



TERMS OF REFERENCE (TOR)

Mid- Term Review of the Pacific Association of Supreme Audit Institutions (PASAI) implementation of its Long-term Strategic Plan 2014-2024 2014 – 2018

Purpose

This is a term of reference (TOR) for an independent mid-term review of the implementation of the Pacific Association of Supreme Audit Institutions (PASAI) Long-term Strategic Plan 2014-2024. The overarching purpose of this review will be to assess the relevance of PASAI in implementing its strategic plan and whether it achieved its objectives and expected results, identify lessons learned and recommend improvements to inform decisions about the scope and focus of future strategies and assistance.

This TOR establishes the parameters against which the success of this review can be assessed, outlining the rationale, scope, objectives, proposed methodology and approach, roles and responsibilities, expected delivery timelines and the intended audience of this evaluation

Background

PASAI is the official association of supreme audit institutions (government Audit Offices and similar organizations, known as SAIs) in the Pacific region. PASAI is one of seven regional organizations that are members of the International Organisation of Supreme Audit Institutions (INTOSAI).

PASAI promotes transparent, accountable, effective, and efficient use of public sector resources in the Pacific. It contributes to that goal by helping its member SAIs improve the quality of public sector auditing to uniformly high standards in the Pacific. To meet that objective, PASAI's mandate is to:

- a) strengthen understanding, co-operation, and coordination between its members
- b) advocate the interests of good governance - including transparency, accountability and the need for strong and independent SAIs - to governments and others in the Pacific region
- c) build and sustain public auditing capacity across the Pacific by sharing knowledge with, and providing support to, its members
- d) assist its members to perform their auditing functions, including through co-operative audits and similar activities
- e) serve as a regional organization of INTOSAI, in the interests of all SAIs in the Pacific and beyond
- f) encourage co-operation with other regional working groups and SAIs.

The PASAI intends to improve transparency and accountability in managing and using public resources in Pacific island countries (PICs). Specifically, PASAI organizes and provides programmes that will (i) enable the public accounts of countries in the Pacific region to be audited in a timely manner to uniformly-high standards; (ii) enhance the impact of audit findings and assist with performance audits; and (iii) raise the capability of SAIs.

The work of PASAI is guided by its Strategic Plan 2014-2024 including five Strategic Priority (SPs) areas which provide a focus for the 10 year period of the strategy and provide a framework to measure success. The SPs are all highly interdependent and mutually reinforcing. PASAI values drive the nature of interactions between the organizational body of PASAI and its membership.

PASAI Strategic Plan 2014-2024 recognized that 10 years is a long time for a Plan to be implemented without an interim review to assess efficiency, effectiveness, and sustainability of PASAI operations. So a mid-term review (MTR) was incorporated in the Strategy's performance framework, to be completed in 2019, as well as annual monitoring and reporting arrangements. The annual monitoring and reporting have been carried out since 2014 and reported to both the Governing Board and the Congress. However, this will be the first independent interim review of the strategy looking at the cumulative achievements since the implementation of the Strategy 2014-24. The timeframe for the review spans August 2017, with a preparatory phase, and ends in February 2019, with a presentation of the final report to the Governing Board (GB). The target audience of this review is the PASAI Secretariat, Member SAIs, PASAI Stakeholders, global and regional partners and donors. The findings of this review will be used by PASAI to revise its Strategic Plan 2014-2024, its strategic priorities and its existing governance structure and program objectives and expected results.

There were two previous reviews carried out relating to PASAI operations. The first review was of the Pacific Regional Audit Initiative (PRAI) in January 2013 by Asian Development Bank (ADB), in conjunction with PASAI's two Australasian development partners – AusAid (now DFAT) and MFAT. The second review was on the effectiveness of PASAI by Anders Hjerstrand, an international SAI expert, in May 2013. In addition, there was a study of the PASAI Secretariat as an organization by Vista Advisory during the period April to June 2014. The results of these reviews and study were reported to the Governing Board. They also form the basis of the current PASAI Strategy and PASAI Secretariat structure.

The following is intended to guide the scope of the review initiated by PASAI and carried out by an independent reviewer.

2.0 Review Objectives

The review has three main objectives and these are stated below in the order of priorities. These objectives are:

1. To review and analyze the **effectiveness and efficiency** of PASAI in delivering its programs to achieve its objectives to date, and what is required to achieve a successful PASAI through gaining and maintaining PASAI's Strategic Plan priorities in more

efficient, effective, and economical ways to deliver PASAI's planned programs to achieve the desired results.

