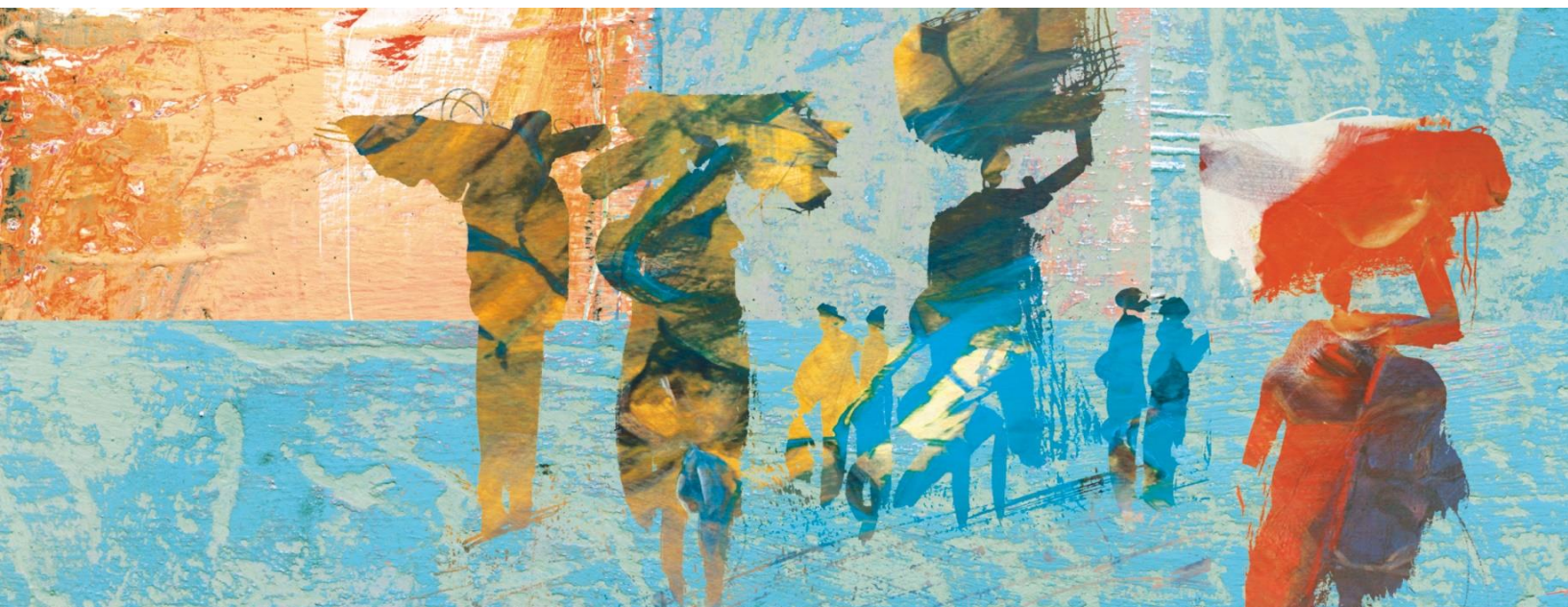




FRAMEWORK CONTRACT EUROPEAID/138778/DH/SER/MULTI
LOT 3 - HUMAN RIGHTS, DEMOCRACY AND PEACE
Evaluation of the EU Support to Parliamentary Reform in Ukraine
from June 2016 to February 2021
Specific Contract N° SIEA-2018-2051



Final Report

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"This report was prepared by Kevin DEVEAUX and Tetiana KONRIEIEVA.

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The views expressed in this report are those of the consultant and do not
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SYNTHESIS OF THE PROJECT

Project Title	Evaluation of the EU Support to Parliamentary Reform in Ukraine from June 2016 to February 2021
Project Reference / Contract	SIEA-2018-2051
Contracting authority	European Union Delegation to Ukraine
Countries involved	Ukraine
Duration of the project	140 DAYS
General objective	<p>The main objectives of this evaluation are to provide the relevant services of the European Union Delegation to Ukraine, Verkhovna Rada of Ukraine, other interested stakeholders with:</p> <ul style="list-style-type: none"> • an overall independent assessment of the past performance of the project ref. 2016/374-814 “Rada za Evropu: Capacity-Building in Support of the Verkhovna Rada of Ukraine and the project ref. 2019/405-178 “EU-UNDP Parliamentary Reform Project” implemented by UNDP; • key lessons learned, conclusions and related recommendations in order to improve future Intervention (Action) by means of developing its conceptual (strategic) vision for the period of 2021-2024.
Specific objective	<p>This evaluation serves to understand the performance of the above mentioned two projects, their enabling factors and those hampering a proper delivery of results to inform the design of the future European Union (EU) intervention and Actions in the same sector through the development of a (strategic) vision for EU assistance to parliamentary reform in Ukraine for the period of 2021-2024, including logical framework matrix and practical recommendations on the assistance’s main elements (overall and specific objectives, risks & assumptions & pre-conditions, results matrix, main activities and sequencing, stakeholders analysis, various options of implementation modalities, etc.).</p>

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List of Abbreviations

AA	EU-Ukraine Association Agreement
CMU	Cabinet of Ministers of Ukraine
DG	Democratic Governance
EC	European Commission
ENPI	European Neighbourhood Partnership Instrument
EP	European Parliament
ET	Evaluation Team
EU	European Union
EUD	EU Delegation to Ukraine
HRBA	Human rights-based approach
HRM	Human Resources Management
JMD	Jean Monnet Dialogue
MP	Member of Parliament
NAM	Joint Verkhovna Rada - European Parliament Needs Assessment Mission
NDI	National Democratic Institute in Ukraine
NGO	Non-Governmental Organisation
PAR	Public Administration Reform
PRP	EU-UNDP Parliamentary Reform Project
PRO	Parliamentary Reform Office
R4U	EU-UNDP Rada for Europe Project (2016-2018)
ToR	Terms of Reference
UN	United Nations
UNDP	United Nations Development Programme
VRU	Verkhovna Rada of Ukraine

1. INTRODUCTION

A. Background

Ukraine has been an independent state for just 30 years, though its place in Eastern European history as a distinct culture, language and, at times, political entity goes back centuries. The Ukrainian population has faced repeated political and military annexation, primarily by Russia, its larger neighbour to its east, but also other regional actors. In many respects, the nation of Ukraine is defined to a great extent by its relationship with Russia. For most of the 20th Century, Ukraine was a sub-national entity within the Soviet Union. There are close religious ties between the two countries, and at least 17% of the population of Ukraine self-identifies as Russian.¹

This complex relationship between Russian Federation and Ukraine is the foundation for many of the country's political challenges to this day. In 2014, shortly after the Maidan Revolution ousted a pro-Russian government in Ukraine and installed a pro-western government, the Russian Federation has created instability in Ukraine through hybrid military tactics. This has resulted in the de facto annexation of the Crimean Peninsula and the ongoing support of separatist rebels in the far east of Ukraine, where there is a significant percentage of Russian nationals.

But the ongoing conflict in eastern Ukraine is not just about ethnicity; there are also significant economic factors driving the conflict. The Maidan Revolution was predicated by the rejection by the Government of Ukraine (GoU) of the Association Agreement with the European Union (EU). That agreement would see Ukraine's economic interests pivot towards the unified European market and away from the Russian market. As noted in a report from 2016 from Open Democracy:

*Separatists in eastern Ukraine were “pro-Russian” not because they spoke Russian but because their economic livelihood had long depended on trade with Russia, and they now saw this livelihood as being under threat.*²

Therefore, Ukraine is in the middle of a transition from a country primarily looking east to Russia for economic and political support to a country pivoting to the west towards the EU and access to the larger European market. But such a shift does not happen without many challenges and barriers having to be overcome. To paraphrase the quote most often attributed to Dahrendorf – it takes six months to write a constitution, six years to create a market economy, and sixty years to build a civil society based on liberal democratic principles.³ No matter where we determine Ukraine commenced its journey to being a liberal democracy (1991; 2004; 2014), the country has a long way to build the institutions and capacity to function as a liberal democracy. But no matter how long it will take, one of those key institutions is the Parliament of Ukraine, known as the Verkhovna Rada of Ukraine (VRU).

Support to the Verkhovna Rada of Ukraine

¹ Ukraine Census - 2001

² What is Causing the Conflict in Ukraine? Open Democracy (2016) <https://www.opendemocracy.net/en/can-europe-make-it/security-policy-for-ukraine/>

³ Reflections on the Revolution in Europe; Dahrendorf (p.100) as quoted from Between Past and Future: The Revolutions of 1989 and Their Aftermath (2000) Central European University Press; chapter 7, para. 13 <https://books.openedition.org/ceup/1876>

The EU-Ukraine decades-long strategic partnership reached a historic milestone in 2014, after signing the Association Agreement (AA) that fully entered into force in 2017. The AA promotes closer political association and economic integration, enhanced political dialogue, and political, social, and economic resilience. The comprehensive nature of the AA and a plethora of commitments undertaken by Ukraine envisage various legal and regulatory reforms. The VRU plays a pivotal role in implementing Ukraine's reform agenda, including the AA, which has increased the legislative burden. Therefore, strengthening and equipping the VRU with the tools and capacities for fully exercising its constitutional role has become a top priority, paving the way to a comprehensive reform strategy developed through a partnership with the European Parliament (EP) and the support of development partners.

Measures to improve the work of the VRU were undertaken on several occasions over the past 20 years in Ukraine. After the 2014 revolution and subsequent elections the same year, a new, democratically-elected pro-western government was established. Shortly thereafter, the European Parliament conducted a Needs Assessment Mission, carried out between August 2015 and February 2016, which resulted in 52 recommendations that provided the basis for the VRU Roadmap on Internal Reform and Institutional Capacity Building, marking the beginning of comprehensive reform for the institution. On March 17, 2016, by Resolution No. 1035-VIII the VRU committed to implementing the Roadmap recommendations; a Reform Working Group was set up within the VRU, and the inter-factional Jean Monnet Dialogue platform was launched.

The path to transformation has been accompanied by acute political, security, and economic challenges. Most notable have been the armed conflict in Eastern and Southern Ukraine from April 2014, with the temporary occupation and unrecognised annexation of the Autonomous Republic of Crimea and the city of Sevastopol, as well as a hybrid war in Donbas. Due to the latter, the VRU's 9th convocation is currently composed of only 423 parliamentarians instead of 450 because elections cannot be held in the occupied territories. The 2019 elections were won by President Volodymyr Zelensky's Servant of the People Party, which won 246 seats. The next election to the Verkhovna Rada will be held in 2023. In line with the latest changes to the electoral code of Ukraine, which took effect on January 1, 2020, for the next elections, single-member constituencies will not be elected and instead deputies will be elected through a party list in one nationwide constituency with a 5% election threshold and through open regional lists of candidates.

During the first two sessions of the Parliament of the Ninth Convocation, a number of laws, which mainly introduced selective changes to the Parliamentary Rules, were adopted. One of the most complex changes was the improvement of the electronic document flow in the VRU, according to which the documents could exist in both electronic and hard-copy forms. Moreover, in October 2019, a provision was made for a Plan of Legislative Activities that should improve the planning of the Parliament's work, and in June 2020, the Plan for the current year was approved by the Parliament.

Additionally, amendments to the Parliamentary Rules increased the powers of committees to prepare draft bills for consideration in the plenary. Effective introduction of digital tools in the Parliament's work during the COVID-19 pandemic included the organisation of online committee meetings. Alongside Parliament's reform efforts, a group of more than 90 Ukrainian civil society organisations developed the Toronto Principles, outlining key reform priorities for the 2019-2023 period. These include parliamentary reform initiatives in the legislative process, civil service reform in the VRU Secretariat, and a code of ethics for Members of Parliament.

However, challenges persist, among them the lack of political experience and legal knowledge of MPs and the representatives of other governmental institutions directly working with the VRU.

There is an imbalance of power between the actors in the decision-making system of the governmental bodies concerned also hindering the implementation of parliamentary reform. As of 2019, the implementation status of all the 52 Roadmap Recommendations was estimated at 87 of 208 points (41.8%) according to the Assessment of Internal Reform Implementation and Institutional Capacity Building of the VRU (Agency for Legislative Initiatives: https://parlament.org.ua/wp-content/uploads/2019/03/parliament_roadmap_report_eng.pdf).

Historically, the VRU has not demonstrated a strong capacity to engage in parliamentary reform. This is indicated by interviews with VRU representatives, who are responding favourably to initial proposals for reform. While the Secretariat has substantial human resources to drive reform, it is largely perceived as an old-school, Soviet-style institution. It should not, however, be viewed as a homogeneous institution, and there are departments that may serve as effective partners for reform, such as the Information, Legal, Human Resources, and Computerized Systems Departments.

While there is a strong commitment to reform within the new VRU majority and the GoU, it is unclear whether this includes pro-democratic parliamentary reform. Servant of the People (Sluha Narodu) Party representatives have expressed a commitment to parliamentary reform. However, the initial legislative actions by this majority party are an erosion of the VRU's role and power. While many believe that the "turbo regime" of legislation is coming to an end, this does not ameliorate the impact of having hundreds of laws pushed through with little meaningful input from the VRU. Since the GoU's priority is to use the VRU to enact its own legislative agenda, it falls to the MPs and VRU leadership to recognize and protect the democratic and institutional importance of the VRU.

To support the VRU modernisation process based on the Roadmap for Internal Reform and Capacity Building and other strategic documents, the EU and UNDP first launched the Rada for Europe project (06/2016 – 08/2018) with a budget of EUR 1,255,926.21. Later, the EU and UNDP initiated the EUR 3,000,000.00 "EU-UNDP Parliamentary Reform Project" (02/2019 - 02/2021 and further extended until 01/2023). These projects were aimed at facilitating the overall implementation of the EU-Ukraine AA by supporting targeted improvements in strategic legislative planning and prioritisation, as well as upgrading legislative development (drafting) processes and methodologies (where necessary), taking into account the AA implementation requirements.

COVID-19

Since 2020, the ongoing coronavirus pandemic (COVID-19) has raised significant additional problems for Ukraine. During offline and online consultations, many stakeholders, including project and VRU staff, mentioned that COVID restrictions influenced the time and efficiency of projects' implementation. In-person meetings with beneficiaries during the field mission looked problematic because of COVID-19 restrictions. Only Key Expert 2 was able to come to Ukraine within the field visit. Despite that, 25 consultations (offline and online) were organized during the Inception Phase.

B. Project Description

Rada for Europe Project

The overall objective of the project was "to strengthen the capacity of the VRU to produce quality legislation and monitor its implementation, including legislation pertaining to the implementation of the EU-Ukraine AA to fulfil its Constitutional prerogatives and to serve as a mode and a driving force of the reforms". Indicators include public perception of the VRU over time and the progress of the Legislative Plan.

There are three “project objectives”:

- Support changes in parliamentary procedures and processes, setting a framework for improving and monitoring the quality of legislation in substance and in form, including in the context of the AA implementation”;
- Strengthen the Secretariat (including the Speaker’s Office, Committee and factions staff) to enable it to provide effective, non-partisan services to the VRU and Members of Parliament (MPs)”;
- Assure greater transparency of the VRU and more consistent communication and dialogue with the population”.

There are outputs related to each of the project objectives.

Outputs for Project Objective 1 are:

- 1.1. Streamlined regulatory framework on the legislative process and parliamentary business processes, including the development of a dedicated statute on the legislative process, management of the legislative agenda and calendar, improved roles of Committees, coordination with the Executive, more effective parliamentary oversight processes;
- 1.2. Strengthening monitoring capacities for legislative quality and implementation of the VRU Legislative Plan and EP Needs Assessment Mission recommendations (NAM) and Road Map.

Outputs related to Project Objective 2 are:

- 2.1 Drafting and adopting, in an inclusive process, a strategic development plan to facilitate the evolution of the Secretariat to meet the needs of a contemporary democratic parliament; and
- 2.2 Capacity-building events organized on priority topics for the Secretariat of the VRU and capacity-building support provided to selected units/staff of the Secretariat.

Outputs for Project Objective 3:

- 3.1 Open Parliament Plan adopted and implemented to assure transparency of parliamentary processes, based on international best practices in parliamentary transparency communication in line with Ukraine’s adherence to the global Open Government Partnership; and
- 3.2 A communication plan for the VRU developed assuring that public awareness on parliamentary activities is increased and two-way communication with public enhanced.

Indicators are included for outputs but not objectives: 1.1) Development of and follow-up on timeline and achievement of planned progress points in the streamlining process 2.2.) Completion of the strategic development plan in line with output 3.1) Open Parliament plan adopted and implemented.

Project activities included hands-on technical assistance to VRU officials, preparing and implementing seminars, organisation of conferences. The log frame does not include baselines; targets are often implicitly set with some targets set for quantitative indicators. Assumptions are identified and included in the log frame, and a basic risk management plan is included in the description of the action.

The EU-UNDP Parliamentary Reform Project (PRP)

The EU-UNDP Parliamentary Reform Project is aimed at strengthening the functioning of the Ukrainian Parliament, the Verkhovna Rada of Ukraine (VRU), to become a progressively more effective, accountable and transparent institution in carrying out its constitutional responsibilities of legislation, oversight, and representation with a positive influence on the overall process of EU-Ukraine Association Agreement implementation.

The intervention was designed to strengthen the functioning of the VRU, including its Secretariat, on the path towards building a performing, trusted and transparent parliamentary institution able to effectively carry out its constitutional responsibilities of legislation, oversight and representation in line with the best European democratic parliamentary practices.

The project comprises three key components:

1. **#Rada4Reforms**, fostering the Parliament's role in the overall reform process, with a particular emphasis on improving the legislative process and parliamentary oversight, through providing comprehensive expert support to the implementation of the VRU Roadmap for Internal Reform and Capacity Building;
2. **#RadaPro**, supporting the professional modernisation of the parliamentary Secretariat, through finalisation and implementation of the Secretariat's strategic development plan, and comprehensive human resource development, including in Committee Secretariats, in line with broader public administration reform (PAR) and the law "On the Civil Service";
3. **#Transparent&Service-OrientedRada**, combining the use of new technologies for communications with civic education and participation, building stronger transparency and accountability links between Parliament and citizens, with a special focus on increasing the public's trust in the Ukrainian Parliament.

To provide more targeted support to parliamentary reforms, the Parliamentary Reform Office (PRO) was established within this Project, serving as an advisory group to the leadership and Secretariat of the VRU, under the general supervision of the VRU Chairperson. The PRO provides support to parliamentary reforms aimed at strengthening the functioning of the Parliament. This Office was launched during the Parliament's 9th convocation, although its creation resulted from the joint work of previous political leadership of the Parliament and technical assistance projects.

C. Stakeholder Map

The evaluated projects are linked to VRU. As such, the projects are closely linked to political governance in the country. As the country's constitutionally mandated, supreme legislative body, the VRU is focused on implementing its core functions – law-making, oversight of government activities/spending, and representing the citizens of Ukraine in decision-making.

To that end, the final evaluation of the projects will engage all relevant stakeholders in the process of producing lessons learned and recommendations for future interventions with the VRU and the broader political system in Ukraine.

The following is a brief description of such stakeholders:

VRU Deputies: According to the Constitution, there are 450 members of the VRU, although their current number is 421. With the 2019 parliamentary election, nearly 80% of the deputies were elected for the first time. This will result in a limited institutional memory of the Rada for Europe Project implemented from 2016-18, but it is important to have the perspectives of the deputies for such a project, no matter their level of experience. The work of the VRU and, in turn, the project, is to support the work of the deputies in fulfilling their mandates. The perspective of such deputies on the work of the Apparatus and the project will provide important insight. It is particularly important that deputies from both the government and opposition benches are engaged in the evaluation process.

Among deputies, there are specific groups or types of deputies that will need to be consulted during the review process:

- Committee Chairpersons – Key actors within the work of the VRU and beneficiaries of the project's activities;
- Faction Whips – Usually the keeper of procedural and organisational knowledge on behalf of each party faction; and
- Jean Monnet Dialogue (JMD) Group Members – Key political leaders who can speak to the JMD process to date.

VRU Apparatus Staff: As the primary beneficiaries of the projects' support, the staff of the VRU should be well-informed of the activities of the project and will be able to express or confirm the capacity development of the projects. Of particular note are the following groups of staff:

- VRU Apparatus Head (a.i.) – The acting Head of the VRU Apparatus has extensive experience in the institution, especially with regard to the legislative process. But he also has knowledge of the overall management of the VRU and its relationship to the two EU projects.
- Department Heads – Given the project provided intensive support to key departments within the VRU, there is a need to engage the heads of such departments on project implementation. These include those departments focused on legislation, communications, human resources and others directly related to the outputs of the two projects.
- Staff Beneficiaries – Select staff, will have benefited from the projects' work through training, study visits, capacity development and technical advice. A sample of such staff will be engaged in the review process.

Government Interlocutors: Within the executive branch of the Ukrainian Government, there are stakeholders who routinely engage the VRU and have, in turn, engaged the projects in their work. This may include officials from the Office of the President, Office of the Prime Minister, Council of Ministers and those from ministries that worked on draft legislation or oversight inquiries.

Civil Society: Two types of CSOs were engaged by the projects. First, there are those CSOs that engage the VRU in monitoring its effectiveness, such as the Agency for Legislative Initiatives. The second group of CSOs are those focused on sectoral or thematic issues who have engaged the VRU in substantive dialogue on legislative, budgetary or other reforms.

VRU Project Implementers: In addition to the two EU projects implemented since 2016, the VRU has also implemented projects with other organisations, such as USAID, NDI, WFD, and the Parliamentary Centre. Other organisations, such as the OSCE or UN Women, may not have a specific project with the VRU, but may have programming with the institution.

Project Team: Within the project team are two groups. First, the full-time staff of the project and the Parliamentary Reform Office (PRO), including former and current national and international technical advisers. This group will also include UNDP Country Office (CO) staff, such as those working in the Democratic Governance portfolio or quality assurance. The second group under this category are short-term consultants – technical advisers, project coordination, M&E – who have been engaged to help with project implementation.

EU Officials: As the sole donor for the projects, key officials within the EU Delegation (EUD) are engaged in the implementation of the projects. Given its role in the Jean Monnet Dialogue process, the European Parliament’s Democracy Promotion Department is also a stakeholder in the projects’ work.

D. Evaluation Parameters

As part of the standard process of project implementation, the EUD has contracted an Evaluation Team (ET) to conduct a final evaluation of the two projects it supported with the VRU since 2016.⁴

The Terms of Reference for the Final Evaluation⁵ note the following objectives for the evaluation:

- Provide the relevant services of the European Union Delegation to Ukraine, Verkhovna Rada of Ukraine, other interested stakeholders with:
 - An overall independent assessment of the past performance of Rada for Europe and EU-UNDP Parliamentary Reform projects implemented by UNDP; and
 - Key lessons learned, conclusions and related recommendations in order to improve future interventions by means of developing a strategic vision for the period of 2021-2024.

The evaluation was conducted based on the OECD-DAC six criteria for evaluation of development projects⁶– relevance, coherence, efficiency, effectiveness, impact and sustainability. In addition, the EU provided additional criteria based on cross-cutting issues, such as gender equality and the visibility and added value of the EU to the work of the project.

⁴ Short bios of both members of the Evaluation Team can be found in Annex 4 to this Report

⁵ ToR for Evaluation can be found in Annex 3 to this Report

⁶ <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>



E. Limitations

The Evaluation Team made every effort to complete a full, evidence-based review of the two projects that were the subject of the review. However, the timing of the evaluation did have some impact on the ability of the ET to engage all stakeholders and to do so in-person. The COVID-19 pandemic prevented the ET Team Leader from travelling to Kyiv to participate in-person in interviews with stakeholders, though the Key Expert 2 of the ET was able to do so.

The evaluation was conducted during the Summer of 2021, and a small number of interlocutors were on leave during the evidence-gathering phase of the review and were not able to participate in either an in-person or virtual interview. Every effort was made by the ET to collect the relevant documentation for the two projects; however, a small percentage of the documentation requested was not provided to the ET.⁷

2. FINDINGS & ANALYSIS

A. Overall Approach

At the time the EU was first considering supporting the VRU reform process, the circumstances with regard to leadership and support for such reforms were positive. The conditions were in place for the work of Pat Cox's mission and the subsequent VRU adoption of the Roadmap to be translated into concrete reforms that would make the VRU a more effective, inclusive, accountable and transparent governance institution.

However, shortly after the Rada for Europe Project was commenced, the conditions changed. The

⁷ The list of those interviewed for the evaluation and the documents reviewed can be found in Annexes 8 & 9 respectively.

Chairperson of the VRU was appointed Prime Minister, and a new Chairperson was appointed. This started a pattern that lasted throughout the life of both projects in which changes to the leadership in the VRU – both chairpersons and heads of the Apparatus - resulted in the projects not achieving traction. Once a trusted relationship was built with senior officials, a necessary prerequisite for reforms to be championed and supported, a change in leadership meant the entire process needed to be started again with new officials.

This was further complicated by events that were beyond the work of the projects. The 2019 snap parliamentary election resulted in nearly 80% of deputies from the Eighth Convocation not being re-elected. This occurred just as the PRP Project was commencing. Again, the project team had to build a trusted relationship with the new deputies and new senior staff, which resulted in delays in the delivery of activities.

Then in 2020, the COVID-19 pandemic descended upon the world, and Ukraine, along with all other countries globally, had to adjust. But this caused a new type of challenge for the PRP Project as it was limited in its direct interactions with staff and deputies.

The EU is committed to reforms in Ukraine, as is evidenced by the implementation of the Association Agreement. The Report produced in 2016 following Pat Cox' mission was ambitious in its scope, with more than 50 recommendations for reforms to the VRU. Given the political and other turmoil and the cultural challenges in Ukraine, it was likely not realistic to think the recommendations would be achieved in four years, let alone the two years assigned for the Rada for Europe Project.

Overall, the project made significant efforts to deliver the reform package identified in the VRU Roadmap for Internal Reform and Capacity Building. But both projects lacked a strategic level of engagement that would be necessary to achieve results in the VRU. The Jean Monnet Dialogue (JMD) with the European Parliament was supported by NDI and worked at a high political level to create space for party factions to build a culture of consultation and dialogue. As a result, both EU projects were to operate at the technical level and provide the technical assistance required to support the VRU Apparatus in implementing the identified reforms. The projects also had an ambitious output related to physical infrastructure, which had little direct impact on the effectiveness of the VRU or its apparatus.

What was missing was the strategic middle – between the political decisions and technical implementation there was a need for strategic decisions and guidance that would address barriers to reforms at the bureaucratic level and to flesh out the decisions of the JMD for implementation. A VRU Working Group on Internal Reform was established for such a purpose, but it never truly launched and has not met since 2019. But glaringly, the projects funded by the EU did not have a capacity to work with such a group to ensure technical implementation could be fully achieved.

UNDP was not provided with the mandate, nor did it have the capacity in-country to establish and maintain a high-level political dialogue within the VRU.

Finally, the implementation of the projects was hampered by challenges between the donor (EU), the implementer (UNDP) and the beneficiary (VRU). More specifically, in the case of Rada for Europe Project the relationship, between the donor and the implementer, resulted in delays in approving reports and, in turn, funding for project activities. The implementer was challenged to maintain adequate staffing levels, especially in key leadership posts. In the Rada for Europe Project there were delays in the transfer of an interim payment from the donor to the implementer, as a result of differences related to narrative and financial reporting.

B. Relevance

The projects were generally well-aligned with the development priorities for the Government of Ukraine (GoU) and the VRU. With the adoption of the EU-Ukraine Association Agreement in 2014, there was great interest in reform to the political system, including the VRU. The Pat Cox's mission report of 2016 and the subsequent adoption by the VRU of the Roadmap for Internal Reform and Capacity Building (from which the objectives of the projects were developed) provided a clear understanding of what was anticipated with regard to such internal reforms.

