	10
4.1	Programme-level evaluative information	10
4.2	Activity-level evaluative information	13
5.	Methodology	23
5.1	Cultural appropriateness	23
5.2	Methodology	23
5.3	Evaluation matrix (for information collection)	27
5.4	Implementing the evaluation	27
6.	Management of the evaluation	29
6.1	Ethical considerations	29
6.2	Evaluation governance and management	29
6.3	Key risks	30
	Appendix A – 4YP goals and indicators	32
	Appendix B – Samoa Four Year Plan logic diagram	33
	Appendix C – Triennial IDC funding	34
	Appendix D – IDC expenditure 2018–2024 by allocation group	35
	Appendix E – Pacific Development Cooperation expenditure by country	36
	Appendix F – Programme activities and planned value by theme	37
	Appendix G – Programme activities and expenditure by theme	38
	Appendix H – Spread of activities by value	39
	Appendix I – Activity documentation review	40
	Appendix J – Interview information and question guide	53
	Appendix K – Stakeholder analysis	58



List of Figures

Figure 1 – 4YP Logic diagram	15
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List of Tables

Table 1 – Samoa's share of Pacific region IDC expenditure	4
Table 2 – OECD DAC evaluation criteria	6
Table 3 – ICESD principles	7
Table 4 – Evaluation criteria and questions	9
Table 5 – 4YP goals and indicators.....	10
Table 6 – 4YP indicators and data sources	11
Table 7 – Activities in priority focus areas	14
Table 8 – 4YP Plan strategic goals, outcomes and priority activities	16
Table 9 – Main activities in the economics theme	18
Table 10 – Main activities in the industry and innovation theme	19
Table 11 – Available activity documents	20
Table 12 – Key stakeholder organisation in priority activities	25
Table 13 – Evaluation stages	27
Table 14 – Likely risks and treatments.....	30
Table 15 – 4YP goals and indicators.....	32
Table 16 – Triennial funding for International Development Cooperation	34
Table 17 – International Development Cooperation expenditure by category	35
Table 18 – Pacific Development Cooperation expenditure by country.....	36
Table 19 – Programme activities by planned value by theme	37
Table 20 – Programme activities and expenditure by theme	38
Table 21 – Spread of activities by value.....	39
Table 22 – Main activities in the education theme	51
Table 23 – Stakeholder analysis	58



Glossary

Acronym	Name
4YP	Four Year Plan
ACA	Activity Completion Assessment
ADB	Asian Development Bank
AMA	Activity Monitoring Assessment
CHOGM	Commonwealth Heads of Government Meeting
DFAT	Department of Foreign Affairs and Trade
EU	European Union
FGD	Focus Group Discussion
GDP	Gross Domestic Product
GFA	Grant Funding Arrangement
GoS	Government of Samoa
ICESD	International Cooperation for Effective Sustainable Development
IDC	International Development Cooperation
JPAM	Joint Policy Action Matrix
KEQ	Key Evaluation Question
KII	Key Informant Interview
MCIL	Ministry of Commerce, Industry and Labour
MEL	Monitoring, Evaluation and Learning
MERL	Monitoring, Evaluation, Research and Learning
MFAT	New Zealand Ministry of Foreign Affairs and Trade
MSMEs	Micro, Small and Medium Enterprises
MTO	Medium-term Outcome
MWTI	Ministry of Works, Transport and Infrastructure
NZD	New Zealand Dollars
NZMT	NZ Māori Tourism
ODA	Official Development Assistance
OECD DAC	OECD Development Assistance Committee



Acronym	Name
PDC	Pacific Development Cooperation
PICs	Pacific Island Countries
SBH	Samoa Business Hub
SBS	Samoa Bureau of Statistics
SMEs	Small-to-medium enterprises
SPC	Pacific Community
STA	Samoa Tourism Authority
STO	Short-term Outcome
TORs	Terms of Reference
USD	US Dollars



1. Evaluation background and purpose

1.1 Background

The Samoa Programme funds activities to support Samoa's development goals across a range of areas. This investment is guided by MFAT's current Samoa Four Year Plan (December 2021) and in consultation with the Government of Samoa (GoS), which ensures that the investment is aligned with Samoa's development priorities. As the Samoa Programme was last evaluated in 2015, MFAT requires a strategic (whole-of-programme) independent evaluation of the programme.

The evaluation is being undertaken in two phases (to cater for CHOGM commitments) – Phase 1 has focused on the evaluation scoping and planning, initial consultations and desk review. Phase 2 will focus on the full evaluation in terms of detailed data collection, consultation and analysis in relation to specific elements of the programme.

MFAT has engaged JID, working in partnership with Sustineo, to undertake Phase 1 of the evaluation.

1.2 Purpose of the evaluation

The purpose of this evaluation is both formative and summative. As a **formative evaluation** it may inform the future management of the programme by identifying lessons learned, particularly in terms of aspects of the programme that worked well and areas that need to be improved. As a **summative evaluation**, it will assess the programme's achievement of its intended results.

The evaluation criteria and questions discussed later provide guidance on the operationalisation of the evaluation in relation to this purpose.

1.3 Purpose of the report

This report builds on the evaluation plan and confirms the focus, scope and approach to Phase 2 of the evaluation including methodology and implementation.



2. Context and scope of the evaluation

The evaluation will focus on activities funded and delivered under the Samoa Programme during the current and previous funding triennia, covering the period 2018–2019 to 2023–2024. This section provides an overview of the country and funding context and references detailed funding and activity information included in the appendices.

2.1 Country context

Samoa is an independent country with a population of around 225,000 people. Its economy is heavily reliant on income from tourism, remittances and foreign grants. World Bank data shows that in 2022 Samoa's Gross Domestic Product (GDP) was USD798.7m (at constant 2015 prices) with a per capita GDP of USD3,591. In 2019 Samoa's GDP peaked at USD936.9m, with the significant fall GDP in 2022 reflecting COVID–19 impacts on an economy heavily reliant on tourism income. With a young population (50% of the population are under the age of 25), limited formal employment opportunities present a major challenge for economic and social development, and Samoa is vulnerable to climate change impacts and natural disasters.

New Zealand has a strong partnership with Samoa, based on deep family and cultural links, two-way trade and a shared interest in supporting Pacific regionalism and Samoa's role in providing leadership to the region. In New Zealand's 2018 census, 182,721¹ people identified as ethnic Samoan (out of 381,642 people with Pacific ethnicity). In addition, Samoan workers regularly participate in the seasonal worker programme, with 3,334 Samoan workers arriving in 2021–22², compared to 9,423 from all countries, while Vanuatu had the highest number of arrivals (4,983). Based on OECD figures³, in 2021–2022 New Zealand was the second largest provider of Official Development Assistance (ODA) to Samoa (USD23m or 27.7% of USD83m of the total ODA provided to Samoa). Australia provided USD30m in ODA to Samoa in 2021–2022. New Zealand's ODA to Samoa is the fourth largest of its total ODA (USD 685.3m). New Zealand is a significant trading partner, with a total two-way trade in 2023 of NZD444m⁴. This included NZD250m in exports to Samoa and NZD194m in imports from Samoa, with travel representing a significant proportion of each. The partnership between New Zealand and Samoa has been formalised in the 1962 Treaty of Friendship and the Statement of Partnership 2024–28.

New Zealand's international development cooperation (IDC) with Samoa is provided across a range of areas and this support is guided by New Zealand's Samoa Four Year Plan (4YP), which is aligned with Samoa's development priorities. With its heavy reliance on tourism income and remittances, COVID–19 has had significant impacts on Samoa's economy and supporting Samoa's recovery and building climate change resilience has been an additional focus of recent IDC support.

2.2 Programme focus

The focus of the evaluation is the Samoa Programme, which includes activities supported by funding to Samoa under the Pacific Development Cooperation (PDC) component of the IDC budget. It is noted that Samoa may be a beneficiary of other activities supported by IDC funding, for example funding directed to regional bodies, multinationals, and other categories of IDC funding.

¹ StatsNZ 2018 Census ethnic group summary <https://www.stats.govt.nz/tools/2018-census-ethnic-group-summaries/samoan>

² New Zealand Immigration RSE arrivals <https://www.immigration.govt.nz/documents/statistics/statistics-rse-arrivals.pdf>

³ OECD Aid at a glance charts <https://www.oecd.org/dac/financing-sustainable-development/development-finance-data/aid-at-a-glance.htm>

⁴ StatsNZ New Zealand trade dashboard – https://statisticsnz.shinyapps.io/trade_dashboard/



Programme strategy and planning

New Zealand's investment in IDC activities in Samoa is primarily guided by the Samoa 4YP which MFAT developed in 2021, and which sets the strategic direction for the programme. Investment decisions are also guided by annual consultations with Samoa. The 4YP is aligned with Samoa's development strategy – *Pathway for the Development of Samoa 2021/22 – 2025/26*. Prior to 2021, MFAT's support to Samoa was guided by annual country plans for Samoa.

The 4YP's Strategic Goals are:

1. Strengthen Samoa's economic and institutional resilience
2. Support an inclusive Samoa in which all Samoan's reach their full potential through enhanced well-being (hauora)
3. Build a secure Samoa, founded on strong partnership and collective action for long term regional security

The 4YP includes a logic diagram which specifies the 4YP's short- and medium-term outcomes and strategic goals and is included at Appendix B. The 4YP identifies performance indicators for each goal, which can be used to monitor the 4YP's results using country-owned statistics to provide a country-level assessment of the results of the 4YP. These statistics, where available, can be used by the evaluation to measure the achievements of the programme. The 4YP's strategic goals and indicators are shown in Appendix A. Progress against the 4YP is also the focus of shared Annual Reflection discussions, and the reports of these discussions can also inform this evaluation. The use of this programme-level evaluative information in Phase 2 of the evaluation is discussed in Section 4.1.

Feedback from staff at post has indicated that the 4YP and Samoa's *Pathway for the Development of Samoa 2021/22 – 2025/26* provide a clear framework for developing responses (business cases) to local needs with the certainty that proposals are well aligned with both Samoa's and New Zealand's strategic priorities.

2.3 Funding period

The evaluation will focus on the current and previous funding triennia and covers the years 2018–2019 to 2023–2024. This period is associated with a significant increase in overall IDC funding aligned with New Zealand's stronger focus on the Pacific region (the Pacific Reset) and support for challenges faced by the region including COVID-19 recovery and climate change.

The funding context for the Samoa Programme during the evaluation period is summarised in the sections below.

Total IDC funding

The triennial funding for all IDC activities increased from NZD1.72b to NZD2.22 b for the 2018–2021 triennium (an increase of 29.1%) and to NZD3.01 b for the current triennium (an increase of 35.6%). The amounts and percentage increases are shown in Appendix C.

The IDC funds activities in a number of categories including:

- Pacific Development Cooperation (direct bilateral funding to Pacific countries and regional activities)
- Global Development Cooperation
- Multilateral Agencies and Partnerships (including NGOs that work in the Pacific region)
- Humanitarian Assistance.



Annual IDC funding in 2023–2024 was NZD971.5m, of which just under 60% was allocated to Pacific Development Cooperation for funding to individual countries as well as regional funding. IDC funding for Pacific Development Cooperation was NZD567.4m in 2023–2024 compared to NZD406.5 in 2018–2019, which represents an increase of 34.2% over the evaluation period. Details of the expenditure against each IDC category during the evaluation period are provided in Appendix D.

IDC funding for Samoa

Annual expenditure directed to Samoa as part of PDC has represented between 5.3% and 9.8% of total expenditure for Pacific countries over the evaluation period and was NZD52.7m in 2023–2024, compared to NZD27.9m in 2018–2019. This represents an increase in PDC expenditure for Samoa of 88.9% over the evaluation period compared to an increase of 70.5% in total PDC expenditure during this time. Note these expenditure breakdowns, as reported in MFAT Annual Reports, is larger than the PDC funding discussed in the previous section. Table 1 shows the annual Samoa expenditure in relation to the total PDC expenditure in each year of the evaluation period. Details of the funding provided to all Pacific countries during the evaluation period are provided in Appendix E.

Table 1 – Samoa's share of Pacific region IDC expenditure

Country / Region	2018–19 NZDm	2019–20 NZDm	2020–21 NZDm	2021–22 NZDm	2022–23 NZDm	2023–24 ¹ NZDm	Total Change %
Samoa Allocation	27.9	34.7	26.1	46.3	55.5	52.7	88.9
% of Total	6.6	7.8	5.3	8.4	9.8	7.3	
Total Funding	422.9	446.9	489.7	550.2	567.4	721.0	70.5

Source: MFAT Annual Reports

1. 2023–24 calculated from <https://www.mfat.govt.nz/en/aid-and-development/our-approach-to-aid/where-our-funding-goes/our-planned-aid-expenditure/>

Programme activities

The activities funded under the Samoa Programme represent considerable diversity in terms of thematic focus and funding. In addition, activities are either implemented as an activity related to Samoa only, or an activity that Samoa is a beneficiary as part of a multi-country activity.

During the evaluation period 256 activities were funded under the Samoa Programme across a range of areas, and MFAT categorises these activities against the OECD DAC sectors as well as themes and sub-themes. It should be noted that a small number of these activities relate to subsequent stages of an activity. In addition, a number of activities address two, three or four separate sub-themes. For the purpose of this analysis, these 41 'duplicate' activities are not included leaving a total of 215 activities. The **total planned value** for these activities was NZD412.0m and the **expenditure** over the evaluation period was NZD257.8m. The spread of activities by number and total planned value across the themes is shown in Appendix F and the spread of activities by expenditure is shown in Appendix G.

The theme covered by the largest number of **activities** was Education with 57 activities (26.5%), followed by Health with 50 activities (23.6%). The theme with the largest **total planned value** was also Education at NZD123.8m (30.1% of total value), followed by Economics at NZD120.1m (29.1%). While the Economics theme had the second largest total value, the number of activities (20 or 11.2%) was quite low relative to its value, which reflects its focus on budget reform and support.