2. To evaluate the **relevance** of the existing PASAI strategy and its Strategic Priorities and activities to understand whether these are sufficient to achieve the higher-level objective of the Strategy and whether they are still meaningful and "wanted" by key stakeholders and to identify what needs to be done to ensure that PASAI remain relevant, including the relevance of integrating gender and social inclusion into the approach.
3. To review and assess the **sustainability** of PASAI particularly the adequacy of the capacity and resources, and the effectiveness of the Secretariat structure, to support and maintain the implementation of the PASAI strategy up to the conclusion of the strategy period.

3.0 Scope of review

The scope of the review will cover all programs and activities of PASAI conducted under Strategic Priorities (SPs) 1 – 5 within the first four years of implementing the PASAI Strategic Plan 2014-2024. The review period covers programs commencing from 1 July 2014 to 30 June 2018. The independent reviewer shall complete an **Independent Evaluation Report (IER)** addressing the review objectives and the following key evaluation questions:

Effectiveness and Efficiency:

- How effective and efficient has PASAI been in planning, managing, delivering and monitoring its programs in meeting the strategic objectives and achieving desired results for SAs in the Pacific region?
- How effective have PASAI operational mechanisms and the PASAI Monitoring, Evaluation and Reporting (MER) been in measuring performance and monitoring delivery of results of PASAI's programs?
- How effective and efficient has PASAI programs been in addressing and responding to the need for, and varying challenges in, resources, capacity and capability of the SAs?
- Are there more efficient, effective, and economical ways of delivering PASAI's planned programs to achieve the desired results?
- How effective has PASAI been in coordinating/collaborating with development partners, regional partners and relevant regional and international organizations?
- Have the current donor arrangements between PASAI and its core donors been effective?
- How effective have PASAI's programs been in addressing and contributing towards other development issues such as gender equality, social inclusion, poverty, prosperity, stability, etc.?
- How effective and efficient has PASAI's financial management been and its impact on achievement of its strategic objectives?

Relevance:

- How relevant has PASAI's support to SAIs and Pacific Island countries?
- Is the program still "wanted" by country and regional stakeholders, as well as the donors?
- What can be done to ensure that the program remains "wanted" by country and regional stakeholders, as well as the donor(s)?
- Is PASAI learning from its successes and failures and sharing our successes and failures with other countries and stakeholders?
- What can PASAI do differently/better, based on this?
- Is PASAI sufficiently encouraging and supporting SAIs and stakeholders to share their experiences with each other and with relevant audiences outside the PASAI program?

Sustainability:

- Has the program developed the capacity of SAIs and also of key stakeholders sufficiently to enable them to carry on the work of the program?
- Are there sufficient resources and political will in the SAIs and the region, including donors, to sustain the work of the program?
- Is the existing PASAI Secretariat structure adequate to support and sustain the implementation of the PASAI Strategy up to the conclusion of the strategy period?

Please refer to the *Annex* for some secondary questions.

4.0 Nature of the review

The review is to be conducted by an independent reviewer with vast knowledge and experience on SAI capacity development and methods, Pacific policy and audit issues, and an understanding of effective international and regional approaches. The reviewers will have a strong understanding of Pacific context specifically operating environment of SAIs.

The vast knowledge and broad experience of an independent reviewer on SAI capacity development and methods are intended to provide not only an assessment of the current state but to provide beneficial guidance to the PASAI Governing Board on steps to ensure success going forward. The requirement for an understanding of effective international and regional approaches, especially applying to operating a regional organization in the Pacific, is also seeking to obtain feedback to add value to the future work of PASAI.

5.0 Expertise Requirements

The Reviewer overall will require a mix of the following skills and experience:

- a) Post-graduate qualifications in management, accounting/auditing, public financial management or another relevant area.
- b) High proficiency with vast knowledge and experience in Project Monitoring, Evaluation and Reporting (MER) with strong MER skills including planning and implementation of multi-country review.

- c) Good knowledge of, and broad experience on, public sector audit frameworks and Pacific audit issues.
- d) Thorough acquaintance of organizational aspects of Pacific audit institutions, Pacific government agencies and development partners
- e) Broad experience in national/public policy and programming processes as well as strategic planning development
- f) Good knowledge and vast experience on public financial management in the Pacific island region
- g) Good understanding of cultural contexts of Pacific island society

The reviewer will be expected to have and demonstrate the above skills and experience including leadership qualities, especially in a project environment.

6.0 Methodology

The review of PASAI will be conducted by an independent consultant(s). PASAI, in consultation with the Australian DFAT and NZ MFAT, will be responsible for the selection of the reviewer(s). The independent reviewer(s) will be selected based on their experience and the skills identified in this TOR, budgetary allocation, and the relevant PASAI policy.

The review will be a combination of evidence – gathering by fieldwork and documentary review involving the following mechanisms:

- discussion and interviews with the Heads of SAIs, Governing Board members, the Office of the Secretary-General, the Secretariat, consultants, representatives from development partners and a selection of stakeholders; and
- a document review which will include a study of a range of core documents from PASAI, INTOSAI, other regional organizations, development partners and others, and also desktop reviews of strategies, strategic evaluations, and operational documentation.