The projects also reflected the priorities and targets as outlined in the SDGs, which have been endorsed by GoU. SDG-16 specifically speaks of the need for effective, accountable and inclusive government institutions, which includes parliaments. The components of the two projects were fully focused on these measures of the SDGs.

UNDP, as the implementer⁸ of the project, has internal strategic documents to which the projects were also aligned. The UNDP Strategic Plan (2018-21) – Outcome 2.2 – defines the work of UNDP with regard to the engagement of parliaments as decision-making bodies. The Country Programme Document (CPD) (2018-22) also notes that in Ukraine UNDP will prioritise support to decision-making bodies and their capacity to work as a “Responsive, efficient and accountable governance institutions are able to respond to citizens' needs and provide high-quality public services”.⁹

The projects were also expected to contribute to the implementation of the Association Agreement between Ukraine and the EU, particularly, through the positive impact of parliamentary reform on the quality of legislation, including those related to AA. The AA, as part of its core principles, acknowledges the value of “democratic principles, human rights, fundamental freedoms and the rule of law”.¹⁰ Though the specific reference to the VRU is limited in the accord, the overall work to implement the AA would by its very nature require parliamentary engagement to ensure the adoption of legislative changes to reflect EU acquis and standards with regard to trade, justice and other key areas noted in the Agreement. There is also an expectation that the European Parliament and the VRU will cooperate and establish routine dialogue as part of a broader political engagement.

Despite the projects being aligned with national and EU priorities, there were significant flaws in their design that had a significant impact on the projects' ability to achieve results.

To start, the projects were of a medium-term duration (i.e., two years each in length). This resulted in limited time to achieve results in a highly charged political environment where longer-term engagement is necessary to achieve results. Even if a two-year timeframe is a normal project duration for EU-funded projects, in the case of a project with a political institution such as the VRU, consideration should be given to a longer duration. Almost all parliamentary support projects are for four years, and it is considered good practice to align such projects with each convocation of the parliament. This allows time to build trusted relationships with political and administrative

⁸ The selection of UNDP as the Rada for Europe Project implementer was made, in part, due to time constraints on the part of the EU, given the need to launch the project quickly. The determination of the modality for implementing the project also was done under time constraints with the adoption of contribution agreement with UNDP as a modality by default given such pressures.

⁹ UNDP CPD (2018-22) – Outcome 1 - <https://documents-dds-ny.un.org/doc/UNDOC/GEN/N17/208/07/PDF/N1720807.pdf?OpenElement>

¹⁰ EU-Ukraine Association Agreement – Title I – General Principles
https://eeas.europa.eu/archives/docs/ukraine/pdf/071215_eu-ukraine_association_agreement.pdf

actors, which can take time, and allows for the project to focus on those actors in parliament during that convocation. With each election, as was seen in 2019 in Ukraine, the likelihood of a high percentage of turnover of deputies can result in a need to renew relationships and the subsequent impact on implementation.

The RRFs for the two projects, especially the Rada for Europe, were not designed to comply with SMART¹¹ indicators or targets. Indicators are part of the project document as a means of measuring whether or not results have been achieved. Therefore, the indicators chosen for the projects must be well-linked to the expected results. For example, the Rada for Europe Project has as an Output 1 indicator that the VRU “...improved its human resource and administrative capacities...” on a scale of 0-4. This is a highly subjective measurement of results with no specific or objectively measurable data points from which to determine if the results were delivered by the project. For the PRP, for example, indicators 2.4 and 2.5 are related to Secretariat skill levels and the percentage of those trained. The former is difficult to measure objectively. The latter is not relevant to whether or not the Secretariat is more effective.

Risk analysis was limited in scope, and where risks were accurately identified, there was a lack of analysis as to how to manage or mitigate such risks. For example, in the Rada for Europe Project the Risk Log notes what turned out to be relevant risks, but the description of how such risks will be managed was lacking in political analysis. Specifically, the project anticipated that there would be a lack of ownership of the reform process by VRU leaders but then suggested that such a major risk would be addressed by “regular engagement into project activities”. More thought could have been invested in unpacking exactly how the project would ensure ownership was maintained.

The projects focused on technical interventions (procurement of equipment, study visits, etc.) with only limited interventions at the strategic and political levels. The lack of interaction between the projects and the Jean Monnet Dialogues¹² prevented complementarity and synergy between the work of the JMDs and the technical work of the projects. Specifically, the projects were designed to not include the JMD process within their work. This lack of formal linkage had an impact on the natural linkages that should have developed between the political dialogue and the technical activities. There was also little consideration of how the high-level political consensus developed through JMD would be translated into technical delivery points without a middle level where strategic dialogue would add details that would ensure a political consensus for technical reforms.

Despite the establishment by the VRU of a working group on internal reform, there was no consideration of how the projects would engage the VRU at this level, including through the working group on reform, to bridge the work of the JMD and the technical work of the projects and to address barriers to reforms.

For the PRP project there was a lack of quality assurance and application of best practices in its implementation. The project was designed to establish a Parliamentary Reform Office (PRO) to be a quasi-autonomous technical unit with limited oversight by senior technical expertise that would ensure the national experts were engaging the VRU based on international standards and best practices. The diagram of the project’s organisation in the project document specifically shows that the PRO would not be directly linked to or report to proposed senior international parliamentary

¹¹ Specific; Measurable; Achievable; Relevant; Time-bound

¹² It shall be noted that the JMDs have not taken place since November 2019, due to a number of reasons (early parliamentary elections in July 2019 and restrictions related to COVID-19 pandemic). At the same time, it shall be noted that bilateral contacts between the VRU and European Parliament continued, resulting in the renewal of the Memorandum of Understanding between both institutions in March 2021.

adviser. However, this adviser was engaged by UNDP only in spring 2020 after the COVID-19 outbreak which significantly reduced its potential contribution to the project results.

Finally, the projects were overly focused on support to the VRU Apparatus (i.e., Secretariat) and on infrastructure procurement, preventing the building of relationships with deputies and political leaders who should be at the heart of all reforms and are key to institutionalising such reforms. The projects' implementation approach were designed to be fully technical in nature with no consideration that the projects would be working with a political institution and the need to understand, analyse and manage political dynamics of the work.

C. Coherence

The projects did collaborate and cooperate with other projects being implemented in support of the VRU. This was mainly on a bilateral level. There was a specifically ongoing dialogue between the projects and the USAID project supporting the VRU. Yet this was not as formal as it could have been and a lack of VRU leadership limited the opportunities for more robust collaboration. Only near the end of the PRP project in early 2021 did the VRU appoint a senior official to support project coordination.

With regard to the implementation of the Association Agreement, the work with the VRU and its relationship with other actors was disaggregated for the PRP. For example, the work with the EU Integration Committee of the VRU, which was a part of the Rada for Europe Project, was not part of the PRP project and was implemented by another EU project.¹³ There is limited evidence of coordination between the two projects, despite the clear links to such work. But the PRP Project did have a more robust relationship with the EU4PAR Project focused on public administration reform.

The EU and UNDP are partners in a number of development projects in Ukraine. Despite this fact, there was limited evidence of UNDP projects being implemented in Ukraine having any links to either of the VRU projects.

D. Efficiency

When considering the cost-effectiveness of the implementation of the two projects, it is important to divide the work of the project into managerial functioning and the cost of implementation.

With regard to the management of the project, there were several concerns. The Rada for Europe Project was based on a standard project management approach used by UNDP in implementing parliamentary development projects. The PRP Project used a slightly different modality with a higher number of local consultants (outside the core UNDP project team) for the Parliamentary Reform Office (PRO) to be embedded into the VRU to provide technical assistance on implementation of parliamentary reform to the Apparatus and deputies. The idea of PRO was promoted by the former VRU Chairman Parubiy and further supported by the current Chairman

¹³ This reorientation was due to the launch of a dedicated project "Association for You", which fully covered EU support to AA-related legislation both in the Government and VRU (EI Committee).

Razumkov. However, at present, the PRO is still not fully integrated into the structure of VRU Secretariat, including due to weak governance framework of parliamentary reform.

Both projects were implemented by UNDP. There were challenges in their implementation, but also in the relationship between the EUD and UNDP, which both had an impact on the efficiency of the projects' implementation.

There were other challenges with the management of the projects. To start, there were delays in the hiring of project staff, including the contracting of PRO staff under the PRP project. Despite the project commencing in early 2019, it was not until November 2019 that the first experts were hired for the PRO, and it was not until early 2020 (and just before the pandemic was declared) that the PRO experts were entirely in place. For two-year projects to have the staff not hired for months after the commencement of the project created significant delays in implementation.

A further issue with regard to efficiencies was related to technical and financial reporting concerning the Rada for Europe Project. The EUD had concerns, at times, with the quality and content of the quarterly and annual reports submitted by UNDP, which resulted in delays in interim payment being released. This, in turn, caused delays in the implementation of project activities, which for a two-year project meant a significant impact on results.

The RRF for the Rada for Europe Project was revised at least twice in the short two year period of its implementation. There may have been valid reasons for the amendments to the RRF, but the end result was the need for project adjustments and a lack of clarity in how and what was being implemented. Again, for a standard four-year project, the impact may have been less tangible, but for a two-year project, the impact is more significant.

A further issue concerning personnel, especially for the PRP project, was the lack of a Project Coordinator. The post was the de facto project head and, as such, was key to effective project implementation. Yet, the post was vacant for most of the project. When a Project Coordinator was hired several months after the start of the project, that person did not remain for long. Subsequent attempts to hire a coordinator were unsuccessful.

A similar challenge occurred with regard to the hiring of the Head of the PRO. The initial hire for the post occurred a number of months after the project commenced, but that person did not stay with the PRO for very long. Subsequent attempts to find a new Head of the PRO were not successful. The lack of a Head of the PRO limited the ability to operate in a cohesive manner. It also limited the ability to have a senior official within the PRO build strong relationships with senior officials in the Apparatus and political leadership.

A third personnel issue with the PRP project was the inability to hire an senior international technical advisor for the project at the beginning of the implementation period. Together with the lack of a project coordinator, this resulted in almost no direction, guidance or quality assurance of the work of the PRO experts. The results of this lack of oversight and guidance can be seen in the inconsistent work of the PRO. It also is indicated in what can be seen as work from the PRO that was not necessarily based on best practices for development projects.

With regard to the cost allocations for the projects, the costs were generally reasonable. However, the over-emphasis on physical infrastructure procurement (and the eagerness of the VRU Apparatus to focus on this aspect of the projects' work) resulted in fewer resources for capacity development and technical support and advice to beneficiaries who could be champions for reforms within the institution.

The use of local technical experts to work through the PRO was, in theory, a cost-effective approach to the work of the PRP Project. The costs associated with local experts is significantly

lower than for similar international capacity. In short, for the same cost the project was able to have more capacity. However, this cost efficiency was not as effective as it could have been. There was a need for a limited role for an international expert to provide technical guidance, quality assurance and monitoring of outputs of the PRO experts. The lack of this role resulted in less results and less impact from the work of the PRO.

Overall, the costs estimated and the final reporting of funds allocated were reasonable for a project of this type. The challenges within the project were less about the quantity of resources allocated and more about the quality of the work delivered from those resources. A significant portion of the project funding was allocated to IT and physical infrastructure. The procurement process for such infrastructure faced delays which required an additional extension of PRP in October 2021 by additional three months.

E. Effectiveness

Overall, the projects were too ambitious in the expected results and outcomes to be achieved. In medium-term projects (two years or less in duration), the results need to be realistic. Given the political upheaval in Ukraine during the times the projects were implemented – turnover in VRU chairpersons and Apparatus heads – it would have been prudent for the projects to develop outcomes that were more likely to be achieved.

Specifically, there were a number of challenges that impacted the projects' ability to achieve its objectives, including:

- There were results achieved during the Rada for Europe, but the momentum for such reforms, where it existed, dissipated and, as a result, the PRP Project focused on existing strategies which impacted on the project's capacity to ensure reforms were maintained; and
- The projects produced or contributed to a number of strategic documents – Human Resource Management Strategy; Functional Analysis of the VRU Apparatus; Communications Strategy; IT Strategy (among others) – but these were often developed in a manner that did not ensure strong ownership of such plans by the VRU. Many plans were developed by technical experts with a limited engagement of VRU staff and deputies. Where an inclusive process was used to develop such reform documents, such as with the Communication strategy and HRM Strategy, results were more tangible but still did not reach the level of impact.

There were also factors beyond the control of the project that impacted the delivery of results. The COVID-19 pandemic from March 2020 into 2021 significantly affected all development work, including support to the VRU. The change in government after presidential and parliamentary elections in 2019 resulted in new opportunities for reform but also meant that the PRP Project was required to re-initiate relationships with VRU leaders prior to the restart of the reform process. The change in leadership posts – both VRU chairpersons and Apparatus heads – was beyond the control of the projects but these changes had a major impact on the ability of the projects to deliver given the lack of ownership of the reform process after the departure of the Chairman Groyzman in 2016 shortly after the Rada for Europe Project commenced. Furthermore, both projects were strongly affected by the absence of a Head of Apparatus formally approved by the VRU. As a result,

the project had to cooperate with acting heads of Apparatus, which limited their capacity to initiate or maintain a sustainable reform process.^{14 15}

There was also a challenge in determining the results that can be attributed to the EU projects in support of the VRU. For example, the work with the Education Centre of the VRU was divided between the USAID project and the EU projects, but it is difficult to determine which work was delivered by one or the other.

Output 1: Improvements to the Legislative Process in the VRU

Rada for Europe:	Strengthened capacity of the VRU to produce quality legislation and monitor its implementation, including legislation pertaining to implementation of the EU-Ukraine Association Agreement, to fulfil its Constitutional prerogatives and to serve as a model and a driving force for reforms
PRP:	Support to the end-to-end legislative process and parliamentary oversight
Results	PARTIALLY ACHIEVED

The purpose of this output for both projects was to enhance the process by which laws are developed and passed by the VRU. The challenge previously was that the vast majority of draft laws were developed and introduced to the VRU as MP proposals, as compared to ones developed and introduced by the GoU. This had resulted in a proliferation of draft laws but with little control or quality assurance by the Government. It also had a tendency to result in draft laws that were more self-interested and related to the agendas of individual MPs.

The two projects made an effort to address these challenges. Specifically, between the two projects the following results are noted:

- A digital system of document management was approved by the VRU in 2019¹⁶;
- Revisions to the VRU rules of procedure to
 - allow for a broader set of amendments to a draft law when amendments are allowed under second reading¹⁷; and
 - reduce the number of superfluous or frivolous amendments to eliminate “proposal spam”¹⁸;
- Enhanced IT capacity to enable committees to function effectively in either remote or hybrid format¹⁹; and
- Introduction of an annual legislative planning process for the VRU, with the adoption of annual plans for 2020 and 2021.

In addition, in the past two years, significant effort from the PRP has been invested in the development of a comprehensive Draft Law on Law-making Activity. This included supporting

¹⁴ The turnover in senior officials continued with the election of a new Speaker for the Rada in October 2021 - <https://ukranews.com/en/news/806252-rada-elects-stefanchuk-as-new-speaker>

¹⁵ Despite the changes in the post of Speaker, the project did have support from senior officials throughout the life of the project. However, the change in senior posts did cause delays and required the project to rebuild key relationships on a regular basis.

¹⁶ VRU Law # 207-IX, 17.10.2019

¹⁷ VRU Law # 153-IX, 03.10.2019

¹⁸ VRU Law # 561-IX, 16.04.2020

¹⁹ VRU Law # 543-ix, 30.03.2020

working group efforts to develop the draft law and coordination between the VRU apparatus and the Government. This resulted in the introduction of the draft law in June 2021, but at the time of the writing of this report the draft law had not as yet been adopted.

Additionally, the output was focused on the oversight function of the VRU and the role of the committees of the VRU to conduct routine, evidence-based oversight of government activity and spending. Results included:

- Development of an oversight methodology based on international best practices;
- Piloting of the methodology with eight VRU committees, including testing the methodology and providing technical assistance to review the implementation of legislation; and
- The review of 45 current Ukrainian laws by committees.

Based on the activities implemented by the two projects, it can be concluded that the output was partially fulfilled. The projects, especially the work of Component 1 of the PRP, was able to achieve some results that did work “on the margins” of the legislative process and did provide incremental improvement to the process. In this context, strong relationships were built with key VRU Apparatus staff and other stakeholders and leveraged such relationships to initiate and support the development of a comprehensive reform of the legislative process in a manner that would address many of the challenges that limit the effectiveness of the VRU as a decision-making body.

Unfortunately, the size of the task to reform the legislative process in the VRU was never fully appreciated by those designing the projects. The amount of effort and human resources required to navigate the political and administrative barriers to such reforms was more than had been expected.

With regard to the oversight function of the VRU, the work during the PRP project did allow for the development and testing of a new methodology for oversight. The project’s approach to this work was well-aligned with best practices for parliamentary development work. The piloting of committee work allows for a more “hands-on” in which project staff build trusted relationships with committee members, chairpersons and staff. It also allows for the use of a variety of tools to promote the transfer of knowledge and learning so as to create organisational change.

However, the piloting work needs to be translated into permanent changes in procedure and systems to embed the new methodology into the work of all committees with regard to oversight.

Output 2: Support to build the capacity of the VRU Secretariat

Rada for Europe:	Strengthen the Secretariat to enable it to provide effective, non-partisan services to the VRU and MPs
PRP:	Institutional development and capacity building of the VRU Secretariat
Results	PARTIALLY ACHIEVED

The focus of Output 2 is on the capacity development of the VRU Apparatus (i.e., Secretariat). The Apparatus is key to the long-term development of the VRU, as can be seen in the election of the 9th Convocation. With 80% turnover in MPs from the 2019 election, it is the staff of the VRU that must maintain the standards and practices of the institution (i.e., the institutional memory of the VRU).

Results noted for this output include:

- Development of a VRU Strategic Development Plan;
- Introduction of an internship programme within the VRU;
- Development, approval and implementation of a Human Resource Management Strategy;
- Development and delivery of a considerable number of thematic online training courses for VRU apparatus staff based on an online training platform
- Development and introduction for debate of a draft law to establish an independent parliamentary service; and
- Conducting a Functional Analysis of the VRU Apparatus to recommend comprehensive reforms of the structure of the Apparatus.

In addition to these signature strategies and draft laws, the two projects provided significant training, knowledge transfer and capacity development activities for Apparatus staff. Some of these measures were closely linked to the other outputs of the project. For example, the piloting of oversight work with eight VRU committees included capacity development for staff working with the committees. Others were stand-alone activities where training and capacity development were the primary goal.

Yet, the projects were unable to deliver fully on the output. As noted elsewhere in this report, the turnover in leadership within the VRU, both political and administrative, was a significant barrier to achieving results. For example, the functional analysis of the Apparatus involved significant effort from the Westminster Foundation for Democracy on behalf of the PRP Project. It was originally championed by the Head of the Apparatus, who was in the post from September 2019 to July 2020, but with his departure from the post in July 2020, the project was unable to muster the support for the adoption of the new structure from the new administrative head.

In many ways, the reform of the administration of a parliament can be the most challenging aspect of parliamentary development. The secretariat to a parliament is usually fearful of reforms that touch so close to their own jobs. The risk of a job change or job losses due to a new human resource strategy or structure usually means that the senior administrative officials are challenged to support such changes. Where such support is visible, there will likely still be significant “headwinds” in their implementation. Such challenges are even more daunting where the secretariat is entrenched in policies and systems that were established prior to democratic reforms, as is the case in the VRU.

The work of Component 2 of the PRP was focused on the implementation of this output. The relevant experts working on this component should be commended for their efforts in developing strategies and conducting analysis of the Apparatus. However, despite strong support from VRU Apparatus leadership at the time, there seems to have been a lack of participation or inclusion of the Apparatus staff in its own reform process. As noted above, such reforms are highly challenging but will have almost a chance of success unless champions within the Apparatus are identified and supported in owning the reform process. Too many of the proposed reforms were based on work directly implemented by the PRP or through other external expertise, with only limited engagement of the Apparatus in the process. This would not be considered good practice for parliamentary development and seems to be less participatory and inclusive than the reform processes initiated within other project support areas.

Output 3: Enhanced transparency and communications for the VRU

Rada for Europe:	Greater transparency of the VRU and more consistent communication and dialogue with then population assured
PRP:	Implementing e-Parliament and Communication Strategies
Results	PARTIALLY ACHIEVED

This output was focused on the relationship between the VRU and the citizens they are constitutionally mandated to represent. The goal was to establish the systems and policies within the VRU to build a more open and outward-looking institution that is communicating effectively with citizens and giving them regular opportunities to provide input into and engage with the VRU as it implements its work.

To that end, the two projects were able to contribute to the achievement of certain results, including:

- Contribution to the implementation of an Open Parliament Initiative (OPI) Action Plan (2016-18);
- Development, adoption and implementation of a VRU Communications Strategy;
- Development of an IT Strategy for the VRU;
- Training of Rada staff on the use of IT infrastructure to enable virtual committee meetings and digital documentmanagement;
- Support to the VRU Education Unit, including online courses and civic education modules developed to educate the public on the work of the VRU;

Of the three outputs of the two projects, this is the one that saw the most advanced. This may be a result of a combination of less resistance from the VRU Apparatus to such reforms, as they had no direct impact on staff posts, and the important share of the procurement of infrastructure.

The development and adoption of the OPI Action Plan is a good example of the strengths and weaknesses of the projects. Ukraine is a member of the Open Government Partnership (OPG)²⁰ and, as such, has made certain commitments towards a more transparent approach to the work of the government. Included in these commitments is a specific commitment for a more open and transparent parliament. To that end, the VRU in 2016 established a working group that included MPs, VRU staff and CSO representatives to develop an Action Plan.

The Action Plan was adopted by the VRU in 2016 but was not renewed or revised after it lapsed in 2018. The project was unable to re-initiate the OPI process, partly as a result of a pivot by the projects to focus on the implementation of the VRU communications and IT strategies. These strategies were designed and adopted by the VRU. However, analysis of the IT Strategy commissioned by the PRP shows that there was a lack of ownership of the strategy by the end-users and even by IT staff of the VRU.

Another example of the challenges the projects faced can be seen in the support to the Education Unit of the VRU. The Unit was *de facto* established by the VRU but was never legally established.

It received support from the PRP project, but the bulk of its support was from the USAID project. The PRP project did commission the development of online courses and school civic education modules by a contracted national CSO. The content of the materials developed were more than adequate, but the process by which the materials were developed was almost exclusively external, with a limited engagement of the staff working in the Education Unit. This will have an impact on

²⁰ Open Government Partnership - <https://www.opengovpartnership.org>

the sustainability of the work and was a missed opportunity to build the internal capacity of the VRU to develop and design such materials in the future. To date, the developed training program is pending approval by the VRU.

Another challenge was with regard to the IT audit planned for 2020. As with other aspects of the reform process, the Head of the Apparatus changed in July 2020 and with the change came a different approach, including the cancelling of the IT audit, for UNDP had already contracted an outside technical team (i.e., KPMG) to conduct the audit.

Outcome: VRU is an effective and accountable governance institution that makes decisions based on an inclusive and participatory approach to its work

Rada for Europe:	More effective and accountable institutions respond to the needs of all persons within the jurisdiction of Ukraine, especially the most vulnerable
PRP:	By 2022, women and men, girls and boys participate in decision-making and enjoy human rights, gender equality, effective, transparent and non-discriminatory public services
Results	NOT ACHIEVED

The two projects were not without some success and there are results to show for the effort on behalf of the EU and UNDP. As noted above, under each of the outputs, there were achievements that will have a lasting change on the VRU, its MPs and staff. But the conclusion of this report is that the expected outcome of the projects – that the VRU is an open and accountable institution that makes decisions in an inclusive and participatory manner – was not achieved. It is these four measurements – openness, accountable, participatory and inclusive – that are the four pillars of an effective parliament.

Openness

Starting with openness, we can see that the VRU did embrace reforms and commitments to the Open Parliament Initiative immediately after the NAM report was submitted and the VRU adopted its Roadmap for Internal Reforms. We can also see that the VRU did adopt key sectoral strategies that, such communications and IT, which may eventually result in institution-wide systems and infrastructure that will make the Parliament more open and engaged with the public. But the VRU has not yet met the standard of openness for a parliament that would be expected.

The OPI is based on a Declaration of Open parliament principles first developed in 2012. The principles have four overarching objectives by which all parliaments can be measured with regard to openness:

- Promoting a Culture of Openness
- Making Parliamentary Information Transparent
- Easing Access to parliamentary Information
- Enabling Electronic Communication of Parliamentary Information

Though the projects have “moved the needle” on the last three objectives, it has not met the standard for each of these. In addition, again, despite progress, the VRU has not fully embraced a culture of openness. Until this can be observed and confirmed on an institutional level, the standard

expected for the outcome has not been met.

Accountable

An accountable parliament is one in which the people to whom the institution is accountable – in the case of the VRU the citizens of Ukraine – are able to hold the institution to account. At a basic level, any parliament elected through free and fair elections is meeting the accountability standard, as for each election, the citizens have the chance to decide who is elected to the parliament. But digging a bit deeper, there are other measurements of what is an accountable parliament. These include:

- Citizens access to information and evidence from the parliament (openness – as discussed above)
- Regular and routine opportunities for citizens to express their opinions on the work of the parliament (participation – see below for analysis of this point)
- Robust and multi-faceted relationship with civil society that encourages dialogue and monitoring of parliaments work

In the early days of the Rada for Europe project, there were promising signs of more accountability. The OPI Action Plan Working Group included VRU staff, MPs and civil society, allowing for more robust and active interactions and the relationship between the VRU and civil society. This could have been a model for further entrenching this approach in the work of the VRU. Yet neither the VRU nor the Rada for Europe project leveraged the success of the OPI Action Plan approach to utilise the model of the working group for other work. This was a missed opportunity.

Participatory

At a basic level, a participatory parliament is one in which the work of parliament is conducted in a manner that not only promotes, but encourages public participation into its work. The Commonwealth Parliamentary Association has gone further and has defined a set of benchmarks for democratic parliaments²¹ that includes specific measures as to what is meant by being participatory:

- Effective avenues are provided for citizens to petition parliament;²²
- Active engagement of citizens in the work of parliamentary committees;²³
- Committee meetings are generally open to the public and media;²⁴ and
- Routine opportunities for the public to provide input into the work of parliament.²⁵

The projects have limited evidence to show that these standards were met by the VRU, despite this being inherently a part of the overall outcome of the projects. The evidence is clear that the projects were focused more on internal, institutional development. There are indications of some tangential links to a more participatory parliament. The development of a communications plan and support to related IT and education units showed some need to ensure the VRU was outward-looking

²¹ *Benchmarks for Democratic Legislatures* (2006 – updated in 2018); Commonwealth Parliamentary Association; London <https://www.cpahq.org/media/10jik2nh/recommended-benchmarks-for-democratic-legislatures-updated-2018-final-online-version-single.pdf>

²² *Ibid*; Benchmark 2.7.1

²³ *Ibid*; Benchmark 3.2.5

²⁴ *Ibid*; Benchmark 3.2.7

²⁵ *Ibid*; Benchmark 6.3.1

in its approach but seems to have stopped short of an active two-way dialogue with citizens, both online and in-person.

