

FIJI PARLIAMENT SUPPORT PROJECT (FPSP) PHASE II FINAL EVALUATION

EVALUATION REPORT

OCTOBER 2021

UNDP FPSP II Final Evaluation, conducted over September-October 2021
Evaluation Team: David Elder and Alex Read

The views expressed in this report are those of the Evaluation Team and do not necessarily reflect the position of the United Nations Development Programme.



ACKNOWLEDGEMENTS

The evaluation team would like to thank all stakeholders of the FPSP II Project – within the Parliament of Fiji and external stakeholders - who gave their time for interview and provided essential insight and thoughts on the project.

The evaluation team would like to provide sincere thanks to the UNDP FPSP II Project Team who supported the team throughout the process, including Nanise Saune-Qaloewei, Jean-Raphael Giuliani, Mahezabeen Khan and Adelle Khan, who over a number of weeks provided ongoing support and communication to arrange interviews and oversee a complicated schedule to meet the needs of the team across different time zones.

PROJECT/OUTCOME INFORMATION

Project/Outcome Title	Fiji Parliament Support Project (FPSP) Phase II	
Atlas ID	00110861	
Corporate outcome and output	<p>United Nations Outcome 5 involving UNDP: By 2022, people and communities in the Pacific will contribute to and benefit from inclusive, informed and transparent decision making processes, accountable and responsive institutions, and improved access to justice.</p> <p>UNDP SRPD Outcome 5.1: Regional, national, local and traditional governance systems are strengthened, respecting and upholding human rights, especially women's rights in line with international standards.</p> <p>UNDP SRPD Output 2.1: Increased women's participation through legislation and policies that advance women's leadership at all levels</p>	
Country	Fiji	
Region	Asia-Pacific	
Date project document signed	01 January 2017	
Project dates	Start	End
	January 2017	December 2021
Project budget	US\$4,700,000. Cash available: US\$4,494,993.05	
Project expenditure at the time of evaluation	4,260,766.05	
Funding source	Australia (28%), New Zealand (41%), Japan (26%), British High Commission (0.27%)	
Implementing party	UNDP	

EVALUATION INFORMATION

Evaluation type	Project evaluation	
	Final evaluation	
Period under evaluation	Start	End
	January 2017	December 2021
Evaluators	David Elder and Alex Read	
Evaluators email addresses	delder1955@gmail.com and alex.read1@gmail.com	
Evaluation dates	Start	Completion
	1 September 2021	20 October 2021

TABLE OF CONTENTS

LIST OF ACRONYMS AND ABBREVIATIONS	6
EXECUTIVE SUMMARY	7
1 INTRODUCTION	12
2 DESCRIPTION OF THE INTERVENTION BEING EVALUATED.....	14
2.1 BACKGROUND AND CONTEXT	14
2.2 PROJECT DESIGN, OBJECTIVES, OUTCOMES AND OUTPUTS.....	15
2.3 PROJECT STAKEHOLDERS.....	18
3 EVALUATION PURPOSE, SCOPE AND OBJECTIVES	19
3.1 PURPOSE.....	19
3.2 SCOPE.....	19
3.3 OBJECTIVES.....	19
4 EVALUATION CRITERIA AND QUESTIONS.....	21
4.1 CRITERIA.....	21
4.2 QUESTIONS.....	21
5 EVALUATION APPROACH AND METHODS	24
5.1 EVALUATION APPROACH.....	24
5.2 METHODOLOGY, DATA SOURCES, SAMPLING AND DATA COLLECTION PROCEDURES AND INSTRUMENTS.....	24
5.2.1 Initial document review	24
5.2.2 Interviews	25
5.2.3 Secondary document review including data sets	26
5.2.4 Case studies	26
5.3 INTERVIEW PROCEDURE.....	26
5.4 DATA ANALYSIS	27
5.5 PERFORMANCE STANDARDS.....	28
5.6 STAKEHOLDER PARTICIPATION	28
5.7 ETHICAL CONSIDERATIONS.....	28
5.8 BACKGROUND INFORMATION ON EVALUATORS	29
5.9 LIMITATIONS OF THE EVALUATION.....	29
6 FINDINGS.....	31
6.1 DESIGN.....	31
6.2 RELEVANCE	32
6.3 EFFICIENCY.....	34
6.4 EFFECTIVENESS.....	35
6.2.2 Component #1: Committee development.....	35

6.2.3	Component #2: MP and staff capacity development, including South-South cooperation 40	
6.2.4	Component #3: Parliamentary outreach and civic engagement	44
6.2.5	General comments	46
6.5	<i>SUSTAINABILITY</i>	47
6.6	<i>HUMAN RIGHTS</i>	50
6.7	<i>GENDER EQUALITY</i>	51
7	CONCLUSIONS	53
7.1	<i>RESULTS TO DATE</i>	53
7.2	<i>EXPECTED IMPACT</i>	54
8	RECOMMENDATIONS	57
9	LESSONS LEARNT	59
	<i>Annex 1: TERMS OF REFERENCE</i>	61
	<i>Annex 2: EVALUATION MATRIX</i>	69
	<i>Annex 3: LIST OF DOCUMENTS CONSULTED</i>	77
	<i>Annex 4: INTERVIEWEE LIST</i>	79
	<i>Annex 5: KEY INFORMANT INTERVIEW GUIDE</i>	82
	<i>Annex 6: UNDP QUALITY STANDARDS FOR PROGRAMMING</i>	91

LIST OF ACRONYMS AND ABBREVIATIONS

CCF	Citizen's Constitutional Forum
CPA	Commonwealth Parliamentary Association
CSO	Civil Society Organisation
FBO	Floating Budget Office
FFP	Fiji First Party
FPSP	Fiji Parliament Support Project
GOPAC	Global Organisation of Parliamentarians Against Corruption
INGO	International Non-Governmental Organization
IPU	Inter-Parliamentary Union
KII	Key Informant Interview
MP	Member of Parliament
M&E	Monitoring and Evaluation
NFP	National Federation Party
OECD	Organisation for Economic Cooperation and Development
OHCHR Rights	United Nations Office of the High Commissioner for Human Rights
SODELPA	Social Democratic Liberal Party
SDGs	Sustainable Development Goals
TOR	Terms of Reference
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNDAF	United Nations Development Assistance Framework
UPR	Universal Periodic Review
WFD	Westminster Foundation for Democracy

EXECUTIVE SUMMARY

BACKGROUND TO THE EVALUATION

The final evaluation of UNDP's Fiji Parliament Support Project Phase II (FPSP II) was conducted in September-October 2021 and examines the development results generated by the FPSP II assessed against criteria of design, relevance, efficiency, effectiveness and sustainability.

The current parliamentary structure derives from a constitution put in place in 2013. The first parliament elected under the new constitution commenced in 2014 and the second (and current) parliament was elected in 2018. Phase I of the FPSP (FPSP I), begun in 2013, focused on the creation of a new parliamentary institution within a new constitutional framework following the resumption of parliamentary democracy. Phase II followed on immediately from Phase I and has sought to build on and consolidate the institution building and the capacity of parliament to perform its core responsibilities.

The objectives of the final evaluation of FPSP II were to:

- Assess to what extent FPSP II has contributed to address the needs and problems identified during project design;
- Assess how effectively FPSP II has achieved its stated development objective and purpose;
- Measure how efficiently the FPSP II outcomes and outputs have progressed in attaining the development objective and purpose of the project;
- Assess both negative and positive factors that have facilitated or hampered progress in achieving the project outcomes, including external factors/environment, weakness in design, management and resource allocation.

The evaluation comprised a mixed-methods approach with quantitative and qualitative data gathering techniques. Evidence was primarily gathered through document review and individual and group interviews. After initial evidence gathering, analysis of additional documents including quantitative data allowed for triangulation of findings.

The key audiences for this report are the UNDP Pacific Office in Fiji, donors, implementing partners, the Parliament of Fiji, civil society organizations (CSOs) based in Fiji and all those interested in parliamentary development more generally in the Pacific region and beyond. It is hoped that the conclusions and recommendations of the report may inform the next phase of support to the Parliament of Fiji and be of assistance to other projects seeking to enhance parliamentary development and change.

MAIN FINDINGS

The project has been very successful in delivering on its key objectives of committee development, building the capacity of MPs and parliamentary staff to perform their

parliamentary responsibilities and assisting with a range of successful public engagement activities. Progress on longer-term and underlying issues impacting on the Parliament has been less evident.

Design

The project design was a logical, and appropriate continuation from Phase I moving into the strengthening of core parliamentary functions after assisting with the creation of a new parliamentary institution. The flexibility available in the design enabled the project to pivot and respond to changing priorities, eg. the COVID-19 pandemic. A shortcoming of the design appears to be its ability to address more underlying and challenging issues where there may be political resistance, such as in implementing the Parliamentary Satellite offices, establishing a CSO coordinator role with the parliament, and encouraging changes to procedures and practices of a more structural nature. This seems to have resulted from the Theory of Change not being fully developed to connect the project's specific objectives to its overall objective of enabling the parliament to fully discharge its mandate.

Rating: 4

Relevance

The project has been very relevant to the needs of the Parliament. Activities/interventions generally have been conducted in close consultation with the Parliament, often being either requests from the Parliament or originating from the Parliament strategic plan. Their relevance was confirmed by all parliamentary interviewees. The project also has responded well to the Parliament's different requirements – assistance with the dissolution of the Parliament in 2018 and then with induction of new MPs, and assistance in dealing with the implication of the COVID-19 pandemic. Technical support for committees and capacity building has been valued and has assisted with capacity gaps. There is a desire to expand existing community engagement activities. The ability to progress matters that may be important, but not necessarily priorities for the parliamentary leadership has been more difficult and the closeness of the relationship between the project team and the parliamentary leadership may have inhibited some initiatives where support was not forthcoming.

Rating: 4

Efficiency

The project has been conducted efficiently, with project funds generally being expended to budget. The project has leveraged other resources to its benefit by the use of 'twinning' arrangements with New Zealand and Australian Parliaments or through South-South cooperation, knowledge sharing and exchanges. The project coordination role has been sound and appropriate to a project such as this. Consistent leadership around key strategic, or more challenging initiatives is important to sustain as the project team needs to bring an independent perspective to them. Regular

feedback from participants and key stakeholders has been sought and has been used to tailor activities. The Project Board also has been a good avenue for feedback and exchange.

Rating: 5

Effectiveness

In delivering on its core objectives in relation to the key components of developing committees, capacity building of MPs and staff and community engagement, generally the project has been effective:

- Committees seem to be operating in a bipartisan way and to have a good understanding of their roles with assistance from the project. While the work of committees generally has been effective, there are structural/cultural limitations around their mandates (conduct of bills inquiries, ability to initiate inquiries) and their powers (ability to summon witnesses and require documents to be produced).
- Capacity building of MPs and parliamentary staff has been effective with a general acknowledgement that knowledge and skills have increased and approaches to training have been suitable to the needs. MPs need a more fully developed program of ongoing development after induction. Both MPs and staff need greater depth to their skills and knowledge to strengthen the ability of the Parliament to fully discharge its mandate.
- The Parliament has a strong and innovative outreach and community engagement strategy and team and a range of initiatives, with effective support from the project. This is a particular component of the project where there is considerable interest in further engagement as there have been some impediments to initiatives, such as from the COVID-19 pandemic and political influence.

Rating: 4

Sustainability

Both MPs and staff highlighted how the project had supported them with sustained outcomes in how they undertake personal roles and for the broader development of the institution. There was clear ownership amongst parliamentary leadership of the project and its outcomes. The strategies employed by project staff helped support sustainable skills transfer, to parliamentary staff in particular, with the Floating Budget Office (FBO) a particular example of technical support leading to sustained outcomes through South-South cooperation.

Rating: 5

Overall Rating: 4

Results to date

The results to date have been significant with the project considered to be successful overall in consolidating the work of a new parliamentary institution. Major results have been in the areas of:

- Capacity building of MPs and staff, leading to impact across the parliament;
- Gender and SDG mainstreaming, with incorporation into committee processes a key result;
- South-South cooperation, with FBO as a standout achievement;
- Consolidation of ICT infrastructure;
- Committee development, including better understanding of roles and conducting core oversight responsibilities;
- Outreach and public engagement activities have been innovative and appropriate to the context.

Results in addressing underlying/structural and cultural issues have not been as strong with some important initiatives not progressing.

Lessons learned

The following are some of the lessons that can be learned from the project:

- A parliamentary support project can play a part in strengthening a young parliamentary institution.
- A multifaceted and holistic approach to parliamentary capacity building, facilitated by an external agency, can be very effective. Building strong relationships of trust between the strengthening project and the beneficiaries is crucial.
- Where there are regional areas with smaller and relatively similar parliamentary systems, there are opportunities for resource and knowledge sharing, benchmarking and exchanges.
- While core capacity building is critical, so is building the engagement, and trust, of the community in Parliament.
- A parliamentary capacity building project should not only engage in core capacity development but should be seeking to promote opportunities for structural and cultural change and reform in the institution.

Recommendations

The primary recommendation of the evaluation team is for the continuation of a dedicated UNDP parliamentary strengthening project in Fiji during a key period of democratic consolidation.

Other recommendations are made in the areas of:

- **Design and relevance:** Updating and improving the project's theory of change, result framework and risk matrix.

- **Committee development:** Assessing committee mandates and powers to seek opportunities to better use existing procedures or seek reform.
- **Capacity development of MPs and staff:** Providing refresher training and longer-term initiatives for MPs, consolidating procedure and practice knowledge for MPs and staff, and expanding the FBO model into new service areas.
- **Outreach and public engagement:** Focusing outreach support around committees and expanding outreach and civic engagement using ICT.
- **Government-Parliament relations:** Seeking a renewed focus on engagement between executive and parliament including in areas of committee inquiries, briefings to parliament on public policy and training for civil servants on engaging with parliament.
- **Parliamentary practice:** Supporting comparative understanding of practices for the determination of the business of the House and review of standing orders.

1 INTRODUCTION

This is the final evaluation report of Phase II of the Fiji Parliament Support Project (FPSP - the project). The project was implemented by the UNDP's Pacific Office, Effective Governance team with funding assistance from the Governments of Australia, Japan and New Zealand. The project commenced in January 2017 and will conclude in December 2021 (having been extended by 12 months).

Two independent evaluators were engaged by UNDP to undertake this evaluation. The evaluation was conducted from 1 September – 20 October 2021.

The FPSP II - understood to be the set of components, outcomes, outputs, activities and inputs which are described in the FPSP project document, results framework, multi-year workplans and reports – is the focus of the evaluation and the evaluation results presented in this report. This evaluation seeks to assess all the deliverables under Phase II of the project from commencement to conclusion (see Paragraph 3.2 for more detail on the scope of the evaluation). The evaluation is intended both to measure the development results generated by FPSP II, based on the scope and criteria included in the terms of reference for the evaluation and provide guidance for a planned Phase III of the project.

In accordance with UNDP's guidelines for evaluation reports, the report is structured as follows:

- Introduction
- Description of the intervention
- Evaluation scope and objectives
- Evaluation approach and methods, including data analysis
- Findings
- Conclusions
- Recommendations
- Lessons learned

The approach to the evaluation and its methods are detailed in Sections 2-5 of the report. A detailed evaluation matrix was developed in the inception report for the evaluation, and this is attached at Annex 2. Evidence was gathered through desk review and a comprehensive range of interviews with key stakeholders. The matrix was used as the basis for the questioning of interviewees and the desk review of project sources and other documentation. As a result of the COVID-19 pandemic, all these interviews were conducted virtually with follow up questions as necessary.

Findings of the report are contained in Section 6, grouped according to evaluation criteria outlined in the Terms of Reference (TOR) and addressing design, relevance, efficiency, effectiveness and sustainability. Findings also assess outcomes in key cross-cutting areas of human rights and gender equality. Findings related to effectiveness are sub-divided according to FPSP II outputs. Sections 7-9 conclude the report, addressing results to date and expected impact; recommendations for future

support by UNDP to the Parliament of Fiji; and lessons learned, which assesses replicability of FPSP II interventions in the Pacific region and beyond.

The key audiences for this report are the UNDP Pacific Office in Fiji, donors, implementing partners, the Parliament of Fiji, civil society organizations (CSOs) based in Fiji and all those interested in parliamentary development more generally in the Pacific region and beyond. It is hoped that the conclusions and recommendations of the report may inform the next phase of support to the Parliament of Fiji and be of assistance to other projects seeking to enhance parliamentary development and change.

Attached as annexes are the TOR for the evaluation (Annex 1), the evaluation matrix (Annex 2), a list of documents consulted (Annex 3), a list of interviewees (Annex 4), a Key Informant Interview Guide (KII) and questions (Annex 5) and UNDP quality standards for programming (Annex 6).

2 DESCRIPTION OF THE INTERVENTION BEING EVALUATED

2.1 BACKGROUND AND CONTEXT

Fiji has had a parliament since gaining its independence from the United Kingdom in 1970. However, there have been significant interruptions to parliamentary democracy in the period since 1970 with the most recent being in 2006 with the staging of a military coup. There was a significant period without a parliamentary structure in operation. The current parliamentary structure derives from a constitution put in place in 2013. Under the 2013 Constitution, Fiji went from being a bicameral parliament to a unicameral parliament and from single-member or multi-member constituencies to one national constituency elected on a proportional representation basis. These were significant structural changes to the operation of Fiji parliamentary democracy.

The first parliament elected under the new constitution commenced in 2014. A second (and current) parliament was elected in 2018. The current parliament comprises 51 members – 27 MPs from the governing Fiji First Party (FFP), 21 MPs from the Opposition Social Democratic Liberal Party (SODELPA) and three MPs from the Opposition National Federation Party (NFP).

Phase I of the FPSP (FPSP I), begun in 2013, focused on the creation of a new parliamentary institution within a new constitutional framework following the resumption of parliamentary democracy. This was a quite unique opportunity for UNDP to be involved in the creation, as distinct from development, of a parliamentary institution. There was a general view amongst interviewees that Phase I had been successful in creating a new institution from what had been a 'blank canvas'.

Phase II of the project (the object of this evaluation), which followed on immediately from Phase I, has sought to build on and consolidate the institution building and the capacity of parliament to perform its core responsibilities.

The project (both Phase I and Phase II) has been delivered in a challenging context. There is the political instability arising from the succession of interruptions to Fiji's parliamentary democracy referred to earlier, including a significant period of interruption from 2006-2014. A prominent Fiji academic, Brij V Lal, wrote in 2014 that:

Democracy has had an ill-fated history in Fiji, having to contend with military coups as the vehicle for effecting political change in the country. It was alive all these years more in its symbolism than in its substance, dependent on the goodwill of powerful men rather than implanted in the hearts of ordinary citizens or embedded in the sinews of its public institutions.¹

¹ Brij V Lal, 'Between a rock and a hard place' in Brij V Lal, *Levelling Wind: Remembering Fiji*, Australian National University Press, 2019, pp. 453-474, at p. 474.

The needs analysis that underpinned Phase I of the project, undertaken in 2013, noted this fragility of the Fijian polity and the role parliament could play in promoting reconciliation in relation to underlying ethnic and socio-economic divides in Fiji.² The continuing relevance of these underlying issues to Phase II was recognized in the structural/institutional issues identified in the Project Document.