The planned value of the activities ranged from NZD1,344 to NZD37.3m with an average value of NZD1.9m. There were 13 activities with a value of NZD10m or more (6.0% of activities) while there were 158 activities with a value of NZD1m or less (73.5%). Just over 42% of activities had a value of NZD100,000 or less. The spread of activities across value ranges is shown in Appendix H.



3. Evaluation criteria and questions

The evaluation criteria form the basis of the evaluation's analytical framework used to measure the results of the programme and the evaluation questions, aligned with the evaluation criteria, guide data collection, analysis and reporting.

3.1 Evaluation criteria

The criteria for the evaluation have been developed from two frameworks that identify criteria relevant to measuring international development cooperation programmes – the OECD's Development Assistance Committee (DAC) evaluation criteria and New Zealand's International Cooperation for Effective Sustainable Development (ICESD) Policy Statement.

OECD DAC evaluation criteria

The OECD's Development Assistance Committee (DAC) advocates six criteria to determine the merit or worth of an intervention and serve as the basis for making evaluation judgements – relevance, coherence, effectiveness, efficiency, impact and sustainability. Table 2 outlines the focus of the OECD DAC evaluation criteria.

Table 2 – OECD DAC evaluation criteria

Criteria	Focus
Relevance	Is the intervention doing the right things?
Coherence	Is the intervention compatible with other interventions in the country or sector
Effectiveness	Is the intervention achieving its objective?
Efficiency	How well are the resources being used?
Impact	What difference does the intervention make?
Sustainability	Will the benefits last?

Source: <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

ICESD Policy Statement

The ICESD policy identifies four principles to be used to pursue impact through development outcomes and MFAT's Evaluation Policy advocates their use in evaluation design. These principles are effective, inclusive, resilient and sustained. The principles are quality standards, rather than evaluation criteria, and provide guidance for achieving impacts and therefore for evaluation design. While two of the principles (effective and sustained) use similar titles to the OECD DAC criteria, they have a different intent. Table 3 outlines the intended focus of these principles.



Table 3 – ICESD principles

Principle	Focus
Effective	values driven, partnership focussed, dynamic, evidence-based
Inclusive	addresses exclusion and inequality, promotes human rights and equitable participation
Resilient	promotes resilience, particularly in relation to climate change, natural disasters and external shocks
Sustained	responds to context and are locally owned

Source: *New Zealand's International Cooperation for Effective Sustainable Development (ICESD) Policy Statement*

3.2 Key evaluation questions (KEQs)

The key evaluation questions listed below, which will guide data collection, analysis and reporting, have been developed from the evaluation Terms of Reference (TORs) and reflect the evaluation purpose. The key evaluation questions also support a focus on the priority areas of budget support, private sector / tourism and coca agriculture.

1. To what extent does the design and delivery of the Samoa Programme meet Samoa's development needs and align with strategic documents including the Samoa Four Year Plan?

The focus of this question is the alignment between Samoa's development need priorities and the activities delivered through the Samoa Programme. This question is addressed through two sub-questions:

1.1 To what extent is the Samoa Programme relevant to and aligned with Samoa's context, development plan and priorities, policies and capabilities?

To what extent is the Samoa Programme aligned with the current foreign policies and priorities of Samoa and New Zealand, including the Samoa 4YP?

This sub-question addresses the evaluation criteria of 'relevance'.

1.2 How well are the activities funded and delivered through the Samoa Programme compatible with each other and with other activities funded and delivered by New Zealand (internal compatibility)?

How well are the activities funded and delivered through the Samoa Programme compatible and coordinated with activities funded and delivered by other development partners (external compatibility)?

How is this compatibility and coordination perceived by other development partners?

This sub-question addresses the evaluation criteria of 'coherence'.

2. How successful has the Samoa Programme been in achieving the intended results of the Four Year Plan?

The focus of this question is on achievement of the Samoa Programme's intended results, as outlined in the 4YP's Logic Diagram.

This question is addressed through four sub-questions:

2.1 To what extent has the Samoa Programme achieved its intended short- to medium-term results (outputs and outcomes)?



Have the programme's delivery modalities been effective?

How effective has the programme been in partnering with in-country leaders and is there evidence of a deepened bilateral relationship from 2018 to 2024?

This sub-question addresses the evaluation criteria of 'effectiveness'.

2.2 Has the Samoa Programme contributed to long-term results (impacts) for Samoa?

This sub-question addresses the evaluation criteria of 'impact'.

2.3 To what extent will the benefits of the Samoa Programme continue, or be likely to continue, without continued support over the medium- to long-term?

This sub-question addresses the evaluation criteria of 'sustainability'.

2.4 To what extent has the delivery and approach of the Samoa Programme been consistent with the quality standards in New Zealand's ICESD policy statement (effective, inclusive, resilient and sustained)?

This sub-question addresses the quality standards advocated in New Zealand's ICESD Policy Statement.

3. How well are the Samoa Programme human, financial and other resources being used, particularly in relation to cost, operational and time efficiency?

The focus of this question is on efficient implementation of the programme and its activities and relates to cost-efficiency (the cost of resources), operational efficiency (appropriate use of resources) and timeliness (achieving timeframes). This question addresses the evaluation criteria of 'efficiency'.

This question is addressed through three sub-questions:

3.1 Is the programme using the right (most efficient) modalities to deliver the programme?

3.2 How flexible has the Samoa Programme been in pivoting in response to COVID-19?

3.3 What has been the impact of capacity constraints and other challenges on the delivery of the Samoa Programme?

These sub-questions address the evaluation criteria of 'efficiency'.

Assessment of efficiency necessitates detailed data collection and analysis of the cost and use of inputs for specific activities, and this level of analysis is not proposed for this evaluation. Instead, we propose to provide high-level, general commentary on efficiency based on information collected during the evaluation.

4. What are the key learnings and areas of improvement that can inform ongoing management and outcomes of the programme, and its future development (shape).

This question addresses the challenges, successes, lessons learned and areas for improvement for the design and delivery of the Samoa Programme to ensure it achieves its intended outcomes. The questions cover all of the evaluation criteria, as shown in Table 4 which aligns the evaluation questions with the OECD DAC evaluation criteria and ICESD quality standards.

The evaluation questions formed the basis of interview guides used in Phase 1 consultations, which provided an opportunity to 'pilot' the interview guides. The questions proved to be useful and relevant for the data collection process.



Table 4 – Evaluation criteria and questions

Criteria / Standard	Key evaluation questions
	KEQ 1. To what extent does the design and delivery of the Samoa Programme meet Samoa's development needs and align with strategic documents including the Samoa Four Year Plan?
Relevance	KEQ 1.1 To what extent is the Samoa Programme relevant to and aligned with Samoa's context, development plans and priorities, policies and capabilities? To what extent is the Samoa Programme aligned with the current foreign policies and priorities of Samoa and New Zealand, including the Samoa 4YP? KEQ 1.2 How well are the activities funded and delivered through the Samoa Programme compatible with each other and with other activities funded and delivered by New Zealand (internal compatibility)? How well are the activities funded and delivered through the Samoa Programme compatible with activities funded and delivered by other development partners (external compatibility)? How is this compatibility and coordination perceived by other development partners?
Effectiveness	KEQ 2. How successful has the Samoa Programme been in achieving its intended results? KEQ 2.1 To what extent has the Samoa Programme achieved its intended short- to medium-term results (outputs and outcomes)? Have the programme's delivery modalities been effective? How effective has the programme been in partnering with in-country leaders and is there evidence of a deepened bilateral relationship from 2018–2024?
Impact	KEQ 2.2 Has the Samoa Programme contributed to long-term results (impacts) for Samoa?
Sustainability	KEQ 2.3 To what extent will the benefits of the Samoa Programme continue, or be likely to continue, without continued support over the medium- to long-term?
ICESD quality standards	KEQ 2.4 To what extent has the delivery and approach of the Samoa Programme been consistent with the quality standards in New Zealand's ICESD policy statement (effective, inclusive, resilient and sustained)?
Efficiency	KEQ 3. How well are the Samoa Programme human, financial and other resources being used, particularly in relation to cost, operational and time efficiency? KEQ 3.1 Is the programme using the right (most efficient) modalities to deliver the programme? KEQ 3.2 How flexible has the programme been in pivoting in response to COVID-19? KEQ 3.3 What has been the impact of capacity constraints and other challenges on the delivery of the Samoa Programme?
All	KEQ 4. What are the key learnings and areas of improvement that can inform ongoing management and outcomes of the programme, and its future development (shape)?



4. Available evaluative information

4.1 Programme-level evaluative information

MFAT measures and reports progress in achieving the goals and outcomes of the 4YP in a number of ways including:

- reporting progress towards New Zealand's goals in the Pacific overall through MFAT's annual reports
- reporting on the 4YP to the Government of Samoa through New Zealand's Annual High-level Consultations and its Forward Aid Plan
- monitoring progress against the key indicators for each strategic goal using country-owned statistics and data to monitor country progress at the macro-level
- monitoring and evaluation of activities, with the results compiled annually and fed into an Annual Reflection discussion and report on progress in the 4YP outcomes (this in turn informs the annual updates of the 4YP)
- a periodic independent evaluation of the Samoa programme.

National-level indicators

The 4YP identifies three strategic goals and indicators for each goal for measuring progress, with the indicators for two of the goals based on national statistical indicators. Due to the use of national indicators, a separate results framework has not been developed at the programme level. These indicators are listed in Table 5 below.

Table 5 – 4YP goals and indicators

Strategic goal	Indicator
1. Strengthen Samoa's economic and institutional resilience	• Post-COVID-19 economic recovery and social protection indicators stabilise and improve beyond 2019 levels, for example: – annual growth rate of real GDP per capita and per sector (e.g. tourism) – unemployment rates for youth and women – income inequality • Continued high rankings on World Bank Worldwide Governance Indicators • Growth in Samoa's digital economy and increased economic connectivity
2. Support an inclusive Samoa in which all Samoan's reach their full potential through enhanced well-being (hauora)	• Proportion of youth (aged 15–24 years) not in education, employment or training • Proportion of primary healthcare services contributing to a reduction in incidence of Non-Communicable Diseases • Demonstrated effective policy engagement to support quality education and health service delivery
3. Build a secure Samoa, founded on strong partnership and collective action for long term regional security	• Mutual feedback on the quality of partnership shared during formal bilateral and regional consultations, and through review of cooperation activities • Demonstrated effective interagency collaboration and coordination on areas of shared security interest such as transnational crime, movement of people and cyber security • Climate change resilience integrated effectively into policy implementation across sectors



Information has not yet been provided on MFAT's monitoring and reporting of progress against these national-level indicators and this review is restricted to relevant published national statistical indicators. As part of Phase 2, the evaluation should review any MFAT programme-level reporting against these indicators and any unpublished national-level statistical indicators held by relevant GoS agencies. Available national-level indicators are summarised in Table 6.

Table 6 – 4YP indicators and data sources

Strategic goal	Indicator	Sources
1. Resilience	Annual growth rate of real GDP per capita and per sector (e.g. tourism)	The Samoa Bureau of Statistics (SBS) publishes the quarterly GDP reports While the published GDP reports include GDP by sector, they are broad and do not include tourism as an explicit sector
	Unemployment rates for youth and women	The SBS Labour Force and Child Labour Survey 2017 and 2022 includes statistics on unemployment rates by age and gender
	Income inequality	The SBS Household Income and Expenditure Survey 2018 and 2022 includes two specific measures of income inequality –the Gini index and Quintile ratio Note – the results for the 2022 HIES have not yet been published
	Continued high rankings on World Bank Worldwide Governance Indicators	The World Bank publishes percentile ranks for six indicators for each year to 2022 (currently) https://www.worldbank.org/en/publication/worldwide-governance-indicators/interactive-data-access
	Growth in Samoa's digital economy and increased economic connectivity	SPC publishes UN e-Government national indicators on its Pacific Data Hub SPC publishes a number of Digital Development indicators (on digital access and utilisation) on its Pacific Data Hub
2. Well-being	Proportion of youth (aged 15–24 years) not in education, employment or training	The SBS Labour Force and Child Labour Survey 2017 and 2022 includes statistics on this indicator
	Promotion of primary healthcare services contributing to a reduction in incidence of Non-Communicable Diseases	
	Demonstrated effective policy engagement to support quality education and health service delivery	



Strategic goal	Indicator	Sources
3. Security	Mutual feedback on the quality of partnership shared during formal bilateral and regional consultations, and through review of cooperation activities	
	Demonstrated effective interagency collaboration and coordination on areas of shared security interest such as transnational crime, movement of people and cyber security	
	Climate change resilience integrated effectively into policy implementation across sectors	

A number of these indicators rely on available national statistical indicators and reporting is relatively straightforward. While some of these national statistical indicators are based on quarterly or annual reporting others are based on surveys conducted every 4–5 years, and in the case of the income inequality indicator, the analysis for this indicator has not yet been completed. Other indicators are based on qualitative data and in some cases judgements, such as feedback, which may be more difficult to collect and report.

Feedback from staff at post has indicated that the annual high-level consultations are an effective process to check the relevance of the Samoa Programme to Samoa's priorities and discuss any adjustments.

Activity monitoring

Activities are monitored on a regular basis and the results of this monitoring are fed into an Annual Reflection discussion and report on progress in the 4YP outcomes as well as PDG's contribution to the Annual Report, and this in turn informs the annual updates of the 4YP. The activity monitoring process is discussed in more detail in the next section in relation to activity-level evaluative information.

Samoa programme evaluation

The Samoa Programme is subject to periodic programme evaluation, with the last evaluation conducted in 2015. The evaluation included a focus on budget support, health, education, renewable energy, tourism and private sector development and was based on a key evaluation question and secondary evaluation questions.

Key Evaluation Question

How, and to what extent, has New Zealand's development cooperation contributed to sustainable economic and human development in Samoa and what lessons can be learnt from this to improve country programme assistance in the future?

Secondary Evaluation Questions

1. To what extent is New Zealand's aid delivery in Samoa of a high quality?
2. What are the results of New Zealand's country programme in Samoa and how sustainable are these results?