The reviewer must form conclusions against the purpose of the review and the review objectives expressed above.

The total time allocated for the Evaluation is up to 100 person days, a summary of which is provided in *Table 1* below:

Table 1 – Estimated number of person-days for PASAI interim review

No. of Person Days	Activity	Output
5 days	Prepare Review Plan	1 Review Plan
15 days	Desk-based preparations	
57 days	In-country field missions Including 7 days provided for attendance at PASAI Congress	1 Progress report
15 days	Report Writing	Draft Independent Review Report
5 days		Final Independent Review Report
3 days	Attend PASAI GB	1 Power-point presentation on Findings and Recommendations

The Reviewer will undertake, but not be limited to, the following tasks:

A. Review Plan

- Prepare and reach agreement on a Review Plan in consultation with PASAI that includes the number of days allocated to each task:
 - This review plan allows the reviewer to work to his/her/its strengths and respond to issues identified following initial reading and discussion;
 - The reviewer will work with PASAI to organize logistics and timing for the review to be outlined in the review plan which will include developing a list of stakeholders that they will meet with in-country;
 - PASAI will assist with organizing logistics for the reviewer if needed; and
 - PASAI will submit the review plan to Australia DFAT and New Zealand MFAT on behalf of the reviewer.

B. Desk-based review preparations

- Review and evaluate program and relevant documents as provided by PASAI and on request
- Conduct meetings (virtual and/or in persons) with PASAI including to establish the policy and country context, and to clarify the terms of reference and issues raised in documents;
- Conduct meetings (virtual and/or in persons) with the PASAI Secretary-General (SG), PASAI CE, Consultants and key stakeholders to initiate questions and to clarify and follow up issues raised in program documents.

C. Conduct Review field missions in five (5) countries (2 North, 3 South):

- Meet with Head of Government, Speaker of Parliament, Chairman of Public Accounts Committee or similar legislative committee
- Meet with Minister for Finance or similar role
- Meet with Head of SAI
- Meet with development partners and other selected stakeholders

D. Write a Final report

- The reviewer will provide a progress report mid-way through the review
- The 1st draft of report will be provided to the PASAI Secretariat/Chair/SG for comments at the completion of the field work
- The draft final report will be presented to the Secretary-General and the to Governing Board for comments, and after which to stakeholders for further comments
- The final report will then be presented to the Governing Board in February 2019

E. Attend Congress and GB Meeting

- The reviewer will attend the 21st PASAI Congress, and the 19th Governing Board meeting of PASAI which will be held in the margin of the Congress in Rabaul, Papua New Guinea in August 2018. The reviewer will also present the findings and recommendations of the review to the Governing Board in Auckland, February 2019.

Based on the objectives described above, the methodology will be defined in greater detail by the reviewer in the first 5 working days after signing of contracts. The MTR is expected to be primarily formative in that the reviewer will study the PASAI Strategic Plan and relevant documents then decide on the methodology to seek answers to achieve the review objectives. The methodology will include MER tools to suit each question (e.g., focus groups, interviews, surveys) and identification of key informants to be interviewed.

The following are the major components of the work to be undertaken in conducting the MTR:

- (a) The development and submission of a work plan. The work plan will include the following:
 - Design of data collection tools including survey questionnaires
 - Method of data collection and country consultations
 - List of stakeholders/ partners/agencies to be consulted
- (b) Conduct of consultations and data gathering
- (c) Draft report writing
- (d) Consultation on draft of review report
- (e) Submission of Review report

7.0 Supervision of Review

The day-to-day management of the MTR process will be provided by the PASAI Chief Executive (CE).

The CE and the PASAI Secretariat staff will be responsible for facilitating the needs of the MTR team. The Secretariat will provide all documentation to the Review team for the desk review, make interview appointments and organize field visits on behalf of the Review team as required.

8.0 Timeframe for the review

The timeframe for the review spans August 2017, with a preparatory phase, and ends in February 2019, with a presentation of the final report to the Governing Board (GB). The proposed timeframe includes making submissions to the Governing Board, advertisement, and recruitment or appointment of a reviewer, conducting fieldwork and reporting. It is anticipated that the fieldwork will be concentrated in June and August 2018 and will be carried out mostly in Auckland, New Zealand, and also at the 2018 Congress (to be hosted in Rabaul, Papua New Guinea). This will enable the reviewer to be present at the 21st PASAI Congress, and the 19th Governing Board meeting of PASAI which will be held in the margin of the Congress. At these forums, the reviewer will be provided with access to both the SAI heads as recipients of the PASAI Strategy and also to the Secretary-General and Chief Executive of the Secretariat (and staff and consultants) as well as various stakeholders and development partners. The reviewer will provide oral feedback/summary of findings to the Secretary-General in September/October 2018 in Wellington, New Zealand and a draft written report by early November 2018. The reviewer will also attend and present the final report findings and recommendations at the 20th Governing Board meeting to be held in Auckland, New Zealand in February 2019. Details of the proposed timeframe for the scope of review are shown in *Table 2* below. Further details of the expected timeline for the review processes will be discussed and agreed with the reviewer.