As noted earlier, FPSP II followed on from the first phase of the FPSP, which supported the creation of a new parliament within a new institutional framework in Fiji. FPSP II builds on the results of FPSP I in supporting the continued development of the parliament, but with a focus that reflects changing political and institutional realities in Fiji.

The COVID-19 pandemic has had a very significant impact on the work of the project from March 2020 onwards. The resulting restrictions have impacted the activities that could be undertaken as well as the work of the Parliament itself. As will be noted, this required the project to readjust its planned activities and respond to the new challenges.

An additional issue in recent years is that the parliamentary budget also has come under pressure. While the Parliament enjoys considerable administrative autonomy, it is reliant on the executive to determine its budget. This budgetary constraint has had some impact on possible project initiatives.

2.2 PROJECT DESIGN, OBJECTIVES, OUTCOMES AND OUTPUTS

The Theory of Change for FPSP II was that the Parliament of Fiji will become more effective and efficient through strengthening the work of its committees related to legislation and oversight, in conjunction with building the capacities of legislators and professionalism of staff, as well as improving parliamentary outreach and citizen engagement. The three approaches adopted by the project, and associated target groups, have been:

1. An institutional strengthening approach focusing on parliamentary committees where bills are deliberated, and oversight of government action is taking place;
2. A capacity and professional development approach supporting legislators and staff;
3. A public outreach approach to communities that might not otherwise have access to information about the Parliament's activities, or the opportunities for citizen engagement.

The development challenge addressed by the project was reflected in the overall objective:

Overall Objective

² Kevin Deveau and Frank Feulner, Fiji Parliament Needs Assessment, 2013, p. 8.

The Fiji Parliament Support Project – Phase II seeks to address limited capacities in Parliament to enable it to discharge its mandate in relation to legislation, oversight and representation.

The specific objectives, outcomes and outputs of the project were:

Specific Objectives

The project seeks to provide support to the parliament to become more effective and efficient through strengthening the work of its committees related to legislation and oversight, building the capacities of legislators and professionalism of staff, as well as improving outreach and citizen engagement.

Outcomes linked to United Nations Development Assistance Framework (UNDAF)

- *Outcome 5.1:* Regional, national, local and traditional governance systems are strengthened, respecting and upholding human rights, especially women's rights in line with international standards.
- *Outcome 2.1:* Increased women's participation through legislation and policies that advance women's leadership at all levels.

Project Outputs

- *Output 1:* Committees have enhanced capabilities to undertake their legislative and oversight functions, including skills to ensure that the SDGs and development issues are mainstreamed across Parliament's work, including gender mainstreaming.
- *Output 2:* MPs, including women MPs, and staff have increased capacities and improved professionalism to fulfil their obligations, benefitting from exposure to other parliaments through south-south triangular cooperation.
- *Output 3:* Parliamentary outreach and citizen engagement have expanded to include traditionally excluded groups, such as women and youth, and reach remote areas.

The project has been guided by the Parliament's Corporate Plan 2018-2022 and the strategic vision and mission of the Parliament. To achieve the aims of a well-functioning modern parliament, the project has focused on capacity development of parliamentary actors, including MPs and staff. Its initiatives have included, among others, trainings, placements, manuals, standard operating procedures, needs assessments, CSO and citizen engagement, and the inclusion of minorities and marginalized groups, including women and youth.

Initially, FPSP II had a timeframe of four years from January 2017 – December 2020. This allowed for continued support to the current parliament term, as well as just over three years of support during the second parliament term following the last general election conducted in November 2018. Due to the COVID-19 pandemic the project was extended by one year, ending in December 2021.

No specific cross-cutting themes were identified in the Project Document, however in line with UNDP commitments, the project is expected to incorporate rights-based approaches and gender mainstreaming throughout activities. The project also aimed to continue to ensure that the Parliament of Fiji engaged with the Sustainable Development Goals (SDGs) and key development issues.

According to the Project Document, the total budget required to finance the project in its entirety was US\$4,700,000. However, the project was able to mobilize and secure funding of 4,494,993.05 (94% of the total required resources). The table below provides an overview of the financial resources available for the project:

Table 1

Donor	Local Currency (Amount based on the signed donor contribution agreements)	USD Equivalent	% against Total Budget
New Zealand Government	3,000,000 NZD\$	1,951,207.48	41%
Australian Government	1,650,000 AUD\$	1,295,806.72	28%
Japanese Government	139,752,030.86 Yen	1,235.075.62	26%
British High Commission	10,000 Pounds	12,903.23	0.27%
Secured Funding		4,494,993.05	94%
Funding Gap		274,286.95	6%

In terms of the staffing arrangement required to manage the project, the project document listed the following positions: (i) a project manager (NOC) (ii) a senior technical adviser (P4) (ii) an administrative officer (G7) (iv) a finance officer (vi) communication officer. Since the FPSP, was one of three parliamentary development projects³, the Project was managed using a portfolio approach to ensure a cost-efficient use of resources, and that FPSP leveraged activities and partnerships from the other projects as well. Under such an arrangement, the staffing was also shared across the parliament portfolio and was therefore under the overall supervision of senior technical adviser (P4).

³ The other two parliamentary development projects are: (i) Pacific Parliamentary Effectiveness Initiative Phase 1 (2016 – 2018) and Phase 2 (2019 – 2023), funded by the Government of New Zealand with a total NZD\$8,000,000 and (ii) the Strengthening Legislatures' Capacity in Pacific Island Countries (SLIP) Project, US\$5,200,000 funded by the Government of Japan implemented from 2018 – 2021.

2.3 PROJECT STAKEHOLDERS

The primary beneficiary stakeholders of the project are the senior leadership, Members and staff of the Parliament of Fiji. This includes the Speaker, Deputy Speaker, Committee Chairs and Deputy Chairs, Government and Opposition Party Members; the Department of Legislature Secretary General, Department and Unit Managers and parliamentary staff. Stakeholders also include CSOs, Government of Fiji representatives. In output three, stakeholders include the Ministry of Education and the public of Fiji, including harder-to-reach vulnerable and minority groups. United Nations agencies and international non-governmental organizations (INGOs), parliamentary strengthening organizations and regional and international parliaments are also seen as key stakeholders engaging with and benefitting from the project

3 EVALUATION PURPOSE, SCOPE AND OBJECTIVES

The evaluation has been undertaken in accordance with the Evaluation Plan contained in the FPSP II Project Document.

A two-person team undertook the evaluation in accordance with the TOR, involving:

- Analysis of available documentation and reports relevant to the project;
- Consultations with UNDP FPSP team;
- Consultations with actors in the Fiji parliament and other stakeholders of the project, including donors;
- Debrief on key findings with the UNDP FPSP II team;
- Presentation of a draft Evaluation Report for review;
- Delivery of the final Evaluation Report.

3.1 PURPOSE

The purpose of the evaluation was to assess the performance of the project in achieving its intended results, the linkage between the project's outputs and contribution those outputs have made to outcomes within the parliamentary, and wider, domain. The evaluation assessed how far the project's objectives have been addressed and outcomes achieved. It assessed sustainability of project interventions and has made recommendations which will be relevant for consideration for the next phase of support to the Fiji parliament. The evaluation also has assessed replicability of project interventions which could be relevant to other UNDP projects being undertaken in similar circumstances.

3.2 SCOPE

The unit of analysis or object of study for this evaluation is the FPSP II, understood to be the set of components, outcomes, outputs, activities and inputs which are described in the FPSP project document, results framework, multi-year workplan and reports. The evaluation's scope is all activities; results; strategies; operational measures; monitoring; implementation, management and staffing arrangements of the project. The evaluation team considered all work between January 2017 and September 2021. The evaluation also assessed the extent to which the application of the rights-based approach and gender mainstreaming are integrated within planning and implementation of the project.

3.3 OBJECTIVES

The objectives of this evaluation exercise were to:

- Assess to what extent FPSP II has contributed to address the needs and problems identified during project design;

- Assess how effectively FPSP II has achieved its stated development objective and purpose;
- Measure how efficiently the FPSP II outcomes and outputs have progressed in attaining the development objective and purpose of the project;
- Assess both negative and positive factors that have facilitated or hampered progress in achieving the project outcomes, including external factors/environment, weakness in design, management and resource allocation.

4 EVALUATION CRITERIA AND QUESTIONS

4.1 CRITERIA

The evaluation criteria and questions were contained in the TOR for the evaluation (see Annex 1). The evaluation criteria are:

- Design;
- Relevance;
- Efficiency;
- Effectiveness;
- Results to date;
- Lessons learned;
- Expected impact;
- Human rights;
- Gender equality; and
- Sustainability.

4.2 QUESTIONS

Each criterion had specified evaluation questions as reflected in the TOR. Initial questions were:

1. Design:

- To what extent has the results-based framework been a useful programme management tool and allowed for an assessment of project outcomes and impact?
- How well aligned are activities, outputs and outcomes in the logical framework?

2. Relevance:

- Evaluate if the project's implementation strategy, output and activities, are realistic and appropriate for achieving the project results and supporting the parliamentary development.

3. Efficiency:

- Evaluate the efficiency of project implementation including management decisions and the cost efficiency.
- Weigh the project management structure as to how far have they supported or hindered the project's efficient operations.

4. Effectiveness:

- Assess how assumptions have affected project achievements and the subsequent management decisions vis-à-vis the cost-effectiveness of implementation.
- Assess if the project has a suitable monitoring and evaluation (M&E) plan in place to ensure quality in the implementation and monitoring of the project activities and achieving projects intended results.

5. Results to date:

- Evaluate the results achieved to-date and its contribution to the wider parliamentary environment and sectoral objectives summarized in the projects' overall goal and objectives.
- Assess the extent to which the project outputs have been effectively achieved and what is the quality of the results achieved.

6. Lessons learned:

- Assess what has worked well and what hasn't and why along with good practices for the remainder of the project and future national and regional programming on parliamentary development.
- Provide key recommendations for future assistance based on the lessons learned.

7. Expected Impact:

- To what extent is FPSP likely to achieve/ already achieved its objectives or parts of it beyond the delivery of activities and progress against output targets?
- Which best-fit can be identified for adaptation and replication (e.g. in other projects or topics), up-scaling, or prioritization, to ensure achieving outcomes in the most effective way?

8. Human Rights

- To what extent are human rights considerations included in the project design and implementation?

9. Gender Equality

- To what extent has the Project promoted women's participation through the Project activities and improved the active participation of women in discussions and decision-making fora?
- How could gender equality considerations be further included in the project design and implementation?

10. Sustainability:

- Assess the sustainability of results with a specific focus on national capacity and ownership of the process.
- Identify improvements for further strengthening the sustainability of the project interventions.

Following initial desk review, the evaluation team developed these evaluation questions into more detailed questions specific to the project to give greater depth to the analysis.

Evaluation questions were formulated to assess how well the project interventions have addressed cross-cutting issues of relevance to the project. This includes assessing how the project has used a human rights-based approach and how initiatives reflect the needs of diverse groups, including women, vulnerable groups and persons with disabilities. Based on this assessment, and the findings resulting from it, cross-cutting issues are reflected in this report.

5 EVALUATION APPROACH AND METHODS

5.1 EVALUATION APPROACH

The evaluation assessed the performance of FPSP II in achieving its intended results and contribution to outcomes according to its associated theory of change. The evaluation aims to assess the project's achievements, document key results achieved, provide recommendations for future support by UNDP to the Parliament of Fiji, and seeks to draw lessons learnt for parliamentary strengthening initiatives in Fiji, the Pacific region and beyond.

The evaluation was informed by approaches outlined in the following documents:

- UNDP Evaluation Policy 2016
- UNDP Evaluation Guidelines 2019
- UNEG Norms and Standards for Evaluation 2017
- UNEG Quality Checklist for Evaluation Reports 2010
- UNEG Integrating Human Rights and Gender in Evaluations 2014

5.2 METHODOLOGY, DATA SOURCES, SAMPLING AND DATA COLLECTION PROCEDURES AND INSTRUMENTS

The evaluation comprised a mixed-methods approach with quantitative and qualitative data gathering techniques as outlined below. The mixture of techniques ensured that an objective perspective was brought to bear on the evidence gathering and analysis and that participants in the evaluation were comfortable providing frank and full answers to interview questions.

The evaluation team underwent the following steps for data collection and analysis:

5.2.1 Initial document review

The evaluation team received an initial package of project documents and requested any additional relevant documents from the UNDP Country Office in Fiji. The initial desk review covered:

- The FPSP II Project Document, including theory of change and results framework and multi-year workplan;
- All project Annual Reports (2017, 2018, 2019, 2020) and Quarter 1 and 2 Report 2021;
- Financial Resource Overview for 2017, 2018, 2019, 2020, and 6 months of 2021
- FPSP II project board meeting minutes;
- Activity reports and key knowledge products;

- The Constitution of Fiji and key parliamentary documents including the Parliament of Fiji's Strategic Plan and Standing Orders.

The initial desk review provided key information used to formulate questions for interviews and identify further information required. From this, the inception report and evaluation matrix were prepared (see Annex 2). The evaluation matrix is based on the areas to be addressed in the TOR for the evaluation. The four key areas of questioning were related to relevance, effectiveness, efficiency and sustainability, with specific questions on cross-cutting issues of human rights and gender equality. From this, the evaluation team drew conclusions regarding other areas in the TOR such as results to date and lessons learnt. Based on the initial desk review, the evaluation team collected data and evidence in line with the questions listed in the evaluation matrix.

5.2.2 Interviews

The evaluation team identified an interviewee list to address the evaluation questions based on the initial desk review, covering various stakeholders engaged with the project and important in the context of parliamentary and democratic development in Fiji. The evaluation team worked with UNDP project staff to identify which interviews would be held with individuals or groups, ensuring there was a gender balance within groups.

As not all the areas were relevant to different interviewees, the questions were adapted according to the issues to be covered. Examples of interview questions are attached at Annex 5. The primary methods for evidence gathering were:

- a. Individual Key Informant Interviews (KII) to solicit individual responses to predetermined questions. This allowed for in depth information of different stakeholders' experiences of the project and impressions of results achieved and challenges. The evaluation team conducted interviews with project stakeholders including senior parliamentary leadership, Members of Parliament, parliamentary staff, representatives of international and regional parliaments which have engaged with the Fiji parliament in twinning arrangements or other activities, consultants and experts on democratic development and parliamentary strengthening in Fiji and donor representatives.
- b. Group interviews were conducted where there was a logical relationship between interview participants. Group interviews allowed for in depth exploration of stakeholder opinions and the exploration of similar or divergent points of view. Group interviews were held with Members of Parliament, including representatives of parliamentary committees from government and opposition parties, parliamentary staff engaged in project initiatives, civil society organizations and the UNDP FPSP team. Certain stakeholders in the Fiji parliament were interviewed more than once where they participated in different initiatives delivered by the project (see Annex 4 for a list of individual and group meetings).

5.2.3 Secondary document review including data sets

Analysis of additional documents, research and other data not covered during the initial desk review gave space for the evaluation team to triangulate findings, consider issues in more detail or additional issues as they arose. Certain documents were provided directly by interviewees, supporting independence of the analysis. The secondary document review allowed for additional insight into the context related to parliamentary strengthening and democratic governance in Fiji based on feedback received from interviews (see Annex 3 for a full list of documents reviewed).

At this stage, the evaluation team collated quantitative data related to the performance of the Fiji parliament and the project contained in project reports, reports produced by the Parliament of Fiji and from independent sources to ensure triangulation. The evaluation team deemed data available sufficient to answer the evaluation questions, without the need to generate quantitative data.

5.2.4 Case studies

The evaluation team aimed to assess of a small number of cases of project interventions to support understanding of the activities, outputs, outcomes and interactions of the project and to draw lessons learnt.

5.3 INTERVIEW PROCEDURE

A standard KII questionnaire was prepared in advance of each interview by the evaluation team. This was based on the criteria and research questions in the evaluation matrix, converted into 'prompt' questions to elicit answers from interviewees. All interviews were conducted on zoom with permission asked for recording where this occurred. As far as possible, the evaluation team conducted interviews together, however there were occasions where only one team member attended interviews owing to the difference in time zones of the evaluation team.

Interviews started with the following script: *The purpose of this interview is to contribute to the evaluation of Fiji Parliamentary Support Project Phase II. You are being interviewed as you involved in or with the project or have been identified as a stakeholder in this project. The interview is voluntary and expected to take no longer than one hour, but possibly less than this. The data from this interview will be used by the evaluation team for its analysis, but your name or other personally identifying information will not be used in the draft or final report.*

The majority of interviews were not audio recorded to allow for full and frank answers from interviewees. Responses were noted by the evaluation team and a bullet point summary was produced for each interview.

Interviewing various stakeholders inside and outside the project allowed the evaluation team to crosscheck information from the initial document review, and to triangulate

responses from across interviews. This strengthened the reliability and validity of findings.

5.4 DATA ANALYSIS

The evaluation team used an evaluation matrix prepared as part of the inception report to systematically match the evaluation questions with sub-questions, data sources and to track input received during the evidence-gathering process.

The starting point for the evaluation was the FPSP II project document and results framework, which set out what the project intended to achieve. Project progress reports and knowledge products and parliamentary reports were assessed during initial document review to uncover what was delivered by the project; followed by information from interview to validate information from reports and to assess strengths and weaknesses of different initiatives.

Interview techniques included summaries or debriefing between evaluation team members to help verify information received. Information and opinions from interviews were crosschecked against other sources such as project documentation and products and materials generated by the parliament. As far as possible, qualitative information received was assessed against available quantitative data. In this way, the validity of the data collected and the credibility of the findings based on that data were maximized. Further information was sought when any gaps were identified.

The evaluation team cast its net as widely as possible over the range of documentation that was sought and the interviews which were held. As noted earlier, decisions about whether interviews were conducted in groups or individually were made based on the relationship between those being interviewed, with group interviews where there was a close connection between interviewees. Questions were adjusted as necessary to the context of the interviews.

Evidence gathered was assessed against indicators/questions in the evaluation matrix. Interviews were held over four weeks, and the evaluation team debriefed each day and summarized written dot point findings against the evaluation matrix at the end of each week. This allowed for ongoing crosschecking and triangulation of findings and for the team to identify where further information was needed in an ongoing way during the evidence-gathering process.

To assess expected impact of the project across three outputs, the evaluation team used the following steps for analysis:

1. Use the FPSP II theory of change and outputs as the starting point
2. Confirm initiatives and activities delivered under FPSP II outputs
3. Obtain evidence on the results of initiatives
4. Obtain evidence to assess that FPSP II contributed to results achieved
5. Verify through evidence gathered that beneficiaries under different outputs adopted new approaches as a result of FPSP II initiatives

6. Assess the potential long-term impact of such approaches

KII questions adapted for each interview from the evaluation matrix drove this analysis, allowing for an assessment of the contributions made by FPSP II towards change in the ability of different stakeholders in the Parliament of Fiji to undertake their democratic mandate. This analysis was more relevant to outputs 1 and 2 of FPSP, as addressed in limitations below, although also had relevance in output 3.

Preliminary findings were presented to the project team. Following production of the report, the findings and recommendations in the final report will be presented to any relevant stakeholders agreed on between UNDP and the evaluation team.

5.5 PERFORMANCE STANDARDS

The evaluation was designed and conducted against the UNDP quality standards for programming as detailed in the UNDP Evaluation Guidelines, included in Annex 6.