3. How can New Zealand better meet its obligations to Samoa?

Although the evaluation was completed nearly 10 years ago, it provides useful context in relation to the development and refocussing of the Samoa Programme, as well as analysis of national-level statistical indicators including GoS and OECD ODA data, which may be used as benchmarks for this evaluation. The evaluation also included consideration of the fiduciary risks of New Zealand's budget support to Samoa using the Public Expenditure and Financial Accountability (PEFA) framework assessment. PEFA was established by international development partners and is the acknowledged standard for public financial management assessments. As the latest available assessment for Samoa is 2014, this framework would not be able to be used for this evaluation.

4.2 Activity-level evaluative information

Activities in priority focus areas

Priority focus areas

As a country-level evaluation and with 215 activities it is not feasible to assess the results of all activities, and the evaluation will necessarily focus on activities in priority areas. These priority areas are:

- budget support
- private sector / tourism
- cocoa agriculture.

The rationale for the selection of the priority areas includes:

- the activities in these areas are long-running activities that have not yet been examined in depth
- measurement of the short- and medium-term outcomes and impacts of these activities will assist in decision-making for the next triennium
- the current Private Sector / Tourism activities have interim funding for one year and redesign will be scoped in the near future
- the Budget Support activity ends in April 2025 and the evaluation can inform the development of the business case for the future activity
- the Cocoa Agriculture activities are ending, and their results need to be measured as part of the finalisation process.

Documentation provided for the development of this report covers the projects listed in Table 7.



Table 7 – Activities in priority focus areas

Priority Area	Activity	Planned Value (NZDm)
Budget Support	Incentivising Economic Reform 2018–2021	10.0
	Supporting Economic Reform 2012–2024	21.0
	Samoa Emergency Budget Support 2022–2023	24.0
Private Sector	Private Sector Development Programme	8.6
	Business Link Pacific Phase I	2.1
	Business Link Pacific Phase II	2.5
Tourism	Samoa Tourism Recovery and Resilience	10.9
	Samoa Tourism Infrastructure – Apia Waterfront Development	9.6
	Samoa Tourism Growth Partnership	6.6
	Māori / Pacific Tourism Partnership	1.3
Cocoa Agriculture	Samoa Cocoa Industry Development Initiative	4.6
	Improved Livelihoods Cocoa Samoa	0.9
	Samoa Cocoa Export Improvement Programme	0.3

Activities in non–priority focus areas

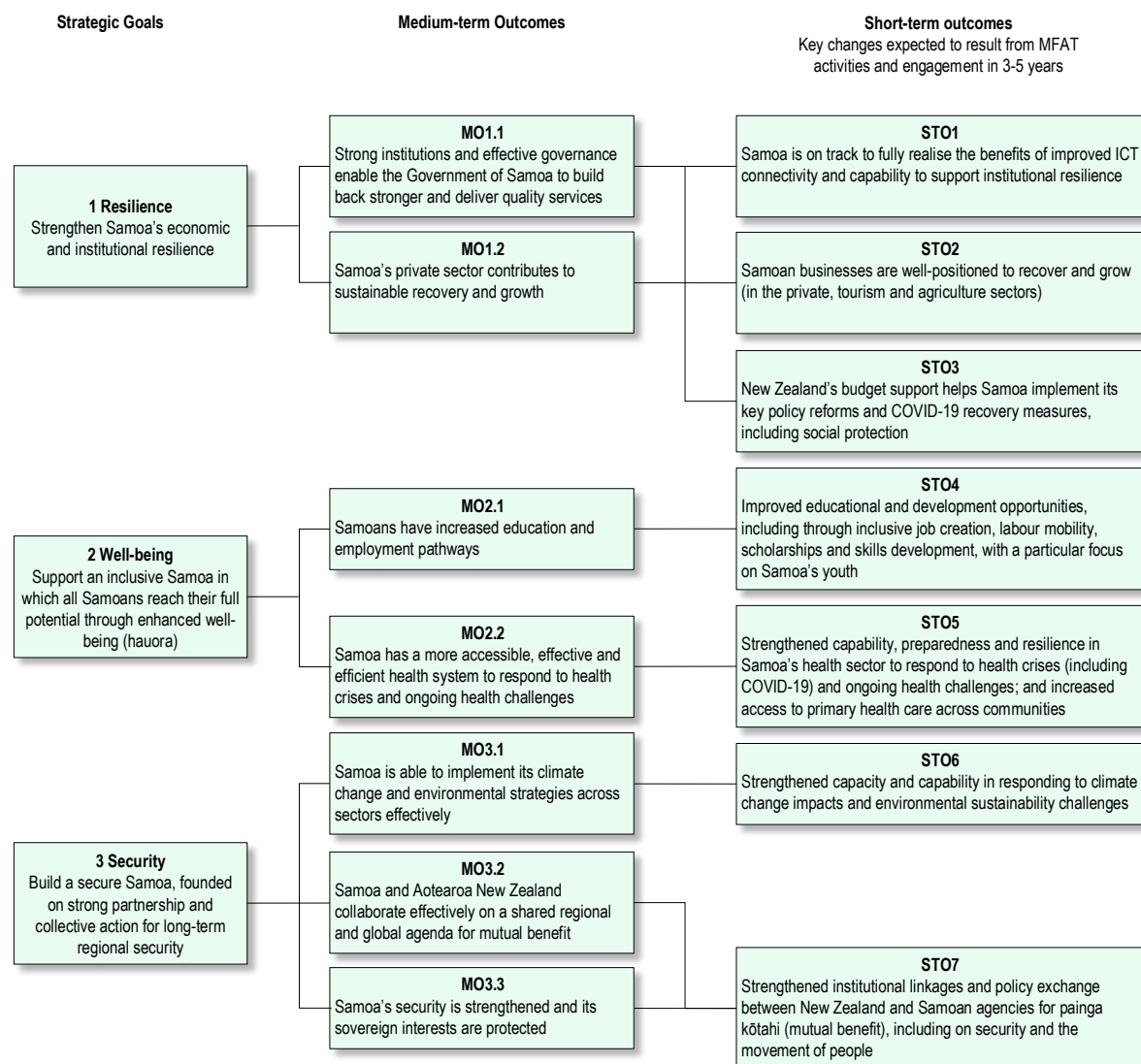
Activities in non–priority focus areas for this evaluation will not be assessed specifically or in detail. Whereas the activities in the priority focus areas will be subject to a ‘deep dive’, the non–priority activities will be assessed in aggregate and in broader considerations of the programme in general. However, where evidence is identified in relation to non–priority activities that addresses the evaluation questions, this may contribute to the evaluation findings.

Alignment of activities with the Four Year Plan

The activities reviewed for this report are aligned with the goals and outcomes of the 4YP which are shown in the logic diagram included in the 4YP and attached at Appendix B. The logic diagram shown in Figure 1 is presented in a different form in order to illustrate the relationship between the 4YP’s goals and outcomes more clearly.



Figure 1 – Logic diagram for the Samoa 4YP (December 2021)



Source: Adapted from the logic diagram presented in the *Samoa 4YP*

The priority activities have been mapped against these goals and outcomes in Table 8 below. It should be noted that some activities address multiple goals and outcomes in the 4YP.



Table 8 – 4YP Plan strategic goals, outcomes and priority activities

Strategic goals and outcomes		Activities
Strategic goal Resilience	1 Strengthen Samoa's economic and institutional resilience	
Medium-term outcome	1.1 Strong institutions and effective governance enable the Government of Samoa to build back stronger and deliver quality services	Incentivising Economic Reform 2018–2021 ⁵ Supporting Economic Reform 2021–2024 Samoa Emergency Budget Support 2022–2023
Short-term outcome	1 Samoa is on track to fully realise the benefits of improved ICT connectivity and capability to support institutional resilience	
Medium-term outcome	1.2 Samoa's private sector contributes to sustainable economic recovery and growth	
Short-term outcome	2 Samoan businesses are well-positioned to recover and grow (in the private, tourism, and agriculture sectors)	Private Sector Development Programme Business Link Pacific Phase II Samoa Tourism Recovery and Resilience Samoa Tourism Infrastructure – Apia Waterfront Samoa Tourism Growth Partnership Samoa Cocoa Industry Development Initiative Improved Livelihoods Cocoa Samoa ⁶ Samoa Cocoa Export Improvement Programme ⁵
Short-term outcome	3 New Zealand's budget support helps Samoa implement its key policy reforms and COVID-19 recovery measures, including social protection	Incentivising Economic Reform 2018–2021 ⁵ Supporting Economic Reform 2021–2024 Samoa Emergency Budget Support 2022-23
Strategic goal Well-being	2 Support an inclusive Samoa in which all Samoans reach their full potential through enhanced well-being (haura)	Incentivising Economic Reform 2018–2021 ⁵ Supporting Economic Reform 2021–2024
Medium-term outcome	2.1 Samoans have increased education and employment pathways	
Short-term outcome	4 Improved educational and development opportunities, including through inclusive job creation, labour mobility, scholarships and skills development, with a particular focus on Samoa's youth	Business Link Pacific Phase 1

⁵ As the activity was initiated prior to the 4YP, it has been categorised against the outcomes used for similar activities.

⁶ As the documents reviewed reference outcomes not in the 4YP the activity it has been categorised against the equivalent outcome.



Strategic goals and outcomes		Activities
Medium-term outcome	2.2 Samoa has a more accessible, effective and efficient health system to respond to health crises and ongoing health challenges	
Short-term outcome	5 Strengthened capability, preparedness and resilience in Samoa's health sector to respond to health crises (including COVID-19) and ongoing health challenges; and increased access to primary health care across communities	
Strategic goal Security	3 Build a secure Samoa, founded on strong partnership and collective action for long-term regional security	
Medium-term outcome	3.1 Samoa is able to implement its climate change and environmental strategies across sectors effectively	Incentivising Economic Reform 2018–2021 ¹ Supporting Economic Reform 2021–2024
Short-term outcome	6 Strengthened capacity and capability in responding to climate change impacts and environmental sustainability challenges	Business Link Pacific Phase 1 Business Link Pacific Phase II
Medium-term outcome	3.2 Samoa and Aotearoa New Zealand collaborate effectively on a shared regional and global agenda for mutual benefit 3.3 Samoa's security is strengthened and its sovereign interests are protected	Incentivising Economic Reform 2018–2021 ¹ Supporting Economic Reform 2021–2024
Short-term outcome	7 Strengthened institutional linkages and policy exchange between New Zealand and Samoan agencies for painga kōtahi (mutual benefit), including on security and the movement of people	Samoa Tourism Recovery and Resilience

This analysis does show a strong focus on Short-term Outcome 2 (Samoan businesses are well-positioned to recover and grow). This is as expected given the priority focus areas of the evaluation. The analysis also shows some variability in the way activities identify the links to outcomes, including:

- Short-term outcome 4 (STO 4), which focuses on improved educational and development opportunities, had only one activity linked to it (Business Link Pacific Phase 1), whereas a number of activities included capacity building and / or job creation in their focus
- although Business Link Pacific Phase I was linked to the above STO 4, Phase II of the activity is not, despite having a similar focus
- both Business Link Pacific Phase I and Phase II identify a link to STO 6 (Strengthened capacity and capability in responding to climate change impacts and environmental sustainability challenges), although these links are not clear from the documentation reviewed
- there is variability across activities in terms of the **level** of linkage – some were only linked to short-term outcomes, some were linked to a mixture of short-term and medium-term outcomes, and two were linked with short- and medium-term outcomes and strategic goals



- while the Emergency Budget Support activity identifies links only to the first strategic goal, the two other budget support activities identify links to all three strategic goals.

Priority focus activities by theme

The priority focus areas are drawn from two themes – economics (budget support) and industry and innovation (private sector / tourism and cocoa agriculture).

Economics theme

Budget support activities are categorised under the economics theme, which has the third-largest number of activities (24 activities or 11.2% of total programme activities) and represents the second-largest total planned value (NZD120.0m for the two triennia covering 2018–2024 or 29.1% of total programme planned value).

Over the two triennia, six activities in this theme exceeded NZD5m in planned value and accounted for nearly 80% the planned value during this period. These activities are listed in Table 9. It should be noted that this theme includes some activities related to the private sector and tourism and represent a planned value of NZD18.6m (9.2% of the theme) over two triennia. As other private sector and tourism activities are categorised under the industry and innovation theme, these activities have been removed from the table for the purpose of this analysis. The activities reviewed for this report are shown in **bold** in the table.

Table 9 – Main activities in the economics theme

Activity	Status	Planned value	
		NZDm	% ¹
Samoa Emergency Budget Support 2022–2023	Closing	24.0	22.0
Supporting Economic Reform 2021–2024	Implementation	21.0	19.3
Samoa – COVID–19 Resilience Fund	Implementation	20.0	18.4
Samoa CHOGM Support	Implementation	11.9	11.0
Incentivising Economic Reform 2018–2021	Closed	10.0	9.2
Total Theme Planned Value (2018–2024)¹		108.9	79.6

Note 1. After private sector activities are removed from this theme

The two activities reviewed for this report are summarised in Appendix I, based on documents provided or publicly available.

Industry and innovation theme

After adding activities from the economics theme, the industry and innovation theme has the fourth-largest number of activities (20 activities or 8.3% of total programme activities) and represents the third-largest total planned value (NZD55.1m for the two triennia covering 2018–2024 or 13.3% of total programme planned value).

Over the two triennia, five activities exceeded NZD4m in planned value and accounted for 71.3% of the planned value during this period. These activities and other key activities are outlined in Table 10. It should be noted that this theme includes two private sector activities categorised under the economics theme and valued at NZD11.1m.