Table 2 – Proposed timeframe for scope of review

Period	Activity	Place	Expected Output/Outcome
2017			
August	Paper for scope of review submitted to the Governing Board for approval	Tuvalu	Approved with amendments by GB
2018			
February	Draft terms of reference	Secretariat <i>(in consultation with SG and core Donors)</i>	Approved Terms of Reference
March	Issue request for expressions of interest for a reviewer (1 month)	Secretariat	Expression of interests on PASAI networks

April	Evaluate expressions of interest	Secretariat/Chair/SG	Recommend Reviewer to Governing Board for appointment
April	Inform GB of status of recruitment of reviewer	Auckland	Endorsement by GB
April	Inform the successful applicant with offer letter	Secretariat	Agreement by appointed reviewer
April	Finalise and sign contract with reviewer	Secretariat	Signed contract
May	Desk Review and preparation of Review Plan (within 5 working days from signing of contract)	Secretariat	Milestone 1: A Review Plan from reviewer
June - August	Conduct fieldwork (including analysis of data and drafting of reports) by reviewer	Various places	Milestone 2: Progress report from reviewer
September	Provide 1 st draft of report to Secretariat/Chair/SG for comments	Secretariat/Chair/SG	Milestone 3: First draft report
October	Present final draft report for comment	Secretariat	Milestone 4: Final report
November	Presentation of report to Secretary-General. Circulate final draft report to GB for comment.	Secretariat	Endorsement by GB
December	Issue final Report to members and stakeholders for comment	Secretariat	Endorsed Final Report
2019			
February	Submit final report to GB	Secretariat	GB to plan a response to findings, if any required.

9.0 Expected Outputs (Milestones)

The major milestones for this review are:

- a) *Milestone 1:* A Review Plan that includes review questions, methodology and suggested schedule of tasks and travel, submitted five working days after signing the contract
- b) *Milestone 2:* A Progress report, by agreed due date
- c) *Milestone 3:* A First Draft report, by agreed due date
- d) *Milestone 4:* A Final report, submitted one week after receipt of the consolidated comments from stakeholders (through PASAI).

The final MTR report should not exceed 30 pages, with additional information provided as annexes. The final Report should comprise content under the following proposed headings:

- 1.0 Executive Summary
- 2.0 Recommendations and Lessons Learnt
- 3.0 Brief background on PASAI
- 4.0 Introduction and Rationale for MTR
- 5.0 Purpose, Scope, and Participants of MTR, including Review Questions and Methodology Context: PASAI
- 6.0 Findings.
- 7.0 Analysis of findings
- 8.0 Recommendations
- 9.0 Annexes
 - 9.1 List of Persons/organizational representatives interviewed
 - 9.2 Other relevant information

The consultant will also present their findings and recommendations to stakeholders and document and consolidate comments for inclusion in the final report.

10.0 Tenders

Reviewers wishing to tender should send detailed Curriculum Vitae, Project Proposal outlining key elements of their approach to the review, consultancy fee rates¹ and confirming availability to reach Mr. Tiofilusi Tiueti, Chief Executive, PASAI Secretariat: tiofilusi.tiueti@pasai.org or secretariat@pasai.org by the 16th of April, 2018.

¹ Travel costs should not be included in the tender.

ANNEX – Some secondary questions to consider in the scope of the review

Without limiting its nature, the review may seek to draw conclusions on:

- Has PASAI contributed to improving the independence of SAIs in the Pacific?
- Has PASAI contributed to advocating sound public financial management in the Pacific through oversight roles of SAIs and the legislature (Public Accounts Committee)?
- Has PASAI contributed to enhancing the quality of public audit in the Pacific?
- Has PASAI contributed to improving the capacity of SAIs in the Pacific to carry out their mandates?
- Is the current PASAI Secretariat structure appropriate to support and deliver the PASAI strategy?
- Has PASAI performance been measured adequately using the MER framework? And has the MER framework been effectively used to measure PASAI performance during the period?
- Is the PASAI Strategy 2014-24 still relevant and appropriate? If this is not so what areas need to be revised and why?

Subsidiary conclusions may include:

- the adequacy of governance arrangements;
- the performance of the Secretariat;
- the efficiency and economy of delivery of PASAI strategy and outputs;
- the adequacy of relationship management, development partnerships, and stakeholder contact.
- the sustainability of PASAI operation in the long-term