The evaluation matrix was based on the Terms of Reference and identified the key evaluation questions and how these would be answered in the evaluation process. Reference was made back to the evaluation questions as information was collected and interviews held to ensure that data collection was thorough and complete.

5.6 STAKEHOLDER PARTICIPATION

The evaluation team worked closely with UNDP staff in Fiji to ensure relevant stakeholders were engaged, to maximise their participation in interviews; to identify relevant information and data sources; and enable efficient implementation of the evaluation. The interview schedule was sufficiently flexible to allow for reflection, reorientation or adaptation of questions, and for follow-up meetings to clarify assumptions or specific information.

5.7 ETHICAL CONSIDERATIONS

The evaluation was carried out in accordance with universally recognized values and principles of human rights and gender equality. The evaluation assessed how the project has addressed issues of social and gender inclusion, equality and empowerment; contributed to strengthening the application of these principles; and incorporated the UNDP commitment to rights-based approaches and gender mainstreaming in the project's design. The evaluation also addressed other cross-cutting issues, such as the extent to which UNDP has incorporated and fostered South-South cooperation and knowledge management in its initiatives.

The evaluation followed a participatory and consultative approach. The evaluation team provided a clear and concise description of the purpose of the evaluation and how the information and opinions provided by participants would be used. The

approach to primary data collection methods through interviews was gender sensitive as well as inclusive.

The evaluation team ensured that interviewees understood that all answers were confidential and took all necessary steps to communicate that input they provided would be anonymous in the evaluation report through providing a standard introduction to each interview, as detailed above.

5.8 BACKGROUND INFORMATION ON EVALUATORS

David Elder is the former Clerk of the Australian House of Representatives having retired in August 2019. David was the Clerk for about five and a half years and had a career of 38 years with the House of Representatives. David has undertaken development work with a number of parliaments both before and after his career, including the Parliaments of Nigeria, Timor Leste, Malaysia and Myanmar. He also worked on the IPU's project to develop indicators for democratic parliaments. David has Master's degrees in Arts (Social Anthropology) and Public Administration.

Alex Read has 12 years of experience undertaking parliamentary strengthening initiatives in the Asia-Pacific region. Alex helped to establish a CSO supporting the Parliament of Cambodia and worked with the UNDP/Inter-Parliamentary Union (IPU) in Myanmar from 2015-2020, as Senior Technical Advisor from 2018. He has also worked with the Parliaments of Vietnam, Sri Lanka and in the Philippines for IPU, UNDP, and the Westminster Foundation for Democracy (WFD). Alex holds a Bachelor's degree in Development Studies and Politics and a Master's Degree in Public Policy and Human Development.

5.9 LIMITATIONS OF THE EVALUATION

The evaluation had certain limitations related to methods and practicalities, owing to the remote nature of the evaluation and the short number of working days (20 days). The evaluation was conducted during the COVID-19 pandemic, preventing travel by the evaluation team to Fiji. All interviews were therefore conducted through Zoom. The evaluation team was reliant on the project staff to engage stakeholders and liaise with them in preparing KII. While the delivery of a remote evaluation is limiting in certain ways, the fact that all interviews were conducted on zoom allowed for more interviewees to be identified than would usually be the case during an in-person mission where travel between venues is a consideration. The evaluation team sent a long list of interviewees to the project team independent of those suggested and the majority of these interviews were able to be undertaken.

The remote nature of the evaluation meant that methods such as on-site observation were not possible. This necessarily limits the ability to understand the nuances of the operations of the project through more informal conversations outside of arranged meetings. It also impacts on a deep understanding of the project's work in the political

and socio-economic context of Fiji, which is limited to desk review from outside of the country.

Mitigation: The wide variety of interviewees engaged during the evaluation in some part mitigated for the fact that it was not possible to engage more informally or have ongoing conversations as you would have during a mission. The evaluation team also endeavoured to undertake a comprehensive desk review assessing the political economy of Fiji, outside of the documents supplied by the project.

In relation to FPSP II output three, the project team was not able in the timeframe and with restrictions on travel to conduct on-site observation and engage with a representative sample from the Fijian public and different groups in society, including the harder-to-reach, on the scope impact of public engagement initiatives.

Mitigation: To address this, the evaluation team spoke with CSO representatives and the Ministry of Education as a proxy measure and questions on public engagement were included throughout interviews with various stakeholders.

Given that the two members of the evaluation team are in different time zones (UTC +1 and UTC +10; with UTC +12 in Fiji) there were occasions in which only one of the team could attend online meetings.

Mitigation: The evaluation team mitigated for this by preparing KII questions in advance, recording certain interviews and providing dot point summaries.

6 FINDINGS

6.1 DESIGN

The project was well-designed with a logical flow from the institution building approach which characterised Phase I after the creation of the Parliament as a new institution into a more typical long-term parliamentary development approach which has characterised Phase II. The approach of Phase II has involved supporting and strengthening parliament to conduct its core functions and capacity development of parliamentary leadership, MPs and staff. This was appropriate to the circumstances of consolidating the performance of a still young parliamentary institution. UNDP, with its expertise in parliamentary capacity building and the *bona fides* of its international perspective and connections, was well placed to do this work.

The design of Phase II envisaged more significant underlying structural reform and change with the aim to secure ‘the future of the young institution and develop a solid parliamentary culture’ as part of the development challenge.⁴ In this respect there has been more limited success. This is detailed later in the report.

The Parliament was involved in, and approved, the design of Phase II with an iterative process between UNDP and the Parliament. There is evidence of a high level of consultation during the preparation of the project document, ensuring that the focus areas were supported by government and opposition MPs and the parliamentary leadership.

The main focus areas in the design have been on the work of committees, capacity building of MPs and staff and general outreach work. Considerable emphasis has been given to the work on committee development and capacity building of MPs and parliamentary staff, while outreach and citizen engagement was impacted by changing priorities of parliamentary leadership and restrictions imposed by the COVID-19 pandemic. Across the output areas, the project put in place well-established processes for assessing needs, such as regular surveying of MPs and committees and meetings with key project stakeholders.

There was sufficient flexibility in the design to allow for the parliament being able to draw upon UNDP for new or emerging priorities, and this flexible approach allowed the project to respond quickly to changing priorities or if there were roadblocks to delivering activities. For example, the flexibility in the design enabled the project to pivot quickly in response to the COVID-19 pandemic and assist the parliament very successfully to put in place meetings of a hybrid Plenary and virtual committee meetings. While this approach helped address upcoming issues and day to day needs, it was perhaps at the cost of targeting long-term strategic capacity development in areas where the parliament could further develop, such as in fully utilising oversight

⁴ FPSP II Project Document p. 2.

mechanisms, consolidating procedural knowledge and processes and capacity and achieving structural reform and change.

While the project was clear in identifying key areas of work to support the parliament to undertake its democratic mandate, the theory of change did not make a clear connection between the three component areas and how this might assist in addressing the structural issues identified in the Project Document for Phase II. The project's original result-based framework was also not fully effective in measuring project effectiveness or the contribution of outputs to outcomes stated in the project document, nor were there updates during the life of the project to reflect changes in the broader context and parliamentary priorities. As a result, it was not made clear how the interventions would contribute to securing 'the future of the young institution and develop a solid parliamentary culture'. The next phase would benefit from a revisiting of the regional and national political context in which the project will be implemented to ensure that the theory of change is broader and deals more fully with the underlying/structural issues.

This revision may assist with addressing areas of priority, such as the proposal to pilot the establishment of satellite constituency offices, which were discontinued when impediments arose. However, there is also value in flexibility in design in responding to changing needs. These are not easy issues to balance when operating in a complex environment, but a broader design that better addresses the extent to which the project can affect structural issues, as well as a flexible approach to implementation, should assist.

6.2 RELEVANCE

The parliament project was designed before the Fiji Government launched its 5-year and 20-year Fiji National Development Plan (NDP)⁵. However, in reviewing the NDP, there are a number of specific objectives that relate to the parliament.

The "Strengthens and Enabling Environment⁶" section of the National Development Plan includes the parliament as the avenue to ensure the Executive accountability to the Fijian people:

"Government will be fully accountable to the people of Fiji through Parliament, and resources will be allocated to support a robust and effective parliamentary and committee system, ensuring scrutiny of public programmes and policies through open and informed debates on issues of national interest."

⁵ Fiji National Development Plan was launched in November 2017 at COP 23, when Fijian Prime Minister was the COP23 President: [PM launches Fiji's National Development Plan at COP 23 \(fijivillage.com\)](http://fijivillage.com)

⁶ Page 7 of the Fiji NDP.

The NDP also recognizes the role of parliament in addressing issues related to representation, in particular representation of youth and women in decision making structures.

In establishing the institutional framework for monitoring and evaluating the 5 years and 20-year Plan, the NDP recognizes the role of the parliament, in particular the Standing Committee for Public Accounts, in monitoring the use of financial resources to finance the NDP⁷.

Considering these priorities, it was clear that FPSP reflected the same priorities. Output 1 and 2 was focused on strengthening the role of the parliament committee and members to effectively undertake its legislative and oversight functions including the necessary skills to effectively mainstream the NDP and the SDGs into the work of the committee and to have informed debates on key development issues. Output 3 of FPSP was focused on strengthening the interaction of parliament with its citizens, building on the representation function of the parliament. Therefore, this Output provided the platform to address issues related to youth and women representation and limited participation in decision making structures.

The parliament has been closely involved either in initiating, or being consulted about, planned initiatives under the project. The Parliament of Fiji Strategic Plan 2018-2022 has guided initiatives, ensuring that the interventions delivered under the project relate closely to the needs of the parliament and are well-grounded and realistic to achieving the results intended.

Clearly the project addressed the vision and priorities of the parliament very effectively, evidenced by the positive views expressed by all parliamentary interviewees. The project put in place mechanisms such as periodic meetings with committee chairs and the parliamentary leadership to ensure that support was responsive and relevant.

Assistance provided by the project to support the transition to a new parliament in 2018 was very relevant to the parliament's needs and seems to have been successful. Technical assistance and advice were provided by the project in relation to the dissolution process at the end of the parliament in 2018, assisting the Parliament to smoothly manage this process for the first time. A successful induction program for new MPs was run largely by the staff of the parliament with the support of some international resource persons provided by the project. MPs elected in 2018 indicated how much they valued the induction program in orienting them to an environment with which they had little familiarity.

The project further demonstrated its relevance to the Parliament by quickly pivoting to supporting the parliament's needs during the COVID-19 pandemic. The procedural and technological innovation that has been implemented to address the COVID-19 pandemic could offer some flexibility for operations in the future and this should be explored further, without impeding the proper scrutiny role of parliament.

⁷ Page 42, Table 2 of the Institutional Framework for Monitoring and Evaluation of the Fiji NDP.

There is clear appetite for further support on public engagement. The parliament's community engagement strategy – and experience of successful activities such as the parliament bus, Speaker's debates and the development and distribution of curriculum materials relating to the role of parliament to schools - provides a strong foundation and the ground has been laid for expanded work on engaging the public using ICT and social media tools.

In some cases, the project was not able to deliver on appropriate initiatives in more difficult areas where there have been road blocks, for political or other reasons. Examples would be the proposal for the establishment of Parliamentary Satellite Offices and to establish a role of CSO coordinator. This is elaborated on later in the findings.

6.3 EFFICIENCY

The project has operated at close to budget through its life. There were very few cases in which the project was limited by the availability of funds. During interviews one such case was on Hansard support.

The use of partnerships such as those with the Australian, New Zealand and Victorian Parliaments, delivered through twinning arrangements, have enabled resources to be leveraged to the advantage of the project. There is evidence that these relationships can be utilised at short notice to meet the needs of the Fiji parliament. However, consideration has to be given to the operational needs of these parliaments and requests for support should be well developed and provided in a timely way so that the parliaments are best placed to respond positively. Representatives of twin parliaments also highlighted the importance of having a clear understanding of who to engage with in the UNDP team around different activities, both in Fiji and regional-level activities. The twin parliaments may also have their own priorities to pursue and effective coordination of efforts will be important.

Increasing South-South cooperation also has assisted the efficient use of resources by sharing skills and knowledge within the region. There are clearly benefits to establishing South-South relations that go beyond the efficient delivery of project activities. For example, interviewees cited the importance of understanding how regional parliaments had addressed cross-border issues; and of identifying how different parliaments had represented ethnic minority views.

Interviewees commented very favourably on the level and expertise of technical support. Provision of technical support was a primary means of delivery both in building core capacities and providing expertise in particular topics, for example to assist committee members with the content of bills they are reviewing or on other policy issues. There will be a need for this technical assistance to continue, particularly in the work of the Standing Committees. Technical support to CSOs on how to engage with parliament was also highly valued. In other areas such as parliamentary staff capacity development, technical support appears to have been phased out over time

as skills and capacities have been built, helping to increase the efficiency of achieving outcomes.

A dedicated parliamentary strengthening project with a clear management structure and supporting team was valid throughout FPSP II and likely will be into a forthcoming phase to ensure results achieved to date can be built on. It is important that consistent leadership is provided by the team so that there can be effective strategic focus and engagement of stakeholders where that is necessary to the success of initiatives.

The UNDP project team have built close and highly valued relationships across the Parliament that have enabled interventions delivered under the project generally to be undertaken successfully. This closeness has underpinned many of the project's results. However, it is important that the UNDP team is not 'captured' by the parliamentary leadership. At times there may be a need for UNDP to pursue initiatives that may not meet with the full support of the parliamentary leadership and this need to balance maintaining close relationships with tackling complex and occasionally politically contentious issues should be clearly reflected in the project's risk matrix.

There is evidence of feedback being provided by parliamentary participants on activities – both immediate results of activities and longer-term behaviour change – and on project management. In the case of the parliament, there is evidence of strong internal processes in place on monitoring and evaluation which assess the impact of training opportunities on its staff. Project board meetings have seen a lively exchange and are a good mechanism for feedback. The project could explore more frequent feedback mechanisms beyond personal connections as there is good evidence of the parliament conducting frequent and valuable assessments of impact of activities which could feed into the tailoring of future activities.

6.4 EFFECTIVENESS

The evaluation team assessed effectiveness against the three component areas of the project and looked at whether the needs of target groups were addressed through the intervention.

6.2.2 Component #1: Committee development

There is evidence that committees better understand their roles, work in a bi-partisan manner and are more open and transparent. Committees are increasingly seen as a space where the public, civil society organisations and other stakeholders can interact in an atmosphere that is less politically charged. This demonstrates a clear evolution during FPSP phase II from the establishment of committee processes and procedures in phase I and an opportunity for this to be taken further as a clear focus of the project in the future.

The depth and range of support to committees provided by UNDP was highly praised by Chairs, Members and staff. Interviewees highlighted various ways in which the

project delivered valued and effective assistance, including committee induction at the start of the parliamentary term, sensitization visits to other parliaments, support for committees to attend international conferences and meetings, ongoing on-the-job training with committee staff, and issue-based support that engaged both Members and staff. The project put in place mechanisms to regularly survey committees on their needs and there was evidence of regular meetings to assess results achieved. Manuals and knowledge products helped to consolidate and sustain results, including on Oversight of the Implementation of the Sustainable Development Goals and the toolkit on Scrutinizing Legislation from a Gender-Perspective produced towards the end of FPSP I and followed up on during FPSP II.

The project supported a focus on mainstreaming development issues and the Sustainable Development Goals (SDGs) with committees, addressing key policy areas such as climate change. There was also evidence of the project supporting analysis of bills and policy from different perspectives, including issues of gender equality, human rights and disability. The project provided the right level of expertise, through the varied means above, for committees to consider these issues more effectively. This is described in more detail in the case study below.

Case Study: Mainstreaming the Sustainable Development Goals (SDGs)

In October 2017, the Parliament of Fiji became the first Parliament to undertake a self-assessment against the SDGs using the self-assessment tool developed by the UNDP and the Inter-Parliamentary Union (IPU). This task was led by the Parliament Library and Research Services team with support provided by resource persons from UNDP, the IPU and Global Organisation of Parliamentarians Against Corruption (GOPAC). The self-assessment focused on the progress of the Parliament's engagement with the SDGs with a view to identifying strengths and gaps. The main recommendations were:

- Building an understanding of the SDGs in parliament;
- Bringing the SDGs from a global to a local level;
- Mainstreaming the SDGs with parliamentary mechanisms; and
- Engaging with the public.

Building on this achievement as the first parliament to complete a self-assessment against the SDGs, the Fiji Parliament, with the support of UNDP's FPSP II project, launched a guidance note entitled 'Oversight of the Implementation of the SDGs: Guidance Note to the Standing Committees of the Parliament of the Republic of Fiji'. The note is aimed at assisting 'Committees in making the SDGs central to the work of the Parliament and in engaging effectively with the SDGs in all areas of Committee work'.⁸ The Guide offers specific methods, tools and innovative approaches to be used by committees in monitoring SDG implementation.

⁸ Oversight of the Implementation of the Sustainable Development Goals: Guidance for the Standing Committees of the Parliament of the Republic of Fiji.



Following the launch of the Guidance note, UNDP organised training for parliamentary staff on mainstreaming SDGs in parliamentary work and communication. This training was designed to enable staff to assist MPs to make connections between the SDGs and the work of parliament. The training was followed up with a workshop for MPs which identified five ways in which SDGs could be integrated into parliamentary work:

- Reviewing annual reports/audit reports;
- Organising public inquiries;
- Scrutinising the Budget using SDGs;
- Using good practices; and
- Utilising treaty obligations.

Committees, in their reports, now routinely comment on the implementation of the SDGs by the agencies that are being reviewed. There also has been monitoring of the

reference made to SDGs in the proceedings in the Plenary, including the asking of questions.

The Fiji Parliament's role in SDG self-assessment has been recognised more widely, for example by the parliament being invited by the IPU to present on achieving the Sustainable Development Goals to a regional seminar for Asia-Pacific Region Parliament held in Mongolia in May 2019. At this event there was a global launch of the Fiji Parliament's Guidance note on integrating SDGs into the work of committees.

Looking at the picture more broadly, the oversight work of committees has met with some success. Reviews of annual reports have been an important oversight mechanism and were seen a good entry point. However, there was considerable frustration that the annual reports being reviewed were very dated and, as a result, the reviews were of lesser value.

Some bills reviews, where they have occurred, have been a success. The evaluation team heard examples of bill's reviews which had led to considerable public involvement and had resulted in the bills either not proceeding or being changed significantly. Two bills that referred to were the Sugar Bill and the Disability Bill. However, the review of bills has been limited in number and has been confined to a small number of committees. The use of Standing Order 51 to limit the scrutiny of bills by committees, and the channelling of many bills through the Justice, Law and Human

Rights Committee alone, was commented on by a number of interviewees as a limitation.