Table 10 – Main activities in the industry and innovation theme

Activity	Status	Planned value	
		NZDm	%
Private Sector Development Programme	Closed	8.6	15.1
Business Link Pacific Phase I	Closed	2.1	3.6
Business Link Pacific Phase II	Implementation	2.5	4.3
Samoa Tourism Recovery and Resilience	Implementation	10.9	19.2
Samoa Tourism Infrastructure – Apia Waterfront	Closed	9.6	16.9
Samoa Tourism Growth Partnership	Closing	6.6	11.6
Māori Pacific Tourism Partnership	Implementation	1.3	2.4
Samoa Cocoa Industry Development Initiative	Implementation	4.6	8.2
Improved Livelihoods Cocoa Samoa	Implementation	0.9	1.6
Samoa Cocoa Export Improvement Programme	Closed	0.3	0.4
Total theme planned value (2018–2024)		57.1	87.2

The activities reviewed from this theme cover three priority focus areas and:

- of the 20 activities in this theme, 3 activities (6.6%) were broadly focused on the **private sector** and totalled NZD13.2m (23.1%) in planned value over the two triennia
- 4 activities (20%) were focussed on **tourism** and totalled NZD28.4m (49.7%)
- 3 activities (6.6 %) were focused on **cocoa agriculture** and totalled NZD5.8m (10.1%).

Evaluative potential of documentation reviewed

Documents relating to priority focus area activities were reviewed to confirm the scope of the activities, available reporting and sources of information that may inform the evaluation. The review was limited to documents provided as well as publicly available documents, such as mid-term and final evaluation reports. In most cases, the documents referenced available documents (with internal hyperlinks) which were not provided due to their security classification.

Types of documents

The main types of documents available include:

- Activity Monitoring Assessment (AMA) prepared by MFAT
- Activity Completion Assessment (ACA) prepared by MFAT
- project progress and completion reports prepared by partner agencies, implementation agencies or implementation contractors



- evaluation framework
- independent implementation review (mid-term review)
- independent evaluation (final evaluation)
- concept notes
- grant agreement.

AMAs, ACAs and progress reports followed a standard format and provided descriptive reporting against activity outputs, outcomes and impacts and included references to the results for activity indicators from the evaluation framework. These reports also include discussion on lessons learned, findings from previous reviews and evaluations and adaptation of the activities in response to these. The AMA / ACA reports also included discussion of progress in relation to the ICESD quality standards. In some cases, the AMA, ACA or progress report includes the evaluation framework with data for relevant indicators. Where provided, the evaluation framework was referenced as the results table, the results measurement plan, the Monitoring, Evaluation and Learning (MEL) framework or the Monitoring, Evaluation, Results and Learning (MERL) framework. In the case of multi-country activities (Business Link Pacific), not all data reporting against indicators is disaggregated by country.

As the implementation reviews (MTRs) focussed on implementation, they did not usually include data reporting against indicators in the evaluation framework. In the case of final evaluation reports, these did not usually include a completed results table, although indicator data may have been referenced in descriptive reporting.

Document availability

The documents provided for each activity that were provided or referenced in an AMA or ACA or publicly available (for example evaluation reports) are indicated in Table 11.

Table 11 – Available activity documents

Activity	AMA	ACA	Progress	Project completion	Mid-term review	Final evaluation
Supporting Economic Reform 2021–2024	•		•			
Incentivising Economic Reform 2018–2021	•	•				
Samoa Emergency Budget Support		•				
Private Sector Development Programme	•	•	•	•	•	
Business Link Pacific Phase I	•	•	•		•	•
Business Link Pacific Phase II	•		•			
Samoa Tourism Recovery and Resilience	•		•			
Samoa Tourism Infrastructure – Apia Waterfront	•	•				
Samoa Tourism Growth Partnership	•	•	•		•	
Māori Pacific Tourism Partnership	•			•		
Samoa Cocoa Industry Development Initiative	•		•		•	



Activity	AMA	ACA	Progress	Project completion	Mid-term review	Final evaluation
Improved Livelihoods Cocoa Samoa	●		●			
Samoa Cocoa Export Improvement Programme	1	●				

Note 1 – This activity is below the spending threshold for AMAs

Limitations of the available evaluative information

Our review has identified a number of limitations in using this evaluative information which will need to be managed in the evaluation.

Access

Documents referenced in the AMAs and ACAs not provided are identified with internal hyperlinks and not able to be accessed for this review. The evaluation team will need to request any specific documents that are required for the evaluation.

Reporting periods

The reporting periods used for documents is not always consistent, particularly with AMAs. Variability in reporting periods include:

- annual reporting using either calendar year or financial years
- annual reporting over non-standard 12-month periods such as Sep–Aug (to align with activity commencement dates)
- annual reporting over periods longer than 12-months

This variability will not present a significant limitation to the use of the information.

Evaluation frameworks

The evaluation frameworks for some activities were not included in the documents provided, although descriptive reporting refers to indicator data and in some cases targets. The absence of consolidated results against baselines and targets will present a challenge in quickly accessing outcome and output data for evaluative purposes.

Focus of reporting

Reporting tends to focus more on activities (outputs) than on results (outcomes), particularly as reporting at the outcomes-level is more challenging. Staff at post also acknowledged this limitation in current reporting practices.

Disaggregation of data

Three activities are multi-country activities and the documents reviewed include limited disaggregation of descriptive reporting and data by country.

Aggregation of data

The aggregation of data is a challenging process and needs to ensure consistency in key elements such as the indicators or questions used, the selection of cohorts and methods used to analyse and report the data. Activities



that utilise indicators based on national statistical data may be amenable to aggregation to report results for similar activities, such as budget support activities.

Generally, aggregation of indicators across a theme is not appropriate due to diversity in the focus of activities in a theme. It may be appropriate to aggregate indicators in a group of activities focusing on a priority area where the focus of the activities is similar and where the same indicators are used in each activity. However, based on the documents provided, it is not possible to be certain about the potential for aggregation due to variability of information on indicators used by activities. This is because not all activities included a results table or comprehensive list of indicators and results in the activity documentation. Although most of an activity's indicators were usually referenced in the descriptive reporting, it will take some time to collate and compare indicators across similar activities.

Attribution and contribution

The challenge of **attribution** of results to the Samoa programme is acknowledged in the 4YP – the logic diagram (see Appendix A) shows a continuum between the influence MFAT's investment can have on results in relation to short- to medium-term outcomes, and the influence that external factors can have on long-term results. Relevant external factors include the programmes funded by other donors which focus on similar or complementary activities.

Measuring attribution requires an explicit strategy which utilises either quantitative methods (such as a control group) or qualitative methods. The MELF for Business Link Pacific Phase II was the only document reviewed that included an attribution strategy based on qualitative methods. As attribution is not a focus in the evaluation questions this limitation will have limited impact.

However, the **contribution** of the programme to the 4YP's long-term outcomes (impacts) is the focus of KEQ 2.2. Contribution analysis is an approach to assessing the contribution of a programme or intervention to the achievement of planned results. Essentially contribution analysis seeks to verify that it is reasonable to conclude that the intervention has made a difference (the contribution story) by examining the assumptions underlying the programme's logic, available empirical evidence and stakeholders' views. The evaluation will have access to logic diagrams at both the programme and activity level, as well as results (national statistics and activity results) and stakeholder views to assess the programme's contribution to the 4YP's planned results.

Review of activity documentation

The review of documents provided for each activity as well as some publicly available documentation is summarised in Appendix I.



5. Methodology

5.1 Cultural appropriateness

Our approach will be strengthened by our adherence to **Talanoa**, a Pacific Island Indigenous methodology that is fundamentally relevant to research in the Samoan context⁷. As a social practice, Talanoa refers to ‘... engaging in dialogue with or telling stories to each other ... [without] concealment of the inner feelings and experiences that resonate in our hearts and minds’⁸. Underpinned by indigenous values of reciprocity, respect, love and humility, Talanoa in research firmly places the power to define the subject matter within the encounter between the researcher and the participant. Through these values both the researcher and participants are reminded of obligations to treat disclosure of information with utmost respect through confidentiality and ethics.

These principles will be critical to successful facilitation of key informant interviews and other consultations with stakeholders. We expect to engage with the target group of stakeholders in an inclusive and consultative process. Part of this will involve using both Samoan and English in consultation documents such as the Participant Information Sheet and Consent Forms. During consultations, and depending on the participants’ preferred language, either Samoan, English or combination of both will be used. With stakeholders who are Samoan matai (chiefs), relevant language of cultural salutations will be used as well if required. Ensuring our approach is appropriate to the Samoan context will be strengthened by the role of an experienced Samoan researcher in our evaluation team who is also a matai and will lead in-country consultations.

5.2 Methodology

Approach

A mixed-method approach will be used for the collection and analysis of data and information, guided by the evaluation questions, using both qualitative and quantitative techniques. A mixed-methods approach utilises a range of data sources and analytical techniques which can strengthen the reliability of data and the validity of findings and can provide deeper insights and understandings of the achievement of a programme’s outcomes.

Methods

The specific methods that will be used during the evaluation are discussed below.

Document analysis

Relevant secondary documentation will be used to understand the context New Zealand’s IDC support to Samoa and to measure the results of this support. This documentation will include:

- strategic and policy documents relevant to Samoa’s development context, priorities and plans and to the direction and priorities of New Zealand’s IDC support to Samoa. These documents include:
 - The New Zealand and Samoa 1962 Treaty of Friendship and the 2019 and updated 2024 Statement of Partnership
 - Samoa’s Pathway for the Development of Samoa 2021/22 – 2025/26
 - New Zealand’s Samoa Four Year Plan (December 2021)

⁷ Vaoleti T. 2006. ‘Talanoa Research Methodology: A Developing Position on Pacific Research.’ *Waikato Journal of Education*, Issue 12: 21–34.

⁸ Halapua S. 2008. Talanoa Process: The Case of Fiji, p. 1.



- policies and guidance on planning and implementing IDC support, including the ICESD policy statement, guidance notes and templates etc.
- country-level monitoring and reporting documents, including the 2015 evaluation and reports to GoS
- activity-level documentation including:
 - concept notes, activity designs, activity monitoring and completion reports, annual reports, partner / contractor progress and completion reports and other relevant activity-related documents
 - evaluations and reviews of specific activities
- other relevant documentation identified through desk review and stakeholder consultation.

The scope of the evaluation and the number of potential documents to be analysed may necessitate some prioritisation of documents, particularly activity-level documentation.

Collation and analysis of statistical information

Quantitative data will be collated and analysed from a range of statistical categories including:

- New Zealand data in relation to activities including number, planned value and expenditure during the 2018–2024 timeframe
- Samoa country-level statistical indicators relevant to the activities (and themes) funded and delivered under the programme, including Samoa-owned indicators and indicators published by international agencies, such as indicators relating to the economy, governance and development
- international ODA statistics, including data on ODA expenditure in Samoa by other development partners
- other relevant statistical data identified through desk review and consultations.

Stakeholder consultation

The primary method of stakeholder consultation will be **semi-structured interviews** or key informant interviews (KIIs). A semi-structured interview is a qualitative technique that collects information using open-ended questions to explore themes and issues relevant to the evaluation questions. The open nature of the interview encourages respondents to provide context and insights relevant to the evaluation that are often limited by a formal question. As the semi-structured interview requires respondents to be familiar the topic or issue being assessed, the interview schedule (questions) need to be tailored to particular respondents' engagement with the programme. The categories of stakeholders to be consulted in Phase 2 of the evaluation include:

- New Zealand Government staff such as:
 - MFAT staff who were not consulted in Phase 1 of the evaluation (or where follow-up is required) who are involved in policy and strategy or funding and delivery of the Samoa Programme (New Zealand-based and at Post)
 - staff from other NZ government agencies that are implementing partners of activities in-country, or are involved in policies or strategies relevant to the activity
- Government of Samoa staff including:
 - CEOs of relevant Ministries and Ministry leaders



- senior staff with a strategic or macro view of the Samoa Programme, in relation to the economy, governance, development and foreign policy
- staff with an operational view of the Samoa Programme at a whole-of programme level, or in specific activities (prioritised for this evaluation)
- development partners and donors funding and delivering activities in Samoa
- international NGOs with an interest or involvement in the Samoa Programme
- regional organisations
- local civil society organisations who represent the beneficiaries of Samoa Programme activities, including church, private sector and special interest (diversity) groups
- local beneficiaries (individuals, households, villages and local organisations) of activities funded and delivered by the Samoa Programme.

As there is the potential for this list of categories to generate a large number of stakeholders to be included in consultation in Phase 2, the final list may need to be targeted and selective.

The review of activities in the priority focus areas has identified the key stakeholder organisations in each activity, which are listed in Table 12. It should be noted that this list includes only key organisations – implementing agencies (ministries and other agencies), implementations contractors and their local partners (for NZ-based contractors) and industry associations. For a number of activities, other stakeholders include local organisations delivering to or participating in the activity, such as training and service providers, tourist sites and demonstration nurseries, and these have not been included in the table.

Table 12 – Key stakeholder organisation in priority activities

Priority area	Activity	Key stakeholder organisations
Budget support	Incentivising Economic Reform 2018–2021	Ministry of Finance
	Supporting Economic Reform 2021–2024	Ministry of Finance
	Samoa Emergency Budget Support 2022–2023	Ministry of Finance
Private sector	Private Sector Development Programme	Ministry of Commerce, Industry and Labour Samoa Business Hub Palladium (implementation contractor)
	Business Link Pacific Phase I and II	DT Global (implementation contractor)
Tourism	Samoa Tourism Recovery and Resilience	Samoa Tourism Authority
	Samoa Tourism Infrastructure – Apia Waterfront	Ministry of Works, Transport and Infrastructure
	Samoa Tourism Growth Partnership	Samoa Tourism Authority Tourism Resource Consultants (implementation contractor) Samoa Hotels Association Savai'i Samoa Tourism Association



Priority area	Activity	Key stakeholder organisations
	Māori Pacific Tourism Partnership	Samoa Tourism Authority NZ Māori Tourism South Pacific Tourism Organisation Samoa Hotels Association Ministries responsible for managing heritage sites
Cocoa agriculture	Samoa Cocoa Industry Development Initiative	AgriChain Centre Ltd (implementation contractor) Samoa Chamber of Commerce and Industry (local partner) Massey University (subcontractor) Samoa Koko Industry Association Ministry of Agriculture and Fisheries
	Improved Livelihoods Cocoa Samoa	SPS Biota (implementation contractor) KVAConsult (local partner) Itu–Asau Cocoa Growers Association
	Samoa Cocoa Export Improvement Programme	SPS Biota (implementation contractor)

Stakeholder engagement will be a key element of the evaluation methodology and will draw from the range of stakeholder categories outlined previously.