Inclusivity

Inclusivity is linked to participatory efforts by a parliament but goes beyond the engagement of the “usual suspects” and encourages those voices that are often marginalised to be heard in the work of a parliament. Given that committees are at the centre of public participation, if a parliament is to be inclusive, it will have systems, resources and procedures in place to support committees in their engagement of those that are not typically engaged. The work of the committees, with support from the projects, was more focused on internal capacity to conduct oversight or scrutinise draft laws. There is limited evidence of the projects engaging the committees to be more inclusive, and, in turn, there is still much work to be done by the VRU to meet this standard.

Effectiveness

Given the above discussion on the four pillars of an effective parliament, it can be concluded that the VRU has not as yet achieved the status of an effective parliament. As this report has shown through numerous examples, the work of the VRU still has some distance to go to be effective. Progress has been made, no doubt in part from the efforts of the two EU-funded projects. However, it is clear that the projects became bogged down in the internal machinations of the VRU and focused more on the delivery of outputs, with little guidance or consideration of the expected outcomes of the projects. This lack of outcome-level results management was a “fatal flaw” to the projects.

F. Impact

The projects struggled to achieve impactful results. Where there was an impact, for example, the adoption of the Communication Strategy under the first project, there was an inability to ensure the impact was institutionalised, particularly, through appropriate structural, HRM changes and financial allocations.

Other activities and outputs may have an impact if the work of the projects can be institutionalised. The development and introduction of the Draft Law on the Law-making Process and the Draft Law on the Parliamentary Service may result in an impact on the VRU and the legislative process in Ukraine, but this will not be known if and until the draft law is approved by the VRU and endorsed by the President.

There were amendments to the Rules of Procedure of the VRU that reflected the Roadmap for Internal Reform and Capacity Building. For example, after a significant effort from the project and the JMD process in 2021, the VRU approved changes to its rules that eliminated “piano voting” – the process by which one deputy could vote as a proxy on behalf of multiple other deputies via the electronic voting system.²⁶

G. Sustainability

Another significant factor in the projects’ ability to achieve results was related to the lack of

²⁶ <https://www.unian.info/politics/piano-voting-ukrainian-parliament-finally-moves-to-end-multi-voting-11340824.html>

sustainability of the activities and outputs of the projects. With limited exceptions, the projects were unable to institutionalise the results that were achieved. This was caused by a number of factors, including:

- Lack of political will amongst VRU leadership to support reform efforts;
- Limited commitment of state funds to assume control and to fund the reforms developed; and
- Lack of leadership and capacity within the VRU Apparatus to implement and maintain reform efforts.

Specifically, there are numerous examples of the projects not engaging with or co-owning the reform processes with the relevant VRU departments or staff. These included:

- Development of the IT Strategy without fully engaged VRU IT staff;
- Civic education materials developed with limited input from the staff of the VRUs Education Unit;
- Human resource management strategy developed primarily by PRPs PRO experts.

Where there were results that could have been sustainable, there is a lack of evidence that the projects attempted to build the capacity of VRU staff to ensure sustainability. For example, the establishing of a suite of civic education and school curriculum modules for the VRUs Education Centre were developed by consultants on behalf of the PRP Project, but the work did not include mentoring or coaching as a means of building the capacity of the staff at the Centre to develop such programmes and modules in the future.

Overall, there seems to have been a lack of consistent strategy or approach to ensure the projects' work and results would be sustainable. The cleavage of the PSP project between the PRO and the project team proper likely was a factor in a lack of such an overall approach. Another factor may have been the lack of senior posts, such a Project Coordinator, Senior International Technical Adviser and Head of the PRO, being filled in a timely manner, thus limiting the capacity of the projects, especially the PSP project, to ensure quality assurance to its work and, in turn, consideration of sustainability as an integral part of the projects' work.

H. EU Added Value/Visibility

EU Added Value

The EU's funding of the projects and its commitment to the implementation of the AA provided added value to the projects' efforts at support. There is a demand for European perspectives by VRU deputies and staff, and the project made an effort to ensure European parliamentary practices were front and centre in their provision of technical advice and comparative analysis. The projects also utilised European short-term technical experts wherever feasible to ensure the VRU was receiving knowledge based on European best practices.

The evaluation finds that one of the most important EU-funded interventions values is the continuous confirmation that all EU Member States remain firm in their commitment to Ukraine's sovereignty, territorial integrity and implementation of national reforms. All interviewed beneficiaries and stakeholders acknowledged that two evaluated Actions have formed the backbone to the parliamentary reform in Ukraine. Despite the large pool of donor funding to the parliamentary

development in Ukraine, the EU support has strategic significance in the sense that it is the largest and most long-term funding.

The degree of alignment of projects interventions with the EU country priorities was high. The AA implementation process in Ukraine had already established the priorities for reforms, which were subsequently reflected in the EU conditionalities. The design of both projects was fully supportive of the parliamentary reform priorities and that the EU had substantial insight and influence over the selection of priorities and the associated conditionalities, adding value compared to other international donors.

EU Visibility

The projects were generally perceived as “UNDP projects”, which is an indication that the visibility of the EU as the donor could be enhanced. However, those interviewed for the report were quick to acknowledge the EU's contributions to the projects.

Visibility guidelines have been well applied across all activities, including through logos, banners, mentioning of EU support and regular visits and attendance from EU staff at key project events. Despite overall good levels of EU visibility through logos, banners, etc., people still sometimes lack a good understanding of the EU's role in the Parliamentary reform in Ukraine. EU visibility can still be strengthened and better explained in terms of why the EU provides this support.

3. OVERALL ASSESSMENT

When the Rada for Europe Project was commenced in early 2016, the timing was right for the kind of intervention that would allow the momentum from the 2014 Maidan Revolution, the 2014 general election and the reform efforts supported by the European Parliament and UNDP. In the development it is sometimes said that you need the right people in the right place and the right time to achieve results and impact from the work. In all of these factors, the two EU supported projects with the VRU was partially on target.

The projects were able to muster significant technical support to the VRU to supplement its own capacity and to support the development of a modern parliament. But the projects were not able to strike a balance between the need for local context and knowledge with an international perspective. This resulted, especially for the second project, in a lack of consistency in how technical advice was provided and the use of tools and methodologies that were not reflective of best practices for work with parliaments.

The projects also attempted to fully implement the Roadmap for Internal Reform, as adopted by the VRU in March 2016. This did show some success. Key strategic documents were developed and some were approved by the VRU. Changes were made to the VRU rules of procedure. Additional capacity and infrastructure were procured and provided to the VRU. However, the ability to implement reforms at the technical level were hampered by a lack of engagement by the projects at the strategic or political levels. The Jean Monnet Dialogue was operating outside of the projects' mandate. The planned working group on internal reform never really materialized. The lack of political analysis and project planning based on such analysis was a major reason for the challenges faced by the projects in achieving results.

The implementing partnership also was challenging for the two projects. The EUD and UNDP were often times challenged to work collaboratively. UNDP had difficulties retaining high-quality project and technical staff, which had a direct impact on project delivery. The shift to the embedded experts model for the second project lacked ownership by the VRU and turnover in some senior posts. The lack of project quality assurance being designed into the new modality and delay in recruiting an international parliamentary adviser also limited the consistency in how technical advice was provided to the VRU.

Given the changes in senior leadership posts – both political and administrative – the project struggled to build and maintain trusted relationships with key actors that is often a pre-condition for parliamentary reforms. The mitigation of such risks should have been a priority for the projects to ensure they had a plan to manage such changes.

Of course, there were also external factors that limited the delivery of the projects. The 2019 snap election resulted in an early vote that saw an 80% turnover in deputies in the VRU. The 2020 COVID-19 pandemic also had an impact on all development work, and this project was no exception.

In the end, the two projects provided technical support to the VRU as it implemented its internal reform process, but the lack of political engagement and analysis, quality assurance and M&E techniques and limited use of trusted relationships all contributed to a less than optimal use of resources and the delivery of sustainable results. Add the near-constant change in leadership in the VRU, and the projects made a strong effort to maintain the reform momentum from 2016, but as that momentum waned, so did the prospect for results.

4. LESSONS LEARNT & RECOMMENDATIONS

A. Lessons Learnt

This section will draw some lessons learnt from the implementation of the parliamentary projects in Ukraine so far. The following lessons learnt are not exhaustive, as many more could be added. The evaluators consider them as rather exemplary in terms of their relevance for approaches and themes in future parliamentary programming.

1. Promoting Co-ownership of the Reform Process

Given the history of Ukraine and its geographic location between Europe and Russia, it is especially important that any process to develop and support a reform agenda within the VRU (or any other government institution) will be more successful and impactful if the process is co-owned by the EUD and the VRU. This may require a more complex process of identifying and endorsing such reforms, but the end product will have the full weight of the institution behind the reforms. It will also bode well for the implementation of such reforms if the VRU leadership has been an active partner and even co-pilot in developing such reforms.

2. Scope of the reforms

Reforms that are very broad (like parliamentary reform which is connected to other reforms (public administration reform, anti-corruption etc.)) are likely to have trouble in the implementation stage, especially in a context where there is so much other pressing business on the parliamentary

agenda. The reforms have advanced the most where the local actors most interested in reform, have the most political will, influence, control and ownership. Such local actors as the deputies, however, do not appear to have made implementing the Pat Cox's mission recommendations a major priority, and so progress in areas influenced by these actors has been slow. About 80% of the new deputies elected in 2019 to the VRU had never been parliamentarians prior and many had no previous political experience at all.

3. Planning for institutional development

Both EU projects were looking for ways to support the institutional strengthening of the VRU. Institutional strengthening is the result of a complex process that involves rules and regulations, knowledge and expertise, resources and planning, commitment and vision. Such complex processes can best be guided under an agreed comprehensive plan to strengthen the institution of Parliament. The European Parliament's Needs Assessment Mission, carried out between August 2015 and February 2016, resulted in 52 recommendations that provided the basis for the VRU Roadmap on Internal Reform and Institutional Capacity Building, marking the beginning of comprehensive reform. On March 17, 2016, by Resolution No. 1035-VIII the VRU committed to implementing the Roadmap recommendations; the Reform Working Group was set up, and the inter-factional Jean Monnet Dialogue platform was launched. Once the Road Map was in place, it enabled the donors and assistance projects to direct their assistance towards the implementation of this Road Map. The experience of both projects in Ukraine reveals the limits of what a single project can achieve in the absence of the agreed targets and sequencing priorities of such an institutional strengthening plan.

4. Ensuring leadership commitment and access

Leadership commitment and policy implementation consistency are the decisive elements for the success of capacity development projects like the two evaluated Actions. Lack of leadership commitment and implementation inconsistency can cause interruption or stagnation in the project implementation. When the leadership of parliament changes, the project management should consider proposing adjustments to the Project Document in the areas where new programmatic opportunities might arise.

Access to the leadership of the parliamentary institution and regular consultations with the chairpersons of Committees are also requirements to make sure that project planning and implementation meets the needs of the individual MPs and of the Committees, which are the main policy platform in the Parliament.

5. Building upon the political momentum

Building upon the momentum requires that sufficient time is given for implementation and consolidation of the practices promoted by the projects.

6. Developing consistent M&E practices

There should be a consistent M&E mechanism designed in the Project Document. Ideally, such mechanism should be run by either a unit / person within the project or within the EU / Implementing Agency Office. Parallel to the M&E mechanism, there should also be a mechanism to enable punctual adjustments of the Project Document. This will ensure structured flexibility for project implementation. One of the key tools for successful M&E is the availability of quantitative data on the performance of the beneficiary institutions and on the results of the project deliverables.

Therefore, the integration of data collection mechanisms in future project design should enable more consistent M&E during project implementation and quality assurance.

7. Planning for sustainability

The EU and UNDP have invested considerable resources in both projects and rightly expect that the policy impact and the technical results be sustained after the closing date of the projects. This means that the VRU should continue to allocate resources for the parliamentary reform, amongst others, that the knowledge products will remain accessible, that lessons learnt and best practices will not be left aside after projects' implementation.

One of the ways of planning for sustainability is to draft a "sustainability document" at the very end of the project period. This document should list the initiatives which the VRU will take after closing of the project to oversee the continued application of the knowledge gained through the project. The "Sustainability document" could foresee in a quarterly or bi-annual report by the VRU on the follow-up to the agreed sustainability measures. This quarterly or bi-annual report will provide the basis for any possible future support request, if need be, towards another EU project with the VRU.

8. Accessing international expertise and best practices

To be successful, parliamentary development projects need to find the right balance between domestic expertise and international expertise, between relying on the national legal and policy framework and exploring best practices from other parliaments worldwide. Searching for the right mix of international and national human resources requires accessing the networks of the EU, national parliamentary institutions and personal networks.

9. Recognizing change as a gradual process

Projects usually plan institutional change in a logical and time-sensitive approach. However, changes do not always occur in a logical or timely way. Some changes might happen unexpectedly or not at all; or institutional changes might require more reflection and political arm-wrestling than anticipated. Institutional changes often do not happen in a fully fledged way within the lifespan of a project. This is particularly the case for parliamentary projects, as parliaments are political institutions led by persons who have a political agenda and whose timing does not necessarily coincide with the timing of a project, even if agreed upon in advance.

The lack of political will under the previous and current parliament administration to implement proposed parliamentary reform testifies to that. Flexibility to adjust timelines can be required, recognizing that change is a gradual process. When adjusting a project, maintaining the quality of service delivery needs to remain the criteria.

B. Recommendations

Based on the findings noted above, the following are key recommendations for future support to the VRU by the EUD.

Recommendation 1: The EU should continue to support the reform process in the VRU in two stages.

Stage One: Initial support should be for approximately one year or a bit more depending on political context and be focused on the reboot of the reform process in the parliament. Prior to any

substantive work on the renewal of the reform process, the EU should establish a reform platform²⁷ that is co-owned with the VRU and reflects the perspectives of the political and administrative leadership of the institution along with all party factions represented in the parliament. Such a platform should include the JMD that currently exists, either as a high-level dialogue forum amongst factions and political leaders that can be re-imagined with senior administrative staff as well.

Once formed, the platform can lead in conducting a review of the reform process to date, guide the collection of data and evidence and support the analysis that will form the basis of a dialogue on reform that will redefine or reiterate the reform priorities for the VRU. Such a dialogue can include, from the side of the EU, conditions that should be met in order to ensure all actors engaged in the reform process are committed to the process. These conditions should include:

- Ensure a clear indication of political will for a renewed reform process, including an all-faction endorsement of such a reform process for the VRU;
- Operationalisation of a platform that is led by VRU political leaders and offers all factions and all deputies the opportunity to engage in the reform process that is active and effective for providing guidance and strategic direction on internal reforms and capacity building (i.e., Working Group on Internal Reforms and Capacity Building that shall meet on a regular basis to coordinate and monitor the reform process) ;
- Under the direction of the reform platform, conduct an independent review of the reform process to identify a new set of reform recommendations (a revised or new VRU Action Plan for Internal Reform and Capacity Building) ;
- A commitment to develop and adopt a VRU Strategic Plan²⁸ (i.e., a “White Paper”) led by political leadership within the VRU that outlines the parliament’s reform priorities for the next three-five years, including a:
 - commitment to implement sectoral strategies (HR; IT; Communications) and institutional changes (i.e., training centre; education centre) that have been developed but not endorsed; and
 - political and administrative commitment, including allocation of state funds to cost-share the current or renewed reform effort and implementation of the Strategic Plan.
- Approval and adoption of the Law on Parliamentary Service and the Law on the Law-making Process; and
- Commitment to strong leadership within the VRU for the reform process, including transparent and merit-based selection and appointment of a permanent Head of the VRU Apparatus.

Stage 2: When the reform platform has completed its work in developing a new Strategic Plan with a roadmap of reforms, the EU may consider to design and fund a four-year project in support of the VRU for which the outcomes and outputs of the project reflect the decisions outlined in the VRU Strategic Plan. Consideration should be given to one of three options for the modality of implementation of the project:

²⁷ Any further efforts at reform in the VRU must be co-owned and have vertical and horizontal reach. This means the platform recommended would be one in which the VRU is a co-leader in all stages and levels of engagement. The platform should include high-level political dialogue (i.e. – JMD), strategic dialogue (i.e. – a working group of political groups on reforms) and a technical level (a forum for dialogue that includes the apparatus as full partners).

²⁸ A “Strategic Plan” (also known as a Strategic Development Plan) is a comprehensive institutional definition of identified reforms with their allocation of human and financial resources, baseline data, targets and indicators to measure success with multi-year planning for such results.

- An indirect management agreement with an international organisation to support the implementation of the project, perhaps with some components of the project being indirectly implemented by a European national parliament with experience in twinning and EU project experience; or
- A service contract with a consortium of EU public and/or private sector entities to implement the project; or
- A stand-alone twinning agreement between one or several European national parliament with experience in implementing EU projects.

Recommendation 2: Future support to the VRU must be based on technical assistance that reflects international best practices.

The work of the EU in support of the VRU must be based on high-quality technical advice that is provided through a means that ensures co-ownership of every activity and output. It must also ensure that there is a balance between national and local expertise and knowledge and international technical expertise that ensures the work is done in accordance with accepted practices for parliamentary development and maintains quality assurance for all work and outputs of the project.

Recommendation 3: Political reform takes time. Any future support to the VRU must be based on realistic and achievable outputs, indicators and targets.

Political governance projects must be carefully designed to ensure the overall goals of the project are realistic. This starts with project indicators and targets that are specific, measurable, achievable, realistic and time-bound (i.e., SMART) so as to ensure the time and resources allocated for the project are properly defined. In addition, there is a need for better and ongoing M&E and the analysis of the data collected through that process to ensure to realistically plan for the delivery of outputs.

Recommendation 4: Support to the VRU must be at both the strategic and technical levels, including the Jean Monnet Dialogue.

A political governance reform project must be able to build significant relationships with political and administrative leadership and manage strategic issues as they arise. This will require a project to invest in relationships with political actors and to maintain those links throughout the project. Such engagement will be invaluable to the project's capacity to deliver at the technical level, including addressing any barriers and building political consensus for detailed reform implementation. A future project should have three levels of engagement – the high-level JMD to define in broad strokes the political consensus for specific reforms, a mid-level reform working group (e.g. Working Group on Internal Reform and capacity Building) to develop such agreements into concrete action points and ground-level technical assistance to implement the reforms (thematic or sectoral expert groups). All three levels should be part of and within the project.

The high-level dialogue would be based on the success of the JMD process, allowing space for senior political leaders from all party groups to discuss and find consensus on parliamentary reforms. The difference in the next phase of any support would be that the JMD work would be part of the project, allowing for a more integrated approach to dialogue at multiple levels.

Recommendation 5: Political governance assistance requires political thinking and analysis

It may sound trite to say that work with political institutions requires political acumen, but it is worth a reminder that any project in support of a parliament requires human resources and tools to ensure there is initial and ongoing political analysis to monitor the project's work and to make adjustments as the political circumstances require. Sound political analysis ensures a project has the ability to fully understand the drivers and the barriers of reforms.

Recommendation 6: Human resource management within a project must be prioritised to ensure adequate staffing for an effective project

Human resource management is critical to an effective project. Without effective management the project will face barriers to its ability to deliver results. More effort must be made in the design of the project to ensure there is an investment in appropriate staffing, both with regard to quantity and quality of those working for the project. Turnover of project staff can be a result of many factors, but it is a risk that needs to be acknowledged and mitigation measures introduced to reduce the impact and frequency of such actions.

Recommendation 7: Political governance projects should be designed around the electoral cycle

There is now sufficient evidence from a variety of political governance projects, particularly those related to parliaments, that the best starting and finishing point for a project is the start and end of the convocation after a general election. Of course, this cannot always be predicted, but planning for such an approach provides added value to the work, as it avoids changes in government, changes in administrative staff and the turnover in beneficiaries (e.g., deputies).

Projects should be for four years, allowing sufficient time to build and leverage political relationships to support required reforms.

Recommendation 8: Capacity development and sustainability need to be integrated into all stages of the project planning and implementation

Delivering political reforms cannot be achieved without ownership and capacity to sustain such reforms by the beneficiaries of the project's work. A project must ensure that for each activity, there is consideration of how capacity building will be delivered and how any outputs from the activities will be sustainable. This should include the co-ownership of all activities by the VRU, both at the political and administrative levels.

Annex 1: Proposed Strategic Vision for EU Support to the VRU

The EU should continue to fund the reform process in the VRU in two stages.

Stage One: Initial support should be for approximately one year and be focused on the reboot of the reform process in the parliament. Prior to any substantive work on the renewal of the reform process, the EU should establish a reform platform that is co-owned with the VRU and reflects the perspectives of the political and administrative leadership of the institution along with those of all party factions represented in the parliament. Such a platform should include the JMD that currently exists, either as a high-level dialogue forum amongst factions and political leaders that can be re-imagined with senior administrative staff as well.

Once formed, the platform can lead in conducting a review of the reform process to date, guide the collection of data and evidence and support the analysis that will form the basis of a dialogue on reform that will redefine or reiterate the reform priorities for the VRU. Such a dialogue can include, from the side of the EU, conditions that should be met in order to ensure all actors engaged in the reform process are committed to the process. These conditions should include:

- Ensure a clear indication of political will for a renewed reform process, including an all-faction endorsement of such a reform process for the VRU;
- Operationalisation of a platform that is led by VRU political leaders and offers all factions and all deputies the opportunity to engage in the reform process that is active and effective for providing guidance and strategic direction on internal reforms and capacity building (i.e., Working Group on Internal Reforms and Capacity Building that shall meet on a regular basis to coordinate and monitor the reform process);
- Under the direction of the reform platform, conduct an independent review of the reform process to identify a new set of reform recommendations (a revised or new VRU Action Plan for Internal Reform and Capacity Building);
- A commitment to develop and adopt a VRU Strategic Plan²⁹ (i.e., a “White Paper”) led by political leadership within the VRU that outlines the parliament’s reform priorities for the next three-five years, including a:
 - commitment to implement sectoral strategies (HR; IT; Communications) and institutional changes (i.e., training centre; education centre) that have been developed but not endorsed; and
 - political and administrative commitment, including allocation of state funds to cost-share the current or renewed reform effort and implementation of the Strategic Plan.
- Approval and adoption of the Law on Parliamentary Service and the Law on the Law-making Process; and
- Commitment to strong leadership within the VRU for the reform process, including transparent and merit-based selection and appointment of a permanent Head of the VRU Apparatus.

Stage 2: When the reform platform has completed its work in developing a new Strategic Plan with a roadmap of reforms, the EU should fund a four-year project in support of the VRU for which the outcomes and outputs of the project reflect the decisions outlined in the VRU Strategic Plan.

²⁹ A “Strategic Plan” (also known as a Strategic Development Plan) is a comprehensive institutional definition of identified reforms with their allocation of human and financial resources, baseline data, targets and indicators to measure success with multi-year planning for such results.

Consideration should be given to one of three options for the modality of implementation of the project:

- An indirect management agreement with an international organisation to support the implementation of the project, perhaps with some components of the project being indirectly implemented by a European national parliament with experience in twinning and EU project experience; or
- A service contract with a consortium of EU public and/or private sector entities to implement the project; or
- A stand-alone twinning agreement between an European national parliament with experience in implementing EU projects.

Potential new implementing partners among international organisations for the future EU assistance parliament project:

NDI - The National Democratic Institute is a non-profit, nonpartisan organization working to support and strengthen democratic institutions worldwide through citizen participation, openness and accountability in government

www.ndi.org

IRI – International Republican Institute is the international democracy-development organization. This non- partisan, non-governmental Institute has performed high-impact work in more than 100 countries since 1983—in Africa, Asia, Eurasia, Europe, Latin America and the Caribbean, and the Middle East and North Africa—and currently has offices in 40 countries worldwide.

www.iri.org

IDEA – Institute for Democracy and Electoral Assistance has objective to promote and advance sustainable democracy and to improve and consolidate electoral processes world-wide.

www.idea.int

Canadian Parliamentary Centre - The Parliamentary Centre is one of Canada's most experienced non- partisan non-governmental organizations dedicated to supporting inclusive and accountable democratic institutions.

www.parlcent.org

Westminster Foundation for Democracy – Westminster Foundation for Democracy (WFD) is the UK public body dedicated to supporting democracy around the world. WFD partners with UK political parties, parliaments, electoral and financial audit institutions to help over 30 developing countries make their governments fairer, more effective and accountable.

www.wfd.org

Global Partners Governance - GPG works with elected representatives and permanent officials in national, regional, and local government. They work on programmes of parliamentary development, government-parliament relations, decentralisation and local government reform across the Middle East, Africa, Asia, and Eastern Europe. The aim of all that work is ultimately to ensure that political institutions improve the quality of policy, legislation, and service delivery. They provide advice to policymakers at every level of government in areas as diverse as tackling human trafficking, anti-corruption, education, health, and human rights. GPG has previously implemented UK-funded support to the VRU. www.gpggovernance.net

OSCE – Organization for Security and Co-operation in Europe has a comprehensive approach to security that encompasses politico-military, economic and environmental, and human aspects. It therefore addresses a wide range of security-related concerns, including arms control, confidence- and security-building measures, human rights, national minorities, democratization, policing strategies, counter-terrorism and economic and environmental activities. All 57 participating States enjoy equal status, and decisions are taken by consensus on a politically, but not legally binding basis.

<https://www.osce.org/special-monitoring-mission-to-ukraine>

The potential implementing partners listed above may also consider to engage UNDP as a sub-implementer for a specific purpose, given its relationship built with the VRU and experience in implementing parliamentary development in Ukraine and globally.

Annex 2: Status of Implementation of VRU Roadmap for Internal Reform

The Memorandum of Understanding (MoU) between the European Parliament and the Verkhovna Rada, signed by Volodymyr Groysman, Speaker of the Verkhovna Rada, and Martin Schulz, President of the European Parliament, on 3 July 2015, provided for a joint framework for parliamentary support and capacity building.

In order to enable and support the implementation of the Memorandum, a Needs Assessment Mission (NAM) was established by the European Parliament – led by Mr Pat Cox, former President of the European Parliament – to work with its counterparts in the VRU on defining the areas in which to strengthen the parliament.

The NAM report contains 52 recommendations designed to provide a Roadmap for Reforms that will enable the VRU to become an effective, transparent and democratic institution operating according to international best practices and European democratic norms. The Roadmap was adopted by the VRU in the Resolution 1035 on 17 March 2016.

The platform “Jean Monnet Dialogue” (supported by the European Parliament and NDI) enabled the leadership of different parliamentary factions to meet together and identify areas where parliamentary reforms could advance consensually. At the Dialogue meetings it was agreed to appoint a Working Group the different factions in order to follow up on Jean Monnet Dialogue outcomes and advance NAM implementation.

The path to transformation has been accompanied by acute political, security, and economic challenges. Most notable have been the armed conflict in Eastern and Southern Ukraine from April 2014, with the temporary occupation and unrecognised annexation of the Autonomous Republic of Crimea and the city of Sevastopol, as well as a hybrid war in Donbas. Due to the latter, the VRU's 9th convocation is currently composed of only 423 parliamentarians instead of 450 because elections cannot be held in the occupied territories. The 2019 elections were won by President Volodymyr Zelensky's Servant of the People Party, which won 246 seats. The next election to the Verkhovna Rada will be held in 2023. In line with the latest changes to the electoral code of Ukraine, which took effect on January 1, 2020, for the next elections, single-member constituencies will not be elected and instead deputies will be elected through a party list in one nationwide constituency with a 5% election threshold and through open regional lists of candidates.

Overview of the progress in the main areas of the parliamentary reform contained in the Roadmap.

Dialogue and consensus-building

The idea of launching Jean Monnet Dialogues emerged in March 2016 during “Ukraine Week” at the European Parliament in Brussels. It was a high-level series of discussions between the two parliaments and the launch event for the Report and Roadmap on Internal Reform and Capacity-Building for the Verkhovna Rada of Ukraine (NAM).