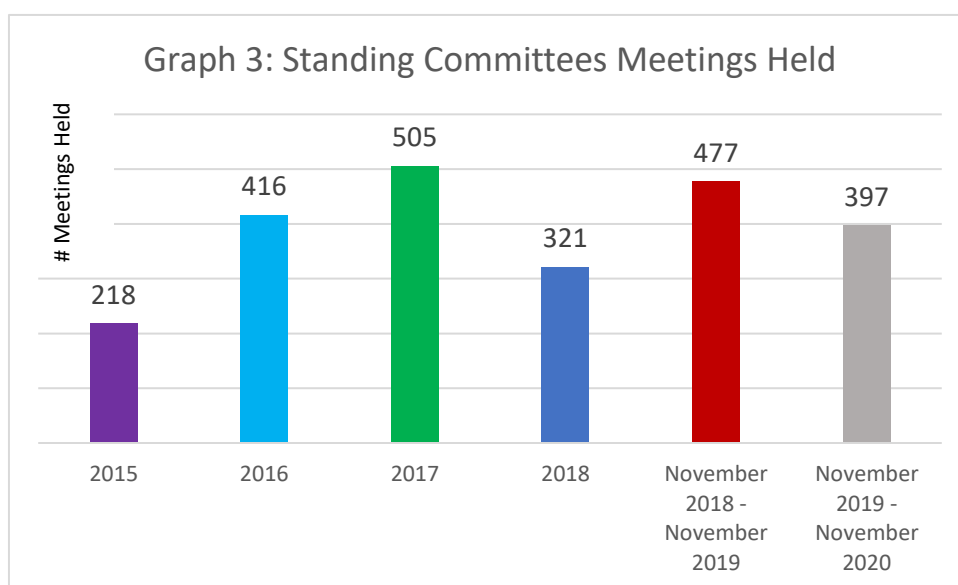
There has also been considerable discussion of the mandate and powers of committees under the standing orders of the Parliament. For example, whether the standing orders as they are permit committees to initiate broader inquiries. This is an area that could be explored further as it would open up a new area of work for committees. The interpretation of Standing Order 100 (c) is relevant to this discussion. There also has been discussion about the powers of committees (under Standing Order 112), for example to summon witnesses and to compel evidence and documentation to be provided. Again, this is an area that is worthy of further consideration either in terms of existing powers or whether powers need to be extended. Interviewees cited UNDP-organized meetings with a former Auditor General as useful in understanding the range of powers they have available and there were requests for the project to provide further international sensitization on committee practices, including inquiry processes, to help build support for change.

The progress made in committee staff training was frequently identified as a key result of the project, with Chairs, Deputy Chairs and Members expressing satisfaction with the quality of the parliamentary support available to them. Numbers of committee staff have expanded during the project and they have taken on an increasing range of duties, including providing subject-matter briefings and organising visits and consultations. Interviewees attributed these improvements in services to training provided by the project. Progress has been slower on ensuring that all committees have well-established and routine mechanisms for engaging and consulting the public, civil society and other stakeholders. This area was cited by different interviewees as a priority in the next phase, including examining how ICT can be used more effectively by committees with a particular focus on engaging young people.

The ongoing support to committees, particularly the ICT support that has enabled virtual meetings of committees, was seen as critical to allow them to maintain their work during the pandemic. While this support was essential, some interviewees expressed concern that there has been slow progress to re-establishing face-to-face meetings, visits outside parliament and public engagement activities. While there may be value in using the innovations adopted to meet the restrictions of the COVID-19 pandemic where it increases flexibility and responsiveness, the project will need to be mindful that changes that took place during this period do not become permanent if they are seen as hampering the ability of committees to undertake the full range of

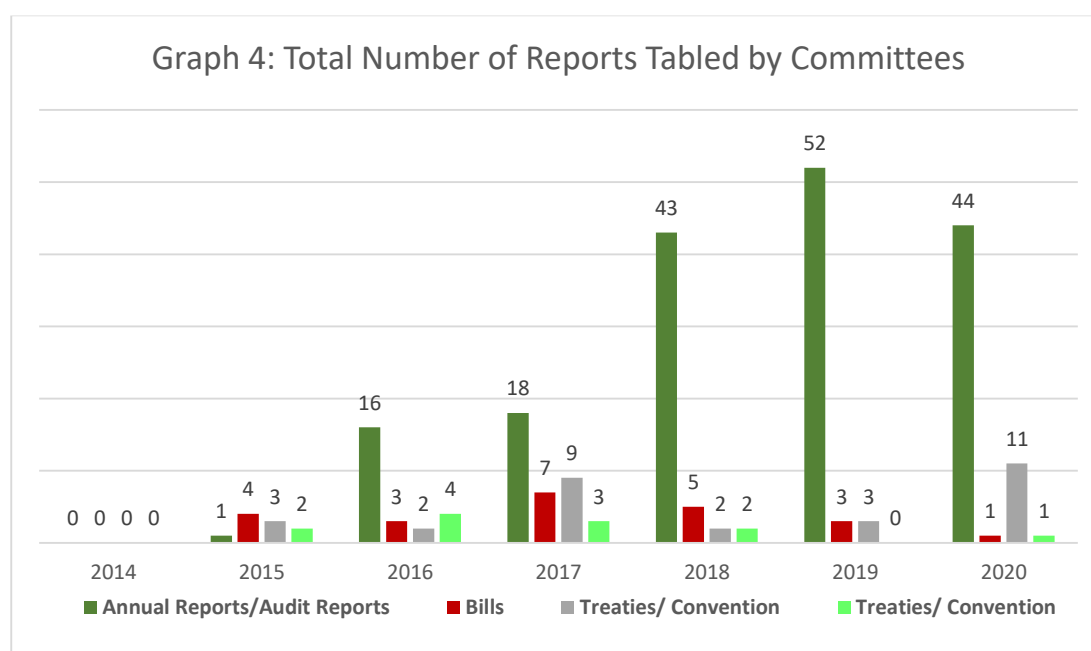
their duties. This will require a proactive and open dialogue between the project, Committee Chairs and Members and parliamentary leadership.

Available data in relation to committee development demonstrated at overall increase in Standing Committee meetings held since the project began, with fewer meetings in 2018 owing to the dissolution of the parliament.



Source: FPSP II Report 2020, cross-checked with Fiji Parliament Annual Reports and Overview of the Fiji Parliament 2014-2018

Data also demonstrated the increase in total numbers of reports tabled by committees, but with an overriding focus on annual reports, audit reports and a small (but decreasing) number of reports on bill's inquiries:



Source: FPSP II Report 2020, cross-checked with Fiji Parliament Annual Reports and Overview of the Fiji Parliament 2014-2018

6.2.3 Component #2: MP and staff capacity development, including South-South cooperation

Core capacity building of MPs and staff has been effective. Both MPs and staff have spoken strongly of the value to them of the interventions delivered under the project targeting knowledge and skills development, and they perceive that their capacities have been built as a result.

The project has had particular successes in partnerships through peer-to-peer learning, both with 'twin' parliaments in Australia, New Zealand and further afield and in the Pacific region. MPs and staff frequently cited the importance of sensitization visits. The project has used such visits to strengthen the performance of individuals in key roles such as Speaker, Deputy Speaker, Whips, Committee Chairs and Secretary General and Deputy Secretary General. The visits have built relations which have had impact beyond the initial focus of training and created a sustained peer-to-peer learning environment with Pacific parliaments in particular. Twin parliaments stressed the key role that UNDP played as a convenor with parliaments in the Pacific, highlighting that this support has fostered a two-way exchange of information and expertise and built strong and lasting relationships.

The project has put a particular focus on strengthening capacities to address the Agenda 2030 and the Sustainable Development Goals (SDGs) and cross-cutting issues such as gender equality, human rights and disability. The project has effectively developed core understanding of MPs and staff through sensitization activities, has documented integration of cross-cutting issues into core parliamentary duties through the development of guidelines and toolkits, and has worked to integrate such issues into activities across outputs, an example being the Speaker's Debates on the SDGs.

Organisational capacity of staff, as distinct from procedural and policy research and analysis capacity, seems strong. Capacity development for staff followed a logical path with strong results, especially from South-South exchanges. There are indications that skills have been built to such an extent that the parliamentary staff can deliver training and capacity to their own staff, MPs and the staff of regional parliaments. Staff have also become increasingly skilled in collection, analysis and dissemination of data. However, an alternative perspective was expressed that the knowledge and skill level which has been developed may lack depth, particularly in areas of procedural knowledge and policy research and analysis. There are well-established processes within the Department of Legislature to conduct capacity development needs assessments for staff, which are presented to UNDP for funding support. The project could consider how such support could also be proactive in addressing the aforementioned areas.

In relation to capacity development of MPs, questions were raised around the depth of engagement and the need for continuing support. The grounding given in induction training could have been built on with a developed framework for professional development of both new and continuing MPs, who frequently cited the need for refresher training. Complex areas such as oversight received less attention outside of induction training and there was seen to be a need for further development of policy skills and the confidence and capacity for MPs to use existing oversight mechanisms to their full advantage. MPs who are elected at by-elections should also receive a package of materials used in induction training, especially relevant for MPs who took up their seats during the COVID-19 pandemic. Interviewees also cited that the guidelines and toolkits on cross-cutting issues needed ongoing sensitization and further embedding. Ongoing professional development for MPs is an area in which twin parliaments highlighted that they could offer support, including the willingness to support programmes for new MPs, whips and committee chairs.

There appear to be other impediments to the ability of MPs to fully participate in the Plenary. The evaluation team heard concerns about the operation of the Business Committee (which determines the business of the House) and its associated parliamentary staff support. There seems to be issues around interpretation of the relevant standing orders surrounding questions and motions and how MPs might be able to get matters of concern to them on the parliamentary agenda.

MPs valued the opportunity provided by the project to undertake capacity development away from the parliament in Suva and felt that this helped build relations across parties. However, some interviewees commented on the need for MPs to focus and engage more effectively during capacity development activities. This can be achieved in part through ongoing support after activities have been undertaken and engagement with attendees on how they applied learning. Some MPs stressed the need for more practical training with opportunities to participate, away from a lecture-type format. There was a focus on seeking out local resource persons for future capacity development initiatives and a feeling that considerable expertise existed in the Pacific region on different issues of relevance for MPs and staff that could be utilized by the project.

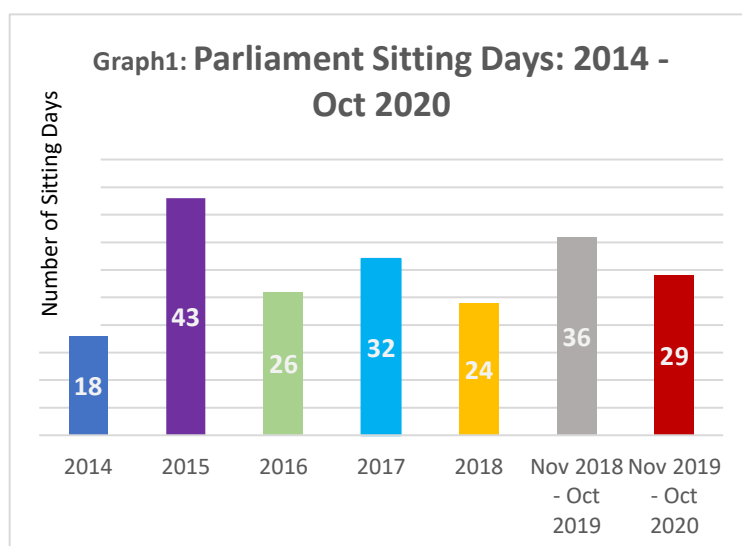
MPs interviewed cited the need for underlying skills training to enable them to better engage in the plenary and help improve the quality of debate, in areas such as speech writing and public speaking/debating, support to prepare parliamentary questions and motions and skills to conduct community engagement. This could be expanded to skills required by committee members, including identification of appropriate witnesses and techniques for questioning. With the move during the COVID-19 pandemic towards virtual work and a hybrid parliament, both MPs and staff stressed the need for ongoing ICT skills training.

The project provided valuable opportunities for MPs to attend international conferences, events and trainings. This has had a demonstrable impact on how MPs incorporated language from international agreements on issues such as sustainable

development and gender equality during speeches in parliament. However, MPs highlighted that effort should be made to ensure that those who do not have this experience can also better understand international agreements and conventions.

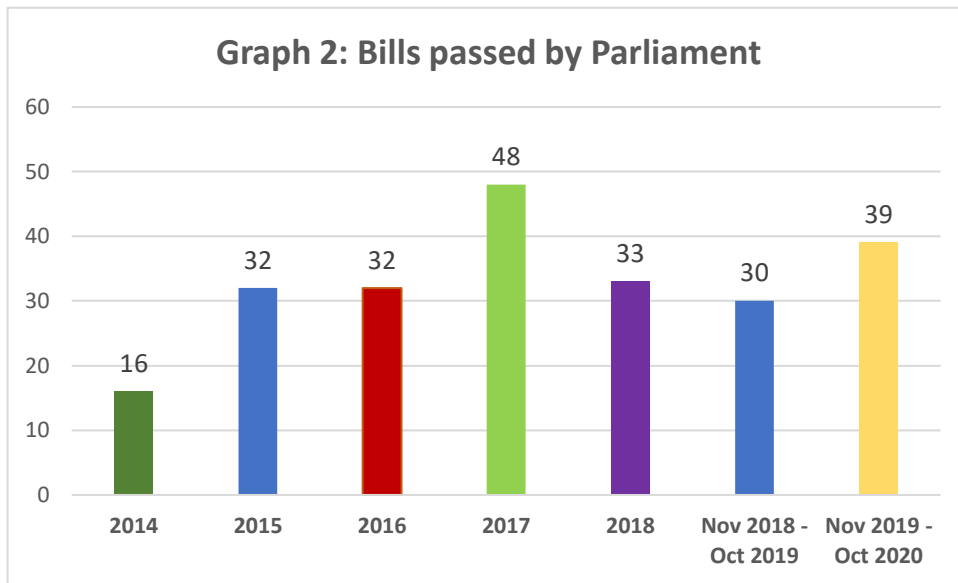
Parliamentary staff have also been provided with valuable international sensitization and training and were supported to pass on what they have learnt from these opportunities within parliament. The participation of staff in the McGill programme has been of value. Staff attending the training highlighted the importance of understanding international best practice in different service areas and developing networks with staff from international parliaments. The flexible nature of the McGill program (being in modular format) was also attractive. This commitment to international and regional engagements supported by the project benefits others in the region and supports a two-way flow of information.

Available data related to this area demonstrated a relatively steady number of sitting days across the lifespan of the project, with impact from COVID-19 and the dissolution of parliament in 2018.



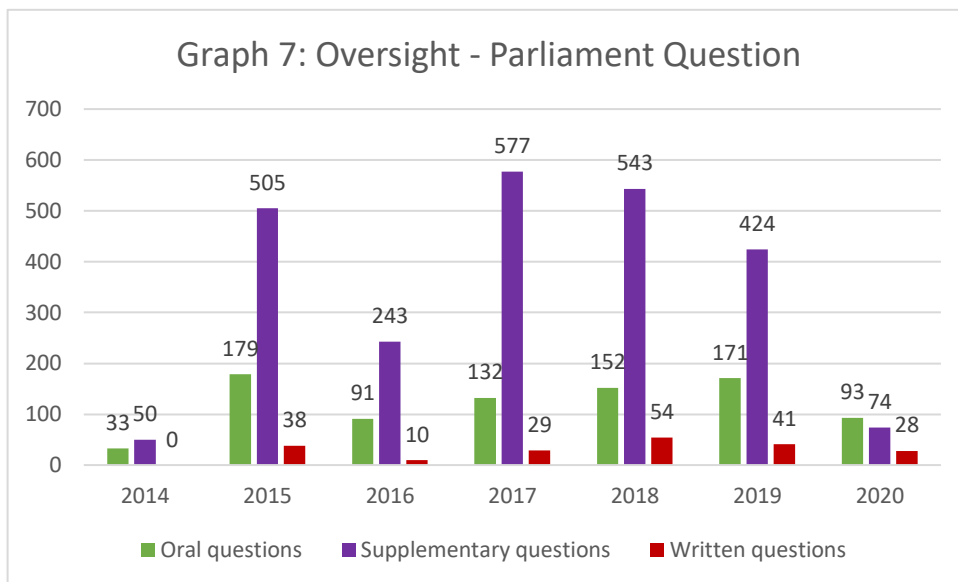
Source: FPSP II Report 2020, cross-checked with Fiji Parliament Annual Reports and Overview of the Fiji Parliament 2014-2018

There was a general increase in this phase of the project in Bills passed by parliament:



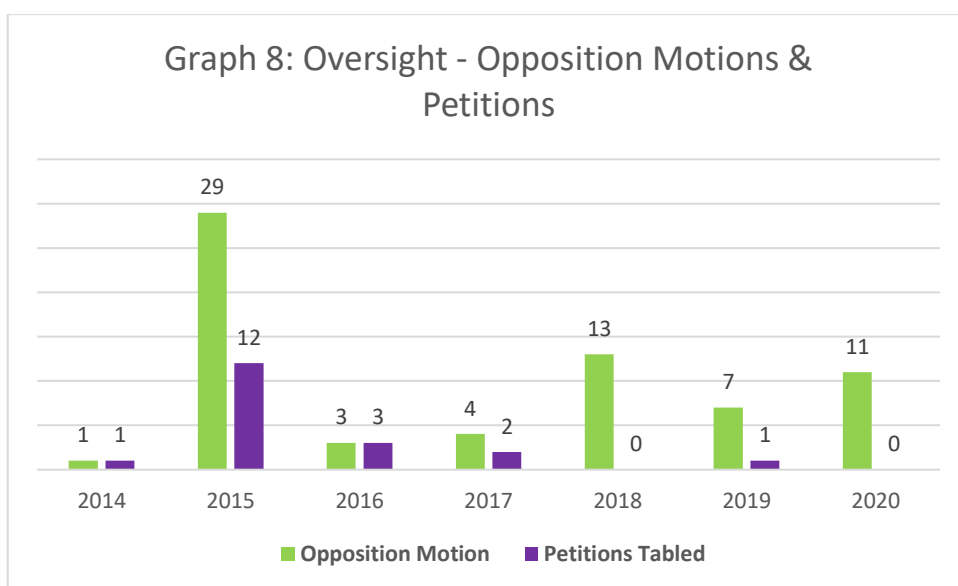
Source: FPSP II Report 2020, cross-checked with Fiji Parliament Annual Reports and Overview of the Fiji Parliament 2014-2018

Data demonstrated that use of oversight mechanisms such as questions was relatively unchanged. The reduction of overall questions asked since 2019 may be due to the revisions to standing orders which moved question time to the bottom of the order paper, making it the 2nd last item on each sitting day. The quite dramatic reduction in the number of oral and supplementary questions is a cause for concern:



Source: FPSP II Report 2020, cross-checked with Fiji Parliament Annual Reports and Overview of the Fiji Parliament 2014-2018

There were low numbers of motions and petitions, with additional standards that petitions have to comply with added in 2020:



Source: FPSP II Report 2020, cross-checked with Fiji Parliament Annual Reports and Overview of the Fiji Parliament 2014-2018

6.2.4 Component #3: Parliamentary outreach and civic engagement

The parliament has a strong outreach and community engagement strategy that has provided the basis of work in this area. The project has provided assistance to strengthen the Outreach and Civic Engagement Unit through international visits and exchanges and has supported a range of activities undertaken by the unit. The unit is seen to be well capacitated and operating very effectively with good understanding and foresight into areas where outreach can be strengthened.

Public engagement activities have been well-designed and based on context. The project has supported innovative approaches, such as the parliament's outreach bus and Speakers' debates which have been replicated in other Pacific Island nations, although questions remain around sustainability both in terms of support for activities at high levels of parliament and whether activities would be sustained without support from the project through funding from the parliamentary budget.