Key considerations for the initial planning during the Phase 2 evaluation will be:

- determining the target number of consultations considering the timeframe and resources available
- confirming the agencies and organisations to be consulted, in conjunction with post
- identifying individuals to be consulted in each group, in conjunction with post, and collating contact details
- prioritising the list of potential respondents, if necessary
- clarifying the role of post, if any, in contacting potential respondents, particularly if respondents invited to participate do not respond.

Feedback from staff at post has indicated that staff turnover in agencies and organisations and the introduction of new organisations into activities has been a challenge and limits ‘corporate knowledge’ of activities. It may be necessary to invite potential respondents to include 1 or 2 colleagues in the interview to counter this and draw on the widest possible knowledge and experience of activities.

The stakeholder analysis provided by MFAT and included at Appendix K can assist in planning the consultation process in the initial planning during the Phase 2 evaluation.

Information for participants and a semi-structured interview guide has been developed (included at Appendix J) and the interview guide will be tailored for each category of stakeholder and based on their role in the programme or activity. The stakeholder analysis will guide the development of tailored interview guides.



Interviews will be conducted in-person or remotely and typically take 45–60 minutes, with respondents invited to email additional information or comments if there is insufficient time. Respondents will be provided the information about the evaluation and the interview questions prior to the interview.

Focus group discussion may be appropriate with stakeholders where there are a number with similar interests and experience of an activity. While focus group discussions (FGDs) provide a more efficient method of consultation they can limit the breadth and depth of the discussions due to the number of participants. In the final planning of the consultation schedule, if it is evident that there are multiple potential respondents, limited use of FGDs can be considered. If so, they should be scheduled for up to two hours with up to 8–10 participants. It is not anticipated that local- or village-level FGDs will be required.

In addition, **surveys** can be used to elicit the views of stakeholders, particularly where the potential stakeholder list is extensive. The review of activity documents shows that a number of activities have utilised surveys as part of the activity monitoring and the results of these can be leveraged rather than conducting a survey for this evaluation.

Analysis

The evaluation criteria and questions provide an analytical framework for identifying the evidence of the results of the programme and for developing key themes, findings and directions for the evaluation. Where possible triangulation of evidence will be used to verify and strengthen the evaluation findings.

5.3 Evaluation matrix (for information collection)

Evaluation plans can include an evaluation matrix to identify methods and the sources of data and information in relation to the evaluation questions. The document review undertaken for this report indicates that, due to the nature of the programme and evaluation questions, the available information and the processes used for collecting information, the development of an evaluation matrix for this evaluation does not add significant value to evaluation planning. The evaluation questions will be sufficient to provide a clear guide for information collection.

5.4 Implementing the evaluation

The approach to implementing the evaluation is summarised in Table 13. Phase 2 of the evaluation will be implemented later in 2024 to accommodate Samoa's commitments to CHOGM hosting. The proposed stages and tasks for the evaluation are indicative and will be updated and developed at the commencement of Phase 2.

Table 13 – Evaluation stages

Stage	Tasks	Deliverable and timeframe
Inception and planning	Conduct the Phase 2 inception meeting with MFAT and the evaluation team to clarify objectives, roles, approach and timelines	End-2024
	Review and update the Evaluation Plan based on the Phase 1 Report and other considerations	Finalised Phase 2 Evaluation Plan Timeframes for this and subsequent stages to be confirmed in the finalised Phase 2 Evaluation Plan
Data collection	Develop a detailed consultation plan using individual and small group interviews (focus groups) where appropriate	



Stage	Tasks	Deliverable and timeframe
	Confirm stakeholder consultation list and develop tailored interview schedules	
	Plan, arrange and undertake consultations	
	Collect, collate and review documentation	
	Collect, collate and analyse quantitative data including Country-owned statistics and national indicators	
Analysis	Code and analyse data and information collected from all sources and develop initial high-level findings	
Validation	Develop draft findings and an aide-memoire to present to the Evaluation Steering Group Discuss the findings in a validation workshop with the Evaluation Steering Group (remote) Revise and further develop draft findings based on feedback with the Evaluation Steering Group	Aide Memoire Validation Workshop
Reporting and presentation	Develop the draft Evaluation Report including key findings and directions for the programme and recommendations Provide the draft to the Evaluation Steering Group for review and feedback Revise and finalise the draft Evaluation Report based on Evaluation Steering Group feedback Deliver Evaluation Report presentation to relevant groups (if required) Prepare an Evaluation Summary for distribution to stakeholders (if required)	Draft Evaluation Report Final Evaluation Report Presentations Evaluation Summary



6. Management of the evaluation

This section discussed key considerations in the management of the evaluation including ethics, key risks and governance and management.

6.1 Ethical considerations

Our approach to evaluation is guided by the *Code of Ethics of the Australasian Evaluation Society* and its *Guidelines for Ethical Conduct of Evaluations*. The ethical practices used in the evaluation, and consistent with the in the Code and Guidelines include:

- disclosure of any potential or real conflicts of interest and management of those conflicts
- effective storage and protection of data and any personal information in accordance with the privacy act
- recognition of the needs, interests and rights of stakeholders, and the need for inclusivity, particularly for marginalised groups
- the status-conscious nature of Samoan society may require engagements with different community groups to be structured according to gender and age, which ensures smooth flow of discussions without participants feeling shy or reluctant to share information because of the presence of people of a different gender or age group
- provision of clear information to participants about the evaluation, particularly in relation to consent, collection of data and confidentiality (where appropriate)
- provision of findings to relevant partners for discussion prior to finalisation, reporting and presentation
- honest disclosure of findings, including negative findings and limitations of the evaluation
- recognition of Samoan cultural protocol and respect through reciprocal exchange of ideas or goods which is critical to establishing meaningful relationship with the stakeholders, and avoid the consultations being viewed as exploitative, particularly for community-based stakeholders where a modest gift in the form of food items will be presented at the end of consultations.

While it is not anticipated that the evaluation will require ethics approval as it will not collect personal data, this is not clear. Ethics approval can be sourced from the National University of Samoa and the Samoa Ministry of Foreign Affairs should it be required. The need for ethics approval and the best option for securing approval will need to be clarified during the initial planning of the Phase 2 evaluation.

6.2 Evaluation governance and management

The roles and responsibilities of the evaluation team and governance arrangements include:

- the MFAT MERL team will be responsible for managing the evaluation and is accountable for its performance
- a Steering Group will oversee Phase 2 of the evaluation and may include Government of Samoa representatives as well as MFAT representatives
- the evaluation team will be responsible for the implementation of Phase 2 of the evaluation.

The Steering Group will provide oversight of the evaluation and agree the Stage 2 Evaluation Plan and ensure it is delivered in line with the Plan as well as reviewing and approving key deliverables including the Evaluation Report.

The evaluation team for Phase 2 of the evaluation should comprise (at a minimum):

- a Project Director



- evaluation specialists
- subject matter specialists in public financial management / budget support, private sector / tourism development and cocoa / agricultural development
- Samoan consultant(s), preferably with evaluation / research expertise or subject matter expertise
- project administration and support staff.

6.3 Key risks

The main risks, and suggested treatments, are summarised in Table 14.

Table 14 – Likely risks and treatments

Potential risk	Comment	Likelihood	Impact	Risk management
Delayed implementation of the evaluation	Disease (COVID–19), accidents or illness to members of the evaluation team travelling in Samoa may prevent or delay the implementation of the evaluation	Possible	Significant	Ensure flexibility / contingency in Phase 2 evaluation timeframe
Delayed implementation of the evaluation	MFAT / GoS operational requirements result in delays (competing / conflicting demands)	Possible	Significant	Ensure flexibility / contingency in Phase 2 evaluation timeframe
In–country travel delays	Disasters, local emergencies or security issues may delay or prevent in–country missions at the scheduled time	Unlikely	Significant	Monitor and liaise with MFAT and post in relation to the planned travel period
Limits to participation	Communicable disease outbreaks including COVID–19, measles and other diseases, may prevent or limit broad participation in the evaluation – for evaluation team members and stakeholders in both Samoa and New Zealand	Possible	Moderate	Ensure flexibility / contingency in Phase 2 evaluation timeframe
Availability of key stakeholders	Unavailability of key stakeholders due to planned leave, competing priorities etc.	Possible	Moderate	Early advice to MFAT / stakeholders about the planned consultation period
Documentation availability	Some programme documentation may be unavailable, incomplete or insufficient to address key evaluation questions	Unlikely	Minor	Phase 1 desk review assessed document requirements Early advice to MFAT about document requirements and gaps



Potential risk	Comment	Likelihood	Impact	Risk management
Data availability	Some national-level statistics may be unavailable or not yet analysed	Possible	Moderate	Phase 1 desk review assessed document requirements Early advice to relevant GoS agencies about data requirements and gaps
Limited response from stakeholders	Some potential respondents decline or do not respond to invitations	Possible	Moderate	Follow-up invitations If required, relevant GoS agency and / or MFAT post to follow-up invitations seeking participation
Stakeholders have limited input	Some stakeholder organisations may be new to an activity or individuals new to a role and / or have limited knowledge or experience of the programme or activities	Possible	Minor	Tailor the interview questions to the level of knowledge and experience Invite respondents to include 1–2 colleagues
Loss of momentum in programme achievements	CHOGM will be a significant event that may delay or disrupt progress in activities and distort evaluation findings	Likely	Significant	Analysis of findings to consider the context of disruptions such as COVID–19, CHOGM and other significant events



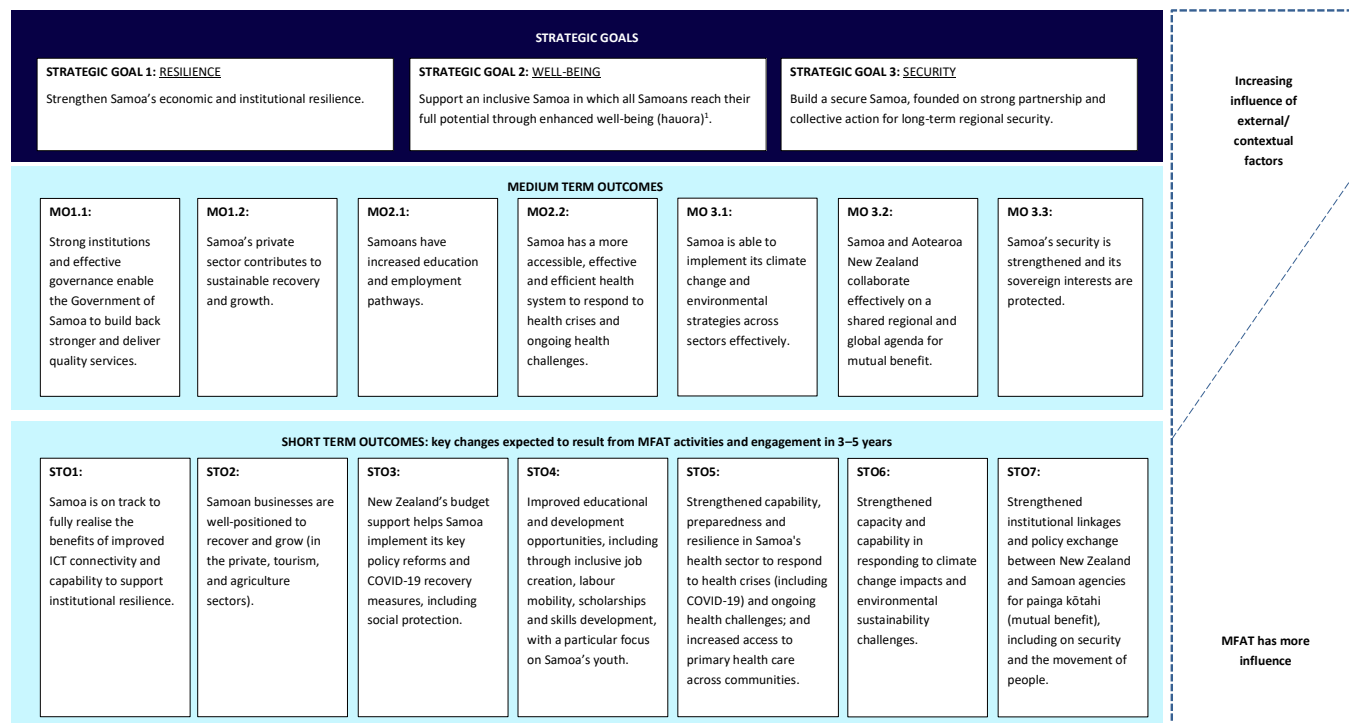
Appendix A – 4YP goals and indicators

Table 15 – 4YP goals and indicators

Strategic goal	Indicator
1. Strengthen Samoa's economic and institutional resilience	• Post-COVID-19 economic recovery and social protection indicators stabilise and improve beyond 2019 levels, for example: – annual growth rate of real GDP per capita and per sector (e.g. tourism) – unemployment rates for youth and women – income inequality • Continued high rankings on World Bank Worldwide Governance Indicators • Growth in Samoa's digital economy and increased economic connectivity
2. Support an inclusive Samoa in which all Samoan's reach their full potential through enhanced well-being (hauora)	• Proportion of youth (aged 15–24 years) not in education, employment or training • Promotion of primary healthcare services contributing to a reduction in incidence of Non-Communicable Diseases • Demonstrated effective policy engagement to support quality education and health service delivery
3. Build a secure Samoa, founded on strong partnership and collective action for long term regional security	• Mutual feedback on the quality of partnership shared during formal bilateral and regional consultations, and through review of cooperation activities • Demonstrated effective interagency collaboration and coordination on areas of shared security interest such as transnational crime, movement of people and cyber security • Climate change resilience integrated effectively into policy implementation across sectors