A process of JMD was set up using mediation and dialogue with the Speaker of the Rada and all eight faction/group leaders. The first and third cycles took place at the Jean Monnet House outside Paris, which was bequeathed to the European Parliament by Jean Monnet, one of the founding fathers of the European Union. Second cycle took place in Ukraine. The “Jean Monnet Dialogue for peace and democracy” is a mediation and dialogue process that provides space for cross-party

dialogue. The JMD is not a series of “single issue conferences” but a process made up of cycles of preparatory activities, leading to focused meetings and their follow-up that enable parliamentary factions to build consensus on concrete issues and follow up on agreements reached. The dialogues brought some incremental and concrete achievements, including the establishment of a Working Group dedicated to implementing the reforms.

What was missing was the strategic middle – between the political decisions and technical implementation there was a need for strategic decisions and guidance that would address barriers to reforms at the bureaucratic level and to flesh out the decisions of the JMD for implementation. A VRU Working Group on Internal Reform was established for such a purpose, but it never truly launched and has not met since 2019. Historically, the VRU has not demonstrated a strong capacity to engage in parliamentary reform. This is indicated by interviews with VRU representatives, who are responding favourably to initial proposals for reform. While the Secretariat itself has substantial human resources to drive reform, it is largely perceived as an old-school, Soviet-style institution. It should not, however, be viewed as a homogeneous institution, and there are departments that may serve as effective partners for reform, such as the Information, Legal, Human Resources, and Computerized Systems Departments. While there is a strong commitment to reform within the new VRU majority and the Government of Ukraine (GoU), it is unclear whether this includes pro-democratic parliamentary reform. Servant of the People (Sluha Narodu) Party representatives have expressed a commitment to parliamentary reform. However, the initial legislative actions by this majority party are an erosion of the VRU’s role and power. While many believe that the “turbo regime” of legislation is coming to an end, this does not ameliorate the impact of having hundreds of laws pushed through with little meaningful input from the VRU. Since the GoU’s priority is to use the VRU to enact its own legislative agenda, it falls to the MPs and VRU leadership to recognize and protect the democratic and institutional importance of the VRU.

Legislative process and EU-AA legislative implementation

The overall policy making process in Ukraine is less coordinated than in the EU countries. The government’s capacity to deliver its legislative agenda is limited by factors including the relative lack of cohesion of political parties, the complexity of the policy and legislative process, insufficient opportunities for external consultation during the legislative process, and the overwhelming legislative workload exacerbated by a plethora of individual members’ initiatives. The result is that legislation required to underpin the reform process within Ukraine is often delayed. This includes legislation relating to the EU-Ukraine Association Agreement.

An efficient legislative procedure provides for ‘end-to-end’ legislative process. This ensures that stakeholders - parliamentarians, government (Cabinet of Ministers), parliamentary secretariat, committee secretariat, and citizens / civil society - are included in discussions and enabled to present their perspectives. Conceptualization and discussion within and outside parliament of the suggested legislative proposals (white paper) is one of the key stages of the end-to-end legislative process.

During the JMD the faction representatives together with the Government officials discussed and agreed on the key elements of a white paper structure. Now the decision is to be considered by the Cabinet of Ministers and introduced to its Rules of Procedures.

Several competing legislative initiatives were submitted to the Verkhovna Rada to introduce systems for filtering legislation at an early stage and streamlining the parliamentary business process. Despite the overall consensus among the factions and VRU leadership, the draft laws did not receive sufficient support in the plenary to be adopted. Another initiative for improvement of parliamentary

business procedures and prioritization of the legislative initiatives was the introduction of the thematic approach in setting the agenda for the sessions by the Speaker of the Verkhovna Rada.

Improving the legislative system on approximation of Ukrainian legislation to EU law and strengthening the capacities of the key actors in the approximation process, including the VRU and its European Integration Committee, will be also essential for the timely and proper implementation of the Ukraine – EU Association Agreement and necessary reforms.

The Government and Parliament leadership has announced a joint Roadmap on implementation of the Association Agreement that is intended to set the basis for proper prioritization and consideration of the AA-aimed legislative initiatives.

During the first two sessions of the Parliament of the Ninth Convocation, a number of laws, which mainly introduced selective changes to the Parliamentary Rules, were adopted. One of the most complex changes was the improvement of the electronic document flow in the VRU, according to which the documents could exist in both electronic and hard-copy forms. Moreover, in October 2019, a provision was made for a Plan of Legislative Activities that should improve the planning of the Parliament's work, and in June 2020, the Plan for the current year was approved by the Parliament. Additionally, amendments to the Parliamentary Rules increased the powers of committees to prepare draft bills for consideration in the plenary. Effective introduction of digital tools in the Parliament's work during the COVID-19 pandemic include the organisation of online committee meetings. Alongside Parliament's own reform efforts, a group of more than 90 Ukrainian civil society organisations developed the Toronto Principles, outlining key reform priorities for the 2019-2023 period. These include parliamentary reform initiatives in areas like legislative process, civil service reform in the Secretariat, and a code of ethics for Members of Parliament. The development and introduction of the Draft Law on the Law-making Process and the Draft Law On the Parliamentary Service may result in an impact on the VRU and the legislative process in Ukraine, but this will not be known if and until the draft law is approved by the VRU and endorsed by the President.

However, challenges persist, among them the lack of political experience and legal knowledge of both MPs and the representatives of other governmental institutions directly working with the Parliament. There is an imbalance of power between the actors in the decision-making system of the governmental bodies concerned also hindering the implementation of parliamentary reform. As of 2019, the implementation status of all the 52 Roadmap Recommendations was estimated at 87 of 208 points (41.8%) according to the Assessment of Internal Reform Implementation and Institutional Capacity Building of the VRU (Agency for Legislative Initiatives: https://parlament.org.ua/wp-content/uploads/2019/03/parliament_roadmap_report_eng.pdf).

Oversight and committee development, including gender and budget oversight

Effective parliamentary oversight contributes to ensuring government accountability for implementation of its programme and policies in line with the legislative framework voted by parliament, as well as ensuring that government programming meets citizens' needs and expectations. Oversight should be geared to ensuring government transparency, identifying ways in which government actions could be carried out more efficiently and effectively, and proposing alternative policy approaches.

According to the NAM report, the oversight role of committees is complicated by the fact that the remits of committees do not always correspond closely to the mandates of specific ministries. It was recommended to establish a smaller, fixed number of about 20 committees, with mandates corresponding as far as possible to ministerial portfolios.

Following intensive discussions during the Jean Monnet Dialogue and Rada Reform Working Group meetings the draft Law No. 6256 on the number of committees was submitted to the Parliament sponsored by leadership of the Parliament and most of factions and groups.

Another draft law, result of consensus-building between the factions and group leadership, was introduced to the Parliament in February 2018 and provides for application of d'Hondt method of distribution of committee posts. The method is used by the European Parliament and ensures unprejudiced allocation of committee posts, based on strict proportionality between seats and positions held on a purely statistical approach.

In terms of strengthening gender oversight, the Sub-Committee on Gender (within Human Rights Committee) initiated a working group on developing solutions for institutionalizing gender impact analysis of the proposed legislation at VRU's level. Gender impact analysis of select major pieces of legislation will inevitably require additional capacity of the VRU's Secretariat which should be provided for, in order to ensure sustainability of the process.

Public Administration Reform of the Parliament

The administration of Parliament plays a crucial role in ensuring that the institution fulfils its constitutional and legal roles. In the VRU, the parliamentary staff includes the non-party general administration accountable to the institution through the Speaker and staff who work for political groups and individual MPs. Most of the staff of the VRU are part of the Ukrainian civil service and their employment is governed by the national civil service law that entered into force in May 2016.

The Needs Assessment Mission report provided analysis and recommendations for integrating the VRU Secretariat, strategic management of human resources, internship programs and appropriate regulation distinguishing it from the general civil service in line with the institutional autonomy of parliament.

Some of the milestones in advancing the NAM recommendations (35-43) in relation to administrative capacities of the Verkhovna Rada include:

The senior leadership of the Verkhovna Rada's Secretariat was exposed to several models of parliamentary service (independent, part of the civil service, transitioning from civil to parliamentary service)

The Working Group on the Parliamentary Service was established and 2 VRU committees (on Rules of Procedure and State Building and Local Self-Government) took a lead in finding the best fitting governance model for the parliamentary administration

The Human Resources Strategy for the VRU Secretariat is being developed

The Strategic Development Plan of the Secretariat is being developed

Institutional integration of the internship mechanism and introduction of Secretariat funded scholarships for the interns has been implemented

The Budget of the VRU was adopted through VRU plenary vote.

Open Parliament and transparency

Dialogue and constant interaction with citizens are keys to the efficient operation of the Parliament and policy-making. This is a two-way street – the Verkhovna Rada (both the MPs and the Secretariat) openly report their activities, while citizens provide their feedback and expert input both directly, and through civil society organizations.

The third chapter of recommendations of the Needs Assessment Mission report addresses the means to ensure such a dialogue based on the principles of openness, transparency and accountability to citizens (recommendations 22-29).

During the last two years, Ukraine has achieved substantial progress in this field:

According to the NAM recommendations and the Open Parliament Action Plan, Parliament launched new methods of communications and interaction with various target audiences through an approved Communications Strategy of the VRU that was jointly developed by the MPs, civil society, the VRU Secretariat, journalists and international experts.

Citizens can contribute to law-making through online discussion of draft laws at the VRU website.

The IT Strategy of the Parliament has been developed.

A Communications Strategy for the parliament was developed through close parliament-civil society collaboration and adopted by the VRU, emphasizing openness, dialogue, and outreach to citizens. The Open Data Portal of the VRU is improved. It currently hosts over 400 datasets on plenary sessions, draft laws, effective legislation, MPs, finance, etc.

Parliamentary Ethics

The great majority of Ukrainian MPs work hard to represent the Ukrainian people, in often very difficult circumstances. Nevertheless, it is clear that the VRU needs to improve its public perception in order to attain the level of legitimacy that a parliament requires if it is to effectively execute its constitutional role within an accountable democracy. Addressing shortcomings in behaviour and in ethics is therefore a priority not only for the VRU, but also more widely for Ukrainian democracy.

In Europe a number of major parliaments have instituted more elaborate and prescriptive ethics and conduct codes in response to specific incidents or exposés of unethical conduct by parliamentarians.

Annex 3: Evaluation Terms of Reference

Note: Please see the Annex 3 in PDF format.

Annex 4: Evaluation Team Short Bios

Team Leader: Kevin Deveaux

Deveaux is a Canadian Barrister and senior international expert in the field of democratic governance, with a specific focus on parliamentary development, political party assistance, transparency, women's political empowerment, and political transition. His work globally has resulted in a skill set that makes him one of the foremost experts in parliamentary reform, citizen accountability, inclusivity and the role of political parties and parliaments in domestic accountability. Deveaux has extensive experience in formulating, implementing and evaluating development projects for the EU, UN, DFID, NDI and other donors. Among others he has led the following projects: Mid-term review of the EU funded UNDP Project Strengthening Parliamentary Democracy in Georgia; Final Evaluation of the SIPD Parliament project funded by SDC and implemented by UNDP in Kyrgyzstan (remotely), etc.

As a former parliamentarian, legal drafter and UN senior focal point, Kevin has spent his professional career engaged with parliaments and their impact on the lives of citizens.

A Barrister and Solicitor from Eastern Passage, Nova Scotia, Canada, Kevin practiced law in Toronto and Halifax as a State Prosecutor and, later, as a drafter of legislation.

Kevin attended Osgoode Hall Law School in Toronto from 1986-1989 and was subsequently admitted to the Bar in Ontario and Nova Scotia.

Kevin was elected to the Nova Scotia House of Assembly in 1998 for the constituency of Cole Harbour-Eastern Passage. He was re-elected in 1999, 2003 and 2006. During his time as an MP, he was the Deputy Speaker for the House from 1999-2003 and the Official Opposition House Leader from 2003-2007.

Kevin also worked internationally with the US-based National Democratic Institute (NDI) as a (part-time) parliamentary consultant from 2001-2006, working in Kosovo, Iraq, Egypt, Cambodia and Palestine.

From March, 2007, Kevin worked full time as a Senior Parliamentary Technical Adviser with the United Nations Development Programme (UNDP) in Hanoi, Vietnam. In August, 2008, he was appointed to the post of Parliamentary Development Policy Adviser in New York with UNDP's Democratic Governance Group, where he was in charge of the Global Programme for Parliamentary Support (GPPS) and provided support to more than 70 UNDP Country Offices in which there were parliamentary support programs.

In 2012 Kevin returned to Canada to practice law and to establish DIG Consultants. Since then, he continued to work with political institutions globally in the framework of the top donor funded projects. His work includes project formulation and evaluations and technical advice to beneficiaries on parliamentary reform in a wide range of countries, including Fiji, Solomon Islands, Nepal, South Sudan, Tanzania, Georgia and Moldova. He has worked directly with more than 65 parliaments and with parliament members from more than 110 countries.

Key Expert 2: Tetiana Korneyeva

Tetiana Kornieieva, PhD, has 23 years of expertise in EU and other donor projects in Ukraine to define and implement policies, development programs, the legislative process, institutional and government administrative reforms, and sector development support programs in Ukraine. She has over 8 years of experience in parliamentary and legislative processes, public administration reform and legislative approximation of national legislation to EU legislation in Ukraine, namely: Evaluation of the Parliamentary actions regarding implementation of the EU-Ukraine AA, close cooperation with the Parliamentary commissions; analysis of the legislative process in the EU-Ukraine AA field and public sector reformation (EU FWC Project "Final Evaluation of Project "Support for the Implementation of the EU-Ukraine Association Agreement").

Cooperation with the Verkhovna Rada of Ukraine (Ukrainian Parliament) to analyze the draft laws on decentralization and local self-governance in Ukraine (EU FWC Project "Mid-term Evaluation of the Service Contract "U-LEAD with Europe: Ukraine Local Empowerment, Accountability and Development Programme" (Budget Support Programme)).

Work on the Parliamentary reform including: cooperation with the Association of Ukrainian Cities and the EU-UNDP Parliamentary Reform Project on fostering the parliament's role in the overall reform process, with a particular emphasis on improving the legislative process and parliamentary oversight, through providing comprehensive expert support to the implementation of the VRU Roadmap for Internal Reform and Capacity Building. Special Component was focuses on the use of new technologies for communications with civic education and participation to build stronger transparency and accountability links between parliament and citizens, with a special focus on increasing the public's trust in the Ukrainian Parliament. Result of the project: the legislative process is improved, including via the introduction of an end-to-end legislative approach through pre- and post-legislative scrutiny, upgrading legislative drafting requirement guidelines, revising guidelines and analytical tools, strategic planning, and the prioritization of the legislative process – with a specific focus on AA-related legislation (Council of Europe Project "Strengthening democracy and building trust at local level in Ukraine").

Close work with the Parliament on decentralization legal acts, PAR, Parliamentary reform and EU legal approximation assistance (EU FWC Project "Support to the Decentralisation Reform in Ukraine"; EU FWC Project "Evaluation of EU policy support and legal approximation assistance to Ukraine").

Cooperation with the Parliament on drafting Regional Development Fund regulations (EU TACIS Project "Sustainable Local Development in Ukraine", Project budget: 18 M€).

Close work with the parliamentary commissions on legal regulations in the field of Territorial Administrative Reform (DFID SuFTAR Project "Sustainable Financing of Territorial Administrative Reform").

Tetiana Kornieieva has 15 years of experience in evaluating EU and other donors' projects, including budget support projects, using tools for qualitative and quantitative data collection and analysis. She is fluent in Ukrainian, Russian, English and French and has a working level of Polish and German.

Annex 5: Detailed Evaluation Methodology

Given the mandate provided to the Evaluation Team (ET) by the ToR for this evaluation, it is important to consider the key components of the proposed review. Three key variables have been identified:

Timing: The final evaluation was conducted from June to October, 2021. A detailed breakdown of the key milestones and timeframe were noted in this report, but it was expected that due to Covid 19 travel restrictions, the review will be conducted in a hybrid manner, with some evidence gathering to be conducted through a field mission, while other evidence and interviews were conducted remotely by utilizing Internet- based platforms to engage interlocutors, along with email questionnaires or similar correspondence in cases where follow-on questions needed to be posed during the report drafting process. Given that the availability of VRU staff and deputies was limited due to the summer holidays, it was agreed to blend the inception, Desk and field phases of the review during June and July of 2021.

Stakeholders Engaged: The Evaluation Team did not anticipate engaging every stakeholder that worked with or benefited from the two projects since 2016. The ET developed a sample of stakeholders, including beneficiaries, partners, programme implementers (staff; technical advisers); UNDP and the donor to ensure a focused approach to engagement that attempts to gather data and evidence from key stakeholders who can provide qualitative and quantitative evidence for the review.

Approach: Given the limited time to conduct the review along with the timing and pandemic restrictions in place, the ET needed to operate efficiently and effectively. The work of the two-person team was broken down into three stages:

Desk Review – With the assistance of the EUD and UNDP Country Office, the ET gathered a series of relevant documents that form the initial basis for its gathering of information and evidence. The review of these documents was applied to the Evaluation Desk Review, which includes the indicators to be measured. In some cases, the desk review may address the evidence required to apply to some indicators. In other cases, the desk review may direct the ET to identify stakeholders who may have access to the evidence and data required to be addressed in an indicator.

Where necessary, during the desk review stage, the ET engaged the programme to seek further documentation and to reply to initial queries.

Evidence Gathering – Based on the initial desk review, the ET proceeded to collect the data and evidence

(i) to apply to each indicator listed; and (ii) upon which to base the analysis and findings for the evaluation report. The tools to be used to gather the evidence were noted in some detail below. The evidence came from primary and secondary sources and from stakeholders and beneficiaries engaged in the review and documentation collected. Evidence was gathered through a field mission conducted by the Key Expert from July 1-15, 2021 and through the remote engagement of the Team Leader and Key Expert (i.e. – interviews conducted via video platform or telephone).

Synthesis – Once the evidence gathering stage was completed, the ET applied the evidence and data to indicators listed in the Evaluation Matrix. This stage was commenced after the completion of the remote interview process, where the ET provided preliminary findings to EUD and UNDP. It was anticipated that initial feedback from this preliminary analysis would be received and then applied to the full analysis.

Tools

The ET proposed an evaluation methodology based on a mixture of diverse techniques and tools. These were utilised in assessing the results of the Actions to highlight the cause-and-effect links between inputs and activities and outputs, outcomes and impacts. The Evaluation was implemented in the five phases: Inception, Desk, Field, Synthesis and Dissemination. The ET consistently applied the detailed methodological guidelines specified in the TOR. This included the application of a Theory of Change driven approach to the Evaluation. The ET explored whether gender, environment and climate change were mainstreamed and if the relevant SDGs and their interlinkages were identified. The team also examined if the principle of Leave No-One Behind and the rights-based approach methodology was followed in the identification/formulation documents and the extent to which they had been reflected in the implementation of the Intervention, its governance and monitoring.

The Evaluation assessed the Intervention using the six standard DAC evaluation criteria, namely: relevance, coherence, effectiveness, efficiency, sustainability, impact. In addition, the Evaluation will assess one EU specific evaluation criterion, which is the EU added value (the extent to which the Intervention brings additional benefits to what would have resulted from Member States' interventions only). The coherence between the Actions, the EU strategy in Ukraine and with other EU policies and Member State Actions (particularly, in the area of public administration reform, public financial management, anti-corruption, decentralisation, support to implementation of the EU-Ukraine Association Agreement) were also closely examined. The ET also covered comments on detected issues related to the visibility of the EU support.

Theory of Change (ToC) - The Evaluation reconstructed the Intervention Logic based on consultation with the stakeholders at the Inception Phase. As a result, a theory of change that sets clear goals, outcomes, outputs and inputs of the Actions guided the evaluation exercise. Based on the Intervention Logic and the ToC, the evaluators finalised i) the Evaluation Questions with the definition of judgement criteria and indicators and the selection of data collection tools and sources, ii) the evaluation methodology, and iii) the planning of the field, synthesis and dissemination phases.

The Evaluation Questions (EQs) were reviewed and updated in a way so that the answers helped identify outcomes and results and the lessons to be learnt, thus creating an evidence-based foundation for future interventions in the sector. The matrix of the EQs, together with the Judgement Criteria (JC) and the indicators for assessment, were prepared in accordance with the usual format for EC reviews and evaluations. Key lessons learned from the programme to date (including best practices) were identified. The key stakeholders were interviewed so as to understand the beneficiary perspective, to gain additional information and to check information already gathered. All outputs and deliverables of the Evaluation followed the ToR requirements. For the different phases it was expected that data and information would be obtained through various qualitative and quantitative methods through the following information gathering tools:

Desk analysis – this involved studying all documentation received from stakeholders; compiling other relevant documentation from public sources such as governments, NGOs, INGOs, academic institutions, etc., and using those to formulate preliminary findings that could be tested in the course of interviews and triangulate against other sources of information, such as interviews.

Semi-structured interviews with a range of stakeholders, including beneficiaries of project activities – this involved discussing the project, on the basis of the evaluation matrix that was developed at inception stage, and taking into account each stakeholder's particular area of work, level of knowledge or experience of the project, and other specificities.

Focus groups with beneficiaries - The purpose of focus group discussions was to ascertain the respondents' attitudes and views in a conducive setting and reach a greater number of respondents. The ET adopted a neutral-assessment approach to safeguard objectivity throughout the study. The neutral attitude helped the interviewee describe the 'coping mechanisms' and not only the negative consequences of their situation.

Triangulation - This set of data collection methods provide access to a range of sources and allows for better triangulation of data. As such, the data collection approach was guided by the principles of reliability and relevance, ensuring that the ET harnesses the best evidence available, analysed it appropriately, and generated findings, conclusions and recommendations that allowed the EUD to rely on the evaluation report confidently. The ET, with the support of the Projects Management Teams, ensured that the Final Report listed disaggregated data for each key variable.

Inclusive, participatory and bottom-up approach - The proposed data collection methods were participatory, and were particularly sensitive to and interrogate gender roles, and they were contextually and culturally sensitive, taking the specific local settings into account.

Independence, neutrality and transparency - The Evaluation was conducted in a strictly neutral and transparent manner. The ET was not swayed by any personal preferences when conducting the Evaluation, declared any potential conflicts of interest, retained interview notes, and listed and fully cited all reference material used in an annex to the Final Report.

Strategy for mainstreaming cross-cutting issues - The ET assessed how Actions ensured the equal participation of women, including young women and marginalised groups, in decision making across the implementation. Thus, relevant indicators were included in Evaluation Matrix to measure the results on empowering female professionals, gender-representation in implemented activities, scope and scale of gender equality. To that end, the evaluators ensured that a gender-balanced critical mass of informants participated in the Evaluation.

Applying HRBA and Gender Equality in the Evaluation – The ET ensured that the Evaluation would be participatory, and relevant duty-bearers and rights-holders should be consulted and participate in the Evaluation. During the Inception phase, the experts assessed the extent of the Human-Rights Based Approach both in the design and in implementation by measuring the relevant outcomes in strengthening government institutions through technical partnerships, created platforms for grassroots voices to reach policy-makers, acceptable practices, policy advocacy and support for action research. The relevant methodologies of Guidance for the Gender-Sensitive evaluations and the EU Gender Action Plan III on Integrating Human Rights and Gender Equality in the Evaluation were adapted during the Inception Period. Evaluators used sex-and age-disaggregated data and assessed how actions contributed to progress on gender equality.

Mainstreamed the relevant SDGs and their interlinkages - The Evaluation Team assessed how the design and implementation of the Actions contributed to the progressive achievement of Sustainable Development Goals (SDG). In particular, the relevant indicators and nationalised targets for the goals were assessed. The relevant policy recommendations developed for the EU-funded interventions were mainstreamed in the final report.

COVID-19-related risks mitigation - The ET was well aware that the outcomes of the ongoing pandemic could hamper the evaluation mission. Thus, the rigorous Evaluation of the risks and challenges was applied and adequate mitigating responses were planned and employed whenever necessary. The Consortium has budgeted for emergency operations and potential costs of the in-

country needs of experts. Most advanced IT resources were made available for the experts to ensure seamless implementation, conduct interviews and online meetings. The Consortium ensured that the entire team members were adequately supplied with necessary protection measures and instructions to prevent possible contamination and quarantine.

Desk Review & Synthesis - For the effective and efficient use of the information, information-sharing, and timely update, the Evaluation Team created a designated Dropbox. The implementing partners and the Evaluation Team had access to all necessary documents and the possibility to upload and download. The information collected by the Evaluation Team and the Reference Group can be documented upon completion of the exercise and used for all other upcoming evaluations and the use of the EUD. The information collected from the different sources was aggregated and analysed. A synthesis of the findings was prepared. The synthesis of the findings was based on the desk review, the conducted interviews and meetings, and the information collected through the documented indicators, outcome and impact results, and targets. The collected documents were handed over to EUD Ukraine to use prospective Final Evaluation of the Actions.

Lessons learned from the past independent evaluation assignments of both team members among them in Ukraine allowed to base on the significant experience and acknowledge the following: Evaluation's quality was positively correlated with the level of all parties' participation during the programming exercise. The ET, therefore, gave priority to evaluating with broader participation of different stakeholders, governmental institutions, donors, academia (as far as one of the mentioned goals was concerning the anti-corruption education), NGOs and other stakeholders. They were involved actively in the Evaluation of the Action and actively contributed to it, specifically in the reconstruction of the theory of change (ToC).

Annex 6: Evaluation Matrix

Evaluation Criteria	Major ¹ Evaluation Questions ²	Indicator or measure	Information ³ required and sources ⁴	Scope and methodology ⁵		Limitations ⁶	Answers to EQs or What are the expected results of the work ⁷ ?
				Methods for Data Collection ⁸	Data collection instrument		
1. Relevance	Was the implementation modality (indirect management with UNDP) and design of the Actions relevant to the overall parliamentary reform context and agenda?	<p>Level of involvement and inclusiveness of UNDP and other beneficiaries in project design and implementation.</p> <p>Criteria used for target group and beneficiary identification.</p> <p>Strength of link between project results and the needs of relevant beneficiaries.</p> <p>Incorporation of Parliamentary development plans.</p>	<p>Project documentation, including internal UNDP monitoring and evaluation.</p> <p>ROM report.</p> <p>Report and Roadmap “on Internal Reform and Capacity-Building for the VRU” (by Pat Cox).</p> <p>National development plans.</p> <p>Key project beneficiaries.</p>	<p>Document analysis.</p> <p>Interviews with projects’ experts.</p> <p>Interviews with the Parliamentary representatives and beneficiaries at National level.</p>	<p>Face-to-face interviews.</p> <p>On-line interviews.</p> <p>Focus groups.</p>	<p>The often detachment of policy-, strategy- and implementation-related discussions and government al undertaking from the legislative process.</p>	<p>The internal projects’ design was logical. There is relevance between the expected flow of results and the stated project objectives; there is a logical flow and connection beginning from project objectives to strategies, activities, outputs and running through to outcomes.</p>

¹ Each major evaluation question should be addressed in a separate row

² Ensure each major evaluation question is specific, objective, neutral, measurable, and doable

³ What data sources will be used to produce the evidence for answering this question?

⁴ What information does the team need to address each evaluation question? Where will they get it?

⁵ Describe strategies for collecting the required information or data, such as on-line or face-to-face interviews, case studies, focus groups, expert panels, benchmarking to best practices, use of existing data bases, etc. Describe the planned scope of each strategy, including the timeframe, locations to visit, and sample sizes. Describe the analytical techniques to be used, such as descriptive analysis, content analysis, case study summaries, etc.