The project has also worked well to strengthen the capacity of stakeholders engaging with parliament. Initiatives have included the development of a practical Parliamentary Reporter's Handbook and the integration of parliamentary education into the national curriculum for secondary school students. The latter initiative saw UNDP supporting and working alongside the parliament and Ministry of Education and helping build relations that will likely lead into new areas of collaboration such as inclusion of parliamentary education in primary school curriculum and enhanced online learning tools.

Progress in certain areas under the public engagement output has been less successful for a variety of reasons including political impediments and the intervention of the COVID-19 pandemic. For example, the parliamentary Satellite Office

programme originally intended did not materialise. The FPSP project report for 2017 noted that an additional aspect that had been added in the area of public engagement was to establish 'Parliamentary Satellite Offices aimed at providing more information on the work of Parliament to citizens outside Suva and strengthening parliamentarians' accountability to citizens'.⁹ The evaluation team noted that this initiative did not proceed as planned as it was politically not feasible at that time. This work was then undertaken in a different way by weaving it into the work of the parliamentary Civic Engagement team when it travelled to more remote areas. However, as the work did not involve MPs, it was not achieving the objective of the original proposal.

Another area where progress has been slower has been in establishing the role of a CSO coordinator with parliament. While this role was taken up by Citizen's Constitutional Forum (CCF) as the grantee, there are ongoing questions around the depth of dialogue during activities with CSOs and parliament. Strategizing to overcome the barriers to establishing more routine civil society organisation engagement with parliament will be important in future support by the project. This will be an important enabler to engaging the harder-to-reach groups in Fijian society. For example, a benefit of engaging CCF thus far has been their ability to communicate in vernacular languages and help inform different communities of the role of parliament and how to provide input on bills and other issues such as the budget.

Engagement with the civil service did not proceed as expected. An initiative to brief civil servants on the role of parliament did not proceed beyond initial sessions. This was unfortunate given the importance of the relationship of understanding and mutual respect between parliament and the executive government. Alternative ways of seeking such engagement would be of value.

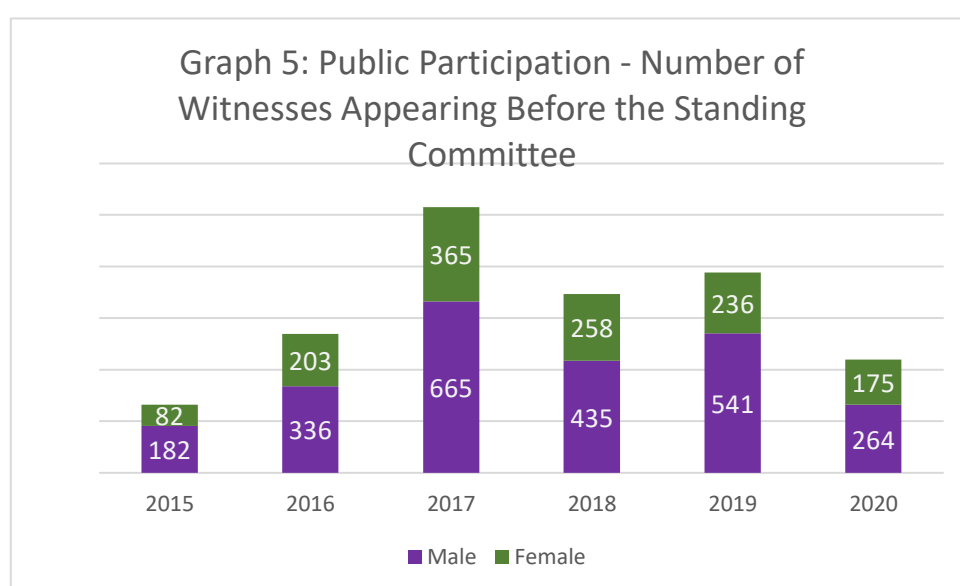
Despite certain challenges, the project can be seen as effectively laying the groundwork for the expansion of outreach and civic engagement work into the next phase and the support for this from the highest levels of the parliament came across clearly during interviews. Interviewees identified the potential for better public engagement to strengthen committee work. Committee members from all parties highlighted the importance of public participation in assessing impacts of bills and the need for committees to conduct increased public consultations and site visits outside parliament once COVID-19 restrictions are lifted. Evidence also showed that summoning senior government representatives and different stakeholders as witnesses at committee hearings was not routine, despite committees having these powers in the Standing Orders. Other initiatives suggested included enhancement of digital capacity, use of video material and use of social media to engage different groups such as youth.

The project's ability to deliver representation and constituency engagement work has been impacted by the constitutional system of one national constituency. In future phases, the project can also consider how to address the needs of harder-to-reach communities and to expand outreach work outside of key population areas. This

⁹ Fiji Parliament Support Project Annual Report 2017, p. 22.

support will require advance scoping preparation, public education and preparation, coordination with local authorities and consideration of media engagement. The focus on issues across Fiji can overcome for challenges in representation in having one national constituency, and help to engage minority groups.

Available data in this area demonstrated an increase in the numbers of witnesses appearing before Standing Committees - covering Government Officials, academics, representatives of NGOs, private sector and faith-based organisations, and private citizens - over the lifespan of the project. The proportion of females participating as committee witnesses has remained well below the proportion in the population:



Source: FPSP II Report 2020, cross-checked with Fiji Parliament Annual Reports and Overview of the Fiji Parliament 2014-2018

6.2.5 General comments

Progress across the various components which were the focus of the project has been very considerable. In this respect, the initial assumptions of the project as to areas where impact may be greatest were well-founded. The following general comments highlight specific areas in which there have been difficulties and they are not meant to discount the significant achievements which have been referred to.

The political context has had a significant impact on project implementation and can still be described as ‘highly charged’ and ‘still very sensitive’. This is consistent with the initial needs assessment for the project in 2013 which stated that the political situation was ‘fragile’ and which the Project Document for Phase II identified as structural/root causes. As a result, significant planned interventions have been difficult to advance because of political influence. The response of the project has been either to not proceed or seek an alternative way to achieve an outcome, or partial outcomes.

There is clearly strong trust between UNDP and key stakeholders in parliament. There needs to be a balance however between maintaining trust and being able to tackle more contentious or politically sensitive issues. The project should strategize around how to address areas where progress has been slower in advance of phase three. For instance, in relation to committee support and efforts to bring government and opposition together more, the project could have considered advocating for committees to conduct policy inquiries on simple issues on which trust could be built, leveraging connections with other UN agencies and/or UNDP projects working with the government. This strategizing can flow from a more detailed analysis of context in project documents and reports. The evaluation team felt that the successes of the project relied to a large extent on the political understanding and skills of UNDP staff. Assumptions and risks in the project document should be regularly revisited in order to attempt to overcome challenges in certain areas and to ensure there is a clear framework for addressing challenges in delivery related to the political context.

Despite the project's success, the original M&E framework has not been fully effective in measuring the project's considerable successes although it is acknowledged that for any parliamentary strengthening initiative, information about the quality of achievements and attribution is complex to identify. Although it is not easy to do, there has not been a good linkage made between activities/interventions and their impact on parliamentary performance with the project using a combination of benchmarking and tracking of key quantitative data relating to the activity levels of various parliamentary functions. In particular, assessing parliamentary performance against benchmarks and regional performance has worked well and spurred good initiatives, eg. supporting better data collection by parliamentary staff. Reports from the project are innovative in including such data – and a good example of building staff capacity while also meeting this requirement. This has not however been reflected in any formal project documents or updates to the results framework, making objective assessment of progress difficult.

6.5 SUSTAINABILITY

Both MPs and staff expressed a feeling of pride and satisfaction with what the project has achieved for them and the parliamentary institution, and hence they felt a clear sense of ownership of both the project and its outcomes. The core capacity building of the skills of MPs and staff has been significant and is being sustained. Parliamentary staff now do most of the training of MPs and other parliamentary staff themselves with only technical support from UNDP, or support with particular specialist knowledge. This has allowed the Fiji Parliament to develop the potential to become a 'hub' for parliamentary capacity building in the Pacific. This is a significant achievement from a parliament that started from 'scratch' in 2014.

There is evidence of different initiatives piloted in the Parliament of Fiji being taken up in regional parliaments following South-South exchanges, such as Speaker's Debates. Expertise built up through the FBO initiative has been shared as far afield as India and African countries, constituting what FBO-supporting parliamentary staff describe as a

“network of knowledge sharing”. The FBO is genuinely a major innovation that is a specific outcome of the project. The evolution of the FBO and the issues it demonstrates about the success of the project are highlighted in the case study below.

Case Study: Floating Budget Office

The ‘Floating Budget Office’ (FBO) is an innovative approach developed under UNDP’s FPSP and piloted in the Fiji Parliament in 2016. At its commencement, support was provided by consultants engaged by the project to develop guidance and briefing note templates for use in the first budget analysis conducted in the Fiji Parliament. International researchers also provided considerable support for this first budget analysis. This was repeated in the preparation for the tabling of the 2017 Budget in Fiji, with the FPSP II bringing in six international researchers to Fiji to work with the Parliament Library and Research Services team to undertake analysis of the budget and to hold workshops and briefs for MPs and civil society on the budget.



The Floating Budget Analysis Team in Tonga

From these beginnings the idea of having a ‘Floating Budget Office’ to support other Pacific Parliaments evolved. By 2018, two staff of Fiji’s Parliament Library and Research unit joined a team of international researchers as part of an FBO that supported the Solomon Islands Parliament in the first ever analysis of its budget. Fiji took the ‘lead’ role. This was repeated later in the year in other regional parliaments in Tonga, in Fiji itself and then in Papua New Guinea and Vanuatu.

The purpose of the FBO is to:

- Develop general budget analysis and sector specific briefs for Parliament;
- Present analysis to MPs, Public Accounts Committees and CSOs; and
- Contribute towards the capacity building of parliamentary staff in this area.

By 2020, the Fiji Parliament had built its capacity to such an extent that, for the first time, it undertook the budget analysis process fully itself, supplemented only with two specialists from Australia and New Zealand who provided technical advice and assistance. In line with the development of regional capacity, staff from the Solomon Islands also participated. This happened again in 2021. With the exception of the Australian and New Zealand Parliaments, the Parliament of Fiji is the only one in the region with the capacity to undertake this task of budget analysis largely using its own resources. Templates produced at the start have also been further developed and introduced to other parliaments by Fiji parliament staff, demonstrating local ownership of the initiative.

Reference was made to how the products of the FBO have improved MPs' understanding of the budget and of the quality of their input to the budget debates. The interaction with CSOs also has led to a positive engagement that will benefit both the CSOs and Parliament. In Fiji, the work of the FBO has extended into SDG and gender analysis of the budget.

The Fiji Parliament's role in piloting and now leading the implementation of the FBO, with support from the FPSP, has received international recognition for its innovation from both the Westminster Foundation for Democracy (WFD) and the Organisation for Economic Cooperation and Development (OECD). The OECD recognised it as a cost-effective measure to enable Budget information and processes to be simplified and shared with MPs before budget debates are held as well as with CSOs, thereby boosting accountability and promoting open budget processes.

In recent times, the FBO, in response to the COVID-19 pandemic, has been undertaken virtually. Although this had its challenges, it has worked successfully in a number of Pacific Parliaments.

Work has also begun to, as one interviewer described it, take the FBO to 'the next level'. With technical expertise funded by UNDP, work is being undertaken to examine the process of FBO support with a view to improve and streamline the data analysis and to refine the briefing products to make them better meet the needs of MPs. This will include piloting a tool for data analysis. This work is expected to be completed by the end of 2021. Twin parliaments that supported the FBO also highlighted the importance of deeper and more substantive mentoring relations in the next phase and once COVID-19 travel restrictions are removed, moving beyond the immediate need for twin parliaments to provide input to and ensure quality of budget analyses produced.

The FBO is a very good example of what should be the ultimate objective of all capacity building; that is to build the capacity of an institution or function to such an extent that, not only is external support no longer required, but there is sufficient capability and expertise to be building the capacity of others. One interviewee summarised it as high impact/low cost and locally led. It is also a very good illustration of a model that commenced as a traditional North-South collaboration and has now become a South-South initiative. It addresses the challenge of providing a pool of specialist expertise to assist parliaments in an area where they could not be sustained on a continuing basis.

The applicability of this model for other small Parliaments that are geographically close, and where there would be benefit in sharing resources, is one to be considered.



Vanuatu MPs, secretariat staff and floating budget analysis research team in the Vanuatu Parliament at the end of the budget mission.

The feasibility of extending the model to the delivery of other specialist parliamentary support in the Pacific where specific expertise is required (such as library and research services; legislative drafting) is also worthy of further consideration.

Relations built through twinning now allow for Fiji parliament staff to directly engage with counterpart parliaments on different issues independently of the project giving them confidence about handling new and challenging situations.

Various guides, manuals and products have been produced to ensure sustainability of different interventions. There is the opportunity for further recording and documentation of practices, procedures and precedents to provide more detailed guidance for both MPs and parliamentary staff.

ICT investments made by the project during the COVID-19 pandemic are seen to lay the groundwork for better public engagement and committee work. ICT investments can support improved public engagement with parliament in the long-term. This can be enhanced with ongoing support to MPs and the Department of Legislature in skills training and ongoing international sensitization on e-parliament best practice.

Phase II of the project continued long-term parliamentary capacity building and this work will likely need to continue for some time with a dedicated parliamentary support project. The next phase (phases) should seek to consolidate and deepen the core skills, capacity and processes of the Fijian Parliament to fully ensure sustainability. Among the core knowledge and skills of MPs that need further developing include a better understanding of how to use the oversight mechanisms available in the standing orders and clarification of mandates and powers of Standing Committees and how these can be used to increase the scrutiny work of committees; consolidation of procedural knowledge and processes for documenting and conveying it. Public engagement, both with committees and individual MPs, also requires strengthening. Phase III also should cover the challenges of a new Parliament with the possibility of renewal and generational change of MPs that will need to be taken into account.

UNDP should consider testing out the opportunity for broader change and debate about change. As a result, Phase III could have a broader design but with continued built in flexibility to respond to changing needs.

6.6 HUMAN RIGHTS

Despite the political complexities raised by interviewees of addressing human rights issues, the project clearly incorporated human rights into design of interventions and managed to deliver activities in this area and achieve results. The project has worked together with United Nations Office of the High Commissioner for Human Rights (OHCHR) to deliver sensitization on Human Rights and at the time of the evaluation, the project was arranging dialogue between parliament and the Fiji Human Rights and Anti-Discrimination Commissioner.

Human rights issues have increasingly been incorporated in the ordinary work of parliament. There is evidence of certain committees examining issues with a Human

Rights lens, such as access to water and housing and scrutiny of legislation such as the Disability Bill. The Standing Orders mandate debate on international conventions and this led to the debate of the Universal Periodic Review (UPR) in parliament. This allowed for scrutiny of the Government's record on Human Rights and helped to provide an avenue for stakeholders and the public to provide views on human rights-related issues. This support by the project has helped to contribute to the creation of a dialogue between MPs and the public on human rights and the parliament was seen by some interviewees as a 'safe space' for public discussion on human rights issues.

The project should focus on how MPs can integrate a rights-based approach across their duties. UNDP can also look at the opportunities for committees, particularly the Standing Committee on Justice, Law and Human Rights to further promote public dialogue and debate on human rights.

6.7 GENDER EQUALITY

A significant achievement of the project is the gender mainstreaming in the work of committees, including a specific requirement in the standing orders. The development and training in the use of a gender toolkit has seen the routinisation of gender reporting in committee reports. However, this is seen to need further embedding and more support from UNDP as this tool was seen by a number of interviewees as not fully institutionalised. Parliamentary staff can also provide gender-disaggregated data for committees and MPs.

There are questions about the depth of gender mainstreaming in Ministries' and the lack of ability of parliament to follow up on shortcomings in Ministry reporting. Interviewees highlighted the need for better gender mainstreaming in government planning and reporting and stressed the need for committees to play a more active role in highlighting and overseeing this. There is perhaps an opportunity for committees to play a more active scrutiny role in encouraging ministries to report in more depth.

The project has supported the organisation of 'Pacific Women in Power' forums and the establishment of a cross party women's group (as a Fijian chapter of the Commonwealth Women's Parliamentarians Group) with financial assistance for different activities of the group. There is the opportunity for this group to be developed further, including the development of an agenda or plan of action. This is an area that could require further international sensitization. However, there may be questions about transforming it into a more formal women's caucus owing to resource and political constraints. There is also the need voiced by interviewees to further engage male 'champion' MPs in initiatives promoting gender equality.

Moving forward, UNDP should find the means to further encourage female participation in the activities of the Parliament, particularly committees, including in leadership positions on committees. Other activities could be considered such as a Mock Parliament for Women and Women in Politics programs. Such activities might encourage more women, particularly young women, to pursue political careers.

Although it was noted that the representation of women in the Fijian Parliament is impressive in terms of Pacific Parliaments, there is more work to be done.

7 CONCLUSIONS

The project must be considered to have been successful in creating, and then consolidating, a new parliamentary institution within a difficult political context. This is a considerable achievement for which the project, in association with the Fiji Parliament and its leadership, can take credit. The next section identifies the key results to date.

7.1 RESULTS TO DATE

The key results achieved to date include:

- Core capacity building of MPs and staff has been effective and the approaches taken by the project have been well-considered, especially for staff. There is evidence of impact from capacity development work across the parliament, but there are questions about the depth in some areas and the need for continuing support. Organisational capacity of staff, as distinct from procedural and policy capacity, seems strong and the Fijian parliamentary staff is highly regarded by its peers in the Pacific. The combination of twinning and on-the-job training, resulting in staff who are able to train their peers in regional parliaments, is a particular example. There is evidence that MPs are better able to undertake their core functions, however priorities should be the further development of policy skills and the confidence and capacity to use the existing oversight mechanisms to their full advantage.
- Gender and SDG mainstreaming, particularly reflected in the work of committees. Both have been successful, but further embedding is needed and for the work to have a wider impact, eg in influencing the reporting of ministries on gender and SDG impacts. Toolkits introduced in these areas are key products for the parliament and good innovations.
- The project can be seen as pioneering effective approaches to South-South cooperation and partnership, with the FBO a very good example. The fact the Fiji is seen as a hub for parliamentary capacity development in the region is in part down to the proactive approach the project has taken. This is perhaps one of the key achievements with strong sustainability outcomes and potential to grow.
- Consolidation of ICT infrastructure. Technological developments have enabled a rapid response to the limitations imposed by COVID-19 with the implementation of hybrid meetings of the Plenary and virtual meetings of committees. The ability to be able to broadcast the hearings of committees is also an achievement that can be built on.
- There is evidence that committees better understand their roles, work in a bi-partisan manner and are more open and transparent. The project provided holistic support and the right level of expertise, through varied means, to strengthen how committees undertake their duties and consider key cross-cutting issues.

Continuous support to committees was seen as critical to allow them to maintain their work during the pandemic.