Appendix B – Samoa Four Year Plan logic diagram





Appendix C – Triennial IDC funding

Table 16 – Triennial funding for International Development Cooperation

Triennium	International development cooperation		Pacific development cooperation	
	Funding NZDb	Increase %	Funding NZDb	Increase %
2015–2016 to 2017–2018	1.72		1.01 ^{1,2}	
2018–2019 to 2020–2021	2.22	29.1	1.36	34.7
2021–2022 to 2023–2024	3.01	35.6	1.84	35.3

Source: MFAT Annual Reports and <https://www.mfat.govt.nz/en/aid-and-development/our-approach-to-aid/where-our-funding-goes/our-planned-aid-expenditure/>

1. Covers funding to all countries and regions, including the Pacific

2. Excludes scholarships (NZD201.0m)



Appendix D – IDC expenditure 2018–2024 by allocation group

Table 17 – International Development Cooperation expenditure by category

Allocation group	2018–2019		2019–2020		2020–2021		2021–2022		2022–2023		2023–2024 ¹	
	NZDm	%	NZDm	%	NZDm	%	NZDm	%	NZDm	%	NZDm	%
Pacific Dev Coop	406.5	57.4	405.5	55.1	489.7	60.9	550.2	66.5	567.4	58.4	721.0	59.4
Global Dev Coop	125.2	17.7	129.0	17.5	115.5	14.4	74.7	9.0	152.2	15.7	197.9	16.3
Multilateral	125.0	17.7	147.1	20.0	131.8	16.4	142.2	17.2	172.9	17.8	130.7	10.8
Humanit'n Assist	50.0	7.1	50.0	6.8	59.8	7.4	54.8	6.6	75.0	7.7	58.2	4.8
Other Funds	1.2	0.2	4.7	0.6	7.6	1.0	5.0	0.6	4.0	0.4	9.0	0.7
Adjustments											97.3	8.0
Total funding	707.9	100.0	736.3	100.0	804.4	100.0	826.9	100.0	971.5	100.0	1,214.1	100.0

Source: MFAT Annual Reports

1. 2023–24 calculated from <https://www.mfat.govt.nz/en/aid-and-development/our-approach-to-aid/where-our-funding-goes/our-planned-aid-expenditure/>



Appendix E – Pacific Development Cooperation expenditure by country

Table 18 – Pacific Development Cooperation expenditure by country

Country / Region	2018–2019		2019–2020		2020–2021		2021–2022		2022–2023		2023–2024 ¹	
	NZDm	%	NZDm	%	NZDm	%	NZDm	%	NZDm	%	NZDm	%
Cook Islands	34.6	8.2	34.4	7.7	52.7	10.8	109.8	20.0	57.0	10.0	21.9	3.0
Fiji	17.5	4.1	36.4	8.1	59.8	12.2	72.0	13.1	42.7	7.5	61.2	8.5
Kiribati	19.6	4.6	21.2	4.7	37.4	7.6	19.6	3.6	28.7	5.1	64.7	9.0
Nauru	6.5	1.5	4.8	1.1	5.1	1.0	3.4	0.6	4.3	0.8	9.2	1.3
Niue	34.5	8.2	24.6	5.5	24.8	5.1	49.4	9.0	36.4	6.4	32.0	4.4
Other / North Pacific	3.7	0.9	11.0	2.5	4.0	0.8	6.9	1.3	7.4	1.3	10.4	1.4
Papua New Guinea	40.5	9.6	37.5	8.4	31.5	6.4	25.9	4.7	31.4	5.5	67.1	9.3
Samoa	27.9	6.6	34.7	7.8	26.1	5.3	46.3	8.4	55.5	9.8	52.7	7.3
Solomon Islands	37.6	8.9	32.2	7.2	45.4	9.3	46.2	8.4	42.8	7.5	68.8	9.6
Tokelau	26.2	6.2	44.0	9.8	20.7	4.2	15.2	2.8	20.0	3.5	57.1	7.9
Tonga	15.8	3.7	24.1	5.4	27.0	5.5	23.8	4.3	61.2	10.8	52.2	7.2
Tuvalu	10.3	2.4	7.5	1.7	13.1	2.7	11.2	2.0	15.3	2.7	31.0	4.3
Vanuatu	29.4	7.0	30.6	6.8	39.2	8.0	30.6	5.6	27.5	4.8	42.1	5.8
Pacific Regional	118.2	28.0	103.9	23.2	102.8	21.0	90.0	16.4	137.0	24.2	150.8	20.9
Total funding	422.9		446.9		489.7		550.2		567.4		721.0	

Source: MFAT Annual Reports

1. 2023–24 calculated from <https://www.mfat.govt.nz/en/aid-and-development/our-approach-to-aid/where-our-funding-goes/our-planned-aid-expenditure/>



Appendix F – Programme activities and planned value by theme

Table 19 – Programme activities by planned value by theme

Theme	Activities		Total planned value	
	n	%	NZDm	%
Climate & Environment	13	6.0	19.3	4.7
Economics	24	11.2	120.1	29.1
Education	57	26.5	123.8	30.1
Governance & Institutions	16	7.4	23.8	5.8
Health	50	23.3	49.3	12.0
Industry & Innovation	18	8.4	45.9	11.1
Infrastructure & Energy	10	4.7	20.7	5.0
No Theme	13	6.0	4.3	1.0
Oceans & Fisheries	1	0.5	0.1	0.1
Peace & Security	2	0.9	2.2	0.5
Social Inclusion	11	5.1	2.6	0.6
Grand total	215	100.0	412.1	100.0



Appendix G – Programme activities and expenditure by theme

Table 20 – Programme activities and expenditure by theme

Theme	Activities		2018–2021	2021–2024	Total	
	n	%	NZDm	NZDm	NZDm	%
Climate & Environment	13	6.0	2.9	5.7	8.6	3.3
Economics	24	11.2	16.9	77.2	94.1	36.5
Education	57	26.5	29.3	30.7	60.0	23.2
Governance & Institutions	16	7.4	0.9	12.2	13.1	5.1
Health	50	23.3	8.6	19.2	27.8	10.8
Industry & Innovation	18	8.4	15.7	20.6	36.3	14.1
Infrastructure & Energy	10	4.7	7.4	3.3	10.7	4.2
No Theme	13	6.0	0.2	3.8	4.0	1.6
Oceans & Fisheries	1	0.5	0.1	0.0	0.1	0.0
Peace & Security	2	0.9	0.1	0.0	0.1	0.1
Social Inclusion	11	5.1	1.8	1.2	3.0	1.1
Grand total	215	100.0	83.9	173.9	257.8	100.0



Appendix H – Spread of activities by value

Table 21 – Spread of activities by value

Value range NZD	Activities n	Percentage %
0 to 100,000	91	42.3
100,001–500,000	41	19.1
500,001 to 1,000,000	26	12.1
1,000,001 to 5,000,000	39	18.1
5,000,001 to 10,000,000	5	2.3
10,000,001 to 20,000,000	8	3.7
20,000,001 to 30,000,000	3	1.4
Over 30,000,000	2	0.9
Total	215	100.0



Appendix I – Activity documentation review

The evaluative information in documents provided for each activity, as well as publicly available documents, is summarised below in relation to each activity.

1. Budget support activities

Documents for two budget support activities were reviewed, and are discussed below.

Supporting Economic Reform 2021–2024

This activity represents a second phase in general budget support (following on from Incentivising Economic Reform 2018–2021) and has a planned value of NZD21.0m over 3 years. This support is provided through the Joint Policy Action Matrix (JPAM) which is a mechanism for policy reforms to improve Samoa's economic growth and resilience. New Zealand's support through the JPAM mechanism is delivered in collaboration with the Governments of Samoa (GoS) and Australia as well as the Asian Development Bank (ADB), World Bank and European Union (EU). A key strength of the JPAM mechanism is the opportunities it provides for New Zealand to maintain open, ongoing dialogue with the GoS (at very senior levels) on their challenges, priorities and reform agenda.

Activity overview

The activity supports the Government of Samoa to undertake policy actions under the JPAM including:

- improving access to financial services and a more secure lending framework
- better management of government assets
- social protection of peoples from both economic and natural disasters
- enhancement of community development.

Specific recent policy developments under the JPAM include the development of a Medium-term Debt Strategy and a National Social Protection Framework, while an Automated Transfer System has also been developed.

Link to the 4YP outcomes

The activity is aligned with the 4YP and focuses on the following goals and outcomes:

- MTO 1.1 – Strong institutions and effective governance enable the Government of Samoa to build back stronger and deliver quality services
- STO3 – New Zealand's budget support helps Samoa implement its key policy reforms and COVID-19 recovery measures, including social protection
- Strategic Goal 2 – Support an inclusive Samoa in which all Samoans reach their full potential through enhanced well-being (hauora)
- MTO 3.1 – Samoa is able to implement its climate change and environmental strategies across sectors effectively



- MTO 3.2 – Samoa and New Zealand collaborate effectively on a shared regional and global agenda for mutual benefit.

Sources of evaluative information

Evaluative information reported by MFAT is contained the annual Activity Monitoring Assessment, and the report for 2022–2023 has been provided. The AMA does not include the activity's results table. Samoa's Ministry of Finance reports on the JPAM to the World Bank and the AMA relies on this reporting. The World Bank proposal document⁹ for the current period includes a Policy and Results Matrix and is effectively the MERL for the programme. This document includes a range of indicators with 2022 baselines and targets for the programme. World Bank reporting on this programme is not publicly available. The ADB proposal document¹⁰ also includes baseline and projected economic and fiscal indicators as well as a Policy Design and Monitoring Framework with outcome indicators for 2025. ADB reporting on this programme is not publicly available.

A key consideration for the evaluation will be ensuring access to GoS reporting to the World Bank and / or access to World Bank and ADB reporting.

Samoa Emergency Budget Support 2022–2023

This general budget support activity had a planned value of NZD24.0m and was a complementary activity to the Supporting Economic Reform activity.

Activity overview

The activity supported the GoS in the economic recovery post COVID-19 with the goal of stimulating economic recovery and minimising Samoa's need to take on additional debt.

Link to the 4YP outcomes

The Activity Completion Assessment identifies two outcomes that the activity is linked to. These are:

- MTO 1 – Strong institutions and effective governance enable the Government of Samoa to build back stronger and deliver quality services
- STO 3 – New Zealand's budget support helps Samoa implement its key policy reforms and COVID–19 recovery measures, including social protection

Sources of evaluative information

Evaluative information is contained in the Activity Completion Assessment, which has been provided. The other document provided is the signed Grant Contribution Letter. The results reported in the ACA included GDP growth, faster tourism recovery and reduced debt levels. The ACA refers to a number of documents including the MERL Framework for the Supporting Economic Reform activity (as the activity uses this framework), risk register, business case and JPAM Aide Memoire.

⁹ <https://documents1.worldbank.org/curated/en/503131655214448922/pdf/Samoa-Second-Recovery-and-Resilience-Development-Policy-Financing.pdf>

¹⁰ <https://www.adb.org/sites/default/files/project-documents/54054/54054-001-rrp-en.pdf>



Incentivising Economic Reform 2018–2021

This general budget support activity had a planned value of NZD10.0m and was the previous phase of Supporting Economic Reform 2021–2024 and also focused on supporting policy actions under the JPAM.

Activity overview

The activity supported the GoS to undertake policy actions focussed on:

- strengthening public finance management performance
- improving management of national debt
- introducing the Tax invoice Monitoring System
- developing policies to strengthen building codes and disaster risk management, such as through legal frameworks for early warning of natural disasters.

Link to the 4YP outcomes

This activity was initiated prior to the 4YP, and the Activity Completion Assessment identifies two outcomes that the activity is linked to. These are:

- STO 1 – Mutual Policy areas are advanced (global, regional, domestic)
- STO 3 – Public Sector governance systems and capability is strengthened (law and justice, policy reform)

While the 4PY does not include an outcome explicitly addressing the above STO 1 (it is implicit through the 4YP), STO 3 is directly aligned with MTO 1 in the current 4YP (Strong institutions and effective governance).

Sources of evaluative information

Evaluative information is contained the annual Activity Monitoring Assessment, and the report for 2020 is provided. The other documents provided are Concept Note and the Activity Completion Assessment. A results table or reporting against the framework are not referred to or included in the documents provided.

2. Private sector activities

The private sector and tourism is a priority focus area for the evaluation, and activities related to these areas are mainly categorised under the industry and innovation theme, although private sector activities are also categorised under the economics theme. Documents for three (broad) private sector activities were reviewed and are discussed below.

Private Sector Development Programme

This activity had a planned value of NZ\$8.6m over 5 years from 2018 to 2023 and was aimed at developing Samoa's private sector through technical assistance to develop Samoa's private sector enabling environment and to provide advisory services directly to micro, small and medium enterprises (MSMEs).

Activity overview

The programme comprised two components:

- funding for technical assistance / consultants to develop policies, strategies, regulations and legislation to promote private sector and economic development in Samoa



- funding to the Samoa Business Hub (SBH) to facilitate delivery of business advisory and support services to MSMEs in Samoa.

The SBH was established in 1994 and continues to fund its operations along with New Zealand. GoS' Ministry of Commerce, Industry and Labour (MCIL) was the implementing partner for the programme and Palladium was the implementation contractor.

Link to the 4YP outcomes

This activity is linked to STO 2 in the 4YP (Samoan businesses are well positioned to recover and grow).

Sources of evaluative information

There is a wide range of evaluation information sources available for this programme, including:

- Activity Monitoring Assessments – each annual AMA has been provided and contain detailed reporting
- Project Completion Report prepared by the contractor (provided)
- annual Progress Reports prepared by the implementing partner (MCIL) – reports for 2020–2021 and 2021–2022 have been provided
- reports prepared by the Samoa Business Hub including quarterly reports, client surveys and impact studies (not provided)
- *Mid–Term Review of the Private Sector Development Programme, June 2021* (provided).

Each AMA, the mid–term review and the annual reports prepared by MCIL include the results table for the activity as well as progress reporting against the framework.