⁶ What are the design’s limitations and how will it affect the evaluation? Cite any limitations as a result of the information required or the scope and methodology, such as: Questionable data quality and/or reliability; Inability to access certain types of data or obtain data covering a certain time frame; Security classification or confidentiality restrictions; Inability to generalize or extrapolate findings to the universe. Be sure to address how these limitations will affect the evaluation

⁷ What this Evaluation will likely allow the evaluator to Say? Describe what the evaluation team can likely say. Draw on preliminary results for illustrative purposes, if helpful.

⁸ What data collection and analysis methods will be used to produce the evidence for answering this question?

							The projects' interventions have been in line with the Parliamentary priorities on implementing the Parliament reform, as well as as sectoral policies deriving from national reform processes and commitments set out in the EU-Ukraine agenda.
	Was the implementation modality and the design of the Actions relevant to the wider political content and based on in-depth consultations with parliamentary stakeholders?	<p>Level of stakeholder consultations before finalisation of each project</p> <p>Level of reflection of political and sectoral analysis to inform project content</p>	<p>Project documentation, including internal UNDP monitoring and evaluation. ROM reports.</p> <p>Report and Roadmap "on Internal Reform and Capacity-Building for the VRU" (by Pat Cox).</p> <p>National development plans.</p> <p>Key project beneficiaries.</p>	<p>Document analysis.</p> <p>Interviews with projects' experts.</p> <p>Interviews with the Parliamentary representatives and beneficiaries at National level.</p>	<p>Face-to-face interviews.</p> <p>On-line interviews.</p> <p>Focus groups.</p>		This project is a direct result of the Pat Cox Needs Assessment Mission (NAM) in 2015. NAM was a comprehensive process that included engagement of all stakeholders related to the work of the parliament with its results formally recognised by VRU in March

							2016. The project was design to implement the Roadmap for Internal Reforms & Capacity Building, so it therefore reflected the broader political context as defined in 2016.
	Were and are the objectives and the expected results of the Actions consistent with the VRU Road Map for Internal Reforms and Capacity Building. Are they still relevant in the light of political and policy developments during 2020-2021?	<p>Number of VRU Reforms reflected in projects' framework</p> <p>Number of VRU reforms that have been adopted that reflect Roadmap</p>	<p>Project documentation, including internal UNDP monitoring and evaluation.</p> <p>ROM reports.</p> <p>Report and Roadmap "on Internal Reform and Capacity-Building for the VRU" (by Pat Cox).</p> <p>National development plans.</p> <p>Key project beneficiaries.</p>	<p>Document analysis.</p> <p>Interviews with projects' experts.</p> <p>Interviews with the Parliamentary representatives and beneficiaries at National level.</p>	<p>Face-to-face interviews.</p> <p>On-line interviews.</p> <p>Focus groups.</p>		<p>Initial project (Rada for Europe) was based on VRU Action Plan for Internal Reform. Change in leadership within VRU as project commenced in 2016 resulted in less of an alignment as priorities of VRU changed somewhat.</p> <p>Parliamentary Reform project (PRP) was designed under the guidance of</p>

							the VRU but was quickly operating under a separate elected group (and new President) with different priorities.
	Were and are the Actions' objectives aligned with the political priorities and needs of the Parliament in the area of parliamentary reform?	Evidence of ongoing political analysis by project team, UNDP CO and/or EU Changes to risk analysis based on political changes	Project documentation, including internal UNDP monitoring and evaluation. Political analysis reports CSO reports ROM reports. Report and Roadmap "on Internal Reform and Capacity-Building for the VRU" (by Pat Cox). National development plans. Key project beneficiaries.	Document analysis. Interviews with projects' experts. Interviews with the Parliamentary representatives and beneficiaries at National level.	Face-to-face interviews. On-line interviews. Focus groups.		First project was well-aligned with parliamentary reform priorities, as it was fully based on VRU Action Plan for Internal Reform adopted in March 2016. However, there has been limited review or assessment of the Action Plan progress and results and the Working Group on Parliamentary Reform did not operate properly. The subsequent changes in leadership also have impacted on defining reform efforts.

	Did the Actions adapt to changing political, policy, administrative and other implementation conditions?	Number of changes or adaptations to projects' RRF based on political changes	<p>Project documentation, including internal UNDP monitoring and evaluation.</p> <p>Political analysis reports</p> <p>CSO reports</p> <p>ROM reports.</p> <p>Report and Roadmap "on Internal Reform and Capacity-Building for the VRU" (by Pat Cox).</p> <p>National development plans.</p> <p>Key project beneficiaries.</p>	<p>Document analysis.</p> <p>Interviews with projects' experts.</p> <p>Interviews with the Parliamentary representatives and beneficiaries at National level.</p>	<p>Face-to-face interviews.</p> <p>On-line interviews.</p> <p>Focus groups.</p>	<p>Limited evidence of adjustments to the project's priorities based on changes in reform. This is mostly as a result of a lack of a clear definition of such changes by VRU and/or changes in VRU leadership.</p> <p>PRP had an opportunity to reset the priorities, but it was formulated and commenced implementation months before major change in political leadership. New VRU leadership required time to feel comfortable with PRO experts.</p>
	Were and are the Actions' design (scope of activities, resources, working methods) adapted to the capacity building needs and priorities of the VRU	<p>Number of capacity needs assessments conducted of VRU Secretariat</p> <p>Number of adjustments to projects' priorities based on needs assessments</p>	<p>Project documentation, including internal UNDP monitoring and evaluation.</p> <p>Capacity needs assessment reports</p>	<p>Document analysis.</p> <p>Interviews with projects' experts.</p>	<p>Face-to-face interviews.</p> <p>On-line interviews.</p>	<p>The functions of PRO were not clearly formulated and formalised with the VRU Secretariat and leadership. In</p>

	Secretariat in terms of implementing the VRU Road Map for Internal Reforms and Capacity Building?		<p>ROM reports.</p> <p>Report and Roadmap “on Internal Reform and Capacity-Building for the VRU” (by Pat Cox).</p> <p>National development plans.</p> <p>Key project beneficiaries.</p>	Interviews with the Parliamentary representatives and beneficiaries at the National level.	Focus groups.		<p>general, a vision of how the PRO will be integrated into VRU Secretariat as a support unit was fully missing. Therefore, its mandate did not correspond to the VRU expectations (for example, real support on legal drafting was missing).</p>
	Did the design of the Actions consider the available capacities within the VRU Secretariat, as well as available (planned) budget resources for financing parliamentary reform?	Number of project activities delayed or revise due to VRU lack of financial or other commitments	<p>Project documentation, including internal UNDP monitoring and evaluation.</p> <p>ROM reports.</p> <p>Report and Roadmap “on Internal Reform and Capacity-Building for the VRU” (by Pat Cox).</p> <p>National development plans.</p> <p>Key project beneficiaries.</p>	<p>Document analysis.</p> <p>Interviews with projects’ experts.</p> <p>Interviews with the Parliamentary representatives and beneficiaries at National level.</p>	<p>Face-to-face interviews.</p> <p>On-line interviews.</p> <p>Focus groups.</p>		<p>Human capacities level was quite weak in the VRU, taking into account that there is no special unit dedicated to reform coordination and monitoring, project management, cooperation with projects/donors, parliamentary reform development, strategic planning etc. Structure of the</p>

							<p>VRU Secretariat is archaic, it was approved in 2000 and there were no changes since that time; the new structure was proposed by the PRO experts within Functional Analysis but it was never approved (there is disagreement with different proposals, for example IT Department does not want to be a part of Administrative Department as it is also responsible for e-governance development and not only for IT support in the VRU). The VRU allocated insufficient finances to the structural changes, for example, only 3 EUR per person per year are</p>
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							provided for advanced trainings.
	To what extent the Parliamentary Reform Office established within the Action no. 2 was relevant in terms of advancing parliamentary reform process?	Number of deputies and staff who recognise added-value of PRO	<p>Project documentation, including internal UNDP monitoring and evaluation.</p> <p>ROM reports.</p> <p>Report and Roadmap “on Internal Reform and Capacity-Building for the VRU” (by Pat Cox).</p> <p>National development plans.</p> <p>Key project beneficiaries.</p>	<p>Document analysis.</p> <p>Interviews with projects’ experts.</p> <p>Interviews with the Parliamentary representatives and beneficiaries at National level.</p>	<p>Face-to-face interviews.</p> <p>On-line interviews.</p> <p>Focus groups.</p>		<p>In theory the PRO is a good idea and there is some limited evidence that the technical experts as part of the PRO have started to build trusted and productive relationships with VRU (staff & deputies). But timing of the project – starting in February 2019 (two months before presidential election & five months before parliamentary elections) couple with the slow pace of hiring PRO experts (November 2019 – just four months prior to start of the pandemic) resulted in limited time to</p>

							measure success of PRO.
2. Coherence	Were the objectives and activities of the Actions coherent and linked to the VRU priorities and policies in relation to parliamentary reform, particularly, after beginning of operation of the 9th Convocation of the Parliament in September 2019?	<p>Percentage of EU4Rada outputs and activities that are aligned with 8th Convocation's defined priorities.</p> <p>Percentage of PRP outputs and activities that are aligned with 9th Convocation's defined priorities.</p>	<p>Project documentation, including internal UNDP monitoring and evaluation.</p> <p>ROM reports.</p> <p>Report and Roadmap "on Internal Reform and Capacity-Building for the VRU" (by Pat Cox).</p> <p>National development plans.</p> <p>Key project beneficiaries.</p>	<p>Document analysis.</p> <p>Interviews with projects' experts.</p> <p>Interviews with the Parliamentary representatives and beneficiaries at National level.</p>	<p>Face-to-face interviews.</p> <p>On-line interviews.</p> <p>Focus groups.</p>		An important aspect of VRU reform – European Integration – was not part of the PRP project as it was covered by other EU assistance project (Association for You).
	Did the Actions ensure coherence and complementarity with other EU programmes (public administration reform, EU-Ukraine Association Agreement implementation, PFM, decentralisation, anti-corruption, civil society engagement in policy making, etc.) and other	<p>Number of coordinating meetings between projects and other EU projects/programmes</p> <p>Number of activities within projects that overlapped or created conflict with other VRU support projects</p>	<p>Project documentation, including internal UNDP monitoring and evaluation.</p> <p>Project coordination reports</p> <p>ROM reports.</p> <p>Report and Roadmap "on Internal Reform and Capacity-</p>	<p>Document analysis.</p> <p>Interviews with projects' experts.</p> <p>Interviews with the Parliamentary representatives and beneficiaries at National level.</p>	<p>Face-to-face interviews.</p> <p>On-line interviews.</p> <p>Focus groups.</p>		Limited coordination amongst VRU support projects. VRU has only recently appointed a new Deputy Head to coordinate project work. Some evidence of coordination between PRP and other EUD projects related

	donors' interventions (including USAID, UK, Germany, Council of Europe, etc.)?		Building for the VRU" (by Pat Cox). National development plans. Key project beneficiaries.				to AA implementation.
	Were the Actions' design and implementation based on the key requirements for a policy support and institutional building initiative (clear reform agenda, long-term institutional reform plan, reform coordination framework, clear leadership at both political and administrative levels, annual planning and budgeting, monitoring mechanisms, etc.)?	Evidence of sequenced approach to development and analysis of reform both prior to and during project implementation.	Project documentation, including internal UNDP monitoring and evaluation. Reform documents ROM reports. Report and Roadmap "on Internal Reform and Capacity-Building for the VRU" (by Pat Cox). National development plans. Key project beneficiaries.	Document analysis. Interviews with projects' experts. Interviews with the Parliamentary representatives and beneficiaries at National level.	Face-to-face interviews. On-line interviews. Focus groups.		Both projects lacked strong links to political leadership and decision-making. Focus has been almost exclusively on technical support to VRU Apparatus. Limited engagement of deputies and limited work on addressing their needs. Links between projects and European Parliament and JMD process lacked strong coordination and follow up.
	Did the Actions correspond to the evolving needs and constraints of the beneficiaries, the overall political	Number of political analysis reports conducted and relied upon during project implementation	Project documentation, including internal UNDP monitoring and evaluation.	Document analysis. Interviews with projects' experts.	Face-to-face interviews. On-line interviews.		Political context changed a mere month after PRP project started, leaving political agenda

	context and the EU priorities in Ukraine, particularly, after beginning of operation of the 9th Convocation of the Parliament in September 2019?	Number of Project M&E reports that address political context Number of changes in project priorities, activities and outputs based on political and context analysis	Political analysis reports ROM reports. Report and Roadmap “on Internal Reform and Capacity-Building for the VRU” (by Pat Cox). National development plans. Key project beneficiaries.	Interviews with the Parliamentary representatives and beneficiaries at National level.	Focus groups.		changing with new government and 80% turnover in deputies. Projects lacked routine political analysis that would be expected for a project that was adaptable to political context.
3. Efficiency	Were the Actions cost-efficient (in general and per each specific objective/component)?	Project adjustments and revisions based on M&E reports reflecting cost reviews Project adjustments and revisions based on external audits	Project documentation, including internal UNDP monitoring and evaluation. External project audit reports ROM reports. Report and Roadmap “on Internal Reform and Capacity-Building for the VRU” (by Pat Cox). National development plans.	Document analysis. Interviews with projects’ experts. Interviews with the Parliamentary representatives and beneficiaries at National level.	Face-to-face interviews. On-line interviews. Focus groups.		Based on the Financial Report dated June 2021, the Actions in general were cost-efficient. But there is a slight gap in using the budget for Component 3 (it was distributed in 2020-2021 between Component 2 and partially Component 1, where specific expert work was conducted). The argument that

			Key project beneficiaries.				funds of Component 3 were mainly dedicated to purchases of equipment is not relevant, because implementation of the e-parliamentarism strategy cannot be reduced only to purchase of a new equipment (moreover, using only donor funds, and not having a clear idea of co-financing from the State budget).
	Were the Action's activities implemented according to the work plan and budget breakdown? In particular, what was share of implemented activities and spent resources at the middle of the implementation period and 2 months before the Action's end (in total and per	Percentage or delivery rate for each component on annual basis	Project documentation, including internal UNDP monitoring and evaluation. ROM reports. Report and Roadmap "on Internal Reform and Capacity-Building for the VRU" (by Pat Cox).	Document analysis. Interviews with projects' experts. Interviews with the Parliamentary representatives and beneficiaries at National level.	Face-to-face interviews. On-line interviews. Focus groups.		In general, the Actions' activities were implemented according to the work plan. At the same time, the budget was disbursed with a delay. Costs for the first year were less than 40% of the budget. UNDP asked the EUD

	each component / specific objective)?		National development plans. Key project beneficiaries.				to extend the Project till October 2021. The main focus during the extension phase was on tendering procedures for the purchase of equipment, but not on support to the structural changes, in particular through the meetings of the Working Group on Internal Reform and Capacity Building.
	Were the Actions implemented in the most efficient way compared to alternatives (service contract, direct award of grant to a specialised organisation, indirect management, etc.)?	Comparison of project implementation efficiency compared to similar projects	Project documentation, including internal UNDP monitoring and evaluation. ROM reports. Report and Roadmap “on Internal Reform and Capacity-Building for the VRU” (by Pat Cox). National development plans.	Document analysis. Interviews with projects’ experts. Interviews with the Parliamentary representatives and beneficiaries at National level.	Face-to-face interviews. On-line/ telephone interviews. Focus groups. Structured/ semi-structured questionnaires		Modality of project implementation seems to have been a minor or no impact on project implementation. Challenges with the project – in design and implementation – would have been present no matter the modality. UNDP has strong

			Key project beneficiaries.				standard practices that ensure implementation is efficient.
	Did the choice of the Action's specific activities contribute to efficient allocation of the Actions' resources?	Cost-efficiency of a sample of all project activities	<p>Project documentation, including internal UNDP monitoring and evaluation.</p> <p>ROM report.</p> <p>Report and Roadmap "on Internal Reform and Capacity-Building for the VRU" (by Pat Cox).</p> <p>National development plans.</p> <p>Key project beneficiaries.</p>	<p>Document analysis.</p> <p>Interviews with projects' experts.</p> <p>Interviews with the Parliamentary representatives and beneficiaries at National level.</p>	<p>Face-to-face interviews.</p> <p>On-line interviews.</p> <p>Focus groups.</p>		The allocation of the Actions' resources was balanced to achieve the initial objectives. At the same time, for the PRP, the biggest section was PRO activities and capacity building of the VRU. A breakdown of costs and resources was logical. These resources made available do correspond to the needs of Actions within project objectives areas.
	Do the Actions manage to identify and deal with various implementation challenges (risks), political and administrative changes, both within	<p>Number of revisions to project risk analysis</p> <p>Number of M&E reports/interventions that identified risks and their mitigation</p>	<p>Project documentation, including internal UNDP monitoring and evaluation.</p> <p>ROM reports.</p>	<p>Document analysis.</p> <p>Interviews with projects' experts.</p>	<p>Face-to-face interviews.</p> <p>On-line/telephone interviews.</p>		Limited engagement of political leadership and support to deputies meant the projects were unable to

	the Action's implementation team and on the side of the beneficiaries/broader political context? How can risk management be further strengthened?		Report and Roadmap "on Internal Reform and Capacity-Building for the VRU" (by Pat Cox). National development plans. Key project beneficiaries.	Interviews with the Parliamentary representatives and beneficiaries at National level.	Focus groups. Structured/semi-structured questionnaires		leverage such trusted relationships to manage risks. Political and administrative changes during the life of the two projects resulted in delays in implementation, but these were overcome to some degree due to routine interactions and building of relationships with administrative staff.
	Did the Actions demonstrate flexibility and proactivity in adapting their implementation logic and approaches to changing political and policy content to maximise the results and further advance parliamentary reform process?	Number of adjustments/amendments to project documents, RRF or AWP based on M&E of project implementation	Project documentation, including internal UNDP monitoring and evaluation. ROM reports. Report and Roadmap "on Internal Reform and Capacity-Building for the VRU" (by Pat Cox). National development plans.	Document analysis. Interviews with projects' experts. Interviews with the Parliamentary representatives and beneficiaries at National level.	Face-to-face interviews. On-line/telephone interviews. Focus groups. Structured/semi-structured questionnaires		Overall, the projects were not applying adaptive programming approach to their work. Some indications of some adaptability, but these are the exceptions. Where new political and administrative leadership appeared in

			Key project beneficiaries.				VRU, projects were able to make some adaptations, but only after significant delays due to need to rebuild relationships.
	Did the Action's management teams take measures to optimise available resources (expert inputs, funds, time, administrative costs and tools) for the achievement of the Actions' results during the implementation period? What further efficiency gains could be reached, including through complementary (alternative) implementation modalities?	Number of changes to ToRs and other activity foundational documents based on lessons learned from previous implementation	Project documentation, including internal UNDP monitoring and evaluation. ROM reports. Report and Roadmap "on Internal Reform and Capacity-Building for the VRU" (by Pat Cox). National development plans. Key project beneficiaries.	Document analysis. Interviews with projects' experts. Interviews with the Parliamentary representatives and beneficiaries at National level.	Face-to-face interviews. On-line/telephone interviews. Focus groups. Structured/semi-structured questionnaires		European Parliament work with VRU on JMD should have been a part of the project as an implementing partner, as this would have allowed for more coordination between two levels of work (strategic/technical). Lack of a full-time international advisor in PRP project (as foreseen in its description) had an impact on project implementation.
4. Effectiveness	Did the Actions contribute to the implementation of the VRU Roadmap	Number of VRU Roadmap reforms adopted by leadership or full plenary	Project documentation, including internal	Document analysis.	Face-to-face interviews.		Projects generally did not significantly contribute to the

	<p>for Internal Reform and Capacity Building within its main components?</p> <p>i. legislative capacity and legislative process within the VRU,</p> <p>ii. political oversight of the executive,</p> <p>iii. openness, transparency and accountability of the Parliament to citizens</p> <p>iv. approximating Ukrainian legislation to the EU acquis,</p> <p>v. administrative capacities,</p> <p>vi. coalition, opposition and dialogue within the VRU,</p> <p>vii. respecting ethical norms and standards within the VRU.</p>	related to seven components	<p>UNDP monitoring and evaluation.</p> <p>ROM reports.</p> <p>Report and Roadmap “on Internal Reform and Capacity-Building for the VRU” (by Pat Cox).</p> <p>National development plans.</p> <p>Key project beneficiaries.</p>	<p>Interviews with projects’ experts.</p> <p>Interviews with the Parliamentary representatives and beneficiaries at National level.</p>	<p>On-line interviews.</p> <p>Focus groups.</p>		<p>implementation of the Roadmap for Internal Reform. Projects faced political and bureaucratic resistance to reforms. Efforts and technical assistance were provided to develop strategies and action plans, but with limited evidence of sustainable, institutionalization of such reforms. Where there was reform, such as on HRM or Communication Strategy, original approved action plans were not renewed. A VRU Working Group on Internal Reform was established for such a purpose, but it never truly launched and has not met since 2019. And</p>
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							the Project was not effective in its efforts to make the WG effective.
	Did the achievement of the Actions' outputs and outcomes lead to fulfilment of their overall and specific objectives?	<p>Perception of VRU by citizens</p> <p>Perception of VRU by CSOs monitoring its work</p>	<p>Perception surveys</p> <p>CSO Reports</p> <p>Project documentation, including internal UNDP monitoring and evaluation.</p> <p>ROM reports.</p> <p>Report and Roadmap "on Internal Reform and Capacity-Building for the VRU" (by Pat Cox).</p> <p>National development plans.</p> <p>Key project beneficiaries.</p>	<p>Document analysis.</p> <p>Interviews with projects' experts.</p> <p>Interviews with the Parliamentary representatives and beneficiaries at National level.</p>	<p>Face-to-face interviews.</p> <p>On-line interviews.</p> <p>Focus groups.</p>		There are some potential reforms that may still be adopted, such as the Draft Law on Law-making Activity and the Parliamentary Service Law which are still before the VRU for debate. But overall, very limited evidence of objectives and even outputs being achieved.
	Were the Actions' outputs and outcomes achieved (in general and per each component)? What is the implementation rate of the planned	Implementation rate for both projects	<p>Project documentation, including internal UNDP monitoring and evaluation.</p> <p>ROM reports.</p>	<p>Document analysis.</p> <p>Interviews with projects' experts.</p>	<p>Face-to-face interviews.</p> <p>On-line interviews.</p>		Overall, the projects were too ambitious in the expected results and outcomes to be achieved. In medium-term

	objectives/ activities, results (quantitative and qualitative) of the Actions?		<p>Report and Roadmap “on Internal Reform and Capacity-Building for the VRU” (by Pat Cox).</p> <p>National development plans.</p> <p>Key project beneficiaries.</p>	Interviews with the Parliamentary representatives and beneficiaries at National level.	Focus groups.		<p>projects (two years or less in duration), the results need to be realistic. Specifically, there were a number of challenges that impacted the projects’ ability to achieve its objectives, including:</p> <p>There were results achieved during the Rada for Europe, but the momentum for such reforms, where it existed, dissipated and, as a result, the PRP Project focus on existing strategies, which impacted on the project’s capacity to ensure reforms were maintained; and</p> <p>The projects produced or contributed to a number of strategic documents –</p>
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							Human Resource Management Strategy; Functional Analysis of the VRU Apparatus; Communications Strategy; IT Strategy (among others) – but these were often developed in a manner that did not ensure ownership of such plans by the VRU. Many plans were developed by technical experts with a limited engagement of VRU staff and deputies. Where an inclusive process was used to develop such reform documents, such as with the Communication strategy and HRM Strategy, results were more tangible but still did not
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							reach the level of impact.
	Did outputs delivered by the Parliamentary Reform Office established within the (Action no.2) contribute to the achievement (non-achievement) of the Action's objectives?	PRO-supported reforms/actions implemented by VRU	<p>Project documentation, including internal UNDP monitoring and evaluation.</p> <p>ROM reports.</p> <p>Report and Roadmap "on Internal Reform and Capacity-Building for the VRU" (by Pat Cox).</p> <p>National development plans.</p> <p>Key project beneficiaries.</p>	<p>Document analysis.</p> <p>Interviews with projects' experts.</p> <p>Interviews with the Parliamentary representatives and beneficiaries at National level.</p>	<p>Face-to-face interviews.</p> <p>On-line interviews.</p> <p>Focus groups.</p>		PRO provided an opportunity for national technical experts to work directly within VRU to support reforms efforts. However, a lack of quality assurance of the experts' work and the limited use of international development standards for activities resulted in less ownership and buy-in from VRU staff on outputs of PRO
	Did operation of the Parliamentary Reform Office established within the Action no.2 constitute a value added element to the Action's overall effectiveness?	Perception of deputies and VRU staff of PRO and its added value	<p>Project documentation, including internal UNDP monitoring and evaluation.</p> <p>ROM reports.</p> <p>Report and Roadmap "on Internal Reform and Capacity-Building for the VRU" (by Pat Cox).</p>	<p>Document analysis.</p> <p>Interviews with projects' experts.</p> <p>Interviews with the Parliamentary representatives and beneficiaries at National level.</p>	<p>Face-to-face interviews.</p> <p>On-line interviews.</p> <p>Focus groups.</p>		There was some added-value to the PRO modality for Action 2, but without quality assurance and guidance based on parliamentary development best practices the added value was limited.

			National development plans. Key project beneficiaries.				
	Did the Action identify and address the major factors influencing the achievement or non-achievement of the outcomes? What were these factors?	Recommendations from internal and external evaluations that resulted in adjustment to project framework Realistic Theory of Change for both projects	Project documentation, including internal UNDP monitoring and evaluation. ROM reports. Report and Roadmap “on Internal Reform and Capacity-Building for the VRU” (by Pat Cox). National development plans. Key project beneficiaries.	Document analysis. Interviews with projects’ experts. Interviews with the Parliamentary representatives and beneficiaries at National level.	Face-to-face interviews. On-line interviews. Focus groups.		Lack of political will for reform, change in government and the need to build new relationships and a lack of strategic support and guidance all contributed to the projects’ inability to deliver results. Limited evidence that the projects identified and addressed these barriers to results.
	Was the Actions’ monitoring and evaluation framework (including performance indicators) appropriate to measure the outputs, outcomes and impact? How can these elements be further improved?	Whether or not there were M&E Frameworks for the projects Level of implementation of M&E Frameworks	Project documentation, including internal UNDP monitoring and evaluation Project M&E Framework ROM reports.	Document analysis. Interviews with projects’ experts. Interviews with the Parliamentary representatives	Face-to-face interviews. On-line interviews. Focus groups.		The Project’s Annual reports present project results and indicators as per the Delegation Agreement. However, the documents do not include an overview of the monitoring results, preventing the evaluation team from assessing their

			<p>Report and Roadmap “on Internal Reform and Capacity-Building for the VRU” (by Pat Cox).</p> <p>National development plans.</p> <p>Key project beneficiaries.</p>	and beneficiaries at National level.			<p>relevance in impact measurement. In other words, the internal monitoring system falls short in monitoring whether the interventions are progressing or regressing towards these envisaged results. Further, collecting relevant, disaggregated monitoring data would have enabled implementers to take relevant decisions on the focus of activities and objectives and resources allocated to inclusive development. In other words, the adequate monitoring framework would have informed the implementation of inclusive and equitable results are achieved at a reasonable cost. The evaluation finds that internal and on-site monitoring would benefit significantly from a more strengthened framework of indicators that could harmonise these two processes with the programming document, precisely its justification, overall and</p>
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							specific objectives and beneficiaries.
	Did the Action's specific component(s) achieve greater outputs and outcomes than others?	Level of delivery for each component of the project Perception of national beneficiaries as to relevance and impact of work of project for each component	Project documentation, including internal UNDP monitoring and evaluation. ROM reports. Report and Roadmap "on Internal Reform and Capacity-Building for the VRU" (by Pat Cox). National development plans. Key project beneficiaries.	Document analysis. Interviews with projects' experts. Interviews with the Parliamentary representatives and beneficiaries at National level.	Face-to-face interviews. On-line interviews. Focus groups.		No institutionalised reforms from any component, but the work under Action 2 did result in potential reforms.
5. Impact	Did the Actions contribute to long-term intended results (expected impact)?	Legislative changes as a result of projects' interventions Procedural changes as a result of projects' interventions Number of project interventions that were assumed and funded eventually by VRU	Project documentation, including internal UNDP monitoring and evaluation VRU Motions and laws adopted VRU annual budget reports ROM reports.	Document analysis. Interviews with projects' experts. Interviews with the Parliamentary representatives and beneficiaries at National level.	Face-to-face interviews. On-line interviews. Focus groups.		Limited evidence of impact-level results by projects. Small changes to the Rules of Procedure were most notable impact-level changes.