- Oversight work of committees has met with some success. Reviews of annual reports have been a success and were seen a good entry point, but they have limitations particularly where the reports being reviewed are dated. Bills reviews, where they have occurred, have been a success. However, this is an area for further development and is related to a change in the 'parliamentary culture' to allow more reviews of bills by a wider range of committees. The inability to undertake broader inquiries on matters of a committee's choice also has been a limitation.
- Public engagement activities have been well-designed and based on context. The parliament has a strong outreach and community engagement strategy that has provided the basis of work in this area. There have been good innovations in the area of public engagement, such as outreach bus, speakers' debates, although questions remain around sustainability of approaches. The ground laid by the project in supporting the parliament's outreach and civic engagement strategy and developing ICT infrastructure can enhance development of outreach in other areas eg. enhancement of digital capacity of MPs and staff, use of video material and use of social media to engage other groups such as youth.

However, as was noted in a number of areas in the findings, more fundamental institutional consolidation and cultural change has been more difficult to achieve. While the project should continue with its support for the capacity building of the committee system and of MPs and parliamentary staff, it should seek to find a way to address the institutional issues which might be impediments to more significant, underlying change. This is reflected in the following discussion of the expected impact of the project.

7.2 EXPECTED IMPACT

The impact of the project has been significant. The project has delivered on its core objectives of committee development and parliamentary capacity building, both of MPs and staff. The project also has been very successful in South-South cooperation. Such activities/interventions under the project could be further developed and replicated in other Pacific Parliaments with Fijian support. The sequenced approach to staff capacity development, outlined in section 9 below, has been very successful. Certain outreach innovations such as the parliament bus (outreach bus), the use of ICT to facilitate business continuity and ensure the public are engaged in the work of committees and the Speaker's debates have also had an impact.

However, there are questions about the extent to which the project has addressed the institutional challenge identified in the Project Document of securing the future of a young parliamentary institution and developing a solid political culture around it. The political context has had an impact on the ability of the project to fully realise its objectives of institution building and cultural consolidation. This suggests there is still

a need for lengthy and ongoing trust-building between the project and key stakeholders in the parliament, linked to the long-term nature of UNDP's parliamentary strengthening work in Fiji. The project could also examine how to better engage with other UN Agencies and across UNDP projects working with government Ministries and local authorities to find opportunities under which the parliament and its committees can undertake more substantive oversight and public engagement around policy issues. This could be focused on less politically contentious issues at first, helping to develop understanding and build a groundswell of support for improved practices to become routine.

Some changes have occurred in the ability to deliver certain activities with the change of Secretary General and Speaker following the election. This is entirely understandable as new occupants of such positions will have different interests and priorities. However, if important initiatives, such as the Speaker's debates, are unlikely to continue, the project needs to work with the key stakeholders to see if there are other initiatives that could be pursued to achieve similar purposes.

Other factors have been cited, that impact the on the ability for MPs to fully undertake law-making, oversight and representation duties. These include the limited understanding of members on the Standing Orders and understanding the principles and the rationale that underpin the rules in the Standing Order. Changes to the parliament's agenda (order paper), changing the timing for question period and changing how Public Accounts Committee elect its Chairperson also have had an impact. These are important underlying cultural issues which might suggest that a solid parliamentary culture is still in the process of developing.

Based on these analyses, the conclusion can be done that the project was successful.

Table 2: Ranking of the Project Results

Evaluation Criteria	Rating/Score	Description of Performance
Design	4	The project design was a logical, and appropriate continuation from Phase 1. The flexibility available in the design enabled the project to pivot and respond to changing priorities. There were shortcomings in the design identified.
Relevance	4	The project has been very relevant to the needs of the Parliament. However, some important activities were not progressed. UNDP may need to explore ways to progress these initiatives, though it may be complex and occasionally politically contentious issues, while maintaining the trust and close relationship with parliamentary leadership. These risks need to be clearly reflected in the project's risk matrix

Efficiency	5	The project has been conducted efficiently, with project funds generally being expended to budget. The project used a portfolio approach and leveraged additional partnerships, and promoted South-South cooperation, knowledge sharing and exchanges.
Effectiveness	4	In delivering on its core objectives in relation to the key components of developing committees, capacity building of MPs and staff and community engagement, generally the project has been effective, there are however some structural limitations.
Sustainability	5	Both MPs and staff highlighted how the project had supported them with sustained outcomes in how they undertake personal roles and for the broader development of the institution. There was clear ownership amongst parliamentary leadership of the project and its outcomes
Overall	4	

Ratings scale: Highly satisfactory (5), Satisfactory (4), Moderately satisfactory (3), Somewhat satisfactory (2), Unsatisfactory (1).

8 RECOMMENDATIONS

The primary recommendation of the evaluation team is for the continuation of a dedicated parliamentary strengthening project in Fiji. This is required to help the parliament reach its potential and build on successes in phases I and II. It is still a period of democratic consolidation and dedicated support to institutional strengthening is essential.

The evaluation team makes other recommendations in the following areas:

Design and relevance of future phases of support to the Parliament of Fiji

Recommendation 1: Update and enhance the project's theory of change, result framework and risk matrix in order to enable a more detailed and substantive linkage between outputs delivered by the project and the opportunity for underlying change and reform. A robust political economy analysis undertaken by UNDP can provide the basis of this.

Committee development

Recommendation 2: Assess, in conjunction with committees, their mandates and powers under existing rules of procedure and to see what opportunities there are to better use existing procedures or seek reform, if that is considered necessary.

Capacity development of MPs and staff

Recommendation 3: Develop the means to provide refresher training on core functions of parliament and around certain key areas such as SDGs, gender equality, human rights and disability. In addition, support follow up sessions to international engagement of MPs to ensure that the lessons learnt are disseminated and investments by the project are sustained. This can leverage ICT development in providing online and self-paced learning, also contributing to sustainability of capacity development.

Recommendation 4: Provide skills training to MPs in areas of speech writing and public speaking combined with strengthening the provision of research support and subject-matter briefings to help improve the quality of debate in the chamber and strengthen MPs' ability to scrutinize public policy, including in a committee context.

Recommendation 5: Consolidate procedure and practice knowledge both for MPs and parliamentary staff with further recording and documentation of current practices, for example with the development of a procedural database and the preparation of best practice 'how to guides' for MPs on matters such as questions and motions.

Recommendation 6: Further document the successes of the FBO and seek to deepen mentoring relationships with twin parliaments in the next phase of support. Consider expansion of a similar model into different service areas, such as legislative drafting; research; library services; and around knowledge and skills to conduct committee inquiries.

Outreach and public engagement

Recommendation 7: Focus outreach and public engagement support around committees, including supporting committee hearings outside parliament and visits to more remote areas of Fiji. This can strengthen sustainability outcomes in this area and help committees to better address different policy areas and cross-cutting issues, as well as helping to better engage harder-to-reach communities and different ethnic groups.

Recommendation 8: Enhance the provision of outreach and civic engagement through ICT and social media, leveraging investments in ICT during the COVID-19 pandemic and building on the successful work with the Ministry of Education on parliamentary education.

Government-Parliament relations

Recommendation 9: Seek a renewed focus on engagement between the executive and parliament. This can include examining issues on which parliamentary committees could trial inquiry processes, engaging UN agencies or UNDP projects working with Ministries to help build support from both sides; support to government to brief on public policy; and a renewal of training for civil servants on the role and function of parliament, provided in conjunction with other UN Agencies/project partners.

Parliamentary practice

Recommendation 10: Expose the business committee of the Parliament to other practices for the determination of the business of the House, including the role that parliamentary staff play in those processes.

Recommendation 11: Encourage a dialogue on better practices around the ongoing review of standing orders by the Standing Orders committee by sensitizing to better international practices, such as in the New Zealand, Australian and other Westminster parliaments.

9 LESSONS LEARNT

Strengthening a young parliamentary institution: The evolution of Phase I of the project into Phase II has demonstrated that a parliamentary support project can successfully be involved in the creation of new, or revived, parliamentary institution, then building on that initial capacity to strengthen the institution. The early focus on supporting, and building trust with, key parliamentary leadership positions (Speaker, Secretary General) was crucial in building the foundations of an institution. As the occupants of those key positions change, a new relationship and trust needs to be built.

Flexible project design: FPSP Phase II has demonstrated well the value in having a flexible, rather than rigid, project design. The flexibility in the design allowed UNDP to respond quickly and effectively to changing requirements as the COVID-19 pandemic manifested itself.

Capacity Development Approach: The project adopted a multi-faceted and holistic approach to capacity development. The project used visits to parliament, primarily in Australia and New Zealand, to sensitise key actors in parliament – such as the Deputy Speaker, whips, senior staff of the Department of Legislature and staff across various service areas - to a comparative understanding of their role and duties. These missions not only provided learning opportunities, but they built relations across parties and the twinning relations established helped provide an ongoing dialogue, with MPs and staff able to communicate regularly and draw on expertise in twin parliaments for specific needs.

On return to the Parliament of Fiji, staff in particular were supported through ongoing on-the-job training to apply what they learnt. The combination of international sensitization and on-the-job support has underpinned effective and sustainable ongoing initiatives such as the FBO, providing staff with the skills development support needed to deliver high-quality services demanded in a modern democratic parliament and train their peers in regional parliaments.

This approach was based on strong relations of trust developed in Phase I and continued into Phase II of the project, with the project embedded in the parliament and able to provide ongoing support. This is not possible for parliamentary strengthening projects that sit outside parliaments and adopt an event-based approach to capacity development. A lesson learnt is that parliamentary strengthening projects need to look beyond the provision of high-quality technical support alone and ensure that they adopt an approach that builds robust personal relations of trust and is based on deep contextual and political understanding. FPSP II has clearly been able to operate at these levels and achieve strong results.

Regional cooperation: The success of regional cooperation and South-South exchange has been a feature of Phase II of the project as it has evolved. While the FBO has been a particular success, the focus on developing Fiji as a 'hub' of parliamentary knowledge and expertise more generally for the Pacific region has

lessons for the Pacific and elsewhere. There is an opportunity to take this further, including the FBO, and apply it to other areas of support for Parliaments in the region. It also suggests that in regions where there are smaller parliaments with similar parliamentary systems or cultural connections, there may be opportunities for resource and knowledge sharing, benchmarking and exchanges across a number of parliaments.

Building community trust: The success of capacity building of the parliamentary institution is important, but in the context that there may be a lack of trust between Parliament and the community, then building trust is critical to Parliament being fully effective. This suggests that a parliamentary support project needs to ensure that it is addressing the issues of community participation and engagement with Parliament in addition to core capacity building.

Structural and cultural change: While parliamentary capacity building projects understandably focus on the building of knowledge, skills and understanding among MPs and parliamentary staff, they also need to give attention to opportunities for structural and cultural change within the institution. Ideally there is a connection between capacity building activities and awareness raising about, or engagement on, the opportunities for reform and change. This can be done by ensuring a proper linkage between the theory of change for a project, its ability to transform the capacity of a parliamentary institution, and the associated need for the institution to move forward.

Annex 1: TERMS OF REFERENCE



TERMS OF REFERENCE

Reference No.:

Consultancy Title: Fiji Parliament Support Project Final Evaluation

Location: Home based

Contract type: Individual Contract (IC)

Post Level: International Consultant

Project Name: Fiji Parliament Support Project

Language: English

Contract duration: 20 working days (home based) from 19 July to 15 September 2021

BACKGROUND

The first phase of the FPSP was developed after a period of 8 years without Parliament in Fiji. The biggest challenge was then how to create a new Parliament, within a new institutional framework. The current phase of FPSP (known as FPSP II) builds on the success of FPSP I in supporting development of the Parliament, but the focus also reflects the new political and institutional realities in Fiji – now a more stable parliamentary democracy.

The development challenge addressed by FPSP II is the Fijian Parliament's limited capacities to discharge its mandate in relation to legislation, oversight and representation.

The project seeks to provide support to the Parliament to become more effective and efficient through strengthening the work of its committees related to legislation and oversight, building the capacities of legislators and professionalism of staff, as well as improving outreach and citizen engagement. The project will be guided by the Corporate Plan and strategic vision and mission of Parliament. To achieve the aims of a well-functioning modern Parliament, the project focuses on capacity development of parliamentary actors, including MPs and staff. It involves, among others, trainings, placements, manuals, standard operating procedures, needs assessments, CSO and citizen engagement, and the inclusion of minorities and marginalised groups, including women and youth.

Initially, FPSP II had a timeframe of four years from January 2017 – December 2020. This allowed for continued support to the current Parliament term, as well as just over three years of support during second Parliament term following the last general election conducted in November 2018. Additionally, due to the COVID 19 pandemic and huge challenges it posed for the project, as elsewhere, the Project Board agreed to extend the project by one (1) year ending in December 2021.

The FPSP II identified the following outputs for its programming:

- *Output 1:* Committees have enhanced capabilities to undertake their legislative and oversight functions, including skills to ensure that the SDGs and development issues are mainstreamed across Parliament's work, including gender mainstreaming.
- *Output 2:* MPs, including women MPs, and staff have increased capacities and improved professionalism to fulfil their obligations, benefitting from exposure to other parliaments through south-south triangular cooperation.
- *Output 3:* Parliamentary outreach and citizen engagement have expanded to include traditionally excluded groups, such as women and youth, and reach remote areas.

Objectives of the Evaluation:

The final evaluation will focus on measuring development results generated by the FPSP, based on the scope and criteria included in this term of reference. The unit of analysis or object of study for this evaluation is the FPSP, understood to be the set of components, outcomes, outputs, activities and inputs which are described in the FPSP Project document and M&E Frameworks.

The objectives of this evaluation exercise are to:

- Assess to what extent FPSP has contributed to address the needs and problems identified during programme design.
- Assess how effectively FPSP has achieved its stated development objective and purpose.
- Measure how efficiently the FPSP outcomes and outputs have progressed in attaining the development objective and purpose of the project.
- Assess both negative and positive factors that have facilitated or hampered progress in achieving the project outcomes, including external factors/environment, weakness in design, management and resource allocation.

Assess the extent to which the application of the rights-based approach and gender mainstreaming are integrated within planning and implementation of the FPSP project.

DUTIES AND RESPONSIBILITIES

Scope of Work

Under the guidance and direct supervision of UNDP Pacific Office Team Leader, Effective Governance, the key responsibilities of the Evaluators include (i) development of the evaluation design with detailed methods, tools and techniques, sensitive to key gender as well as human rights issues (ii) ensuring adherence to the United Nations Evaluation Group (UNEG) Norms and Standards, standards, guidelines and templates and the full evaluation Terms of Reference (ToR), and (iii) ensuring that all deliverables are submitted in a timely and satisfactory manner and in line with the quality criteria checklist.

The Evaluators will work on assessing the following:

- Develop and finalize the inception report that will include elaboration of how each evaluation question will be answered along with proposed methods, proposed sources of data, and data collection and analysis procedures;
- Design tools and data collection;
- Collect data, analyze data and interpretation data;
- Develop the draft evaluation report;
- Finalize the evaluation report;
- Present the initial findings and de-brief;
- Ensure compliance with the Final Evaluation TOR; and
- Utilize best practice evaluation methodologies;

The expected output for the evaluator's assignment is to provide a holistic, impartial and credible review of the activities implemented by the project from January 2017 to December 2021. In conducting the final evaluation and writing FPSP evaluation report, the Evaluator should use the following criteria and questions:

Design:

- To what extent has the results-based framework been a useful programme management tool and allowed for an assessment of project outcomes and impact?
- How well aligned are activities, outputs and outcomes in the logical framework?

Relevance:

- Evaluate if the project's implementation strategy, output and activities, are realistic and appropriate for achieving the project results and supporting the parliamentary development;

Efficiency:

- Evaluate the efficiency of project implementation including management decisions and the cost efficiency;
- Weigh the project management structure as to how far have they supported or hindered the project's efficient operations.

Effectiveness:

- Assess how assumptions have affected project achievements and the subsequent management decisions vis-à-vis the cost-effectiveness of implementation;

- Assess if the project has a suitable M&E plan in place to ensure quality in the implementation and monitoring of the project activities and achieving projects intended results

Results to date:

- Evaluate the results achieved to-date and its contribution to the wider parliamentary environment and sectoral objectives summarized in the projects' overall goal and objectives;
- Assess the extent to which the project outputs have been effectively achieved and what is the quality of the results achieved

Lessons learned:

- Assess what has worked well and what hasn't and why along with good practices for the remainder of the project and future national and regional programming on parliamentary development.
- Provide key recommendations for future assistance based on the lessons learned

Expected Impact:

- To what extent is FPSP likely to achieve/ already achieved its objectives or parts of it beyond the delivery of activities and progress against output targets?
- Which best-fit can be identified for adaptation and replication (e.g. In other projects or topics), up-scaling, or prioritization, to ensure achieving outcomes in the most effective way?

Human Rights

- To what extent are human rights considerations included in the project design and implementation?

Gender Equality

- To what extent has the Project promoted women's participation through the Project activities and improved the active participation of women in discussions and decision-making fora?
- How could gender equality considerations be further included in the project design and implementation?

Sustainability:

- Assess the sustainability of results with a specific focus on national capacity and ownership of the process.
- Identify improvements for further strengthening the sustainability of the project interventions.

Methodology:

It is strongly suggested that the evaluation should use a mixed method approach – collecting and analyzing both qualitative and quantitative data using multiple sources in order to draw valid and evidence-based findings and conclusions and practical recommendations. The evaluator is expected not only to conduct specific surveys to collect quantitative/qualitative data but also is highly encouraged to review all relevant reports providing quantitative data. However, the evaluator is expected to

propose and determine a sound evaluation design and methodology (including detailed methodology to answer each evaluation question) and submit it to UNDP in the inception report following a review of all key relevant documents and meeting with UNDP. Final decisions about the specific design and methods for the evaluation will be made through consultation with UNDP, and key stakeholders about what is appropriate and feasible to meet the evaluation purpose and objectives as well as answer the evaluation questions, given limitations of budget, time and data. The evaluator is expected to follow a participatory and consultative approach.

In addition, the evaluator will be asked to present a summarized methodology (including an evaluation matrix) in the Inception Report outlining the evaluation criteria, indicators, sources of information and methods of data collection. The evaluation methodology must conform to the United Nations Evaluation Group (UNEG) Norms and Standards, “Integrating Human Rights and Gender Equality in Evaluations” and the UNDP Handbook on Monitoring and Evaluation for Results.

While the Evaluator shall fine-tune the methodology for the evaluation in an Inception Report, a mixed-methods approach of qualitative and quantitative methods is mandatory due to its appropriateness to ensure an inclusive methodology. Special attention shall be paid to an unbiased and objective approach and the triangulation of sources, methods, data, and theories. Indeed, information stemming from secondary sources will be cross-checked and triangulated through data retrieved from primary research methods. Primary data collection methods need to be gender sensitive as well as inclusive.

The credibility of the data collection and analysis are key to the evaluation. Rival theories and competing explanations must be tested once plausible patterns emerge from triangulating data.

When designing the evaluation data collection tools and instruments, the Evaluators needs to consider the analysis of certain relevant or innovative topics in the form of short case studies, analyses, etc. that would benefit the evaluation results.