Business Link Pacific Phase 1

This multi–country activity was designed to build the market for business advisory services in a selection of Pacific Island Countries (PICs), in order to improve the access of small–to–medium enterprises (SMEs) access to services and support them to grow. The activity was implemented in Samoa, Vanuatu, Papua New Guinea and Fiji. The Samoa component of the activity had a planned value of NZD2.1m. The activity was implemented by a managed service contractor DT Global as the implementation contractor and partnered with existing in–country network organisations to support local implementation.

Activity overview

The activity had four main components:

- provision of competency assessments, mentoring and technical assistance to improve the quality of business advisory services
- connection of SMEs to business advisory services through a subsidy scheme for the initial costs of the service (with a focus on SMEs with high growth potential in agriculture, construction, fisheries and tourism)
- provision of access to business mentors and technical assistance, primarily for the business advisory services, and ultimately SMEs
- facilitation and strengthening of market linkages between buyers and business advisory services / SMEs.



Link to the 4YP outcomes

The activity is aligned with the 4YP and focuses on the following 4YP outcomes:

- STO2 – Samoan businesses are well-positioned to recover and grow (in the private, tourism, and agriculture sectors)
- STO4 – Improved educational and development opportunities, including through inclusive job creation, labour mobility, scholarships and skills development, with a particular focus on Samoa's youth
- STO6 – Strengthened capacity and capability in responding to climate change impacts and environmental sustainability challenges

Sources of evaluative information

Evaluative information is available in a number of sources including:

- Activity Completion Report
- Activity Monitoring Assessment (2018, 2019, 2020, 2021 provided)
- Progress Reports prepared by the contractor (Jul-Dec 2020 and Jul-Dec 2021 provided)
- *Formative Evaluation Business Link Pacific Evaluation Report, March 2019*
- *Evaluation of Business Link Pacific, 2017–2021*

Although the AMA refers to the MEL framework, it is not included in the documents provided. The contractor Progress Reports provide reporting against the outputs and outcomes of the framework although not all of the data is disaggregated by country and this reporting is also reflected in the AMAs and ACA.

The final evaluation includes the activity results diagram, and discusses progress against these outcomes and outcomes, however the data is not disaggregated by country.

As the documents reviewed did not include a completed results table, it is difficult to access a comprehensive listing of indicators and results, although a number are included in descriptive reporting.

Business Link Pacific Phase II

This multi-country activity builds on Business Link Pacific Phase I and seeks to stimulate SME development in twelve Pacific Island countries (Cook Islands, Fiji, Kiribati, Nauru, Niue, Papua New Guinea, Samoa, Solomon Islands, Tokelau, Tonga, Tuvalu, Vanuatu). The activity is managed by DT Global as the implementation contractor and has a planned value of NZ\$2.1m for the Samoa component.

Activity overview

The activity has three components:

- delivery of quality and affordable business services to SMEs by local service providers
- access to financial services which are better tailored to SME needs
- support for private sector business organisations to coordinate access to advisory and financial services for SMEs.



Link to the 4YP outcomes

The activity is aligned with the 4YP and focuses on the following short-term outcomes:

- STO2 – Samoan businesses are well-positioned to recover and grow (in the private, tourism, and agriculture sectors)
- STO6 – Strengthened capacity and capability in responding to climate change impacts and environmental sustainability challenges.

Sources of evaluative information

There is a wide range of evaluation information sources available for this programme, including:

- Activity Monitoring Assessments – the AMA for 2021–2023 has been provided
- six-monthly Progress Reports prepared by the implementing contractor – the report for Mar–August 2023 has been provided
- a work plan summary for the Samoa component
- the monitoring, evaluation research and learning (MERL) framework

The MERL framework includes both a theory of change diagram and results measurement plan with indicators, baselines and directions on data aggregation and attribution. The plan is referenced in the MERL as Annex 1, although the Annex is not included in the document provided. The AMA and six-monthly progress report include reporting against the MERL, and although the progress report includes some results and data disaggregated by country, the AMA does not.

As the documents reviewed did not include a completed results table, it is difficult to access a comprehensive listing of indicators and results, although a number are included in descriptive reporting.

3. Tourism activities

Documents for four tourism activities were reviewed and are discussed below.

Samoa Tourism Recovery and Resilience

This activity has a planned value of NZD10.9m over three years, with the largest component a Grant Funding Arrangement (GFA) of NZD4.6m for the Ministry of Finance (partner) and directed to the Samoa Tourism Authority (implementing agency).

Activity overview

The GFA focuses on supporting the tourism sector to recover from COVID-19 impacts and develop resilience. The main components of the GFA are:

- product development
- training
- marketing and promotions
- sustainability
- resilience and capacity building



Link to the 4YP outcomes

The activity is aligned with the 4YP and focuses on the following goals and outcomes:

- STO 2 – Samoan businesses are well-positioned to recover and grow (in the private, tourism, and agriculture sectors). (95%)
- STO 7 – Strengthened institutional linkages and policy exchange between New Zealand and Samoan agencies for painga kōtahi (mutual benefit), including on security and the movement of people. (5%).

Sources of evaluative information

Evaluative information is available in a number of sources including:

- Activity Monitoring Assessments for 2021–2022 and 2022–2023 (provided)
- annual partner reports (2022–2023 provided)
- the GFA

In addition, the GFA includes specific outputs (costed) and outcomes, and the AMA references a costed work plan, though the results table is not included or discussed.

Some statistical information on the tourism sector is referenced in the above reports, and it is publicly available in more detail from a number of sources. The Samoa Bureau of Statistics publishes visitor arrival statistics (<https://www.sbs.gov.ws/migration/>). The Samoa Central Bank publishes monthly statistics on visitor arrivals and visitor earnings (<https://www.cbs.gov.ws/statistics/visitor-earnings-and-remittances/>). These statistics are based on information collected from the Samoa Bureau of Statistics, commercial banks and money transfer and foreign exchange businesses.

Samoa Tourism Infrastructure – Apia Waterfront

This activity has a planned value of NZD9.6m over the two triennia, with the Ministry of Works, Transport and Infrastructure (MWTI) as the implementing agency. The activity focused on developing the potential of Apia's waterfront as a tourist destination.

Activity overview

The activity supported the development of a public space on the Apia waterfront through three main components:

- establishment of the Apia Waterfront Unit in the Planning and Urban Management Agency which is a division of MWTI
- development of the Apia Waterfront Plan (2017–2026) to facilitate implementation
- completion of a range of small- and large-scale works including the Malaefatu Playspace, interpretive and directional signage, standard designs for rest areas and outdoor furniture, a redeveloped Events Space and new Clock Tower Boulevard.

Link to the 4YP outcomes

The activity is aligned with the 4YP and focuses on STO 2 (Samoan businesses are well-positioned to recover and grow)



Sources of evaluative information

Evaluative information is available in a number of sources including:

- Activity Monitoring Assessments (2018–2019 and 2020–21 provided)
- Activity Completion Assessment
- *Activity Evaluation: Apia Waterfront Development Project, 2017–2020*

The above internal evaluation focused on the Events Space and Clocktower Boulevard. The AMAs, the ACA and the internal evaluation include the results table for activity with detailed progress information. The results table provides for statistical information on visitors to the waterfront, although this has not been included in these reports. In addition, partner reports are also available, though not provided.

Samoa Tourism Growth Partnership

This activity has a planned value of NZD6.6m over the two triennia and is implemented through a Grant Funding Agreement with Samoa Tourism Authority (STA) with work undertaken by a managed service contractor – Tourism Resource Consultants (TRC). The overarching goal of the activity is to increase the economic value of tourism for Samoa's economy.

Activity overview

The activity is implemented through three main components:

- destination marketing and research
- product development
- workforce skills development.

Link to the 4YP outcomes

The activity is aligned with the 4YP and focuses on STO 2 (Samoan businesses are well-positioned to recover and grow)

Sources of evaluative information

Evaluative information is available in a number of sources including:

- Activity Monitoring Assessments (2018–2019, 2019–2020 and 2020–21 provided)
- Activity Completion Assessment (provided)
- partner reports – STA (Mar 2017–Mar 2019 provided) and TRC (not provided)
- *Samoa Tourism Growth Partnership: Implementation Review, November 2019* (mid-term review)

The 2018–2019 AMA includes the results table for this activity, however progress against the table is not reported in the AMAs or ACA.



Māori Pacific Tourism Partnership

This activity has a planned value of NZD1.3m over the two triennia and is delivered as a multi-country partnership between MFAT and NZ Māori Tourism (NZMT) with the goal of building partnerships between the Māori and Pacific tourism sectors.

Activity overview

The activity is implemented through four main components:

- development of a cultural heritage tourism strategy
- establishment of a tourism fund and levy
- facilitation of a Māori–Pacific tourism exchange
- provision of supplies.

Link to the 4YP outcomes

While the activity documents do not identify the 4YP outcomes, it is aligned with the 4YP and focuses on STO 2 (Samoan businesses are well-positioned to recover and grow).

Sources of evaluative information

Evaluative information is available in a number of sources including:

- Activity Monitoring Assessment (2021–22 provided)
- Inception Phase Completion Report (provided)
- Concept Note.

The documents provided do not include a results table and reporting is qualitative and limited, in keeping with the activity's 'light touch' approach to formal reporting and a greater emphasis placed on kanohi ki te kanohi communication.

4. Cocoa agriculture activities

Documents for three (broad) private sector activities were reviewed and are discussed below.

Samoa Cocoa Industry Development Initiative

This activity has a planned value of NZD4.6m over the two triennia and is implemented through a project team consisting of three delivery partners. The AgriChain Centre Ltd is the main contractor and works with the Samoa Chamber of Commerce and Industry (SCCI) as its in-country partner. Massey University (subcontractor) provides specialist technical inputs in crop management and post-harvest processing.

Activity overview

The activity commenced in July 2017 and was an industry-led activity to provide opportunities to enable growth of the private sector from growers to cocoa supply chains. The activity has four main components:

- establishment of an industry strategy and structure (Samoa Koko Industry Association)
- development and implementation of model grafting nurseries



- provision of on–farm training
- development of processing pathways for smallholder farms.

Link to the 4YP outcomes

The activity is aligned with the 4YP and focuses on STO 2 (Samoan businesses are well–positioned to recover and grow)

Sources of evaluative information

Evaluative information is available in a number of sources including:

- Activity Monitoring Assessment (2019–2020, 2020–2021 and 2021–2022 provided)
- Annual Progress Report the delivery partners (2020–2021 and 2021–2022 provided)
- Annual Audit Reports (not provided)
- *Review of the Samoa Cocoa Industry Development Initiative, April 2020* (mid–term review)

The Annual Progress Reports include a costed workplan, risk register and a results diagram, with detailed progress reporting against its outcomes and outputs, as does the mid–term review. The results diagram is not included in the AMAs.

Samoa Cocoa Export Improvement Programme

This activity has a planned value of NZD0.3m and is implemented by SPS Biota as the implementation contractor. This activity aims to encourage cocoa farmers in Western Savai'i to produce larger volumes of quality cocoa.

Activity overview

The activity has two main components (outputs):

- increasing capabilities in on–arm and post–harvest best practice
- supporting farmers to adopt best practice techniques by establishing a nursery and demonstration sites and conducting fieldtrips.

Link to the 4YP outcomes

The activity precedes the current 4YP and for the purposes of this review the outcomes used for other cocoa activities has been used (STO 2 – Samoan businesses are well–positioned to recover and grow).

Sources of evaluative information

The activity is below the spending threshold for AMAs and only the ACA was provided plus clarifying questions and answers. The ACA includes a results framework, and although indicators are not specified in the framework, the ACA includes descriptive reporting with reference data relating to targets and results.

Improved Livelihoods Cocoa Samoa

This activity has a planned value of NZD0.9m and is implemented by SPS Biota as the implementation contractor. Its overall goal is to increase rural employment levels and income and improve the sector's overall resilience to



climate and economic variability. The activity focuses on developing two value chains in the sector – premium cocoa farming and agritourism on the island of Savai'i.

Activity overview

The activity has four main components (outputs):

- application of best practice through capacity building, technical support, seedling distribution and market access
- development of the Savi'i Promotion Plan, including initiatives such as the Pacific Cacao & Chocolate Show and Agri-tourism Koko Park
- delivery of training activities, including a focus on youth training
- development and implementation of Biosecurity and Disaster Risk Management Plans.

Link to the 4YP outcomes

The AMA refers to links with short-term outcomes not referenced in the 4YP. These are:

- STO02 – MFAT and partners engaging on development policy, applying ICESD principles and development good practice in management and delivery of programmes and projects
- STO03 – Impactful collaboration between partners, including capacity strengthening.

For the purposes of this review the outcomes used for other cocoa activities has been used (STO 2 Samoan businesses are well-positioned to recover and grow).

Sources of evaluative information

Evaluative information is available in a number of sources including:

- Activity Monitoring Assessment (2021–2022 provided)
- Annual Progress Report prepared by the implementing contractor (2020–2021 and 2021–2022 provided)
- Pacific Cacao and Chocolate Show Post Event Summary (not provided)

The 2021–2022 Annual Progress Report includes a results measurement table with data provided for a number of indicators, although the reports suggests that some data may be unreliable.

5. Education activities

Education is not a priority focus of this evaluation as a separate evaluation of the Education theme will be undertaken. However, the education theme has the largest number of activities (57 activities or 26.5% of total programme activities) and represents the largest total planned value (NZD123.8m for the two triennia covering 2018–2024 or 30.1% of total programme planned value). A review of this theme is included in this assessment due to its significance in the programme.

Over the two triennia, five education activities exceeded NZD2m in planned value and accounted for over 90% the planned value during this period. These activities are outlined in Table 22.



Table 22 – Main activities in the education theme

Activity	Status	Planned Value	
		NZDm	%
Samoa Scholarships	Closed	37.3	30.1
Samoa TS NZ (scholarships)	Closed	31.9	25.8
Samoa 2023 Tertiary Scholarships	Implementation	25.1	20.2
Samoa Education Sector Support Plan 2020–2024	Implementation	12.8	10.4
Education Sector Support Programme	Closed	7.2	5.8
Total Theme Planned Value (2018–2024)		123.8	92.3

Two education activities in this theme were reviewed and are discussed below.