			<p>Report and Roadmap “on Internal Reform and Capacity-Building for the VRU” (by Pat Cox).</p> <p>National development plans.</p> <p>Key project beneficiaries.</p>				
	Will the Actions contribute to the expected impact in coming 1-2 years?	Pending legislative, policy, procedure and administrative changes based on projects’ interventions	<p>Project documentation, including internal UNDP monitoring and evaluation.</p> <p>ROM reports.</p> <p>Report and Roadmap “on Internal Reform and Capacity-Building for the VRU” (by Pat Cox).</p> <p>National development plans.</p> <p>Key project beneficiaries.</p>	<p>Document analysis.</p> <p>Interviews with projects’ experts.</p> <p>Interviews with the Parliamentary representatives and beneficiaries at National level.</p>	<p>Face-to-face interviews.</p> <p>On-line interviews.</p> <p>Focus groups.</p>		If draft legislation on law-making activity and parliamentary service are adopted they will have an impact on legislative process and human resources in VRU
	Did the Actions make an impact (early impact) on institutional	Number of recommendations in Functional Analysis that	Project documentation, including internal	Document analysis.	Face-to-face interviews.		Attempts at Secretariat reform were unsuccessful. HRM

	set-up of the VRU Secretariat (including staff, organisation, funding), particularly, in the context of implementation of the VRU Roadmap for Internal Reforms and Capacity Building?	have been implemented by VRU	<p>UNDP monitoring and evaluation</p> <p>VRU Functional Analysis report and monitoring reports ROM reports.</p> <p>Report and Roadmap “on Internal Reform and Capacity-Building for the VRU” (by Pat Cox).</p> <p>National development plans.</p> <p>Key project beneficiaries.</p>	<p>Interviews with projects’ experts.</p> <p>Interviews with the Parliamentary representatives and beneficiaries at National level.</p>	<p>On-line interviews.</p> <p>Focus groups.</p>		Strategy partly implemented. Functional Analysis’s recommendations not followed by VRU Apparatus.
	Did the Action’s specific components achieve greater impact than another?	Number of impacts achieved disaggregated by component	<p>Project documentation, including internal UNDP monitoring and evaluation.</p> <p>ROM reports.</p> <p>Report and Roadmap “on Internal Reform and Capacity-Building for the VRU” (by Pat Cox).</p> <p>National development plans.</p>	<p>Document analysis.</p> <p>Interviews with projects’ experts.</p> <p>Interviews with the Parliamentary representatives and beneficiaries at National level.</p>	<p>Face-to-face interviews.</p> <p>On-line interviews.</p> <p>Focus groups.</p>		No.

			Key project beneficiaries.				
	Do the Actions' activities and outputs (results) build a causal relationship with the Actions' outcomes (objectives)?	<p>Number of activities that can be directly linked to output achievement</p> <p>Number of outputs that can be directly linked to outcome level achievement</p>	<p>Project documentation, including internal UNDP monitoring and evaluation.</p> <p>ROM reports.</p> <p>Report and Roadmap "on Internal Reform and Capacity-Building for the VRU" (by Pat Cox).</p> <p>National development plans.</p> <p>Key project beneficiaries.</p>	<p>Document analysis.</p> <p>Interviews with projects' experts.</p> <p>Interviews with the Parliamentary representatives and beneficiaries at National level.</p>	<p>Face-to-face interviews.</p> <p>On-line interviews.</p> <p>Focus groups.</p>		Activities and outputs are well-linked to overall objectives of projects, but lack of results at output level meant lack of results at objective/outcome level.
	Were there unintended (positive or negative) effects of assistance in implementation of the parliamentary reform?	Evidence of unintended effects of project implementation	<p>Project documentation, including internal UNDP monitoring and evaluation.</p> <p>VRU Reports</p> <p>CSO Reports</p> <p>ROM reports.</p> <p>Report and Roadmap "on</p>	<p>Document analysis.</p> <p>Interviews with projects' experts.</p> <p>Interviews with the Parliamentary representatives and beneficiaries at National level.</p>	<p>Face-to-face interviews.</p> <p>On-line interviews.</p> <p>Focus groups.</p>		No

			Internal Reform and Capacity-Building for the VRU" (by Pat Cox). National development plans. Key project beneficiaries.				
	Have the Action's outcome(s) been achieved to date and what factors are hindering their achievement?	Have indicator targets attached to outcome of projects been met	Project documentation, including internal UNDP monitoring and evaluation. ROM reports. Report and Roadmap "on Internal Reform and Capacity-Building for the VRU" (by Pat Cox). National development plans. Key project beneficiaries.	Document analysis. Interviews with projects' experts. Interviews with the Parliamentary representatives and beneficiaries at National level.	Face-to-face interviews. On-line interviews. Focus groups.		Outcomes have not been achieved as a result of a lack of political will for reform, the change in leadership in VRU and a lack of strategic engagement between the JMDs and technical support, which would allow for interventions to support technical work on reforms.
	How can the future Action address potential implementation challenges to its	Not applicable	Not applicable	Document analysis. Interviews with projects' experts.	Face-to-face interviews. On-line interviews.		There is a need to ensure future work with the VRU is operating at three levels – political dialogue; strategic guidance; and technical interventions. All three

	effectiveness and impact?			Interviews with the Parliamentary representatives and beneficiaries at National level.	Focus groups.		<p>levels need to have support to ensure the right level is engaged and making decisions to allow more detailed work or decisions to be implemented.</p> <p>Project Team and PRO need to be well-coordinated and allow for backstopping, quality assurance and activity implementation.</p>
6. Sustainability	Were the Actions' deliverables and results integrated in the VRU's institutional set up (legal framework, Rules of Procedures, institutional strengthening of the VRU secretariat, etc)?	<p>Number of project interventions that resulted in permanent institutional reform within VRU</p> <p>Number of project interventions that resulted in permanent legal/policy reform within VRU</p>	<p>Project documentation, including internal UNDP monitoring and evaluation.</p> <p>VRU Reports</p> <p>CSO Reports</p> <p>ROM report.</p> <p>Report and Roadmap "on Internal Reform and Capacity-Building for the VRU" (by Pat Cox).</p> <p>National development plans.</p> <p>Key project beneficiaries.</p>	<p>Document analysis.</p> <p>Interviews with projects' experts.</p> <p>Interviews with the Parliamentary representatives and beneficiaries at National level.</p>	<p>Face-to-face interviews.</p> <p>On-line interviews.</p> <p>Focus groups.</p>		<p>Small number of reforms to the Rules of Procedure, but generally the outputs of the projects showed limited long-term, sustainable results.</p>

	Did the Actions contribute to an increase of budget funding for achieving objectives of the parliamentary reform?	VRU budget adjustments/amendments that reflect project priorities	<p>Project documentation, including internal UNDP monitoring and evaluation.</p> <p>Parliament Reports</p> <p>Parliament Budget ROM reports.</p> <p>Report and Roadmap “on Internal Reform and Capacity-Building for the VRU” (by Pat Cox).</p> <p>National development plans.</p> <p>Key project beneficiaries.</p>	<p>Document analysis.</p> <p>Interviews with projects’ experts.</p> <p>Interviews with the Parliamentary representatives and beneficiaries at National level.</p>	<p>Face-to-face interviews.</p> <p>On-line interviews.</p> <p>Focus groups.</p>		Limited evidence of VRU budget being adjusted to allow for project outputs to be institutionalised.
	Have the Actions’ beneficiaries ensured the future sustainability of the outputs and outcomes?	<p>Motions and laws passed by VRU reflecting project priorities</p> <p>Changes to VRU SOPs that reflect project priorities</p>	<p>Project documentation, including internal UNDP monitoring and evaluation.</p> <p>Parliament Reports</p> <p>CSO Reports</p>	<p>Document analysis.</p> <p>Interviews with projects’ experts.</p> <p>Interviews with the Parliamentary representatives</p>	<p>Face-to-face interviews.</p> <p>On-line interviews.</p> <p>Focus groups.</p>		No

			<p>ROM reports.</p> <p>Report and Roadmap “on Internal Reform and Capacity-Building for the VRU” (by Pat Cox).</p> <p>National development plans.</p> <p>Key project beneficiaries.</p>	and beneficiaries at National level.			
	<p>Was the VRU leadership involved in high level political dialogue to ensure the Actions’ sustainability (institutional, financial) and the VRU’s ownership of the implemented Actions? How can sustainability be further reinforced in the framework of a future Action?</p>	<p>Number of political decisions (presidential decrees; laws; motions; secretariat decisions) that reflected changes required for project implementation</p>	<p>Project documentation, including internal UNDP monitoring and evaluation.</p> <p>ROM reports.</p> <p>Report and Roadmap “on Internal Reform and Capacity-Building for the VRU” (by Pat Cox).</p> <p>National development plans.</p> <p>Key project beneficiaries.</p>	<p>Document analysis.</p> <p>Interviews with projects’ experts.</p> <p>Interviews with the Parliamentary representatives and beneficiaries at National level.</p>	<p>Face-to-face interviews.</p> <p>On-line/telephone interviews.</p> <p>Focus groups.</p> <p>Structured/semi-structured questionnaire</p>		<p>Limited evidence of political leadership being engaged and endorsing projects’ work. Change in VRU political and administrative leadership resulted in projects having to rebuild relationships and adjust to shifting priorities. Future Actions will require co-ownership of the reform process with the VRU political and administrative leadership co-leading the reform process with the EU. Such a process must also ensure commitments for state funding for reforms.</p>

Other questions to be considered	7. What are the key lessons of the Actions, in general and per each component?	Not applicable	<p>Project documentation, including internal UNDP monitoring and evaluation.</p> <p>ROM reports.</p> <p>Report and Roadmap “on Internal Reform and Capacity-Building for the VRU” (by Pat Cox).</p> <p>National development plans.</p> <p>Key project beneficiaries.</p>	<p>Document analysis.</p> <p>Interviews with projects’ experts.</p> <p>Interviews with the Parliamentary representatives and beneficiaries at National level.</p>	<p>Face-to-face interviews.</p> <p>On-line/ telephone interviews.</p> <p>Focus groups.</p> <p>Structured/ semi-structured questionnaires</p>	<p>General:</p> <ul style="list-style-type: none"> • Projects in support of political institutions require politically attuned design and implementation • Strong coordination amongst EU and other relevant projects will ensure greater adaptability • Projects should be designed in line with parliamentary terms to ensure they are designed and implemented by same leadership • Project should be working at levels simultaneously – politically (JMD), strategically, and technically to allow for issues to addressed at the correct level and the addressing of roadblocks as they arise
	8. Based on lessons learnt and evaluation results, what would be a suitable conceptual (strategic) vision for EU assistance to parliamentary reform in Ukraine for the period	Not applicable	<p>Project documentation, including internal UNDP monitoring and evaluation.</p> <p>ROM reports.</p>	<p>Document analysis.</p> <p>Interviews with projects’ experts.</p>	<p>Face-to-face interviews.</p> <p>On-line/ telephone interviews.</p>	<p>Politics, especially in Ukraine, is dynamic and ever-changing. A project in support of the VRU must be adaptable. It needs to be designed to have robust M&E that is then reflected in</p>

	of 2021-2024, including logical framework matrix and practical recommendations on assistance's elements (overall and specific objectives, risks & assumptions & pre-conditions, results matrix, main activities and sequencing, stakeholders' analysis, various options of implementation modalities, etc.).		Report and Roadmap "on Internal Reform and Capacity-Building for the VRU" (by Pat Cox). National development plans. Key project beneficiaries.	Interviews with the Parliamentary representatives and beneficiaries at National level.	Focus groups. Structured/semi-structured questionnaires		adjustments to project outputs in order to achieve the defined outcome. Such adaptability requires a three-level approach to the work (political; strategic; technical) and a project team that has the political acumen to manage such work with a political institution. European Parliament work on JMD should be integrated into next project as an implementing partner.
	9. How to reinforce the synergy with the appropriate EU and other donor funded projects?	Not applicable	Project documentation, including internal UNDP monitoring and evaluation. ROM reports. Report and Roadmap "on Internal Reform and Capacity-Building for the VRU" (by Pat Cox). National development plans. Key project beneficiaries.	Document analysis. Interviews with projects' experts. Interviews with the Parliamentary representatives and beneficiaries at National level.	Face-to-face interviews. On-line/telephone interviews. Focus groups. Structured/semi-structured questionnaires		Experience shows that effective coordination requires beneficiary to lead and facilitate. Such a commitment should be a part of any future support.

10. EU Added Value	To what extent does the Project support the achievement of the EU policies and provisions of the Association Agreement?	Number of relevant AA provisions that were partially or fully implemented by the projects	<p>Project documentation, including internal UNDP monitoring and evaluation.</p> <p>Association Agreement</p> <p>European Parliament FA Committee Report</p> <p>ROM reports.</p> <p>Report and Roadmap “on Internal Reform and Capacity-Building for the VRU” (by Pat Cox).</p> <p>National development plans.</p> <p>Key project beneficiaries.</p>	<p>Document analysis.</p> <p>Interviews with projects’ experts.</p> <p>Interviews with the Parliamentary representatives and beneficiaries at National level.</p>	<p>Face-to-face interviews.</p> <p>On-line interviews.</p> <p>Focus groups.</p>		Both projects are in line with the country’s commitments towards the Agenda2030 and the EU Association Agreement.
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11. Cross-cutting issues	To what extent were cross-cutting issues addressed (gender, reduction of corruption, and respect for human rights, environmental factors etc.)?	<p>Number of women engaged in the project as beneficiaries</p> <p>Perception of women deputies and staff as to value of the project (as compared to male beneficiaries)</p>	<p>Project documentation, including internal UNDP monitoring and evaluation.</p> <p>ROM reports.</p> <p>Report and Roadmap “on Internal Reform and Capacity-Building for the VRU” (by Pat Cox).</p> <p>National development plans.</p> <p>Key project beneficiaries.</p>	<p>Document analysis.</p> <p>Interviews with projects’ experts.</p> <p>Interviews with the Parliamentary representatives and beneficiaries at National level.</p>	<p>Face-to-face interviews.</p> <p>On-line interviews.</p> <p>Focus groups.</p>	<p>UNDP have taken measures in order to reflect cross-cutting issues in the projects. First of all, to reflect gender issues and to enhance the role and involvement of women in the activities. The Project has also tried to a wider approach to gender not only focusing on numbers, instead they have tried to work with deputies and Parliament officials to “engender” ways of working particularly with a view to the longer-term legislative process. Regarding environmental sustainability, there were no specific measures to address this issue. For future EU assistance projects, there is a need to develop a specific tool to examine the existing environmental conditions of a strategy, program, project or activity, and predict the potential impacts of those actions on the environment.</p>
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14. Visibility	To what extent did the visibility actions proposed by the contractor support establishing effective communication and outreach to the Ukrainian public?	<p>Communications Plan for project approved</p> <p>Number of communication plan action points implemented by the project</p>	<p>Project documentation, including internal UNDP monitoring and evaluation</p> <p>Project Communications Strategy</p> <p>ROM reports.</p> <p>Report and Roadmap “on Internal Reform and Capacity-Building for the VRU” (by Pat Cox).</p> <p>National development plans.</p> <p>Key project beneficiaries.</p>	<p>Document analysis.</p> <p>Interviews with projects’ experts.</p> <p>Interviews with the Parliamentary representatives and beneficiaries at National level.</p>	<p>Face-to-face interviews.</p> <p>On-line interviews.</p> <p>Focus groups.</p>	<p>The projects were generally perceived as “UNDP projects”, which is an indication that the visibility of the EU as the donor could be enhanced. However, those interviewed for the report were quick to acknowledge the EU's contributions to the projects. Both projects were supported by a team of communication experts who were in charge of implementing the Communication and Visibility Strategy of the projects. The evaluators assessed many publications placed in Internet and received in electronic form. However, despite the relevant content and high quality of the materials, the number of reviews of these materials in the Internet seems to be relatively low. In this regard, it would be useful to have a framework of indicators to assess the outreach of this visibility production, to identify and tackle the low</p>
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							<p>viewing rate over more long period.</p> <p>To balance the visibility of the EU support, the Project Communication Strategy should be strengthened with specific indicators to assess the progress of the outreach in the future.</p>
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Annex 7: Intervention Logic

Rada for Europe Project

The Overall Objective (OO) is “to strengthen the capacity of the VRU to produce quality legislation and monitor its implementation, including legislation pertaining to the implementation of the EU-Ukraine AA to fulfil its Constitutional prerogatives and to serve as a mode and a driving force of the reforms”. Indicators include public perception of the VRU over time and the progress of the Legislative Plan.

There are three ‘project objectives’ (PO): 1. “to support changes in parliamentary procedures and processes, setting a framework for improving and monitoring the quality of legislation in substance and in form, including in the context of the AA implementation”; 2. “To strengthen the Secretariat (including the Speaker’s Office, Committee and factions staff) to enable it to provide effective, non-partisan services to the VRU and Members of Parliament (MPs)”; and 3. “To assure greater transparency of the VRU and more consistent communication and dialogue with the population”. There are outputs related to the project objectives.

Outputs for PO 1 are: 1.1 “Streamlined regulatory framework on the legislative process and parliamentary business processes, including the development of a dedicated statute on the legislative process, management of the legislative agenda and calendar, improved roles of Committees, coordination with the Executive, more effective parliamentary oversight processes”; and 1.2 “Strengthening monitoring capacities for legislative quality and implementation of the VRU Legislative Plan and EP Needs Assessment Mission recommendations (NAM) and Road Map”.

Outputs related to PO 2 are: 2.1 “Drafting and adopting, in an inclusive process, a strategic development plan to facilitate the evolution of the Secretariat to meet the needs of a contemporary democratic parliament”; and 2.2 “Capacity-building events organized on priority topics for the Secretariat of the VRU and capacity-building support provided to selected units/staff of the Secretariat”.

Outputs for PO 3: 3.1 “Open Parliament Plan adopted and implemented to assure transparency of parliamentary processes, on the basis of international best practices in parliamentary transparency communication in line with Ukraine’s adherence to the global Open Government Partnership”; and 3.2 “A communication plan for the VRU developed assuring that public awareness on parliamentary activities is increased and two-way communication with public enhanced”. Indicators are included for outputs but not objectives, 1.1) Development of and follow-up on timeline and achievement of planned progress points in the streamlining process 2.2.) Completion of the strategic development plan in line with output. 3.1) Open Parliament plan adopted and implemented.

Activities include hands-on technical assistance to VRU officials, preparing and implementing seminars, organisation of conferences. The log frame does not include baselines; targets are often implicitly set with some targets set for quantitative indicators. Assumptions are identified and included in the log frame and a basic risk management plan is included in the description of the action.

The EU-UNDP Parliamentary Reform Project

The EU-UNDP Parliamentary Reform Project is aimed at strengthening the functioning of the Ukrainian Parliament, the Verkhovna Rada of Ukraine (VRU), to become a progressively more effective, accountable and transparent institution in carrying out its constitutional responsibilities of legislation, oversight, and representation with a positive influence on the overall process of EU-Ukraine Association Agreement implementation.

The intervention was designed to strengthen the functioning of the VRU, including its Secretariat, on the path towards building a performing, trusted and transparent parliamentary institution able to effectively carry out its constitutional responsibilities of legislation, oversight and representation

in line with the best European democratic parliamentary practices.

The project comprises three key components:

#Rada4Reforms, fostering the Parliament's role in the overall reform process, with a particular emphasis on improving the legislative process and parliamentary oversight, through providing comprehensive expert support to the implementation of the VRU Roadmap for Internal Reform and Capacity Building;

#RadaPro, supporting the professional modernisation of the parliamentary Secretariat, through finalisation and implementation of the Secretariat's strategic development plan, and comprehensive human resource development, including in Committee Secretariats, in line with broader public administration reform (PAR) and the law "On the Civil Service";

#Transparent&Service-OrientedRada, combining the use of new technologies for communications with civic education and participation, building stronger transparency and accountability links between Parliament and citizens, with a special focus on increasing the public's trust in the Ukrainian Parliament.

To provide more targeted support to parliamentary reforms, the Parliamentary Reform Office (PRO) was established within this Project, serving as an advisory group to the leadership and Secretariat of the VRU, under the general supervision of the VRU Chairperson. The PRO provides support to parliamentary reforms aimed at strengthening the functioning of the Parliament. This Office was launched during the Parliament's 9th convocation, although its creation resulted from the joint work of previous political leadership of the Parliament and technical assistance projects.

Annex 8: List of Persons Consulted for the Evaluation

Inception Phase

Date	Interviewee(s)	Position and Organisation	Contact details	Project 1 (the EU-UNDP Rada for Europe Project)/ Project 2 (the EU-UNDP Parliamentary Reform Project)	Modality (on-line, off-line, joint meeting, individual interview, focus group etc.)
14-May-21	Volodymyr Kondrachuk Tinatin Gabelia Christel Egotene-Bapone Kevin Deveaux Tetiana Kornieieva	EUD Task Manager Evoluxer Project Manager B&S Europe Project Manager TL KE2	volodymyr.kondrachuk@eeas.europa.eu tgabelia@evoluxer.com christel.egotene-bapone@bseurope.com kevin.deveaux@gmail.com korneevat@yahoo.com	Project 1/ Project 2	Kick-off Meeting
18-May-21	Volodymyr Kondrachuk Olena Ursu Lesia Shyshko Frank Feulner Kevin Deveaux Tetiana Kornieieva	EUD Task Manager UNDP Programme Specialist, Democratic Governance (TL) UNDP Partnerships and Coordination Officer/ Evaluation Resource Centre UNDP Parliamentary Consultant TLKE2	volodymyr.kondrachuk@eeas.europa.eu olena.ursu@undp.org lesia.shyshko@undp.org frank.feulner@undp.org kevin.deveaux@gmail.com korneevat@yahoo.com	Project 1/ Project 2	On-line joint meeting
19-May-21	Volodymyr Kondrachuk Olena Kulikovska Kevin Deveaux Tetiana Kornieieva	EUD Task Manager UNDP Project Coordinator / Parliamentary Development Expert TL	volodymyr.kondrachuk@eeas.europa.eu olena.kulikovska@undp.org kevin.deveaux@gmail.com korneevat@yahoo.com	Project 1/ Project 2	On-line joint meeting

		KE2			
21-May-21	Volodymyr Kondrachuk Anastasiia Korobai Kevin Deveau Tetiana Kornieieva	EUD Task Manager UNDP Capacity Development Specialist TL KE2	volodymyr.kondrachuk@eeas.europa.eu anastasiia.korobai@undp.org kevin.deveaux@gmail.com korneevat@yahoo.com	Project 2	On-line joint meeting
21-May-21	Volodymyr Kondrachuk Nataliia Vatamaniuk Kevin Deveau Tetiana Kornieieva	EUD Task Manager UNDP e- government and transparency expert / Coordinator of the Open Parliament Initiative TL KE2	volodymyr.kondrachuk@eeas.europa.eu nataliia.vatamaniuk@undp.org kevin.deveaux@gmail.com korneevat@yahoo.com	Project 1	On-line joint meeting
21-May-21	Volodymyr Kondrachuk Tetiana Kornieieva	EUD Task Manager KE2	volodymyr.kondrachuk@eeas.europa.eu korneevat@yahoo.com	Project 1 / Project 2	Off-line meeting
24-May-21	Manal Fouani Oleksandra Puppo Kevin Deveau Tetiana Kornieieva	UNDP Deputy Resident Representative UNDP Project Officer TLKE2	manal.fouani@undp.org oleksandra.puppo@undp.org kevin.deveaux@gmail.com korneevat@yahoo.com	Project 1 / Project 2	On-line joint meeting
26-May-21	Ioana Logofatu Kevin Deveau Tetiana Kornieieva	European Parliament/ Parliamentary support and capacity building TL KE2	ioana.logofatu@europarl.europa.eu kevin.deveaux@gmail.com korneevat@yahoo.com	Project 1 / Project 2	On-line joint meeting
01-Jun-21	Ihor Kogut Tetiana Kornieieva	USAID RADA Program Chief of Party KE2	050 209 58 71 korneevat@yahoo.com	Project 1 / Project 2	Off-line individual interview
04-Jun-21	Andriy Melnychuk	Deputy Head of the Secretariat of the	melnychuk-a@rada.gov.ua	Project 2	On-line joint meeting

	Volodymyr Kondrachuk Tinatin Gabelia Kevin Deveaux Tetiana Kornieieva	Verkhovna Rada of Ukraine EUD Task Manager Evoluxer Project Manager TL KE2	volodymyr.kondrachuk@eeas.europa.eu tgabelia@evoluxer.com kevin.deveaux@gmail.com korneevat@yahoo.com		
08-Jun-21	Nataliia Yevchenko Yevgenia Piddubna Kevin Deveaux Tetiana Kornieieva	Project Coordinator, 2019, EU-UNDP Parliamentary Reform Project Head of the Parliamentary Reform Office, 2019-2020 TL KE2	nata.evchenko@gmail.com y.piddubna@farmak.ua kevin.deveaux@gmail.com korneevat@yahoo.com	Project 2	On-line joint meeting
09-Jun-21	Jonathan Murphy Kevin Deveaux	International Team Leader, 2016- 2018, EU-UNDP Rada za Evropu Project TL	j.murphy@idea.int kevin.deveaux@gmail.com	Project 1	On-line individual interview
15-Jun-21	Igor Gutsulyak Kevin Deveaux Tetiana Kornieieva	Programme Analyst, Democratic Governance, UNDP, 2016-2020 TLKE2	igor.gutsulyak@undp.org kevin.deveaux@gmail.com korneevat@yahoo.com	Project 1 / Project 2	On-line individual interview
28-Jun-21	Pat Cox Kevin Deveaux Tetiana Kornieieva	Former President of the European Parliament	pat@patcox.eu	Project 1/ Project 2	Online meeting

Field Phase

Date	Interviewee(s)	Position and Organisation	Contact Details	Project 1 (the EU-UNDP Rada for Europe Project)/ Project 2 (the EU-UNDP Parliamentary	Modality (on-line, off-line, joint meeting, individual interview, focus
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				Reform Project)	group etc.)
01-Jul-21	Olena Ursu Olena Kulikovska Nazar Grom	UNDP Programme Specialist, Democratic Governance (TL) UNDP Project Coordinator / Parliamentary Development Expert UNDP Manager / former Capacity Development Expert in Project 2	olena.ursu@undp.org olena.kulikovska@undp.org	Project 1/ Project 2	Offline joint meeting
01-Jul-21	Andriy Melnychuk	Deputy Head of the Secretariat of the Verkhovna Rada of Ukraine	melnychuk-a@rada.gov.ua	Project 1/ Project 2	Offline meeting
01-Jul-21	Mykola Shevchuk	Deputy Head of the Secretariat of the Verkhovna Rada of Ukraine	mshevchuk@rada.gov.ua	Project 2 - Component 3 (VRU Communication strategy, Press Centre, VRU social networks)	Offline meeting
01-Jul-21	Taras Pastushenko	Head of the Informational Department of the VRU	pastushenko@rada.gov.ua	Project 2 - Component 3 (VRU tours, Telegram, VRU Educational Centre, Comprehensive parliamentary education centre, trainings on communications)	Offline meeting
01-Jul-21	Iryna Karmelyuk	Head of the VRU Press Centre	anons@v.rada.gov.ua	Project 2 - Component 3 (Communications,	Offline meeting