The Evaluators will undertake the following process in achieving the above output:

- Review of written documents and information gathering.
- Discuss remotely with project stakeholders, as well as with the donors (NZ MFAT, Australia DFAT and the government of Japan), institutional partners of Parliament, Civil society organizations and other development partners:
- Discuss remotely with Parliament’s leadership (Speaker, Secretary General, Deputy Secretary general and other senior officers) and Senior MPs while always respecting a politically balanced approach to parliamentary interlocutors;

Expected Outputs and Deliverables

The final products to be produced by the Evaluators for this assignment are:

- i) **Inception report:** The inception report should be prepared by the final evaluators before going into the full-fledged final evaluation exercise. It should include initial observations of the desk review, refined evaluation questions, data collection instruments (including surveys/questionnaires and interview guides), sampling strategy, evaluation matrix and limitations to the evaluation, in line with UNDP evaluation norms, standards, guidelines and templates.
- ii) **Draft final evaluation report:** Draft evaluation report should be prepared in line with UNDP evaluation norms, standards, guidelines and templates, including an analysis of the performance of the project to adequately address gender equality as well as human rights issues, with concrete findings, conclusions and recommendations. The UNDP Team Leader, Effective Governance, will review the draft evaluation report.
- iii) **Presentation/Debriefing/Audit Trial:** A meeting will be organized with key stakeholders including UNDP to present findings, conclusions and recommendations.
- iv) **Final Evaluation Report:** The final report will be produced based on feedback received on the draft report. The final report will be shared with stakeholders and other partners. The final evaluation report and an Evaluation Brief (2-pager) should be prepared in line with UNDP evaluation norms, standards, guidelines and templates.

Institutional Arrangement

The Evaluators will work under the supervision of the UNDP Team Leader, Effective Governance, who will consult with, and seek inputs from, other counterparts in line with the evaluation ToR. Although FPSP is administratively responsible for the evaluation, it shall not interfere with analysis and reporting, except where requested and at opportunities for comments/feedback.

UNDP will share the final version of the final report with the national stakeholder agencies and all partners of the project.

Duration of the Work

The consultancy is for 25 days, and payments are deliverable based.

Duty Station

The consultants will be home based.

COMPETENCIES

- Strong interpersonal and communication skills;
- Strong analytical, reporting and writing abilities skills;
- Openness to change and ability to receive/integrate feedback;

- Ability to plan, organize, implement and report on work;
- Ability to work under pressure and tight deadlines;
- Comprehensive knowledge of parliamentary systems, both Westminster and Congressional models;
- Proficiency in the use of office IT applications and internet in conducting research;
- Outstanding communication, and organizational skills;
- Excellent presentation and facilitation skills.
- Demonstrates integrity and ethical standards;
- Positive, constructive attitude to work;
- Displays cultural, gender, religion, race, nationality and age sensitivity and adaptability.

REQUIRED SKILLS AND EXPERIENCE

Educational Qualifications

- A Master's degree in political science, law, legislative studies, public administration or related subject.

Experience

- A minimum of 10 years of experience working with or for parliaments or in the field of parliamentary development.
- Documented extensive experience in undertaking final evaluations of UNDP parliament projects;
- Proven record of accomplishment in producing high quality analytical research on legislature in - transition and developing countries;
- Demonstrated ability to design and facilitate interviews and consultations with high level stakeholders such politicians and parliamentarians.
- Excellent representational and liaison skills;

Language requirements

- Fluency in English (written and verbal) language is required

Price Proposal and Schedule of Payments

Consultant must send a financial proposal based on **Lump Sum Amount**. The total amount quoted shall be all-inclusive and include all costs components required to perform the deliverables identified in the TOR, including professional fee, travel costs, living allowance (if any work is to be done outside the IC's duty station) and any other applicable cost to be incurred by the IC in completing the assignment. The contract price will fixed output-based price regardless of extension of the herein specified duration. Payments will be done upon completion of the deliverables/outputs and as per below percentages:

<i>Deliverables</i>	<i>Amount (%)</i>
----------------------------	--------------------------

Consultations (virtual) completed	20%	
Draft final evaluation report	30%	
Final Evaluation report & completion of debriefing	50%	
TOTAL	100%	

In the event of unforeseeable travel not anticipated in this TOR, payment of travel costs including tickets, lodging and terminal expenses should be agreed upon, between the respective business unit and the Individual Consultant, prior to travel and will be reimbursed.

Note: Successful individual will be required to provide proof of medical insurance coverage before commencement of contract for the duration of the assignment.

Consultants with whom there is further interest will be contacted. The successful consultant shall opt to sign an Individual Contract or a Reimbursable Loan Agreement (RLA) through its company/employer with UNDP.

For any clarification regarding this assignment please write to deepak.naicker@undp.org

Annex 2: EVALUATION MATRIX

This Evaluation Matrix identifies the key questions that will be assessed in the evaluation, associated questions that will be asked as part of the process and the data sources and collection tools that will be used to enable the questions to be addressed.

The indicators of success will be as identified in the Results Framework of the Project Document for Phase II of the project. A combination of qualitative and quantitative data analysis will be undertaken with a view to triangulate multiple data sources to verify the accuracy of the analysis and the conclusions that are reached.

Evaluation criteria	Key Questions ¹	Specific Sub-questions	Data Sources, collection methods and analysis
Design	To what extent has the results-based framework been a useful programme management tool and allowed for an assessment of project outcomes and impact?	<p>How would you describe the overall design of the project? What consultation took place in developing the design? Has the design evolved over the course of the project, and if so, in what way and why?</p> <p>How was the theory of change for the project reflected in its design?</p>	<ul style="list-style-type: none"> Documents²: UNDP initial project documents, progress reports Interviews³: UNDP staff, Donors, Partners <p>Triangulation of initial project documents, progress reports with information from interviews</p>
	How well aligned are activities, outputs, outcomes in the logical framework?	<p>What focus areas and methods of delivery were considered most suitable to the design of the project?</p> <p>How have activities/interventions, either new or repeated, been assessed against the overall design of the project?</p> <p>Has the overall design restricted consideration of any interventionist approaches that might have been useful?</p>	<ul style="list-style-type: none"> Documents: UNDP project documents, progress reports, previous evaluations, Interviews: with UNDP staff, Partners <p>Triangulation of initial project documents, progress reports, previous evaluations with information from interviews</p>
Relevance	Evaluate if the projects implementation strategy, output and activities, are realistic and appropriate for achieving the project results and supporting the parliamentary development.	<p>To what extent is UNDP's work in parliament strengthening, consistent with and responding to emerging national and local policies, priorities and needs of the direct beneficiaries?</p> <p>Is the project positioned to support the vision and priorities of the new parliament?</p> <p>Are the current focus areas in which the project is engaged the most relevant for parliamentary strengthening and institutional development in Fiji? Are there focus areas which should be expanded; downscaled; or stopped in future support to the parliament by UNDP?</p>	<ul style="list-style-type: none"> Documents: UNDP project and product documents, progress reports, Parliament documents Interviews: UNDP staff, Parliament MPs and staff, Partners, Donors <p>Triangulation of UNDP project and product documents, Parliament documents with information from interviews</p>

Evaluation criteria	Key Questions ¹	Specific Sub-questions	Data Sources, collection methods and analysis
Efficiency	Evaluate the efficiency of the project implementation including management decisions and the cost efficiency	<p>Have resources available been utilized in the most appropriate and economic way possible towards the achievement of results? How has this been monitored? Have resources been sufficient?</p> <p>How have partnerships influenced the efficiency of the project in delivering against its outputs?</p> <p>To what degree has the project incorporated South-South cooperation and how beneficial have these relations been?</p> <p>Are you satisfied that the project has delivered value for money and how have you reached your conclusion? (For donors)</p>	<ul style="list-style-type: none"> • Documents: UNDP project documents, Parliament documents • Interviews: with UNDP staff, Parliament MPs and staff, Partners, Donors <p>Triangulation of UNDP project and Parliament documents with information from interviews</p>
	Weigh the project management structure as to how far have they supported or hindered the project's efficient operations.	<p>How has the UNDP project team monitored and sought feedback on its project management?</p> <p>Have any refinements been made to project management as the project has progressed?</p> <p>Has the provision and level of technical support by the project been sufficient to address project outputs?</p> <p>During the lifespan of the project, how have changes in the democratic governance context in Fiji affected project implementation? How has project management responded to such changes?</p>	<ul style="list-style-type: none"> • Documents: UNDP project documents, progress reports • Interviews: with UNDP staff, Parliament staff, Partners <p>Triangulation of UNDP project documents with interview feedback from stakeholders</p>

Evaluation criteria	Key Questions ¹	Specific Sub-questions	Data Sources, collection methods and analysis
Effectiveness	Assess how assumptions have affected project achievements and the subsequent management decisions vis-à-vis the cost effectiveness of implementation?	<p>To what extent has progress been made towards the achievement of [project objectives/UNDAF outcomes]? What has been UNDP's contribution?</p> <p>What were the initial assumptions of the UNDP project team about what might be successful and how have those assumptions worked out in practice?</p> <p>How did the partnership strategy contribute to the achievement of results?</p> <p>What approaches has the project used for capacity development of MPs, staff and other stakeholders? What have been the successes and challenges of different approaches? How have approaches evolved over time?</p>	<ul style="list-style-type: none"> Documents: UNDP project and product documents, Parliament documents Interviews: with UNDP staff, Parliament MPs and staff, Partners, Donors <p>Triangulation of UNDP project and product documents, Parliament documents with information from interviews with stakeholders</p>
	Assess if the project has a suitable M&E plan in place to ensure quality in the implementation and monitoring of the project activities and achieving projects intended results.	<p>Is there an M&E framework that has been developed and implemented to assess the activities/interventions in the project?</p> <p>How has the M&E framework been used to monitor the effectiveness of the project's activities, outputs and outcomes?</p>	<ul style="list-style-type: none"> Examination of M&E framework Interviews with UNDP staff, Parliament staff, Partners <p>Reconciliation of M&E framework with feedback from interviews</p>

Evaluation criteria	Key Questions ¹	Specific Sub-questions	Data Sources, collection methods and analysis
Results to date	Evaluate the results achieved to-date and its contribution to the wider parliamentary environment and sectoral objectives summarized in the projects' overall goal and objectives.	<p>What are the major results achieved by the project? How have these results contributed to the capacity of the Parliament to perform its functions of oversight, legislating and representation?</p> <p>How is the Fiji Parliament different now from 2016 when Phase II of the project commenced? How has the project contributed to the change?</p> <p>Are the project's interventions contributing to the realization of international human rights and gender equality norms and agreements as well as national strategies to advance human rights and gender equality?</p>	<ul style="list-style-type: none"> • Documents: UNDP project and product documents, Parliament documents • Interviews: with UNDP staff, Parliament MPs and staff, Partners, Donors <p>Triangulation of UNDP project and product document, Parliament documents with information from interviews</p>
	Assess the extent to which the project outputs have been effectively achieved and what is the quality of the results achieved.	How have the methods and approaches taken to the delivery of activities/interventions been appropriate to the context? How has the quality of results from activities/interventions been assessed?	<ul style="list-style-type: none"> • Documents: UNDP project and product documents, Parliament documents • Interviews: with UNDP staff, Parliament staff and MPs, Partners <p>Triangulation of UNDP project and product documents, Parliament documents with information from interviews</p>

Evaluation criteria	Key Questions ¹	Specific Sub-questions	Data Sources, collection methods and analysis
Lessons learned	Assess what has worked well and what hasn't and why along with good practices for the remainder of the project and future national and regional programming on parliamentary development.	<p>What have been the most successful activities/interventions that have taken place under the project? What have been the main challenges with different activities/interventions?</p> <p>What have been the factors that have contributed to the successful approaches? Could alternative approaches have been tried?</p> <p>Have the lessons learned been documented as the project has proceeded and how have they been used to refine future approaches, including to wider UNDP initiatives?</p>	<ul style="list-style-type: none"> • Documents: UNDP project and product documents, Parliament documents • Interviews with UNDP staff, Parliament MPs and staff, Partners <p>Triangulation of UNDP project and product documents, Parliament documents with information from interviews</p>
	Provide key recommendations for future assistance based on the lessons learned.	What, if any, are the gaps in the current activities/interventions that could be filled by future interventions?	<ul style="list-style-type: none"> • Documents: UNDP documents relating to lessons learned • Interviews with UNDP staff, Parliament MPs and staff, Partners <p>Assessment of information from documents and interviews</p>
Expected impact	To what extent is FPSP likely to achieve/already achieved its objectives or parts of it beyond the delivery of activities and progress against output targets?	<p>What impact have the activities, outputs and outcomes from FPSP had on the broader political/democratic governance context in Fiji?</p> <p>Have external factors had an impact (positive or negative) on the ability to progress the FPSP objectives?</p>	<ul style="list-style-type: none"> • Documents: UNDP project and product documents, Parliament documents • Interviews with UNDP staff, Parliament MPs and staff, Partners, Donors <p>Triangulation of UNDP project and product documents, Parliament documents with information from interviews</p>

Evaluation criteria	Key Questions ¹	Specific Sub-questions	Data Sources, collection methods and analysis
	Which best-fit can be identified for adaptation and replication (e.g. In other projects or topics), up-scaling, or prioritization, to ensure achieving outcomes in the most effective way?	Which activities/interventions will likely be most valuable for use in other contexts (eg. to be used in other parliaments in the Pacific regionally/globally)? How would they need to be adapted to be successful?	<ul style="list-style-type: none"> Interviews with UNDP staff, Parliament MPs and staff, Partners Assessment of information from interviews
Human Rights	To what extent are human rights considerations included in the project design and implementation?	<p>How were human rights issues addressed in the project design and the delivery of activities/interventions?</p> <p>What are the major achievements of the project in relation to human rights?</p>	<ul style="list-style-type: none"> Documents: UNDP project and product documents, Parliament documents Interviews: with UNDP staff, Parliament MPs and staff, Partners Triangulation of UNDP project and product documents, Parliament documents with information from interviews
Gender equality	To what extent has the Project promoted women's participation through the Project activities and improved the active participation of women in discussions and decision-making fora?	<p>How was gender equality and the empowerment of women addressed in the design of the project and in specific project activities/interventions?</p> <p>Has the project promoted gender equality through its activities/interventions and in what ways? What are the specific achievements of the project?</p>	<ul style="list-style-type: none"> Documents: UNDP project and product documents, Parliament documents Interviews: with UNDP staff, Parliament MPs and staff, Partners Triangulation of UNDP project and product documents, Parliament documents with information from interviews
	How could gender equality considerations be further included in the project design and implementation?	In looking to Phase III of the project, how could the achievements on gender equality of earlier phases be built on?	<ul style="list-style-type: none"> Interviews: with UNDP staff, Parliament MPs and staff, Partners Assessment of information from interviews

Evaluation criteria	Key Questions ¹	Specific Sub-questions	Data Sources, collection methods and analysis
Sustainability	Assess the sustainability of results with a specific focus on national capacity and ownership of the process.	<p>What indications are there that achievements so far will be sustained (e.g. national (parliamentary) ownership, national systems and structures, individual capacity)?</p> <p>Is the level of national (parliamentary) ownership and the measures that serve to enhance national capacity enough to guarantee the sustainability of results?</p> <p>How do donors view the sustainability of the project?</p>	<ul style="list-style-type: none"> Documents: UNDP project and product documents, Parliament documents Interviews: with UNDP staff, Parliament MPs and staff, Partners, Donors <p>Triangulation of UNDP project and product documents, Parliament documents with information from interviews</p>
	Identify improvements for further strengthening the sustainability of the project interventions.	How can sustainability be enhanced? Are there areas of the project that are not sustainable? How long, realistically, will the project need to continue?	<ul style="list-style-type: none"> Interviews: with UNDP staff, Parliament MPs and staff, Partners, Donors Assessment of information from interviews

1 These key questions have been drawn directly from the Terms of Reference for the evaluation.

2 The categories of documents include UNDP project documents (for example initial project documents, progress reports, previous evaluations etc), UNDP project products (includes any knowledge products originating from the project), Parliament documents (for example, records of the Plenary, committees etc).

3 The interviews conducted were structured interviews using the questions in the matrix as the basis for the interviews. The categories of interviewees comprised UNDP staff, Parliament MPs and staff, Donors, Partners (other parliaments, resource persons etc).

Annex 3: LIST OF DOCUMENTS CONSULTED

FPSP I

- Mid-term evaluation FPSP I 2015
- Terminal evaluation FPSP I 2017

FPSP II

- Fast Facts FPSP
- FPSP II Brochure
- FPSP II Project Document
- FPSP II Annual Report 2017
- FPSP II Annual Report 2018
- FPSP II Annual Report 2019
- FPSP II Annual Report 2020
- FPSP II Quarter 1 and 2 progress report 2021
- Project Board Terms of Reference 2016
- FPSP Board Meeting Minutes February 2017
- FPSP Board Meeting Minutes November 2017
- FPSP Board Meeting Minutes July 2018
- FPSP Board Meeting Minutes January 2019
- FPSP Board Meeting Minutes July 2019
- FPSP Board Meeting Minutes January 2020
- FPSP Board Meeting Minutes August 2020

UNDP Pacific Regional Office documents

- UN Pacific Strategy 2018-2022
- Subregional Programme Document for the Pacific Island Countries and Territories (2013-2017)
- Subregional Programme Document for the Pacific Island Countries and Territories (2018-2022)
- Recommended Benchmarks for Pacific Island Democratic Legislatures

Parliament of Fiji documents

- Constitution of the Republic of Fiji
- Department of Legislature Strategic Plan 2018-2022
- Parliament of Fiji Operational plan 2021-2022
- Standing orders - Amended 2019
- Organization Structure
- Parliament of Fiji Annual Report 2016-2017
- Department of Legislature annual report 2017-2018
- An Overview of the Fiji Parliament 2014-2018
- Parliament of the Republic of Fiji Community Engagement Strategy 2015-2018
- Parliament of the Republic of Fiji Community Engagement Strategy 2019-2022

- Human Resource management policy and procedure manual
- Refresher seminar for civil society organizations on How Parliament Works 2018
- CSO and Parliament Interactions: Perceptions Survey (PowerPoint)
- SDG data analysis [produced by the Research and Library services]
- Fiji Parliament Broadcasting Guidelines
- Monitoring and Evaluation Report – Mainstreaming SDGs in Standing Committee Work and Analysis of SDG Data Collection 2019/2020
- Staff Satisfaction Survey 2020
- Client Feedback Survey and TNA Report 2021
- Brief Report on Standing Committees Training Need Survey Analysis 2021
- Monitoring and Evaluation Support to the Parliament of Fiji

Knowledge products and documents produced by FPSP II

- Fiji Parliament Overview statistics 2014-2018 [confidential]
- Retreat report – MPs COP23 Trade and Development 2017
- List of Speaker's debates
- Fiji Parliament Reporters Handbook
- Oversight of the Implementation of the Sustainable Development Goals: Guidance Note for Standing Committees of the Parliament of the Republic of Fiji
- CSO Database for Use by Standing Committees
- Standing Committees Retreat agenda 2019