Samoa Education Sector Support Programme 2020–2024

This activity has a planned value of NZD12.8m over four years. Available documents for this activity were reviewed to identify evaluative information that could be used in the evaluation, should this be required.

Activity overview

The Samoa Education Sector Support Plan 2020–2024 (ESSP) is phase 2 of a joint MFAT / DFAT programme to provide budget support the delivery of Samoa's Education Sector Plan (ESP) 2019–2024. The ESSP is delivered by three implementing agencies – the Ministry of Sports, Education and Culture (MESC), Samoa Qualifications Authority (SQA) and National University of Samoa (NUS). The ESP takes a sector-wide approach and has five goals and 67 activities, mainly focussing on capacity development. The results of these activities contribute to 38 indicators, including national education statistical indicators. The ESP includes a comprehensive monitoring, evaluation and learning framework (MELF).

Funding support for the ESP includes budget support from MFAT (NZD10m) and DFAT (AUD15m) over the term of the plan, as well as project funding from a range of development partners. The ESP estimates the implementation of the ESP will incur additional (development) costs of WST83.9m which will be covered by development partners. Australia's and New Zealand's contribution to the ESSP represents approximately WST40m, of which New Zealand's contribution is approximately WST15m (18%).

Link to the 4YP outcomes

The activity is aligned with the 4YP and focuses on:

- STO 3 – New Zealand's budget support helps Samoa implement its key policy reforms and COVID–19 recovery measures, including social protection
- STO 4 – Improved educational and development opportunities, including through inclusive job creation, labour mobility, scholarships and skills development, with a particular focus on Samoa's youth



Sources of evaluative information

Evaluative information reported by MFAT is contained the annual Activity Monitoring Assessment (AMA), and AMAs have been provided for 2019–2020 through to 2021–2022. Evaluative information reported by GoS, which informs the AMAs, includes the Education Sector Annual Results Report which covers the ESP and reports on each indicator. The 2021–2022 report has been provided to the evaluation team by MFAT. The report draws on national statistical indicators which are also reported separately by each implementing agency, including:

- MESC produces an annual MESC Education Statistical Digest, with the digests for 2019, 2020 and 2023 available of the MESC website
- SQA provides national indicators on the post school education and training sector (PEST) in the Annual PEST Statistical Bulletin, with bulletins for 2019, 2020 and 2021 currently available on the SQA website
- NUS produces an annual PEST Statistical Bulletin, with bulletins for 2015 through to 2019 currently available on the SQA website.

Education Sector Support Programme

This activity relates to the earlier phase of the Samoa Education Sector Support Programme (ESSP) 2020–2024 and was initially scheduled to cover the period ending December 2018. However, a transition year (FY2019/20) was provided to allow the continuation of activities pending the preparation of the new Samoa's Education Sector Plan (ESP) 2019–2024 followed by the preparation of the new education ESSP. The activity had a planned value of NSD7.2m during the two triennia.

Activity overview

The ESP is delivered by three implementing agencies – the Ministry of Sports, Education and Culture (MESC), Samoa Qualifications Authority (SQA) and National University of Samoa (NUS). The ESP was supported by budget support from MFAT and DFAT, as well as project funding from a range of development partners.

Link to the 4YP outcomes

Although the activity precedes the 4YP it is aligned with STO 4 (Improved educational and development opportunities).

Sources of evaluative information

The Activity Completion Assessment (ACA) was the only document provided for this review. Monitoring of the ESSP was based on the MERL framework in the ESP (available on the MESC website), and some of these indicators are discussed in the ACA. The ACA also includes discussion on progress and key learnings and references the 2016 mid-term review (not provided or publicly available) and the final evaluation (Evaluation of the Education Support Fund, November 2018) which is available on the MFAT website). The final evaluation includes reporting against indicators in the ESP 2013–2018 as well as performance against a number of evaluation criteria.



Appendix J – Interview information and question guide

Information for participants

Kia Ora and Talofa lava,

You are invited to take part in an individual interview as part of the research for MFAT's Samoa Programme Strategic Evaluation, from 16 – 19 April 2024.

The interview will be facilitated by Dr. Asenati Chan-Tung, a member of the evaluation team from JID and Sustineo Pty Ltd.

The information below provides details about the project and your potential contribution through the interview.

Evaluation background and purpose

In February 2024, MFAT engaged our team to design and implement the evaluation of the New Zealand Government-funded Samoa Programme. The evaluation will be conducted in two phases with this first phase focusing on evaluation scoping, planning and design.

The purpose of this evaluation is both formative and summative. As a formative evaluation it may inform the future management of the programme by identifying lessons learned, particularly in terms of aspects of the programme that worked well and areas that need to be improved. As a summative evaluation, it will assess the programme's achievement of its intended results.

What does participation in the research entail?

The research in this phase involves face-to-face and online interviews with MFAT staff in Apia and Wellington. The interview will ask questions related to your views on:

- The relevance of the programme to Samoa's development context, priorities, policies, and capabilities
- The compatibility of programme activities with activities delivered by other development partners
- The success of the programme in achieving its intended results
- The likelihood that the benefits of the programme will continue over the medium-and long-term
- The extent to which the programme's delivery and approach has been consistent with the quality standards of New Zealand's ICESD policy
- The efficient use of programme human, financial and other resources
- The key learnings and areas of improvement for the programme
- The approach to phase two of the evaluation including contextual issues and key stakeholders to be consulted.

The interview will take about an hour.

Depending on your consent, the interview may be recorded to ensure all information is captured for the analysis.



Confidentiality

Your answers and opinions will be treated in a strictly confidential manner. Any information that you provide that is used in the report will be de-identified and if it is used as a 'quote' in the report, it will not be attributed to you.

Use and storage of information

The information collected from the interviews will be used to create a report to submit to MFAT. Any information that you provide to us will be de-identified and stored in a secure password protected data storage system.

Voluntary participation and withdrawal

While we would greatly appreciate your kind participation in this research, it is entirely voluntary, and you may withdraw or decline to take part at any time. If you are uncomfortable with a question, you do not have to answer. You do not need to provide an explanation for your withdrawal. You may ask for questions or clarifications at any time.

Thank you very much in advance for your participation in this study. If you require further information or have any concerns or questions about the study, please contact us using the following information:

Douglas Smith, Evaluation Team Leader. Email: douglas.smith@sustineo.com.au

Brad Bowman, Project Director. Brad.bowman@jid.global



Question guide

Interviewee information

Name	
Position	
Years in MFAT position	
Direct or Remote interview	
Interview date & time	
Interview location	

Using this question guide

The interviewer will need to quickly build rapport and put the respondent at ease and conducting the interview as a conversation can assist with this. Use the questions below to guide the discussion, rather than simply asking each question in sequential order. To keep the conversation going, and engage the respondent at their level of awareness, experience or understanding of the subject, the interviewer may need to adapt the use of questions by:

- Changing the order of questions if necessary to follow the flow of the conversation.
- Being aware when a respondent's answer to a question also covers another question – it may be preferable to build on their response to the other question at the time, rather than asking the question later in the interview (and potentially repeating the same information).
- Reframing questions where respondents have difficulty answering the question.
- Anticipating if any questions are not applicable to particular respondents.
- Identifying questions which need to be followed up with information provided by the respondent after the interview (emailed), rather than using the interview time to collect detailed or technical information.

Section 1. KEQ 1. To what extent does the design and delivery of the Samoa Programme meet Samoa's development needs and align with strategic documents including the Samoa Four Year Plan?

RELEVANCE: To what extent is the Samoa Programme relevant to and aligned with Samoa's context, development *plan and priorities, policies and capabilities*?

Q1.1A. To what extent is the Samoa Programme aligned with the current foreign policies and priorities of Samoa, including the Samoa 4YP?
Response:
Q1.1B. To what extent is the Samoa Programme aligned with the current foreign policies and priorities of New Zealand government?
Response:

COHERENCE: How well are the activities funded and delivered through the Samoa Programme compatible with each other and with other activities funded and delivered by New Zealand (internal compatibility)?



Q1.2A. How well are the activities funded and delivered through the Samoa Programme compatible and coordinated with activities funded and delivered by other development partners (external compatibility)?

Response:

Q1.2B. How is this compatibility and coordination perceived by other development partners?

Response:

Section 2. KEQ 2. How successful has the Samoa Programme been in achieving the intended results of the Four-Year Plan?

EFFECTIVENESS: To what extent has the Samoa Programme achieved its intended short- to medium-term results (outputs and outcomes)?

Q2.1A. Have the programme's delivery modalities been effective? In what ways

Response:

Q2.1B. How effective has the programme been in partnering with in-country leaders and is there evidence of a deepened bilateral relationship from 2018 to 2024?

Response:

IMPACTS (Long Term Results):

Q2.2. Has the Samoa Programme contributed to long-term results (impacts) for Samoa?

Response:

SUSTAINABILITY:

Q2.3. To what extent will the benefits of the Samoa Programme continue, or be likely to continue, without continued support over the medium- to long-term?

Response:

QUALITY STANDARDS ADVOCATED IN NZ'S ICESD POLICY STATEMENT:

Q2.4 To what extent has the delivery and approach of the Samoa Programme been consistent with the quality standards in New Zealand's ICESD policy statement (effective, inclusive, resilient, and sustained)?

Response:



Section 3. KEQ3. How well are the Samoa Programme human, financial and other resources being used, particularly in relation to cost, operational and time efficiency?

EFFICIENCY:

Q3.1 Is the programme using the right (most efficient) modalities to deliver the programme?
Response:
Q3.2. How flexible has the Samoa Programme been in pivoting in response to COVID-19?
Response:
Q3.3. What has been the impact of capacity constraints and other challenges on the delivery of the Samoa Programme?
Response:

Section 4. What are the key learnings and areas of improvement that can inform ongoing management and outcomes of the programme, and its future development (shape).

Response:



Appendix K – Stakeholder analysis

Table 23 – Stakeholder analysis

Stakeholder category	Interest in the evaluation / influence over findings?	Issues / constraints to effective engagement?	Involvement / participation in the evaluation?
Phase 1			
MFAT	<i>High interest / High influence</i> Need a high-quality desktop review which will set up Phase 2 of the evaluation and provide lessons to inform future of the programme.	Need to be impartial to and independent of the evaluation findings	Continuous liaison regarding progress and upcoming issues. Involved through preliminary interviews. Iterative engagement during analysis and drafting.
Other NZ government	<i>Moderate interest / Moderate influence</i> NZ government departments as implementing partners in Samoa have an interest in understanding the efficiency and impact of their projects / activities. They would have moderate influence on evaluation findings.	Need to be impartial to and independent of the evaluation findings	No involvement during Phase 1.
Government of Samoa (GoS)	<i>High interest / High influence</i> GoS high interest in the evaluation findings as well as in a fair evaluation process. It has high influence on evaluation findings, as it is the main beneficiary of NZ's Samoa Programme.	No engagement required with GoS for Phase 1.	No involvement with GoS required for Phase 1. Copies of the final report may be shared with GoS officials after Phase 1 and / or before Phase 2 begins.
MFAT	<i>High interest / High influence</i> Need a high-quality evaluation report that will provide lessons learnt and to inform the future Programme.	Need to be impartial to and independent of the evaluation findings.	Continuous liaison regarding progress and upcoming issues. Involved through qualitative interviews. Iterative engagement during analysis and drafting.
Phase 2			
Other NZ government	<i>Moderate interest / Moderate influence</i> NZ government departments as implementing partners in Samoa have an interest in understanding the efficiency and impact of their projects / activities. They would have moderate influence on evaluation findings.	Need to be impartial to and independent of the evaluation findings	Involved through qualitative interviews prior to field work. Relevant stakeholders may be invited to presentation of findings.



Stakeholder category	Interest in the evaluation / influence over findings?	Issues / constraints to effective engagement?	Involvement / participation in the evaluation?
Government of Samoa (GoS)	<i>High interest / High influence</i> GoS high interest in the evaluation findings as well as in a fair evaluation process. It has high influence on evaluation findings, as it is the main beneficiary of NZ's aid programme.	Interview time constraint for government officials.	Continuous involvement during planning for and implementation of data collection. Engagement and interviews with available Permanent Secretaries and Heads of Departments during field work. Dissemination through emerging themes for high level talks and during the optional in-country presentation of draft report, if implemented.
Local civil society (including smaller religious groups, women's groups, youth, LGBTQI+ where appropriate) / private sector groups	<i>Moderate interest / Moderate influence</i> Interest in determining the extent NZ's programme reaches prioritised sectors. As beneficiaries, moderate influence on findings.	Limited capacities within GoS means the non-governmental sector needs to be involved to understand impact. Even if this group is limited, their view on benefits and impact will be highly valuable.	Involved through qualitative interviews during field work. Potentially invited to stakeholder presentation of draft findings.
Regional organisations	<i>Moderate interest / Moderate influence</i> Interest in understanding the effectiveness of NZ's programme and moderate influence on findings.	Face-to-face interviews will be possible with some regional organisations, where not possible, interviews will be done via video call.	Selective phone / Zoom interviews will be done with the priority organisations.
International NGOs (INGOs)	<i>Moderate interest / Low influence</i> Interest in understanding the effectiveness of NZ's programme, but little influence on the findings.	Some INGOs may have limited knowledge of the specifics and impact of NZ's programme. They would be consulted to explore the context and areas for improvement going forward.	Selective interviews in Samoa.
Development partners / donors	<i>High interest / Moderate influence</i> Development partners have high interest in the evaluation and moderate influence on findings.	Constraints in terms of turnover and availability of staff. Some may not have been working with NZ's programme for long.	Involved through qualitative interviews during field work.
New Zealand and Samoa taxpayers	<i>Moderate interest / Low influence</i> Taxpayers, especially Samoan diaspora in NZ, will	Engagement in evaluation findings will depend on the level of communication	Selective interviews in Samoa, but these will mostly be with Samoan nationals involved with development activities.



Stakeholder category	Interest in the evaluation / influence over findings?	Issues / constraints to effective engagement?	Involvement / participation in the evaluation?
	have moderate interest in how effective NZ's Samoa programme is.	from MFAT once report is published.	