				Press Centre, work with journalists, education centre)	
02-Jul-21	Vyacheslav Tolkovanov	PRO Expert, Deputy Head of Component 2	tolkovanov@hotmail.com	Project 2 - Component 2	Offline meeting
02-Jul-21	Charles Mathiaux	Attaché de coopération, Ambassade de France en Ukraine	charles.mathiaux@diplomatie.gouv.fr	Project 2 - Cooperation with French I'ENA on education of parliamentary representatives	Offline meeting
05-Jul-21	Anastasiia Korobai	PRO Expert, Head of Component 2	anastasiia.korobai@undp.org	Project 2 - Component 2	Offline individual interview
06-Jul-21	Volodymyr Kondrachuk	EUD Task Manager	volodymyr.kondrachuk@eeas.europa.eu	Project 1/ Project 2	Offline joint meeting
06-Jul-21	Vyacheslav Tolkovanov Inna Bielobratova Haik Stepanian	PRO Expert, Deputy Head of Component 2 PRO Expert, Component 2 PRO Expert, Component 2	tolkovanov@hotmail.com	Project 2 - Component 2	Online joint meeting
07-Jul-21	Oleksiy Sidorenko	Head of the IT Department of the Secretariat of the Verkhovna Rada of Ukraine	sidorenko@rada.gov.ua	Project 2 - Component 2 (online training platform, functional analysis in the Secretariat of the VRU)	Offline individual interview
07-Jul-21	Oleksandr Baraniuk Olena Bazylivska Yuliia Zaichenko	PRO Expert, Component 1 PRO Expert, Component 1 PRO Expert, Former Head of	oleksandr.baraniuk@undp.org olena.bazylivska@undp.org yuliia.zaichenko@undp.org	Project 2 - Component 1	Online joining meeting

		Component 1			
08-Jul-21	Vitaliy Maksymyak LyubovShevchuk Iryna Polischuk	Head of the HR Department of the Secretariat of the VRU Head of the Professional Development Unit of the HR Department of the Secretariat of the VRU Chief Consultant of the Professional Development Unit of the HR Department of the Secretariat of the VRU	maksymiak@rada.gov.ua shevchuk-l@v.rada.gov.ua Polischuk-ir@rada.gov.ua	Project 2 - Component 2 (HRD Strategy of the Secretariat of the VRU, Improving the Personnel Management System and Introducing the New HRM Practices, Training and Professional Development of the VRU Secretariat staff, online training platform, work on the draft Law of Ukraine "On Parliamentary Service", functional analysis in the Secretariat of	Offline meeting joint
08-Jul-21	Natali Vatamaniuk	PRO Expert, Component 3, Parliamentary E-Governance and Transparency Specialist	nataliia.vatamaniuk@undp.org	Project 2 - Component 3	Online individual interview
09-Jul-21	Andriy Bega	Director of the Public Administration Department at the SCMU	andriybega@gmail.com	Project 2	Online individual interview
12-Jul-21	Eugene Bersheda Vyacheslav Tolkovanov	Acting Director of the Institute for Legislation of the VRU PRO Expert, Deputy Head of Component 2	zak_norm@rada.gov.ua tolkovanov@hotmail.com	Project 2 - Component 2 (Online constituent session of the in-service training program for the	Offline meeting joint

				educational-professional program "Public governance and administration")	
13-Jul-21	Olena Ursu Olena Kulikovska Nazar Grom	UNDP Programme Specialist, Democratic Governance (TL) UNDP Project Coordinator / Parliamentary Development Expert UNDP Manager / former Capacity Development Expert in Project 2	olena.ursu@undp.org olena.kulikovska@undp.org	Project 1/ Project 2	Online meeting joint
13-Jul-21	Iryna Gorlach	Project manager at CSO "Global Office"	iryna.g@goglobal.com.ua	Project 2	Online individual interview
14-Jul-21	First strategic discussion of the VRU Working Group			Project 2	Online meeting
14-Jul-21	Volodymyr Kondrachuk	EUD Task Manager	volodymyr.kondrachuk@eeas.europa.eu	Project 1/ Project 2	Offline joint meeting
20-Jul-21	Tetyana Kovtun	Deputy Secretary of the SCMU	tetyana.kovtun@gmail.com	Project 2	Online individual interview
22-Jul-21	Christopher Levick	Westminster Foundation for Democracy, Regional Director, Europe & Central Asia	chris.levick@wfd.org	Project 1/ Project 2	Online individual interview

22-Jul-21	Volodymyr Kondrachuk	EUD Task Manager	volodymyr.kondrachuk@eeas.europa.eu	Project 1/ Project 2	Online joint meeting
29-Jul-21	Iaryna Odynak	NDI Project Manager of Parliamentary development	iodynak@ndi.org	Project 1/ Project 2	Online individual interview
03-Aug-21	Dobromir Hristov	EUD Task Manager (previous manager of Project 1)	dobromir.hristov@eeas.europa.eu	Project 1/ Project 2	Online individual interview
24-Aug-21	Pat Cox	Former President of the European Parliament	pat@patcox.eu	Project 1/ Project 2	Online meeting

Annex 9: List of Documents Consulted for the Evaluation

Jean Monnet Dialogues and NAM Report

1. Needs Assessment Mission Report
2. Monitoring of the implementation of NAM recommendations by the Verkhovna Rada of Ukraine (draft for discussion), April 2019
3. Report and Roadmap on Internal Reform and Capacity-Building for the VRU
4. Conclusions of Jean Monnet Dialogues

Rada za Evropu Project :

1. TOR
2. Project documents with the DoA
3. Work plans
4. Project reports
5. ROM report
6. Deliverables by the project: recommendations, concepts, analyses etc., developed under 3 project components.

Parliamentary Reform Project:

1. TOR
2. Project documents with the DoA
3. Work plans
4. Project reports
5. AWP
6. SC minutes
7. Project reports
8. TORs for PRO positions
9. Project budget
10. Deliverables under each of 3 project components:
 - Component 1: legislative process, parliamentary oversight, legislative planning.
 - Component 2: Strategic Framework for Human Resource Development, Development of Parliamentary Public Service, Personnel Management System and Introducing the New HRM Practices, Training and Professional Development, Institutional development and strategic planning of the VRU Secretariat.
 - Component 3: citizens' engagement and parliamentary education, e-Parliament, external communications and social networks, internal communications as well as perception survey.
11. Presentations of PRO under all 3 components.

Expert Documents under Component 2 of the Parliamentary Reform Project

Strategic Framework for Human Resource Development

1. Strategy for Human Resource Development of the Secretariat of the Verkhovna Rada of Ukraine up to 2022 approved by the Order of the Head of the Secretariat of the Verkhovna Rada of Ukraine (hereinafter – the VRU Secretariat) No 3359-k of 05 December 2019 (in Ukrainian and in English languages)
2. Action Plan for 2020 on the Implementation of the Strategy for Human Resource Development of the Secretariat of the Verkhovna Rada of Ukraine up to 2022 approved by the Order of the Head of the VRU Secretariat No 358-k of 20 February 2020 (in Ukrainian and in English languages)

3. Information note on the State of Realization of the Action Plan for 2020 on the Implementation of the Strategy for Human Resource Development of the Secretariat of the Verkhovna Rada of Ukraine up to 2022
4. Draft Action Plan for 2021 on the Implementation of the Strategy for Human Resource Development of the Secretariat of the Verkhovna Rada of Ukraine up to 2022
5. Information note on the State of Realization of the Strategy for Human Resource Development of the Secretariat of the Verkhovna Rada of Ukraine up to 2022 during the second stage (2021 – 2022) as of the 1st quarter of 2021

Development of Parliamentary Public Service

6. Expert report on Legislative and Institutional Framework for the Organization of the Parliamentary Public Service: Foreign Experience and Recommendations for Ukraine
7. Expert and analytical note of the Parliamentary Reform Office on Legislative Regulation of the Institute of Parliamentary Service in Ukraine
8. Expert note on Experience of Parliaments of other Foreign Countries on Some Aspects of Parliamentary Service
9. Analytical reference on legislative initiatives concerning the legislative regulation of the autonomous parliamentary public service
10. Proposals of the Parliamentary Reform Office to the draft Law of Ukraine “On Parliamentary Service” (Reg. No 4530)
11. List of normative legal acts that require preparation and adoption as well as normative legal acts that may be amended in the context of adoption of the Law of Ukraine “On Parliamentary Service” (Reg. No 4530)

Improving the Personnel Management System and Introducing the New HRM Practices

12. Expert document on Development of a Competitive Selection Procedure for Holding Vacant Positions in the Secretariat of the Verkhovna Rada of Ukraine Taking into Account the Peculiarities of its Activity
13. Expert document on Performance Appraisal of Civil Servants – International Experience
14. The Procedure for Performance Appraisal of Civil Servants of the Secretariat of the Verkhovna Rada of Ukraine, approved by the Order of the Acting Head of the VRU Secretariat No 1427-k of 07 September 2020
15. Expert document on Implementation of Annual Monitoring and Forecasting of Needs in Specialists in the Structural Units of the Secretariat of the Verkhovna Rada of Ukraine for the Medium Term Period (up to three years)
16. Expert document on procedure for developing tests for assessment of knowledge of special legislation in accordance with the job requirements of employees of the VRU Secretariat
17. Draft Regulation on the Coordination Group for Interaction with International Donor Organizations on Providing International Technical Assistance for the Implementation of the Strategy for Human Resource Development of the Secretariat of the Verkhovna Rada of Ukraine up to 2022
18. Draft Regulation on the Coordination Council for Professional Training and Personnel Development of the Staff of the Secretariat of the Verkhovna Rada of Ukraine
19. Expert document on response measures to the COVID-19 pandemic in the Secretariat of the Verkhovna Rada of Ukraine
20. Expert document on establishment of effective working conditions in the context of COVID-19 pandemic: recommendations of the House of Commons of the Parliament of Canada
21. Proposals for the introduction of innovative practices of human resources management in the Secretariat of the Verkhovna Rada of Ukraine
22. Expert report on Development of Mentoring System in Public Administration

23. Analytical paper on implementation of the mentoring system in the Secretariat of the Verkhovna Rada of Ukraine
24. Draft Methodological recommendations on the implementation of the mentoring system in the Secretariat of the Verkhovna Rada of Ukraine
25. Report on the results of survey on the assessment of implementation of gender policy and gender equality standards in the activities of the Secretariat of the Verkhovna Rada of Ukraine
26. Expert analysis of normative and legal support of the activity of the Secretariat of the Verkhovna Rada of Ukraine and its structural units responsible for ensuring the standards of gender equality
27. Draft Regulation on the Structural Unit of the Secretariat of the Verkhovna Rada of Ukraine Responsible for Ensuring Equal Rights and Opportunities for Women and Men
28. Draft Standard Regulation on Authorized Employees of Structural Units of the Secretariat of the Verkhovna Rada of Ukraine Responsible for Ensuring Gender Equality Standards
29. Methodological recommendations on Carrying out the Gender Audit in the Secretariat of the Verkhovna Rada of Ukraine, approved by the Order of the Head of the VRU Secretariat No 597-k of 31 March 2020
30. Analytical note on the implementation of gender equality standards in the Secretariat of the Verkhovna Rada of Ukraine
31. Draft Order of the Acting Head of the VRU Secretariat "On Carrying out the Gender Audit in the Secretariat of the Verkhovna Rada of Ukraine"
32. Draft Action Plan for Carrying out the Gender Audit in the Secretariat of the Verkhovna Rada of Ukraine
33. Methodological recommendations for Carrying out the Survey of the Quality Management System in the Secretariat of the Verkhovna Rada of Ukraine, approved by the Order of the Head of the VRU Secretariat No 429-k of 28 February 2020
34. Analytical note on the implementation of the quality management system in the Secretariat of the Verkhovna Rada of Ukraine
35. Draft Order of the Acting Head of the VRU Secretariat "On Carrying out the Survey of the Quality Management System in the Secretariat of the Verkhovna Rada of Ukraine"
36. Draft Action Plan for Carrying out the Survey of the Quality Management System in the Secretariat of the Verkhovna Rada of Ukraine
37. Methodological recommendations on the Development of Corporate Culture in the Secretariat of the Verkhovna Rada of Ukraine, approved by the Order of the Head of the VRU Secretariat No 662-k of 14 April 2020
38. Draft Code (basic rules) of Corporate Culture of the Secretariat of the Verkhovna Rada of Ukraine
39. Analytical note on the development of corporate culture in the Secretariat of the Verkhovna Rada of Ukraine
40. Draft Order of the Acting Head of the VRU Secretariat "On Implementation of Activities Aimed at the Development of Corporate Culture in the Secretariat of the Verkhovna Rada of Ukraine"
41. Draft Action Plan for the Activities Aimed at the Development of Corporate Culture in the Secretariat of the Verkhovna Rada of Ukraine
42. Proposals of the Parliamentary Reform Office and the EU-UNDP Parliamentary Reform Project regarding providing amendments to the Collective Agreement the Secretariat Verkhovna Rada of Ukraine
43. Proposals of the Parliamentary Reform Office and the EU-UNDP Parliamentary Reform Project regarding providing amendments to the Rules of Procedure for the staff of the Secretariat Verkhovna Rada of Ukraine
44. Draft Order of the Acting Head of the VRU Secretariat "On Talent Management System Implementation in the Secretariat of the Verkhovna Rada of Ukraine"

45. Draft Concept on Talent Management System Implementation in the Secretariat of the Verkhovna Rada of Ukraine
46. Expert document on Talent Management System Implementation in the Secretariat of the Verkhovna Rada of Ukraine
47. Draft Order of the Acting Head of the VRU Secretariat "On Implementation of the Personnel Mobility System in the Secretariat of the Verkhovna Rada of Ukraine"
48. Draft Methodological Recommendations on Implementation of the Personnel Mobility System in the Secretariat of the Verkhovna Rada of Ukraine
49. Expert and analytical document on carrying out the analysis of legislative and institutional framework for the development of information and analytical system for human resources management in the civil service and in the Secretariat of the Verkhovna Rada of Ukraine
50. Expert and analytical document on carrying out the analysis of current procedures and the state of functioning of the human resources management information system in the Secretariat of the Verkhovna Rada of Ukraine
51. The concept and terms of reference of the Integrated Automated System "Human Resources Management in the Secretariat of the Verkhovna Rada of Ukraine"
52. Draft Order of the Acting Head of the VRU Secretariat "On Introduction of an Integrated Automated System "Human Resources Management in the Secretariat of the Verkhovna Rada of Ukraine"
53. Draft Action Plan for the implementation of the integrated automated system "Human Resources Management in the Secretariat of the Verkhovna Rada of Ukraine"
54. Order of the Head of the VRU Secretariat No 3627-k of 24 December 2019 "On Approval of the Procedure for Development and Approval of Job Descriptions of Employees of the Secretariat of the Verkhovna Rada of Ukraine and amendments thereto"
55. Order of the Head of the Secretariat of the Verkhovna Rada of Ukraine of No 899-k of 07 December 2020 "On Approval of the Regulations on the Secretariat of the Deputy Faction (Deputy Group) in the Verkhovna Rada of Ukraine"
56. Analytical note on ensuring the development and approval of anti-corruption measures in the Secretariat of the Verkhovna Rada of Ukraine
57. Expert document on Implementation of measures to increase the level of academic mobility of employees of the Secretariat of the Verkhovna Rada of Ukraine by supporting the professional training of gifted youth in leading national and foreign institutions of higher education in the area of parliamentarism and parliamentary activities
58. Draft Regulations on the Coordinating Council for the Development of Academic Mobility in the Secretariat of the Verkhovna Rada of Ukraine

Training and Professional Development of Key Parliamentary Stakeholders

59. Expert document on Improvement of the Regulation on the System of Increasing the Level of Professional Competence of Civil Servants of the Secretariat of the Verkhovna Rada of Ukraine
60. Expert document "Models for Improving the Level of Professional Competence of Civil Servants in Foreign Countries (comparative analysis)"
61. Expert document "Professional Development of Civil Servants: International Experience"
62. Expert document "Mentoring as a Method of Training and Professional Development of Civil Servants"
63. Expert document "Proposals for Improvement the Process of Increasing the Level of Professional Competence of Civil Servants of the Secretariat of the Verkhovna Rada of Ukraine (on the basis of the new Parliamentary Training Center)"
64. Justification of the need to improve foreign languages proficiency of the staff of the VRU Secretariat in the context of human resources development of the Verkhovna Rada of Ukraine

65. Terms of Reference for provision of services for promoting English language skills of VRU Secretariat officials
66. Draft Collection of teaching materials, instruments and recommendations for learning English) for employees of the Secretariat of the Verkhovna Rada of Ukraine and other parliamentary stakeholders
67. Methodological concept and Work Plan for the implementation of the project on development and implementation of a new online training platform of the Verkhovna Rada of Ukraine and three distance learning courses (on leadership, project management and good governance)
68. Draft technical documentation for the online training platform of the Verkhovna Rada of Ukraine
69. Draft programme and test methods of the online training platform of the Verkhovna Rada of Ukraine
70. Instruction of the administrator of the online training platform of the Verkhovna Rada of Ukraine
71. Instruction of the content editor of the online training platform of the Verkhovna Rada of Ukraine
72. Instruction of HR-specialist of the online training platform of the Verkhovna Rada of Ukraine
73. Proposals for the establishment and placement of a new Parliamentary Training Center
74. Draft Regulation on the Parliamentary Training Center
75. Order of the Chairman of the Verkhovna Rada of Ukraine No 273 of 31 August 2020 "On the Schedule of Seminars and Internships of People's Deputies of Ukraine and Employees of the VRU Secretariat for the Period of the Fourth Session of the Verkhovna Rada of Ukraine of the Ninth Convocation
76. Order of the Chairman of the Verkhovna Rada of Ukraine No 29 of 17 February 2021 "On the Schedule of Seminars and Internships of People's Deputies of Ukraine and Employees of the VRU Secretariat for the Period of the Fifth Session of the Verkhovna Rada of Ukraine of the Ninth Convocation
77. Programme and outline of the training course on Good Governance
78. Programme and outline of the training course on Project Management
79. Programme and outline of the training course on Leadership (in the Parliamentary Service)
80. Programme and outline of the training course on Parliamentarism and Parliamentary Activity
81. Programme and outline of the training course on Parliamentary Reform, Instruments Aimed at Increasing the Efficiency of the Verkhovna Rada of Ukraine
82. Programme and outline of the training course on Development of Organizational (Corporate) Culture and Team Building in the Secretariat of the Verkhovna Rada of Ukraine
83. Programme and outline of the training course on Development of Motivation and Professional Intelligence of Employees of the Verkhovna Rada of Ukraine
84. Programme and outline of the training course on Development of Mentoring in the Secretariat of the Verkhovna Rada of Ukraine "
85. Programme and outline of the training course on Time Management and Improving the Efficiency of Civil Servants of the Verkhovna Rada of Ukraine
86. Programme and outline of the training course on Development of Internal Communications in the Secretariat of the Verkhovna Rada of Ukraine
87. Programme and outline of the training course on Public Policy Analysis
88. Program and syllabus of the training course on Strategic Planning
89. Programme and outline of the training course on Implementation of Gender Equality Standards in the Activities of the Secretariat of the Verkhovna Rada of Ukraine
90. Programme and outline of the training course on Ethics and Ethical Standards in the System of Democratic Governance
91. Programme and outline of the training course for Newly Appointed Civil Servants of the Secretariat of the Verkhovna Rada of Ukraine
92. Programme and outline of the training course on Law and Lawmaking
93. Programme and outline of the training course on Parliamentary Control

94. Draft manual 'Integration of Gender Approaches and Increasing the Institutional Capacity of the Secretariat of the Verkhovna Rada of Ukraine to Implement a Comprehensive Gender Approach

Institutional development, strategic planning and improvement of the structure of the Secretariat of the Verkhovna Rada of Ukraine

95. Order of the Head of the VRU Secretariat No 235 of 05 December 2019 "On the Working Group on the Preparation and Carrying out the Functional Analysis in the Secretariat of the Verkhovna Rada of Ukraine
96. Report on the results of functional analysis in the Secretariat of the Verkhovna Rada of Ukraine
97. Expert and analytical note of the Parliamentary Reform Office on the implementation of recommendations prepared as a result of functional analysis of the Secretariat of the Verkhovna Rada of Ukraine
98. Action Plan for implementation of recommendations on the results of functional analysis in the Secretariat of the Verkhovna Rada of Ukraine for 2021
99. Draft Strategic Action Plan of the Secretariat of the Verkhovna Rada of Ukraine for 2021-2024
100. Order of the Head of the VRU Secretariat No 960-k of 11 June 2020 "On the Working Group on Strategic Planning in the Secretariat of the Verkhovna Rada of Ukraine
101. Systematization of proposals of structural units of the Secretariat of the Verkhovna Rada of Ukraine on tasks and measures aimed at implementing the Strategic Action Plan of the Secretariat of the Verkhovna Rada of Ukraine for 2021 – 2024
102. Draft Action Plan for 2021 – 2022 on the implementation of the Strategic Action Plan of the Secretariat of the Verkhovna Rada of Ukraine for 2021 – 2024
103. Strategic Planning Framework in the Secretariat of the Verkhovna Rada of Ukraine
104. Draft methodology of strategic planning in the Secretariat of the Verkhovna Rada of Ukraine
105. Draft Order of the Head of the VRU Secretariat on Amendments to the Regulation on the Main Organizational Department of the Secretariat of the Verkhovna Rada of Ukraine
106. The concept of Establishment of the Management Board in the Secretariat of the Verkhovna Rada of Ukraine
107. Draft Regulation on the Management Board in the Secretariat of the Verkhovna Rada of Ukraine
108. Draft Order of the Head of the VRU Secretariat "On Establishment of the Management Board in the Secretariat of the Verkhovna Rada of Ukraine".

**UNDP comments to the Final Report on
Evaluation of the EU Support to Parliamentary Reform in Ukraine (June 2021 – February 2021)**

December 2021

1. UNDP Ukraine is grateful for receiving the final report of the evaluation of the EU assistance to parliamentary reform in Ukraine, which was provided by the EU through Rada for Europe and EU-UNDP Parliamentary Reform projects, implemented by UNDP Ukraine. Such assessment will largely contribute to UNDP's continuous learning and improvement.

UNDP wishes to note that as part of the UNDP Ukraine internal learning system the [background paper on Monitoring, Evaluation, and Learning \(MEL\)](#) was prepared for the EU-UNDP Parliamentary Reform Project and shared with the EU Evaluation team together with all other requested documents for desk review.

The below findings of the evaluators on the **projects' performance** are noted with **appreciation**:

"Overall, the project made significant efforts to deliver the reform package identified in the VRU Roadmap for Internal Reform and Capacity Building". (p.14)

"The projects were generally well-aligned with the development priorities for the Government of Ukraine (GoU) and the VRU. ... The projects also reflected the priorities and targets as outlined in the SDGs, which have been endorsed by GoU. ... UNDP, as the implementer of the project, has internal strategic documents to which the projects were also aligned." (p.15)

"With regard to the cost allocations for the projects, the costs were generally reasonable." (p.18)

"The two projects made an effort to address these [legislative process] challenges. ... In addition, in the past two years significant effort from the PRP has been invested in the development of a comprehensive Draft Law on Law making Activity." (p.20)

"With regard to the oversight function of the VRU, the work during the PRP project did allow for the development and testing of a new methodology for oversight. The project's approach to this work was well aligned with best practices for parliamentary development work. The piloting of committee work allows for a more "hands on" in which project staff build trusted relationships with committee members, chairpersons and staff." (p.21)

"In addition to these signature strategies and draft laws [on VRU Secretariat development, HR management], the two projects provided significant training, knowledge transfer and capacity development activities for Apparatus staff." (p.22)

".. under each of the outputs, there were achievements that will have a lasting change on the VRU, its MPs and staff." (p.24)

"The degree of alignment of projects interventions with the EU country priorities was high. The design of both projects was fully supportive of the parliamentary reform priorities and that the EU had substantial insight and influence over the selection of priorities and the associated conditionalities, adding value compared to other international donors." (p.28)

"The projects were able to muster significant technical support to the VRU to supplement its own capacity and to support the development of a modern parliament." (p.28)

"The projects also attempted to fully implement the Roadmap for Internal Reform, as adopted by the VRU in March 2016. This did show some success. Key strategic documents were developed, and some were approved by the VRU. Changes were made to the VRU rules of procedure. Additional capacity and infrastructure were procured and provided to the VRU." (p.28)

“The internal projects’ design was logical. There is relevance between the expected flow of results and the stated project objectives; there is a logical flow and connection beginning from project objectives to strategies, activities, outputs and running through to outcomes. The projects’ interventions have been in line with the Parliamentary priorities on implementing the Parliament reform, as well as sectoral policies deriving from national reform processes and commitments set out in the EU-Ukraine agenda.” (p.50)

“UNDP has strong standard practices that ensure implementation is efficient.” (p.62)

2. The **lessons learned** identified by the evaluators (p.29-31) are generally supported, though it should be mentioned that they differ from those, provided at the Evaluation Matrix. It might be also helpful to include some lessons learned addressing the issues on project management, delays with hiring project staff and experts, better coordination between the EU, VRU and UNDP, which the Evaluation team referred to in the report, as the relevant conclusions were made but no practical lessons learned were defined on how such situations could be avoided/addressed.

Lessons learned part of the Report	Lessons learned of the Evaluation Matrix
<p>1. Promoting Co-ownership of the Reform Process</p> <p><i>..it is especially important that any process to develop and support a reform agenda within the VRU (or any other government institution) will be more successful and impactful if the process is co-owned by the EUD and the VRU.</i></p> <p>2. Scope of the reforms</p> <p><i>Reforms that are very broad (like parliamentary reform which is connected to other reforms (public administration reform, anti-corruption etc.)) are likely to have trouble in the implementation stage, especially in a context where there is so much other pressing business on the parliamentary agenda.</i></p> <p>3. Planning for institutional development</p> <p><i>Such complex processes can best be guided under an agreed comprehensive plan to strengthen the institution of Parliament.</i></p> <p>4. Ensuring leadership commitment and access</p> <p><i>Lack of leadership commitment and implementation inconsistency can cause interruption or stagnation in the project implementation.</i></p> <p>5. Building upon the political momentum</p> <p><i>Building upon the momentum requires that sufficient time is given for implementation and consolidation of the practices promoted by the projects.</i></p> <p>6. Developing consistent M&E practices</p> <p><i>There should be a consistent M&E mechanism designed in the Project Document.</i></p> <p>7. Planning for sustainability</p> <p><i>This means that the VRU should continue to allocate resources for the parliamentary reform, amongst others, that the knowledge products will</i></p>	<ul style="list-style-type: none"> • Projects in support of political institutions require politically attuned design and implementation • Strong coordination amongst EU and other relevant projects will ensure greater adaptability • Projects should be designed in line with parliamentary terms to ensure they are designed and implemented by same leadership • Project should be working at levels simultaneously – politically (JMD), strategically, and technically to allow for issues to addressed at the correct level and the addressing of roadblocks as they arise

remain accessible, that lessons learnt and best practices will not be left aside after projects' implementation.