Annex 4: INTERVIEWEE LIST

#	Date	Type of stakeholder	Name
1	15/9/21	UNDP FPSP II Team	Nanise Saune-Qaloewei
2			Jean-Raphael Giuliani
3	16/9/21	Committee Manager	Sefanaia Tudono
4		UNDP	Luisa S
5		Parliamentary staff - South-South activities	Abraham Sanehi
6			Lia Korodrau
7			Saleshni Prasad
8			Mesake Nanovo
9			Sekope Toduadua
10			Mitieli Uculoa
11			Maika Lakeba
12	17/9/21	Parliamentary staff - ICT Unit, Table Office, South-South collaboration	Jackson Cakacaka
13			Abele Sakulu
14			Sarwesh Narayan
15			Miriama Vereivalu
16			Laisa Masirewa
17			Avinesh Sharma
18			Losalini Naisua
19		Parliamentary staff – Committees	Komal Khushboo
20			Sheron Narayan
21			Akanisi Rumasakea
22			Savenaca Koro
23			Jacob Abraham
24			Ira Komaisavai
25			Lia Korodrau
26			Marica Tuisoso
27			Tevita Tuivanuavou
28			Mateo Lagimiri
29			Susana Korovou
30	21/9/21	Parliamentary staff – McGill course participants	Lois Vakarau
31			Miriama Vereivalu
32			Abele Saukuru,
33			Laisa Masirewa
34			Susana Korovou
35			Mateo Lagimiri
36		Former Secretary General (2014-2020)	Veniana Namosimalua
37		Former UNDP Pacific Office Effective Governance Team Leader	Dyfan Jones

38	22/9/21	Consultant – Procedural Advisor	Wayne Tunnelcliffe
39	23/9/21	Consultant	Kevin Deveau
40	24/9/21	Consultant	Frank Feulner
41	27/9/21	Foreign Affairs and Defence Standing Committee - Chair	Hon. Alex O'Connor
42		Secretary General	Jeanette Emberson
43		Deputy Speaker; Chair of Commonwealth Women Parliamentarians, Fiji	Veena Bhatnagar
44		New MPs following 2018 election	Hon. Antonio Lalabalavu
43			Hon. Jese Saukuru
44			Hon. Lynda Tabuya
45			Hon. Lenora Qereqeretabua
46			Hon. Ro Filipe Tuisawau,
47			Hon. Anare Jale
48		Standing Committee on Public Accounts - Chair, Deputy Chair, Opposition Member	Hon. Aseri Radrodro
49			Hon. Joseph Nand
50			
51	28/9/21	Whips	Hon. Lynda Tabuya
52			Hon. Alvick Maharaj
53			Hon. Pio Tikoduadua
54		Speaker	Hon. Ratu Epeli Nailatikau
55		Women MPs; Members of Commonwealth Women Parliamentarians, Fiji	Hon. Lenora Qereqeretabua ,
56			Hon. Salote Radrodro
57			Hon. Lynda Tabuya
58			Hon. Adi Litia Qionibaravi
59			Hon. Tanya Waqanika
60			Hon. Selai Mataitoga
61		Standing Committee on Justice, Law and Human Rights, Deputy Chair and Opposition Member	Hon. Rohit
62			Hon. Mosese Bulitavu
63		Consultant - FBO	Giles Dickinson-Jones
64	29/9/21	Clerk, Tonga Parliament	Gloria Pole'o
65		Standing Committee on Social Affairs, Chair and Opposition Member	Hon. Viam Pillay
66			Hon. Salote Radrodro
67		Standing Committee on Economic Affairs, Chair and staff member	Hon. Vijay Nath
68			Komal Khushboo

69		Parliamentary staff - FBO	Tirisiane Logavatu
70			Josua Namoce
71			Shobhna Rani- Shrutkeertee
72			Devi Senior
73			Mateo Lagimiri
74			Komal Khushboo
75	30/9/21	New MPs in 2018	Hon. Virendra Lal
76			Hon. Sachida Nand
77			Attendee3
78			Attendee4
79		Ministry of Education	Sangeeta Tiwari
80			Eparama Veivuke
81		Parliamentary staff - Outreach and Civic Engagement Unit	Vatimosi Delailovu
82			Tarun Lal
83			Bale Dolokoto
84		CSO – Citizen’s Constitutional Forum	Louchrisha Hussain
85			Lusia Lagilevu
86			Lucrisha Nair
87			Attendee4
88	1/10/21	Natural Resources Committee	Hon Jale Sigarara
89			Hon Jese Saukuru
90		Donor - Japan	Iwano Taisuke
91	4/10/21	Twin parliament – New Zealand	Wendy Hart
92	6/10/21	Consultant	John Hyde
93	11/10/21	Twin parliament – Victoria, Australia	Sally West
94			Andrea Agosta
95	13/10/21	Donor – New Zealand	Sally Waswo

Annex 5: KEY INFORMANT INTERVIEW GUIDE

Respondent name	
Position	
Relationship to FPSP II (and different outputs)	
Gender	
Age (above/below 35)	
Date and time of interview	
Recorded	[upon permission being given]

Introduction: *The purpose of this interview is to contribute to the evaluation of Fiji Parliamentary Support Project Phase II. You are being interviewed as you involved in or with the project or have been identified as a stakeholder in this project. The interview is voluntary and expected to take no longer than one hour, but possibly less than this. The data from this interview will be used by the evaluation team for its analysis, but your name or other personally identifying information will NOT be used in the draft or final report.*

Notes:

- Not every question is relevant to each interview and this tool should be adapted for different interviews.
- Questions are classified by relevance using five categories: UNDP, including other UN; Fiji parliament (beneficiaries); International, including donors; Executive; CSOs; and Project Partners

BACKGROUND QUESTIONS FOR ALL NON-FPSP II INTERVIEWEES
Please briefly explain your relationship with the FPSP II project and your level of knowledge or involvement with its activities?
Please give an example or case of an activity supported by FPSP II that you were involved with?

Evaluation questions

EVALUATION CRITERIA 1 = DESIGN

Questions	Relevant for category of interviewees
EVALUATION QUESTION 1A: To what extent has the results-based framework been a useful programme management tool and allowed for an assessment of project outcomes and impact?	
PROMPT: How would you describe the overall design of the project now it is almost at an end?	Fiji Parliament; Donors; UNDP and Consultants
PROMPT: Were you consulted about the design of the project and what was the nature of the involvement?	Fiji Parliament
PROMPT: Has the design of the project changed over time? In what ways and why?	Fiji Parliament; Donors; UNDP and Consultants

Questions	Relevant for category of interviewees
EVALUATION QUESTION 1B: How well aligned are activities, outputs, outcomes in the logical framework?	
PROMPT: What methods of delivery were used for different outputs?	UNDP; Fiji Parliament
PROMPT: In which output areas have you seen the greatest impact?	UNDP; Fiji Parliament; Donors; Consultants
PROMPT: How have methods of delivery changed over time? What have been the restrictions on change, if any?	UNDP; Fiji Parliament; Donors; Consultants
PROMPT: How have results been assessed against outcomes in the logical framework?	UNDP
PROMPT: Has the project used any other means to assess results?	UNDP; Fiji Parliament

EVALUATION CRITERIA 2 = RELEVANCE

Questions	Relevant for category of interviewees
-----------	---------------------------------------

EVALUATION QUESTION 2A: Evaluate if the projects implementation strategy, output and activities, are realistic and appropriate for achieving the project results and supporting the parliamentary development.	
PROMPT: What have the main changes been in the political/democratic governance context in Fiji over the span of the project since 2017? In what ways has the project responded to these changes?	UNDP; Fiji Parliament; Donors; Consultants
PROMPT: What type of requests has the Fiji parliament made to the project for support over this time, outside of output areas? Was the project able to respond? If not, why not?	UNDP; Fiji Parliament
PROMPT: How did the vision and priorities of the parliament change after the 2018 election?	UNDP; Fiji Parliament; Consultants
PROMPT: Which focus areas do you think should be expanded; downscaled; or stopped in future support to the parliament by UNDP?	Fiji Parliament; Consultants; Donors; Twin Parliaments
PROMPT: How has the project been of benefit to you in the role you play?	Fiji Parliament

EVALUATION CRITERIA 3 = EFFICIENCY

Questions	Relevant for category of interviewees
EVALUATION QUESTION 3A: Evaluate the efficiency of the project implementation including management decisions and the cost efficiency	
PROMPT: Have resources been sufficient to deliver across the three outputs?	Donors; UNDP; Fiji Parliament
PROMPT: In what main ways do you think the project has delivered value for money?	Donors; Fiji Parliament
PROMPT: In what areas has the project required international technical support?	Fiji Parliament; Consultants; UNDP
PROMPT: Which areas of the project incurred lowest costs? How was this achieved?	UNDP; Donors

PROMPT: How has the project incorporated South-South cooperation? What have been the successes and challenges of this approach?	Twin Parliaments; Regional Parliaments; Fiji Parliament
PROMPT: What unexpected costs were associated with the three output areas, if any?	Donors; UNDP
PROMPT: Were there any activities that could not be delivered due to cost?	Donors; UNDP; Fiji Parliament
PROMPT: In what areas has the project cost-shared with the Fiji parliament? With regional parliaments?	Fiji Parliament; Regional Parliaments; UNDP; Donors
PROMPT: Which costs of activities that the project provides do you think in future could be borne by the parliament? Which could not?	Donors; Fiji Parliament; UNDP
PROMPT: How have you/MPs/the parliamentary secretariat provided feedback on the project?	Fiji Parliament

Questions	Relevant for category of interviewees
EVALUATION QUESTION 3B: Weigh the project management structure as to how far have they supported or hindered the project's efficient operations.	
PROMPT: Has the project management and staffing structure been sufficient to deliver on the needs of the parliament?	UNDP; Fiji Parliament
PROMPT: In which areas has the project supplied international technical expertise? What is your opinion on how this was delivered?	UNDP; Fiji Parliament; Consultants
PROMPT: In which areas has the project used local resource persons? What is your opinion on how this was delivered?	UNDP; Fiji Parliament

EVALUATION QUESTIONS 4 = EFFECTIVENESS

Questions	Relevant for category of interviewees
-----------	---------------------------------------

EVALUATION QUESTION 4A: Assess how assumptions have affected project achievements and the subsequent management decisions vis-à-vis the cost effectiveness of implementation?	
PROMPT: How have the assumptions made at the start of the project worked out in practice?	UNDP; Consultants
PROMPT: How did the partnership strategy contribute to the achievement of results?	UNDP; Consultants; Regional Parliaments; Twin Parliaments
PROMPT: What approaches has the project used for capacity development of MPs, staff and other stakeholders? How have approaches evolved over time?	UNDP; Fiji Parliament; Twin Parliaments; Consultants

Questions	Relevant for category of interviewees
EVALUATION QUESTION 4B: Assess if the project has a suitable M&E plan in place to ensure quality in the implementation and monitoring of the project activities and achieving projects intended results.	
PROMPT: What are the primary ways by which project results have been measured?	UNDP; Fiji Parliament
PROMPT: To what extent has progress been made towards the achievement of the outcomes as stated in the project document? What can be attributed to the project?	UNDP; Fiji Parliament
PROMPT: Has the M&E framework been adapted during the project?	UNDP
PROMPT: Have you been involved in the M&E framework for the project? What has been the nature of your involvement?	Fiji Parliament

EVALUATION QUESTIONS 5 = RESULTS TO DATE

Questions	Relevant for category of interviewees
-----------	---------------------------------------

EVALUATION QUESTION 5A: Evaluate the results achieved to-date and its contribution to the wider parliamentary environment and sectoral objectives summarized in the projects' overall goal and objectives.	
PROMPT: How is the Fiji Parliament different now from 2017 when Phase II of the project commenced?	Fiji Parliament; UNDP; Consultants
PROMPT: In what ways did the project contribute to the change?/What are the major results achieved by the project?	All stakeholders
PROMPT: How in your view have these results contributed to the capacity of the Parliament to perform its functions of oversight, legislating and representation?	Fiji Parliament; UNDP; Consultants

Questions	Relevant for category of interviewees
EVALUATION QUESTION 5B: Assess the extent to which the project outputs have been effectively achieved and what is the quality of the results achieved.	
PROMPT: What have been the most successful activities/interventions that have taken place under the project [under the three output areas]? What have been the factors that have contributed to the successful approaches?	All stakeholders

EVALUATION QUESTIONS 6 = LESSONS LEARNT

Questions	Relevant for category of interviewees
EVALUATION QUESTION 6A: Assess what has worked well and what hasn't and why along with good practices for the remainder of the project and future national and regional programming on parliamentary development.	
PROMPT: What have been the most successful activities/interventions that have taken place under the project [under the three output areas]? What have been the factors that have contributed to the successful approaches?	All stakeholders
PROMPT: In which areas has it been difficult to see results? What factors contributed to this?	All stakeholders

PROMPT: Have external factors had an impact (positive or negative) on the ability to progress the FPSP objectives?	All stakeholders

Questions	Relevant for category of interviewees
EVALUATION QUESTION 6B: Provide key recommendations for future assistance based on the lessons learned.	
PROMPT: How would you assess the progress of [each output area]? In future support to the parliament, is this area still needed?	UNDP; Fiji Parliament; Donors; Consultants
PROMPT: How do you think the type of support provided by UNDP should change? In terms of focus areas/methods of delivery?	UNDP; Fiji Parliament; Donors; Consultants

EVALUATION QUESTIONS 8 = EXPECTED IMPACT

Questions	Relevant for category of interviewees
EVALUATION QUESTION 8A: To what extent is FPSP likely to achieve/already achieved its objectives or parts of it beyond the delivery of activities and progress against output targets?	
PROMPT: How is the Fiji Parliament different now from 2016 when Phase II of the project commenced?	UNDP; Fiji Parliament; Donors; Consultants
PROMPT: What external factors had an impact (positive or negative) on the ability to progress the FPSP objectives?	UNDP; Fiji Parliament; Donors; Consultants

Questions	Relevant for category of interviewees
EVALUATION QUESTION 8B: Which best-fit can be identified for adaptation and replication (e.g. In other projects or topics), up-scaling, or prioritization, to ensure achieving outcomes in the most effective way?	

PROMPT: Which activities/interventions will likely be most valuable for use in other contexts (eg. to be used in other parliaments in the Pacific/regionally/globally)? How would they need to be adapted to be successful?	Twin Parliaments; Regional Parliaments; UNDP; Donors

EVALUATION QUESTIONS 9 = HUMAN RIGHTS

Questions	Relevant for category of interviewees
EVALUATION QUESTION 9A: To what extent are human rights considerations included in the project design and implementation?	Fiji Parliament; UNDP; Consultants; Donors
PROMPT: What are the major achievements of the project in relation to human rights?	Fiji Parliament; UNDP; Consultants; Donors

EVALUATION QUESTIONS 10 = GENDER

Questions	Relevant for category of interviewees
EVALUATION QUESTION 10A: To what extent has the Project promoted women's participation through the Project activities and improved the active participation of women in discussions and decision-making fora?	Fiji Parliament; UNDP; Consultants; Donors; CSOs
PROMPT: What are the specific achievements of the project in relation to gender equality? Both within the parliament and in wider society?	Fiji Parliament; UNDP; Consultants; Donors

Questions	Relevant for category of interviewees
EVALUATION QUESTION 10B: How could gender equality considerations be further included in the project design and implementation?	Fiji Parliament; UNDP; Consultants; Donors
PROMPT: In looking to Phase III of the project, how could the achievements on gender equality of earlier phases be built on?	Fiji Parliament; UNDP; Consultants; Donors

EVALUATION QUESTIONS 11 = SUSTAINABILITY

Questions	Relevant for category of interviewees
EVALUATION QUESTION 11A: Assess the sustainability of results with a specific focus on national capacity and ownership of the process.	
PROMPT: What indications are there that achievements so far will be sustained?	Fiji Parliament; UNDP; Consultants; Donors; Regional Parliaments; Twin Parliaments
PROMPT: What measures has the project taken to ensure national/parliamentary ownership? In which output areas?	UNDP; Fiji Parliament
PROMPT: Are there any areas of the project that are not sustainable?	Fiji Parliament; UNDP; Consultants; Donors; Regional Parliaments; Twin Parliaments

Questions	Relevant for category of interviewees
EVALUATION QUESTION 11B: Identify improvements for further strengthening the sustainability of the project interventions.	
PROMPT: How could sustainability [in different output areas] be enhanced?	Fiji Parliament; UNDP; Consultants; Donors; Regional Parliaments; Twin Parliaments
PROMPT: In what areas will long-term (5 years or more) support continue to be needed?	Fiji Parliament; UNDP; Consultants; Donors

Annex 6: UNDP QUALITY STANDARDS FOR PROGRAMMING

<i>Strategic</i>	Programming priorities and results contribute to the Sustainable Development Goals (SDGs), are consistent with the UNDP Strategic Plan and are aligned with UNDAFs. Programmes and projects are based on clear analysis backed by evidence and theories of change. The latter justify why the defined approach is most appropriate and will most likely achieve, or contribute to, desired development results along with partner contributions. The role of UNDP vis-à-vis partners is deliberately considered. New opportunities and changes in the development context are regularly reassessed, with any relevant adjustments made as appropriate.
<i>Relevant</i>	Programming objectives and results are consistent with national needs and priorities, as well as with feedback obtained through engaging excluded and/or marginalized groups as relevant. Programming strategies consider interconnections between development challenges and results. A gender analysis is integrated to fully consider the different needs, roles and access to/control over resources of women and men; appropriate measures are taken to address these when relevant. Programmes and projects regularly capture, and review knowledge and lessons learned to inform design, adapt and change plans and actions as appropriate, and plan for scaling up.
<i>Principled</i>	All programming applies the core principles of human rights, gender equality, resilience, sustainability and leaving no one behind. Social and environmental sustainability are systematically integrated. Potential harm to people and the environment is avoided wherever possible, and otherwise minimized, mitigated and managed.
<i>Management and monitoring</i>	Outcomes and outputs are defined at an appropriate level, are consistent with the theory of change, and have SMART, results-oriented indicators, with specified baselines and targets and identified data sources. Gender-responsive, sex-disaggregated indicators are used when appropriate. Relevant indicators from the Strategic Plan's integrated results and resources framework have been adopted in the programme or project results framework. Comprehensive, costed M&E plans are in place and implemented to support evidence-based management, monitoring and evaluation. Risks, in terms of both threats and opportunities, are identified with appropriate plans and actions taken to manage them. Governance of programmes and projects is defined with clear roles and responsibilities and provides active and regular oversight to inform decision-making.
<i>Efficient</i>	Programming budgets are justifiable and valid and programming design and implementation includes measures to ensure efficient use of resources. The size and scope of programmes and projects are consistent with available resources and resource mobilization efforts. Plans include consideration of scaling up and links with other relevant initiatives to achieve greater impact. Procurement planning is done early and regularly reviewed. Monitoring and management include analysis of and actions to improve efficiency in delivering desired outputs with the required quality and timeliness, such as country office support to national implementation modalities. Costs are fully recovered (see the cost- recovery policy).
<i>Effective</i>	Programming design and implementation are informed by relevant knowledge, evaluation and lessons learned to develop strategy and inform course corrections. Targeted groups are systematically identified and engaged, prioritizing the marginalized and excluded. Results consistently respond to gender analysis and are accurately rated by the gender marker. Managers use monitoring data for making decisions that maximize achievement of desired results. South-South and triangular cooperation are used when relevant and captured in the results framework. Required implementing partner assessments have been conducted and the implementation modality is consistent with the results.

<i>Sustainability and national ownership</i>	Programming is accomplished in consultation with relevant stakeholders and national partners, who are engaged throughout the programming cycle in decision-making, implementation and monitoring. Programming includes assessing and strengthening the capacity and sustainability of national institutions. A strategy for use of national systems is defined and implemented, if relevant. Monitoring includes use of relevant national data sources, where possible. Sustainability of results is accomplished through tracking capacity indicators and implementing transition and scale-up plans.
Source: UNDP Evaluation Guidelines, pp74-75	