8. Accessing international expertise and best practices

To be successful, parliamentary development projects need to find the right balance between domestic expertise and international expertise, between relying on the national legal and policy framework and exploring best practices from other parliaments worldwide.

9. Recognizing change as a gradual process

Institutional changes often do not happen in a fully fletched way within the lifespan of a project. This is particularly the case for parliamentary projects, as parliaments are political institutions led by persons who have a political agenda and whose timing does not necessarily coincide with the timing of a project, even if agreed upon in advance.

3. **Interviews with the relevant representatives of Beneficiary.** Neither of the project Steering Committee VRU senior representatives was interviewed (Razumkov, Stefanchuk, Kondratiuk, Shtuchnyi) as regards the EU-UNDP Parliamentary Reform Project (PRP). The only person met from the leadership of the VRU and its Secretariat regarding the Rada for Europe Project is Mr. A.Melnichuk while he was not involved in its implementation. No one from the team of the former Speaker Parubiy was interviewed to assess the logic of the PRP during the development and inception phase. UNDP doesn't believe this is a representative sample for the evaluation purposes considering the evaluation objectives. This might have impacted some of the conclusions made below.

4. There are number of **points where UNDP believes additional information** is required to clarify statements made in the report.

Overall approach

"But both projects lacked a strategic level of engagement that would be necessary to achieve results in the VRU. ... As a result, both EU projects were to operate at the technical level and provide the technical assistance required to support the VRU Apparatus in implementing the identified reforms." (p.14)

Both project teams closely cooperated with the leadership of the VRU and its Secretariat, Heads of Committees to leverage strategic level of engagement. Evidence can be found at project's reporting:

- *Highlights in yellow on cooperation of both project teams with the leadership of the VRU and its Secretariat, parliamentary committees, MPs: [RzE Report](#) (December 2017 – May 2018) - pages 4, 6, 9; [RzE Final Report](#) – pages 34, 59; [PRP Year Progress Report](#) (February 2019 – February 2020) - pages 7,8, 9, 16; [PRP mid-year Progress Report](#) (February 2020 – August 2020) - pages 6, 7, 8, 9;*
- *Interviews with the relevant project Steering Committee VRU senior representatives which were not held could have confirmed a strategic level of project engagement.*

Relevance

"The projects focused on technical interventions (procurement of equipment, study visits, etc.) with only limited interventions at the strategic and political levels. The lack of interaction between the projects and the Jean Monnet Dialogues prevented complementarity and synergy between the work of the JMDs and the technical work of the projects." (p.16)

“Finally, the projects were overly focused on support to the VRU Apparatus (i.e. Secretariat) and on infrastructure procurement, preventing the building of relationships with deputies and political leaders who should be at the heart of all reforms and are key to institutionalising such reforms. The projects’ implementation approach were designed to be fully technical in nature with no consideration that the projects would be working with a political institution and the need to understand, analyse and manage political dynamics of the work.” (p.17)

As mentioned above, both project teams closely cooperated with the leadership of the VRU and its Secretariat, Heads of Committees to leverage strategic level of engagement. The Rada for Europe project (closely) and the PRP (to smaller extent) coordinated with European Parliament and NDI on results of Jean Monnet Dialogues to enable the translation of the political decisions into the technical level activities, including through the Working Group on Internal Reform. Evidence can be found at project’s reporting:

- *Highlights in yellow on cooperation of both project teams with the leadership of the VRU and its Secretariat, parliamentary committees, MPs:* [RzE Report](#) (December 2017 – May 2018) - pages 4, 6, 9; [RzE Final Report](#) – pages 34, 59; [PRP Year Progress Report](#) (February 2019 – February 2020) - pages 7,8, 9, 16; [PRP mid-year Progress Report](#) (February 2020 – August 2020) - pages 6, 7, 8, 9;
- *Highlights in blue on coordination with European Parliament and NDI:* [RzR Report](#) (June 2016 – May 2017) – pages 24, 25, 32; [RzE Report](#) (December 2017 – May 2018) – pages 5, 6, 8; [RzE Final Report](#) – pages 17, 19; [PRP mid-year Progress Report \(February 2020 – August 2020\)](#) - pages 9, 15;
- [background paper on Monitoring, Evaluation, and Learning](#) – page 7

Coherence

“With regard to the implementation of the Association Agreement, the work with the VRU and its relationship with other actors was disaggregated for the PRP. For example, the work with the EU Integration Committee of the VRU, which was a part of the Rada for Europe Project, was not part of the PRP project and was implemented by another EU project. There is limited evidence of coordination between the two projects, despite the clear links to such work. But the PRP Project did have a more robust relationship with the EU4PAR Project focused on public administration reform.” (p.17)

VRU Committee on European Integration was one of the 8 pilot committees on parliamentary oversight. The PRP supported the committee specifically on strengthening its oversight function over the Government’s implementation of the Association Agreement:

[PRP mid-year Progress Report \(February 2020 – August 2020\)](#) – page 7 (dark green color);

[Analysis of legislation, approved during 2014-2020, what does it include or include contradictions regarding the provisions EU-UA Association Agreement;](#)

[infographics on different topics](#) of implementation of the Association Agreement.

The coordination of the support of the two EU-funded projects was provided by the Committee and its Secretariat, inter alia through ensuring participation of both projects in the committee meetings and allocating time to present results of the activities of the projects.

“The EU and UNDP are partners in a number of development projects in Ukraine. Despite this fact there was limited evidence of UNDP projects being implemented in Ukraine having any links to either of the VRU projects.” (p.17)

The proper description of all synergies was provided in project reporting, and UNDP team shared relevant experiences with the evaluators during the interviews, e.g. on linkages with the UNDP projects "Human Rights for Ukraine", "Civil Society for Enhanced Democracy and Human Rights" and others as referenced in the progress reports:

- Highlights in grey: [PRP Year Progress Report](#) (February 2019 – February 2020) – page 16; [PRP mid-year Progress Report \(February 2020 – August 2020\)](#) - page 14;
- Joint publications on [The role of the Verkhovna Rada of Ukraine in ensuring the implementation of international agreements in the field of human rights](#); [Guidelines on monitoring by the Verkhovna Rada of Ukraine implementation of international human rights Agreements](#).

Efficiency

"There were other challenges with the management of the projects. To start, there were delays in the hiring of project staff, including the contracting of PRO staff under the PRP project. Despite the project commencing in early 2019, it was not until November 2019 that the first experts were hired for the PRO" (p.18)

It should be noted that the PRO leadership (Head and 2 Deputy Heads) were hired already in July 2019. The recruitment of the rest of PRO experts was delayed to ensure ownership of the parliamentary reform process and buy-in on the key priorities by the newly elected leadership of the VRU in August 2021. Based on the agreed PRO Action Plan, the recruitment of the rest of the PRO experts was launched.

It is worthwhile noting that the plan for recruitment of the PRO staff has been discussed and agreed with EUD at the coordination meeting as of 1 August 2019 (minutes attached), where it was agreed that only 1-2 additional experts should be recruited in September to ensure the full buy-in of the PRO and its workplan by the new political leadership (minutes attached).

"A third personnel issue with the PRP project was the inability to hire an senior international technical advisor for the project at the beginning of the implementation period. Together with the lack of a project coordinator, this resulted in almost no direction, guidance or quality assurance of the work of the PRO experts. The results of this lack of oversight and guidance can be seen in the inconsistent work of the PRO." (p.18)

The engagement of the full-time international advisor was fully coordinated with the EUD. The overall direction and guidance of the work of the PRO experts was ensured by the UNDP DG Programme team as well as through regular monthly/bi-monthly [meetings with the EUD](#).

The TORs for all project staffs were reviewed and agreed by EUD; the function for the Specialist on Legislative Process – Component 1 Lead – to backstop the project coordinator in his/her absence were officially included in the [TOR](#), so the team was properly coordinated from the moment the Component 1 Lead was recruited.

"However, the over emphasis on physical infrastructure procurement (and the eagerness of the VRU Apparatus to focus on this aspect of the projects' work) resulted in fewer resources for capacity development and technical support and advice to beneficiaries who could be champions for reforms within the institution." (p.18)

According to the PRP Description of Action the technical and expert support was provided by the PRO experts, which provided it to the beneficiary (VRU leadership, committees and VRU Secretariat) by September 2021.

Effectiveness

“But the conclusion of this report is that the expected outcome of the projects – that the VRU is an open and accountable institution that makes decisions in an inclusive and participatory manner – was not achieved.” (p.24)

According to the PRP Description of Action the project outcome reads as follows “The Verkhovna Rada of Ukraine is a progressively more effective, accountable and transparent institution in carrying out its constitutional responsibilities of legislation, oversight, and representation with further positive influence on the overall process of EU-Ukraine Association Agreement implementation.”. Multiple evidence to more effective carrying out of the VRU constitutional functions of legislation and oversight could be found in progress reporting of both projects as well as the [background paper on Monitoring, Evaluation, and Learning](#):

- [RzE Report](#) (December 2017 – May 2018) - pages 4, 6, 9; [RzE Final Report](#) – pages 34, 59; [PRP Year Progress Report](#) (February 2019 – February 2020) - pages 7,8, 9, 16; [PRP mid-year Progress Report](#) (February 2020 – August 2020) - pages 6, 7, 8, 9;

Impact

“The projects struggled to achieve impactful results. Where there was an impact, for example, the adoption of the Communication Strategy under the first project, there was an inability to ensure the impact was institutionalised, particularly, through appropriate structural, HRM changes and financial allocations.” (p.26)

To strengthen the institutional mechanism in line with the Communication Strategy, the [VRU Resolution "On Amendments to item 2 of the Resolution of the Verkhovna Rada of Ukraine" On the Structure of the Secretariat of the Verkhovna Rada of Ukraine"](#) established the press service as part of the VRU Secretariat, which subsequently led to respective HRM and budget allocations.

Sustainability

“Specifically, there are numerous examples of the projects not engaging with or co-owning the reform processes with the relevant VRU departments or staff. These included:

Development of the IT Strategy without fully engaged VRU IT staff;

Civic education materials developed with limited input from the staff of the VRUs Education Unit;

Human resource management strategy developed primarily by PRPs PRO experts.” (p.27)

The development of all strategic documents, including eParliament and Human resource management strategies, was conducted in close cooperation with the VRU staff and its leadership. The drafts of the documents (at least, 16 documents, please see Annex II) have undergone the internal institutional procedure of clearance by all respective structural units before signature by the senior official.

Overall assessment

“But the projects were not able to strike a balance between the need for local context and knowledge with an international perspective.” (p.28)

The list of expert papers, developed by the project based on the best international practice, is attached in Annex III. Moreover, the PRO experts built upon international expertise leveraged by the Rada for Europe project and available analytical papers (analytical papers by RzE and the final project report are uploaded to the folder and available for evaluation; the dedicated shared folder was created for the PRP experts at the beginning of their assignment to make the best usage of the RzE analytical papers).

“In the end, the two projects provided technical support to the VRU as it implemented its internal reform process, but the lack of political engagement and analysis, quality assurance and M&E techniques and limited use of trusted relationships all contributed to a less than optimal use of resources and the delivery of sustainable results” (p.29)

As mentioned above, the projects ensured political engagement and analysis, built close relationships with leadership of the VRU and its Secretariat ([RzE Report](#) (December 2017 – May 2018) - pages 4, 6, 9; [RzE Final Report](#) – pages 34, 59; [PRP Year Progress Report](#) (February 2019 – February 2020) - pages 7,8, 9, 16; [PRP mid-year Progress Report](#) (February 2020 – August 2020) - pages 6, 7, 8, 9) to effectively implement the projects’ objectives in line with the [PRP Results Framework](#).

4. As regards **Annex 1: Proposed Strategic Vision for EU Support to the VRU** the additional information on causal linkage between draft report recommendations (p.31) with the proposed strategic vision (p.35) would be appreciated to understand the logic of exclusion of UNDP from the list of possible implementing partners of the future intervention, considering UNDP’s comparative advantage (global experience in supporting parliamentary strengthening, providing consistent and high-quality support to more than 100 parliaments).

5. **Comments to specific Evaluation Questions and answers** to them are provided in Annex I

Comments to specific Questions and answers of the Evaluation Matrix

Major Evaluation Questions	Answers to EQs or What are the expected results of the work?	UNDP comments
1. Relevance		
<i>Were and are the Actions' objectives aligned with the political priorities and needs of the Parliament in the area of parliamentary reform?</i>	<i>First project was well-aligned with parliamentary reform priorities, as it was fully based on VRU Action Plan for Internal Reform adopted in March 2016. However, there has been limited review or assessment of the Action Plan progress and results and the Working Group on Parliamentary Reform did not operate properly. The subsequent changes in leadership also have impacted on defining reform efforts.</i>	The political priorities and needs of the 9 th convocation were discussed during the meetings with the VRU leadership. Results of the meetings were communicated to the EUD sector manager.
<i>Were and are the Actions' design (scope of activities, resources, working methods) adapted to the capacity building needs and priorities of the VRU Secretariat in terms of implementing the VRU Road Map for Internal Reforms and Capacity Building?</i>	<i>The functions of PRO were not clearly formulated and formalised with the VRU Secretariat and leadership. In general, a vision of how the PRO will be integrated into VRU Secretariat as a support unit was fully missing. Therefore, its mandate did not correspond to the VRU expectations (for example, real support on legal drafting was missing).</i>	The PRO concept note, including functions, and its 2019 Work Plan are annexed to the PRP Description of Action as Appendix 2. The PRO Work Plan was discussed with the Head of the VRU Secretariat to reflect its priorities, and included the focal points for each task from both project/PRO and VRU side. It was formalized/approved by the Steering Committee meeting on 19 November 2019 .
<i>To what extent the Parliamentary Reform Office established within the Action no. 2 was relevant in terms of advancing parliamentary reform process?</i>	<i>In theory the PRO is a good idea and there is some limited evidence that the technical experts as part of the PRO have started to build trusted and productive relationships with VRU (staff & deputies). But timing of the project – starting in February 2019 (two months before presidential election & five months before parliamentary elections) couple with the slow pace of hiring PRO experts (November 2019 – just four months prior to start of the</i>	It should be noted that the PRO leadership (Head and 2 Deputy Heads) were hired already in July 2019. The recruitment of the rest of PRO experts was delayed in order to ensure ownership of the parliamentary reform process and buy -in on the key priorities by the newly elected leadership of the VRU in August 2021. Based on the agreed PRO Action Plan, the recruitment of the rest of the PRO experts was launched. It is worthwhile noting that the plan for recruitment of the PRO staff has been discussed and agreed with EUD at the coordination

	<i>pandemic) resulted in limited time to measure success of PRO.</i>	meeting as of 1 August 2019 (minutes attached), where it was agreed that only 1-2 additional experts should be recruited in September to ensure the full buy-in of the PRO and its workplan by the new political leadership (minutes attached).
2. Coherence		
<i>Were the objectives and activities of the Actions coherent and linked to the VRU priorities and policies in relation to parliamentary reform, particularly, after beginning of operation of the 9th Convocation of the Parliament in September 2019?</i>	<i>An important aspect of VRU reform – European Integration – was not part of the PRP project as it was covered by other EU assistance project (Association for You).</i>	<p>The VRU priorities in relation to the parliamentary reform were discussed during the meetings with the VRU leadership. Results of the meetings were communicated to the EUD sector manager.</p> <p>Considering the importance of this aspect of VRU reform, VRU Committee on European Integration was selected as one of the 8 pilot committees on parliamentary oversight. The PRP supported the committee specifically on strengthening its oversight function over the Government's implementation of the Association Agreement:</p> <p>PRP mid-year Progress Report (February 2020 – August 2020) – page 7 (dark green color);</p> <p>Analysis of legislation, approved during 2014-2020, what does it include or include contradictions regarding the provisions EU-UA Association Agreement;</p> <p>infographics on different topics of implementation of the Association Agreement.</p>
4. Effectiveness		
<i>Did the Actions contribute to the implementation of the VRU Roadmap for Internal Reform and Capacity Building within its main components? i. legislative capacity</i>	<i>Projects generally did not significantly contribute to the implementation of the Roadmap for Internal Reform. Projects faced political and bureaucratic</i>	There is a clear indication in the Description of Action which of the NAM recommendations PRP will deal with by means of PRO (1, 2, 14, 15, 16, 20, 38, 39, 41). Therefore, any

<p><i>and legislative process within the VRU, ii.political oversight of the executive, iii.openness, transparency and accountability of the Parliament to citizens iv.approximating Ukrainian legislation to the EU acquis, v.administrative capacities, vi.coalition, opposition and dialogue within the VRU, vii.respecting ethical norms and standards within the VRU.</i></p>	<p><i>resistance to reforms. Efforts and technical assistance were provided to develop strategies and action plans, but with limited evidence of sustainable, institutionalization of such reforms. Where there was reform, such as on HRM or Communication Strategy, original approved action plans were not renewed. A VRU Working Group on Internal Reform was established for such a purpose, but it never truly launched and has not met since 2019. And the Project was not effective in its efforts to make the WG effective.</i></p>	<p>assessment or reference to JMD, Open Parliament (22-29), the approximation to acquis (30-34) and Parliamentary Ethics (48-52) recommendations is not relevant in the context of project implementation. Moreover, JMD, approximation issues and Open Parliament were excluded from the project document of Action 2 by insisting of the EU Delegation representatives at the development stage.</p> <p>UNDP has consistently made efforts to reiterate the importance of re-launching the WG (inclusion of the WG in the official documents for the project extension as of 13 April 2021, meeting between UNDP and VRU Secretariat management as of 18 August 2021, letter as of 20 May 2021 with the concept of WG meetings, developed with the VRU leadership)</p>
<p><i>Did outputs delivered by the Parliamentary Reform Office established within the (Action no.2) contribute to the achievement (nonachievement) of the Action's objectives?</i></p>	<p><i>PRO provided an opportunity for national technical experts to work directly within VRU to support reforms efforts. However, a lack of quality assurance of the experts' work and the limited use of international development standards for activities resulted in less ownership and buyin from VRU staff on outputs of PRO</i></p>	<p>The list of expert papers, developed by the project based on the best international practice, is attached in Annex III. Moreover, the PRO experts built upon international expertise leveraged by the Rada for Europe project and available analytical papers.</p> <p>The development of all strategic documents was conducted in close cooperation with the VRU staff and its leadership. The drafts of the documents (please see Annex II) have undergone the internal institutional procedure of clearance by all respective structural units before signature by the senior official.</p> <p>The quality assurance of the expert products was performed by the Component leads and UNDP DG Programme Team, the respective drafts have also been shared with the EUD sector manager.</p>
<p>5. Impact</p>		

<i>Did the Actions contribute to long-term intended results (expected impact)?</i>	<i>Limited evidence of impact-level results by projects. Small changes to the Rules of Procedure were most notable impact-level changes.</i>	It should be noted that the impact level results were not foreseen by the relevant descriptions of actions, since these were two-year interventions. At the same time the project contributed to the higher-level results as described at the PRP reports and the background paper on Monitoring, Evaluation, and Learning (MEL).
6. Sustainability		
<i>Were the Actions' deliverables and results integrated in the VRU's institutional set up (legal framework, Rules of Procedures, institutional strengthening of the VRU secretariat, etc)?</i>	<i>Small number of reforms to the Rules of Procedure, but generally the outputs of the projects showed limited long-term, sustainable results.</i>	Please see Annex II for the list of deliverables that have been institutionalized with the respective VRU decision.
<i>Was the VRU leadership involved in high level political dialogue to ensure the Actions' sustainability (institutional, financial) and the VRU's ownership of the implemented Actions? How can sustainability be further reinforced in the framework of a future Action?</i>	<i>Limited evidence of political leadership being engaged and endorsing projects' work. Change in VRU political and administrative leadership resulted in projects having to rebuild relationships and adjust to shifting priorities. Future Actions will require co-ownership of the reform process with the VRU political and administrative leadership co-leading the reform process with the EU. Such a process must also ensure commitments for state funding for reforms.</i>	<p>The leadership of the VRU and its Secretariat, Heads of Committees were engaged in delivering projects' activities to ensure sustainability and ownership at the strategic level. Evidence can be found at project's reporting:</p> <ul style="list-style-type: none"> - <i>Highlights in yellow on cooperation of both project teams with the leadership of the VRU and its Secretariat, parliamentary committees, MPs:</i> RzE Report (December 2017 – May 2018) - pages 4, 6, 9; RzE Final Report – pages 34, 59; PRP Year Progress Report (February 2019 – February 2020) - pages 7,8, 9, 16; PRP mid-year Progress Report (February 2020 – August 2020) - pages 6, 7, 8, 9;

Annex II

List of PRO deliverables that have been institutionalized:

- [Draft Law “On Law-Making Activities” No. 5707](#) (adopted in the first reading);
- [Draft Law “On amendments to some laws of Ukraine to improve the process of legislative work planning of the Verkhovna Rada of Ukraine” № 5178](#) (included into parliamentary agenda).
- [Draft Law “On Parliamentary Service” №4530](#) (adopted in the first reading);
- [Strategy for Human Resource Development of the Secretariat of the Verkhovna Rada of Ukraine up to 2022](#) approved by the Order of the Head of the Secretariat of the Verkhovna Rada of Ukraine (hereinafter – the VRU Secretariat) No 3359-k of 05 December 2019;
- [Action Plan for 2020 on the Implementation of the Strategy for Human Resource Development of the Secretariat of the Verkhovna Rada of Ukraine up to 2022](#) approved by the Order of the Head of the VRU Secretariat No 358-k of 20 February 2020;
- [The Procedure for Performance Appraisal of Civil Servants of the Secretariat of the Verkhovna Rada of Ukraine](#), approved by the Order of the Acting Head of the VRU Secretariat No 1427-k of 07 September 2020;
- [Methodological recommendations on Carrying out the Gender Audit in the Secretariat of the Verkhovna Rada of Ukraine](#), approved by the Order of the Head of the VRU Secretariat No 597-k of 31 March 2020;
- [Methodological recommendations for Carrying out the Survey of the Quality Management System in the Secretariat of the Verkhovna Rada of Ukraine](#), approved by the Order of the Head of the VRU Secretariat No 429-k of 28 February 2020;
- [Methodological recommendations on the Development of Corporate Culture in the Secretariat of the Verkhovna Rada of Ukraine](#), approved by the Order of the Head of the VRU Secretariat No 662-k of 14 April 2020;
- Order of the Head of the VRU Secretariat No 3627-k of 24 December 2019 “[On Approval of the Procedure for Development and Approval of Job Descriptions of Employees of the Secretariat of the Verkhovna Rada of Ukraine and amendments thereto](#)”;
- Order of the Head of the Secretariat of the Verkhovna Rada of Ukraine of No 899-k of 07 December 2020 “[On Approval of the Regulations on the Secretariat of the Deputy Faction \(Deputy Group\) in the Verkhovna Rada of Ukraine](#)”;
- Order of the Chairman of the Verkhovna Rada of Ukraine No 273 of 31 August 2020 “[On the Schedule of Seminars and Internships of People’s Deputies of Ukraine and Employees of the VRU Secretariat for the Period of the Fourth Session of the Verkhovna Rada of Ukraine of the Ninth Convocation](#)”;
- Order of the Chairman of the Verkhovna Rada of Ukraine No 29 of 17 February 2021 “[On the Schedule of Seminars and Internships of People’s Deputies of Ukraine and Employees of the VRU Secretariat for the Period of the Fifth Session of the Verkhovna Rada of Ukraine of the Ninth Convocation](#)”;
- Order of the Head of the VRU Secretariat No 235 of 05 December 2019 “[On the Working Group on the Preparation and Carrying out the Functional Analysis in the Secretariat of the Verkhovna Rada of Ukraine](#)”;
- Order of the Head of the VRU Secretariat No 960-k of 11 June 2020 “[On the Working Group on Strategic Planning in the Secretariat of the Verkhovna Rada of Ukraine](#)”.
- Order of the Head of the VRU Secretariat No 81 of 22 June 2020 “The [concept](#) and [design](#) of the VRU Press Centre”.

Annex III

List of documents developed by the PRO within the framework of the EU-UNDP Parliamentary Reform Project based on international best practices

- [Proposals for the core approaches to planning and monitoring legislative activity in the Verkhovna Rada of Ukraine](#) (pages 15, 17, 18, 20, 24, 28, 32, 33-49);
- [A conceptual note on improving the legislative process in Ukraine](#) (pages 5, 7, 10, 37-38, 42-46, 49-50, 53, 54-56, 58-64, 68, 71, 74, 79, 81-84, 89-90, 94-96, 98-99, 109-110);
- [Proposals to improve expertise of draft laws \(budget, inclusive, gender, anti-corruption expertise of draft laws, expertise of draft laws for compliance with the provisions of EU legislation\)](#) (pages 23-27);
- [Proposals for the introduction of impact assessment and the process of preparation for impact assessment](#) – (pages 9 -18);
- [Analytical note on improving the parliamentary procedure for proposing / amending the drafts;](#)
- [Analysis of the experience of EU countries on certain issues of parliaments and the status of the opposition;](#)
- [Proposals to the Draft Law on Laws and Legislative process](#) (pages 3, 5, 6, 8, 9);
- [Parliamentary oversight: practical recommendations to improve efficiency](#) (pages 21, 22-23, 24, 28, 34, 38, 44, 45, 47, 48, 53-61);
- [Methodological approaches and recommendations for the Verkhovna Rada of Ukraine on evaluation the effectiveness of the application of legislation](#) (pages 27, 32, 43-48);
- [The role of the Verkhovna Rada of Ukraine in ensuring the implementation of international agreements in the field of human rights;](#)
- [Review Report: Best Practices in Cyber Security Management;](#)
- [Implementation of the Sustainable Development Goals by the National Parliaments of the Member States of the European Union: Lessons for the Verkhovna Rada;](#)
- [Analysis of legislation, approved during 2014-2020, what does it include or include contradictions regarding the provisions EU-UA Association Agreement.](#)
- [Expert report on Legislative and Institutional Framework for the Organization of the Parliamentary Public Service: Foreign Experience and Recommendations for Ukraine;](#)
- [Expert note on Experience of Parliaments of other Foreign Countries on Some Aspects of Parliamentary Service;](#)
- [Expert document on Development of a Competitive Selection Procedure for Holding Vacant Positions in the Secretariat of the Verkhovna Rada of Ukraine Taking into Account the Peculiarities of its Activity;](#)
- [Expert document on Performance Appraisal of Civil Servants – International Experience;](#)
- [Proposals for the introduction of innovative practices of human resources management in the Secretariat of the Verkhovna Rada of Ukraine](#) (pages 2, 4, 7,10-11, 15);
- [Expert document on Talent Management System Implementation in the Secretariat of the Verkhovna Rada of Ukraine](#) (pages 14-15);
- [Expert and analytical document on carrying out the analysis of legislative and institutional framework for the development of information and analytical system for human resources management in the civil service and in the Secretariat of the Verkhovna Rada of Ukraine](#) (pages 25-30);

- [Expert document “Models for Improving the Level of Professional Competence of Civil Servants in Foreign Countries \(comparative analysis\)”](#);
- [Expert document “Professional Development of Civil Servants: International Experience”](#);
- [Manual ‘Integration of Gender Approaches and Increasing the Institutional Capacity of the Secretariat of the Verkhovna Rada of Ukraine to Implement a Comprehensive Gender Approach’](#) (pages 115-117, 123 – 136);
- [Report on the results of functional analysis in the Secretariat of the Verkhovna Rada of Ukraine](#) (pages 5-6, 15-16, 27-28, 34, 36, 39, 42, 56, 63, 65, 80-81).
- [Handbook on communications for the secretariats of the VRU Committees](#) (pages 11-15, 36, 99).